

CIVILIAN COORDINATOR FOR TRAINING in SECURITY SECTOR REFORM (CCT-SSR)

ESDC EAB SSR Report on Training Requirements Analysis for Civilian CSDP Missions

Executive Summary

Security Sector Reform (SSR) interventions are now commonplace within the EU and EEAS CSDP civilian missions. Four of the current eleven Common Security Defence Policy (CSDP) missions have an SSR or security strengthening mandate and the remaining missions have elements directly related to the security sector. Effectiveness of the missions relies heavily on the knowledge, skills and experience of the Member State (MS) and EU personnel supporting and deploying to those areas and their ability to support national SSR processes, in what can be the most politically sensitive and challenging security environments.

The introduction of the EU Global Strategy in 2016 and Civilian Compact in 2018 has created a renewed momentum to improve civilian capabilities, available to CSDP missions. MS, who have prime responsibility for selecting, training and deploying personnel have been charged with, inter alia, establishing more coherent national structures and human resource planning, including staff training and development, to ensure existing and future civilian CSDP staffing needs are met. The EEAS, on its side, is responsible for the development of policies, tools, coordination, management and operational conduct of CSDP missions.

To further the commitments contained within the Civilian Compact, the EU Civilian Training Group (EUCTG), made up of representatives of Member States and established to support the implementation of the EU Policy on Training, initiated a programme of training requirements analysis (TRA). The objective of the TRA process being to identify existing CSDP civilian training requirements and gaps, as well as relevant target audiences and to

provide the EUCTG with high level learning outcomes, aimed at improving the training activities currently offered to EU and Member States (MS) personnel.

The Executive Academic Board on SSR (EAB SSR), in its role as 'overseer' for EU SSR training, produced this SSR TRA report and recommendations, with the support and assistance of DCAF-ISSAT and the Folke Bernadotte Academy. This process, commenced in October 2019, consisted of several activities including an intensive desktop reading and research phase, involving the collection of information from personnel working within ten of the eleven civilian CSDP Missions, representatives of Member States, SSR experts working in EEAS and EU Directorates in Brussels, SSR training alumni and EU training providers. Findings were analysed and needs mapped against existing training provision. The final phase involved drafting this report and the development of recommendations and high-level civilian training and learning outcomes (CTALO) for SSR.

Key Findings

The TRA identified that overall CSDP missions are using SSR principles in the delivery of their SSR mandates, but with varying degrees of success. Some of the difficulties pertained to external security and political factors, but the overwhelming messages from personnel across the missions was the challenges of working at the political/ ministerial level and the understanding of implementation of SSR in practice. The lack of senior level expertise in CSDP missions linking the political elements to operational functions and driving the mandate forward, has resulted in what some described as a lack of coherence and technical activities being delivered in isolation. Furthermore, it was felt that those responsible for supporting the mission from Brussels, through either planning, mandate development or supporting existing missions, lacked understanding of SSR implementation and were unable to provide the necessary strategic direction or oversight.

Strengthening SSR capabilities within missions through in-mission training workshops, provision of short-term specialist teams, or visiting experts may be necessary to fill current gaps in expertise and should be easily accessible for Heads of Mission. Furthermore, internal mission command structures should enable Ministerial Advisors to work closely with subject matter experts ensuring political decisions are aligned to technical activities.

The mapping of the existing SSR training provision showed only a small number of MS currently invest in SSR specific training, either through conducting their own programmes, or sending staff on international courses. SSR inputs are included in pre-deployment or mission induction courses and/or contextual in-mission briefings, however given the broad areas covered these were described to be “light touch” and contracted and national staff were not always included in this training.

Due for revision, the current ESDC SSR training curricula, used by the main training providers covers the main principles of SSR and meets the needs of many of the staff supporting and deploying to missions. However, gaps were exposed in terms of senior/political level SSR advisor training and on the actual implementation of SSR and what this means for individual subject matter experts working under an SSR mandate. Furthermore, it was suggested training would be more effective if providers moved away from theoretical based training courses towards a more participative and experiential learning approach, including discussions on SSR implementation and good practices from the field.

With few exceptions there is no career development planning for staff deploying to CSDP missions and there is still a tendency for MS to default to police and military personnel rosters for SSR strategic advisory positions. Missions report that whilst technically competent many post applicants lack the skills and experience of advising at ministerial level. The absence of expertise, in what notably are critical roles of CSDP missions, requires MS to expand their recruitment processes beyond the usual uniform services and to build national human resource management structures aimed at continuous staff development for those critical positions.

Many of the gaps identified during this TRA are already on record, having been mentioned in previous assessments and evaluation reports. It is hoped that the momentum created through the recent introduction of the Compact and development of the MS National Implementation Plans, will drive investment and the work needed to further develop mission capabilities. The complexity of SSR implementation is such that the desired expertise and experience is unlikely to come from a single organisation or individual and will call for integration, flexibility of process, collaboration and in some instances a requirement or opportunity to pool resources.

Recommendations and High-Level Training and Learning Outcomes

Outlined below are a series of recommendations aimed at addressing the gaps identified during this TRA process. These include specific High-Level Civilian Training Area Learning Outcomes (CTALOs), proposing the introduction of specific training and development programmes and updated methodologies. To implement those recommendations, it is critical that both MS and EEAS work together and further strengthen missions through provision of flexible support options and longer term career development programmes.

Recommendation 1: Member States should re-affirm a commitment to the EU SSR principles and through their NIPs the commitment to identify, recruit and develop senior level expertise, with a focus on those with political and strategic level working experience for deployments in CSDP missions.

Recommendation 2: MS should develop individual career development programmes with reward incentives and continuous development and career enhancement opportunities for staff deployed in international missions.

Recommendation 3: MS/EEAS should develop an identifiable SSR Specialist Team capability, which provides a broad range of security, justice, defense and governance subject matter experts who can deploy as a team or individually to support senior management teams.

Recommendation 4: CPCC in conjunction with MS, should review mission staffing needs, structures and management processes to ensure maximum coherence and coordination between senior ministerial and political advisory elements and the related technical functions and activities of the mission.

Recommendation 5: CPCC in conjunction with MS should develop staff training and development policies for CSDP missions with a budget, agreed at the commencement of the mission and reviewed in line with mandate revisions and extensions.

Recommendation 6: CIVCOM delegates should receive annual briefings/workshops on EU policy and the concept of SSR covering the challenges of SSR implementation, updates, trends, challenges and good practices. (CTALO Requirement 1)

Recommendation 7: The EU/ESDC should introduce an SSR specific training programme for senior mission staff including the senior management team and those in strategic/political advisory roles. (CTALO Requirement 2)

Recommendation 8: CPCC in conjunction with MS should introduce an EU/EEAS mobile training capability to provide in-mission training, capable of working at SMT level, flexible to pull facilitators, subject matter and local context experts and deploy to mission theatres.

Recommendation 9: The planned EAB SSR revision of the ESDC core curricula in 2020 should take cognisance of the findings in this report in relation to the high-level training outcomes, the additional SSR subject areas and training methodologies.

Recommendation 10: The EAS SSR Group in conjunction with the ESDC and EU training providers should develop specific courses or modules on implementing institutional reforms within the different elements of SSR mandates - such as police reform, justice reform, correction reform. (CTALO requirement 3)

Recommendation 11: MS should ensure that all staff deploying to CSDP Missions receive basic (and mandatory) awareness training on the concept of SSR and EU SSR policy and its principles. (CTALO Requirement 4)

Recommendation 12: EAB in SSR through the EU training providers should promote and support the development of SSR specific courses to be delivered in French Language.

Recommendation 13: CPCC and other EEAS Directorates (SECDEFPOL, ISP) should development improved joint coordinated structures that ensures routine collection of good practice and lessons from SSR missions, evaluations, programmes/projects and training courses.

Recommendation 14: EUMS training institutes should integrate SSG/R within academic graduate/post-graduated curricula. This will assist recognise the concept of SSG/R and educate/shape the future generation of advisors.

Summary of High-Level Civilian Training Area Learning Outcomes (CTALOs)

Requirement 1.

Task: Require to articulate EU Policy on SSR, SSR concepts and to provide expert advice and support nationally and to multilateral operations, including EU CSDP Missions

Target Audience: MS Delegates and EU Officials in international political/policy desks /CIVCOM Delegates

Recommendation: Provision of political/strategic level workshops/briefing

Requirement 2.

Task: Provide strategic /political advice and work with international hosts and other actors in the area of SSR mandate delivery. Translate the SSR mandate into functional activities and coordinate delivery within the mission.

Target Audience: EU/EEAS Institution staff involved in strategic level scoping/technical assessments/planning new missions and conducting reviews

HoM/DHoM/ Heads of Enabling and Operational Elements, Senior Strategic SSR and Ministerial level Advisors/Coordinators

National staff working in political/strategic advisory roles within CSDP Missions

Recommendations:

- Development of strategic/political level SSR Course
- Development of in-mission contextual training/workshops for SMT level- with continuous supporting mentoring capability
- Further development of curriculum of existing mentoring/Advising Courses to meet political level advisory needs
- CPCC induction programmes revised to include contextual learning module

Requirement 3.

Task: Require to understand SSR concept to work with hosts and other national/ international actors and to translate mission mandate functional activities into practice. Advise and support local counterparts in reforms/strengthening and building their capacities

Target Audience: Operational - to strategic level subject matter experts about to be deployed/deployed in CSDP Missions Operational - strategic level staff working within MS/EEAS international desks/ planning/support desks

MS staff working within international coordination units responsible for staff deployments

National staff working in middle management level advisory or coordinating roles

Recommendation:

- Revision/Development of ESDC Course (No 11) to focus on specific subject -matter reforms delivering under an overarching SSR mandate.

Requirement 4.

Task: Require to have an awareness of the EU SSR policy, key SSR concepts and principles, and their implementation within a CSDP mission

Target Audience: All personnel working within or in support of EU/EEAS CSDP Missions

Recommendations:

- SSR module is included on all pre-deployment courses and mandatory for all staff deploying to CSDP Missions
- SSR/conceptual understanding is covered during all induction courses within the mission