

## **Setting EU training standards for civilian crisis management: the Italian contribution.**

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The term *peace operations*, introduced in the 90s by the Brahimi report<sup>1</sup>, was meant to reflect the evolution of traditional peacekeeping operations, mainly mandated to keeping the peace and monitoring cease fires in the new multidimensional post-Cold War scenario of UN operations supporting the implementation of comprehensive peace agreements. Notwithstanding differences in the concept of peace operation adopted by the various international and regional organisations engaged in the maintenance of international peace and security<sup>2</sup>, not only UN but all peace missions have generally become multidimensional and increasingly complex in the face of the changing nature and characteristics of conflicts. Today's peace operations are by and large dealing with peace building and state-building, and include support for the setting up of institutions for the Rule of Law, bolstering human rights, good governance practices and promoting security sector reforms as well as activities towards disarmament, demobilisation and reintegration of former combatants. This multidimensional character of peace operations requires that not only military personnel, but also many different professionals in civilian affairs be deployed in crisis theatres.

### Strengthening the civilian dimension through training

Growing employment of civilian components inside peace support operations has brought to the fore a number of issues related to recruitment, deployment, training and coordination of civilians with the military. Each of these aspects represents a challenge to peace operation capacity; there is widespread recognition that the civilian dimension of peace operations must be developed and strengthened, as many recent reports and initiatives attest<sup>3</sup>. The recent recommendation by the UN Secretary General that we facilitate the “development of common standards, training and guiding principles to enhance interoperability across expert rosters” and to analyse how “the United Nations and the international community can help to broaden and deepen the pool of civilian experts to support the immediate capacity development needs of countries emerging from conflict” has lies behind the proposal that a global civilian capacity partnership be set up with the aim of improving the recruitment, rostering and training of a civilian peace operations community<sup>4</sup>. The novelty of these combined efforts seems to be inherent in the willingness “to move from a quantitative focus on numbers to a qualitative approach emphasizing the generation of capabilities”<sup>5</sup>.

Within this context of qualitative enhancement of civilian skills in peace operations, training plays a significant role. The need for appropriate training to make civilians ready to deploy, equipped with the skills and knowledge to fulfil their mandate, is self evident if one considers the peculiarity of civilian components of peace operations. Civilians deployed in peace operations have different backgrounds and are called to both perform function-specific tasks and coordinate with the other civilian and military components of the mission. Unlike their military colleagues, civilians do not normally receive any specific professional training that is functional to performing their job in hostile settings worldwide. To respond to these needs and improve civilian performance on the ground, in the last decade harmonization of training activities and development of common training standards for civilian personnel in peace support operations have been given particular attention by both international/regional organisations and national governments. Especially in the light of the “transversal nature of international deployments, with the circulation of personnel both across countries and across missions”, the “[s]etting and maintaining of standards in training enables a comprehensive approach to the building of civilian expertise for missions deployed not only with the EU, but

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<sup>1</sup> *Report of the Panel on United Nations Peace Operations*, A/55/305 - S/2000/809, available at [http://www.un.org/peace/reports/peace\\_operations/](http://www.un.org/peace/reports/peace_operations/).

<sup>2</sup> Cedric de Coning, Julian Detzel and Petter Hojem, *UN Peacekeeping Operations Capstone Doctrine, Report of the TjP Oslo Doctrine Seminar*, 14 & 15 May 2008, Oslo, Norway.

<sup>3</sup> See UNITED NATIONS, *Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict*, S/2009/304, 11 June 2009; UNITED NATIONS DEPARTMENT FOR PEACEKEEPING OPERATIONS AND FILED SUPPORT, *A New Partnership Agenda. Charting a New Horizon for UN Peacekeeping*, 2009.

<sup>4</sup> DE CONING C., *Civilian Expertise: Partnership to Match Supply to Demand*, Cooperating for Peace: The Challenge and Promise of Partnership in Peace Operations - Seminar Co-organized by International Peace Institute (IPI) and Geneva Centre for Security Policy (GCSP), 10-11 December 2009.

<sup>5</sup> UNITED NATIONS DEPARTMENT FOR PEACEKEEPING OPERATIONS AND FILED SUPPORT, *A New Partnership Agenda. Charting a New Horizon for UN Peacekeeping*, 2009.

also with the UN, OSCE and NGOs.”<sup>6</sup>

### The European Group on Training

Since the creation of the ESDP ten years ago, through which the EU committed itself to that “comprehensive approach” calling for a combination of civilian and military tools in dealing with external security challenges, Brussels institutions have devoted quite a lot of resources and energies to the training of civilian personnel for ESDP missions. Responsibility for training civilian personnel of ESDP missions was assigned to both member states and EU institutions, the latter only having specific responsibility for so-called induction training delivered to key mission-specific personnel right before deployment. Inevitably, the risk of significant disparities in training modalities and contents soon came to light and in 2001 the European Commission launched the EC Project on Training for Civilian Aspects of Crisis Management, with the objective of harmonizing training for civilian personnel of ESDP missions. In its initial stage the Project promoted cooperation among training centres located in a few member states for the development of specific training modules for civilians. Upon these common bases, training standards were formulated and harmonized training programmes were developed, the latter mainly comprising a combination of basic and task-specific courses, plus mission-specific briefings prior to deployment. After the 2004 enlargement of the EU, the EU Group on Training was created and a first set of basic and task-specific courses, developed upon agreed training modules, were delivered throughout the EU. Additional courses have been devised, such as those on civil-military cooperation and an EU-UN training course based on the identification of joint standards and requirements. The EU Group on Training has lately become the European Group on Training (EGT) to avoid confusion surrounding its status, as the EGT has no current official status within the EU structures and is currently operating under a grant from the EC through the Instrument for Stabilisation (IfS). In this final phase of its contract the EGT has been pursuing consolidation, documentation and publication of the curricula developed, the organization of task-specific courses related to current multilateral initiatives, ongoing training for experts participating in EU Civilian Response Teams<sup>7</sup>, the establishment of a course certification system for training institutions delivering EGT modules, assistance with training for civilian crisis management and stabilization missions in Africa, and finally the development of international consensus around a European training standard for deployment in international missions, compatible with UN, World Bank and OSCE requirements.

The EGT has indisputably attained some ambitious goals, as is recognized by the external evaluation procedure to which the project was subjected in 2005. The Project has also helped a few EU member states to create national training centres for civilian crisis management and others to reinforce their existing structures. This has enhanced national exploitation of project goals, thus contributing to strengthening the civilian training capacities of EU Member States, which is of course one of the priorities of the whole initiative.

### Italy's commitment to training for civilian crisis management

Within this context, Italy has made great strides in training the civilian components of peace support operations, including ESDP missions. Most of the civilians Italy deploys on peace missions belong to bodies with police responsibilities such as the Carabinieri and the Polizia di Stato, while only a residual part is made of civilians coming from the State central administration and free-lance operators recruited by the Italian Ministry of Foreign Affairs. Training for both these categories of people is mainly provided through two Centres of Excellence for the training of personnel for peace support operations, namely the Centre of Excellence for Stability Police Units (CoESPU) and the International Training Programme on Conflict Management (ITPCM) run by the Scuola Superiore Sant'Anna; the two centres train police and civilian personnel respectively. These institutions play a significant role in the training of policemen/policewomen and civilians *strictu sensu* with an impact that is not only Italian but also international in terms of both the number of internationals attending their courses and the authority they have acquired on these matters.

The Centre of Excellence for Stability Police Units was established in 2005. The decision by the Italian

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<sup>6</sup> HOLDAWAY L., *International Training Standards in the Field of Civilian Crises Management - A Comparative Review*, International Alert 2009.

<sup>7</sup> A Civilian Response Team (CRT) is a civilian crisis management rapid reaction capability of flexible size and composition, consisting of Member State experts with, in principle, Council Secretariat participation. See further at <http://www.reteccp.org/documenti/2005/civilresponse.html> .

Government, supported by other G8 countries, was taken during the Sea Island summit, and forms part of a wider project aimed at increasing the international community's capacity to field peace support operations through the provision of technical and financial assistance<sup>8</sup>. Mainly by means of train-the-trainers courses, the Centre provides training skills for officers who will return to their countries to develop gendarme-type forces ready to be deployed in peace support operations. Besides this the CoESPU provides pre-deployment training for specific missions and interoperability training with the relevant military forces, civilian institutions and other deployed police components involved in PSOs; conducts assessment of lessons learned (after-action reviews) to incorporate into future training; and also interacts with international and regional academic and research institutions, as well as national and international military research institutions.

The International Training Programme for Conflict Management (ITPCM) is a post-graduate programme of the Scuola Superiore Sant'Anna established in 1995 to respond to the training needs of personnel involved in international field operations. The ITPCM conducts research activities and offers institutional as well as on-demand training programmes, along with project assistance and other consultancy services on peacekeeping, humanitarian assistance, election monitoring, human rights promotion and protection, development and decentralised cooperation, post-conflict rehabilitation. The ITPCM is also an active partner in several international networks aimed at strengthening the impact of international field operations, by the means of shared programmes and projects. In particular, ITPCM is part of the EGT, within which it has played a proactive role in the process of curricula harmonisation/standardisation for training courses offered to civilian personnel and has recently been appointed by the EGT to manage the certification of training courses for civilian aspects of crisis management<sup>9</sup>.

Besides the work of the above-mentioned centres of excellence, Italy's commitment to the training of civilian components of PSOs is substantiated by the proactive role the Italian government is playing at the EU in implementing the AU African Peace and Security Architecture which is at the core of the new Africa-EU Strategic Partnership<sup>10</sup>. In particular Italy is harnessing expertise provided by the above-mentioned centres of excellence to implement the Peace and Security Partnership, one of eight thematic Africa-EU partnerships created to ensure attainment of concrete results according to an established Action Plan for the years 2008-2010<sup>11</sup>. The Peace and Security Partnership includes a support programme to strengthen African training centres<sup>12</sup> in cooperation with the AU and its Regional Economic Communities (RECs), the aim being to reinforce the military, police and civilian components of the African Stand-by Force<sup>13</sup>.

#### Does training alone matter?

Having illustrated some highlights of training for civilian crisis management at the EU and in Italy, it is only fair to sketch out the main shadows which, though not directly related to training, may jeopardise the success of the whole enterprise.

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<sup>8</sup> At the 2004 Sea Island Summit, G-8 leaders formally adopted the "G-8 Action Plan: Expanding Global Capability in Peace Support Operations", which demonstrated the commitment of G-8 nations to increase global capacity for sustaining peace support operations with an emphasis on African countries.. As recently highlighted in the G8 Report on Peacekeeping/Peacebuilding ([http://www.g8italia2009.it/G8/Home/Summit/G8-G8\\_Layout\\_locale-1199882089535\\_Atti.htm](http://www.g8italia2009.it/G8/Home/Summit/G8-G8_Layout_locale-1199882089535_Atti.htm)) presented at the L'Aquila Summit, also Carabinieri, along with other Gendarme-type police and civilian police from G8 countries, are substantively contributing to training police in Afghanistan, the Middle East and the Balkans.

<sup>9</sup> The EGT provides certification to training courses in the field of civilian crisis management. A C3MC-label is awarded to courses that meet established standards and criteria for training civilian personnel to be deployed in crisis management missions. The Scuola Superiore Sant'Anna releases the certification on behalf of the EGT, on the basis of the application submitted by course organizers as well as on-site visits before and/or during the delivery of the courses. See further at [www.europeangroupontraining.eu](http://www.europeangroupontraining.eu).

<sup>10</sup> See further at [http://www.africa-eu-partnership.org/partnerships/partnership\\_en.htm](http://www.africa-eu-partnership.org/partnerships/partnership_en.htm).

<sup>11</sup> These Partnerships are being implemented, on the EU side, by EU Implementation Teams consisting of particularly committed Member States, the Commission and the Council Secretariat, under the overall coordination of the Council's Africa Working Group. See Joint Progress Report on the Implementation of the Africa-EU Joint Strategy and its first Action Plan (2008-2010) at <http://europafrika.net/2008/11/26/joint-progress-report-on-the-implementation-of-the-africa-eu-joint-strategy-and-its-first-action-plan/>.

<sup>12</sup> See "Evolving Roadmap of the Peace and Security Partnership" 14 October 2009 at [http://www.africa-eu-partnership.org/pdf/peace\\_security\\_roadmap\\_final\\_081009.pdf](http://www.africa-eu-partnership.org/pdf/peace_security_roadmap_final_081009.pdf)

<sup>13</sup> See further at <http://www.africa-union.org/root/au/AUC/Departments/PSC/Asf/asf.htm>.

In general terms, notwithstanding the efforts international and regional organisations and their member states are making in the field of training, there is still not enough qualified civilian expertise for peace support operations. However, according to a recent study by De Coning<sup>14</sup> the training argument alone does not explain the problem. According to this study, the difficulties the UN has in identifying qualified and experienced civilian personnel in certain specialised categories are due to “the time it takes the recruitment system to fill a peace operations vacancy” rather than to the lack of trained and experienced applicants. More broadly, the current difficulties in deploying civilian personnel are traced back to the mechanisms used by deploying organisations for recruitment and rostering. The heart of the issue seems thus to have shifted from the need for increasing training opportunities to that of ensuring that training is connected to effective rostering and recruiting mechanisms.

At the EU level, the problem with civilian deployment was pointed out by the European Commission as late as May 2008: although 14,000 EU nationals had been trained by EGT training institutions to the standards developed and “after six years of financing and six million euros spent, only one per cent of the people who have been trained have actually been deployed”<sup>15</sup>. The problem in this case is that resources and efforts invested in training activities are not repaid in terms of member state deployment of those who have been trained. In many cases the difficulties EU member states face in recruiting people for ESDP missions are common: civilians are often reluctant to leave behind families and careers at home, especially as they do not normally benefit in terms of career advancement from participating in overseas missions; managers do not have any incentive to release their personnel to participate in missions<sup>16</sup>.

Although differences in how deploying organisations recruit civilians bear on the type of problems the different organisations encounter in dealing with the deployment of civilians<sup>17</sup>, still the lack of efficiency in the recruiting system seems to be a common feature. Tools for improving the connection between training and deployment through sound recruitment mechanisms are however being developed. At the EU level the Civilian Capability Management Tool, for instance, has been presented within Civilian Headline Goal 2010<sup>18</sup> as an instrument for developing consistent national mechanisms for recruiting seconded civilian personnel to be deployed on ESDP missions<sup>19</sup>. Similarly, at the seminar jointly organised last November by the Italian Ministry of Foreign Affairs and the Istituto Affari Internazionali - “*L’Italia nelle Missioni Civili dell’UE. Criticità e Prospettive*” - the point was made that we must develop synergies between EU member states and EU institutions: for instance, by combining the secondment system with direct EU-level recruitment of civilian experts.

Within this context the Italian government is challenged to boost its contribution to the civilian crisis management system of the EU by systematically exploiting available resources and devising an “Italian system” for civilian crisis management<sup>20</sup>.

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<sup>14</sup> See supra note 4.

<sup>15</sup> CENTRE FOR EUROPEAN PERSPECTIVE, *Building EU Training Capacities: Sharing Resources and Experience in the Field of Civilian Crisis Management Report*, 2008.

<sup>16</sup> KORSKI D. & GOWAN R., *Can the EU rebuild failing states? A review of Europe’s Civilian Capacities*, October 2009.

<sup>17</sup> Actually, while civilian specialists for ESDP missions are seconded by EU member states, the UN recruits individual civilian experts directly.

<sup>18</sup> Available at [http://www.consilium.europa.eu/uedocs/cmsUpload/Civilian\\_Headline\\_Goal\\_2010.pdf](http://www.consilium.europa.eu/uedocs/cmsUpload/Civilian_Headline_Goal_2010.pdf).

<sup>19</sup> See further on this at [https://cei.mors.si/esdc\\_oc/presentations/04\\_june/Civ\\_capabilities\\_SCHUYER.ppt](https://cei.mors.si/esdc_oc/presentations/04_june/Civ_capabilities_SCHUYER.ppt).

<sup>20</sup> “L’Italia nelle Missioni Civili dell’UE. Criticità e Prospettive”, 4-5 novembre 2009, Ministero Affari Esteri