



Council of the
European Union

Brussels, 3 April 2017
(OR. en)

7838/17

COPS 114
CIVCOM 49
POLMIL 30
EUMC 38
CFSP/PESC 303
CSDP/PSDC 168

NOTE

From: General Secretariat of the Council
To: Delegations
Subject: EU Policy on Training for CSDP

Delegations will find attached the EU Policy on Training for CSDP, as adopted by the Foreign Affairs Council on 3 April 2017.

EU POLICY ON TRAINING FOR CSDP

1. As the EU adapts to shifting political, strategic and financial circumstances, so the approach to training for CSDP must also adapt. CSDP presents particular training challenges: its mechanisms are subtle and evolving, and there is a steady turnover of personnel. Constant efforts are therefore required: to promote a broad understanding of how CSDP works, and to deepen the shared understanding of the EU and its Member States about how to put CSDP into practice.
2. This policy concentrates on clarifying priorities for the training of professionals directly involved with CSDP whether in national capitals, missions, operations, or in Brussels.

A. Essential to effectiveness

3. Effectiveness is the essential requirement of the EU's Common Security and Defence Policy (CSDP). To perform its different tasks, including disarmament, humanitarian and rescue tasks, military advice and assistance, conflict prevention and peace-keeping, crisis management and security sector reform, peace-making and post-conflict stabilisation, or the fight against terrorism, CSDP must be sustainable, adaptable and capable of influencing the course of events.
4. This depends on various factors, including incisive political analysis, clear objectives, proper recruitment, timely deployment and effective partnerships. Essentially, however, CSDP is judged by its ability to have the right people with the right skill sets in the right place at the right time. Training is fundamental to this, and thereby to providing the EU with the means to act effectively. A culture of learning underpins the preparation of personnel for CSDP Missions and Operations.

5. This has been recognised since the inception of CSDP. In 2003-2004, Member States adopted the first EU Training Policy in European Security and Defence Policy, with an associated Training Concept. Since then major institutional and conceptual changes have caused the ambition, scope and range of the EU's missions and operations to evolve.
6. As CSDP continues to develop as an integral part of the EU Common Foreign and Security Policy (CFSP), it is appropriate to set out the main aspects and basic choices of EU policy on training for CSDP. It is important to promote understanding of developments in CSDP, as well as those affecting its evolution.
7. The more detailed functioning of training architecture and responsibilities are defined in the accompanying CSDP Training Guidelines and CSDP Training Programme, which shall be kept under regular review.

B. At the service of EU principles and policies

8. Training for CSDP should reflect and promote EU principles and pursue the objectives set out in Articles 3 and 21 of the Treaty on European Union. Support for democracy, the rule of law, human rights and the principles of international law is integral to the EU's activities for peace-keeping, conflict prevention and strengthening international security. This includes the EU's specific commitments regarding the integration in its missions and operations of: a code of conduct and discipline for EU missions and operations and other sources of EU policy, such as Council conclusions (including on hybrid threats, etc.), UN resolutions (including UNSCR 1325, etc.) as well as human rights, gender, International Humanitarian Law and Refugee Law and subsequent resolutions on women, peace and security; combatting sexual violence. It is inherent to all training activities for CSDP that they should reflect these principles, whether directly or indirectly.
9. Given the standing duty to provide that EU action is consistent, training must respect the strategic guidelines laid down by the European Council, notably the EU Global Strategy with its emphasis on a rules-based global order, as well as conclusions setting the direction of CSDP.

10. To ensure its relevance, training must rigorously reflect EU policy, as elaborated by the Council, whether geographical or thematic, such as the EU Global Strategy on Security and Defence, the EU-wide strategic framework supporting Security Sector Reform, and the EU's 'Strategic Framework and Action Plan on Human Rights and Democracy'. It is also important that it be coherent and consistent with the external aspects of other EU policies, the work of the European Commission and that of Member States.
11. Concepts are important tools of CSDP, establishing basic parameters and definitions as well as promoting and ensuring common understanding in the planning and execution of missions and operations, whether predominantly civilian or military. Concepts are natural drivers for training, and are to inform all relevant activities.
12. Overall, the vocation of the EU is to promote a culture of continuous improvement in order to make the best use of public resources. This requires proactive learning by all staff, instigating change in anticipation of future developments, as well as reacting to events. It involves concentrating on areas where the EU can contribute most to promoting and raising agreed minimum standards, including for safety and security.

C. Learning

13. Developing skills and competencies cannot be achieved only through formal training. It has been proven that most of the knowledge and skills acquired during formal training activities begin to fade as soon as they are over. Unless complemented by continuous contact with the subject matter and interactive methods, among which the most important is on-the-job or experiential learning, the investment in classical training produces limited returns.
14. In addition to on-the-job experience in real-life missions and operations, "live" experience may also be gained by simulating equivalent scenarios during exercises. Extending and multiplying the time spent in classical training by practicing skills in exercises is therefore recommended. Such training aspects should also be considered in the context of implementation of the EU Exercise Policy.

15. Proper attention should be given to learning through social interaction as a means of maintaining and improving CSDP knowledge and skills. The use of web-based portals for CSDP practitioners, where they can share their experience, is to be encouraged.

D. Building and maintaining capabilities

16. A proper combination of training and informal learning is a cost-effective enabler of the civilian and military capabilities required for CSDP, helping to maximise the level of performance of all personnel: in missions, operations, headquarters or pending selection.
17. Training for CSDP is driven by requirements, not events. The type, complexity and number of activities related to a specific competence shall be determined by requirements derived from the needs and shortfalls identified in the conduct of CSDP missions and operations, the evolution of the security and defence environment and the civilian and military capability development processes. At the same time, training needs to be flexible to respond to current needs, taking into account changing conditions.
18. There shall be consistency in turning requirements into training for strategic, operational and tactical needs, covering the development of civilian and military CSDP capabilities.
19. Training for CSDP shall draw upon the full range of available training methods and techniques in a mix appropriate to circumstances: classroom training, self-study, blended learning (including e-learning), practical modules, mobile training teams, etc.
20. The leadership cadre available for EU CSDP missions and operations shall be strengthened by coordinating relevant training for potential Mission Leaders and Force Commanders with that for other senior military and civilian personnel eligible for leadership and managerial duties under CSDP and related fields.

21. Lessons identified from CSDP missions, operations and exercises – as well as related activities – are systematically to be taken into account in training for CSDP so that they may be considered learnt. Every effort is to be invested in the sharing of best practice with Commission services, including through a common CSDP lessons platform, which will feed into the Annual CSDP Lessons Reports. At the same time, effectiveness of training must be monitored and evaluated within the training cycle to enable revisions to delivery and resources, if appropriate.
22. It is important to understand training as an ongoing commitment. Any training has a limited shelf life, so there is a constant need for monitoring and refreshment. Due to the evolving nature of CSDP and possible changes in the security situation, the requirements for training should include guidance on the validity of existing training. Responsibility for maintaining skills at the highest level extends to individual missions and operations, which must make available appropriate resources for this.
23. With a view to harnessing the wealth of experience in CSDP missions and operations (also to retain and motivate staff with valuable experience), the EU should facilitate the reintegration of personnel, including through the use of individual mission debriefing and proper arrangements for the transfer of knowledge and handover files from one round of deployment to the next.

E. A duty of care to all personnel

24. By their very nature, CSDP missions and operations are deployed to places associated with elevated risks. Staff who are not properly trained may be a liability to themselves or others. Notwithstanding the differing employment status of various categories of personnel, there is therefore an ineluctable duty to ensure, as far as reasonably possible, the safety and security of all staff, as well as that of persons operating around them.

25. Training is a key component of any systematic approach to managing the responsibility of an organisation to care for personnel deployed abroad. In the EU context the responsibility to ensure adequate training, corresponding to the needs of a given mission or operation, rests with the contributing authorities, but also the chain of command.
26. Training and deployment are interconnected. Recruitment is necessarily a competence-based process taking into account acquired skills, knowledge and experience. Appropriate training is a mandatory prerequisite of deployment. Pre-deployment training is instrumental to the maintenance of a common organisational standard for all personnel and assists in developing a common organisational culture, it is linked to the duty of care as well as ensuring the accountability and credibility of the EU, including through generic standards of behaviour and a code of conduct. Consequently all staff recruited for CSDP missions or operations shall receive certificated pre-deployment training as a prerequisite prior to deployment.
27. Applying the logic of the Comprehensive Approach, basic training should be aligned for staff posted to EU Delegations, CSDP missions or operations, and other field activities. In this regard, it has a civil-military dimension as there is a recognised need to strengthen cooperation between military and civilian training personnel to realise civil-military synergies in capabilities at both EU and Member State levels.

F. Sharing responsibility

28. Training for CSDP is a shared responsibility between the EU's Member States, its institutions and dedicated bodies. It is clearly understood that each Member State preserves full discretion with regard to the organisation of its own training system.
29. The training of personnel for CSDP missions and operations is primarily the responsibility of Member States. In order to support the training activities provided by Member States, and to facilitate and complement them, the EEAS provides basic guidelines and performance standards, descriptive materials and procedures covering the training cycle.

30. Pooling and sharing of training opportunities between Member States offers a flexible possibility to leverage national efforts for the development of training programmes and to exchange personnel with common interests. Cooperative approaches will allow participants to benefit from economies of scale and enhanced effectiveness.
31. A European training architecture provides an agreed framework for all stakeholders, covering existing CSDP training systems and practice, defining different types of training and the CSDP training audience. The training architecture is to foster alignment in training standards and methodologies, thereby contributing to operational effectiveness.
32. The EEAS entity in charge for CSDP training, as the focal point of training for CSDP, acts as a coordinating centre for Member States and national or international training centres, to develop links with counterpart bodies and encourage the exchange of training materials.
33. The European Security and Defence College (ESDC) shall provide training and education in the field of CSDP at the EU level, in order to develop and promote a culture of excellence, a common understanding of CSDP among civilian and military personnel and to identify and disseminate, through its training activities, best practice in relation to various CSDP issues.

G. Sharing standards

34. The responsibility of Member States for setting national training standards comes together in a shared, common responsibility for setting CSDP training standards. These are reflected in the EU common core course curricula and objective evaluation criteria, which allow training institutions progressively to improve the quality of their courses.
35. The EU's 'Comprehensive Approach to external conflict and crises' provides a way for the EU to harness the full range of its instruments and resources to make its external action more consistent, more effective and more strategic. CSDP is most effective when applied strategically in conjunction with the EU's other policies and instruments.

36. There is a recognised need to strengthen synergies between military and civilian training. A system for harmonisation and mutual recognition is important to improve the coherence, compatibility and complementarity of training activities for CSDP, both civilian and military.
37. All those working in CSDP missions and operations should have access to a documented and structured set of simple standard operating procedures, regardless of where they work.
38. The development of agreed common standards and skills, as well as harmonising practices and procedures may contribute over time to the development of a European security and defence culture.
39. The participation in EU certified training courses or equivalent certified courses by Member States or other international organisations should be considered as a strong asset in the entire selection procedure of staff for deployment in missions/operations.

H. Working with the EU's partners

40. Training for CSDP fits into a global training architecture. Its role is to be compatible and complementary, where appropriate, with training activities carried out by the UN, OSCE, NATO, AU and other international organisations or individual partner countries.
41. There is a growing need for training related to the political, economic and procurement aspects of cooperative projects in defence and security in the framework of the ESDC and EDA.
42. The participation of candidate countries, partner countries, international organisations and relevant NGOs in training activities for CSDP is important to promote better understanding of EU external action.

I. Investment for success

43. The funding of training for CSDP will be in accordance with Article 41.2 of the Treaty on European Union, which states that operating expenditure shall be charged to the Union budget, except for such expenditure arising from operations having military or defence implications and cases where the Council acting unanimously decides otherwise.

 44. The elaboration of financing modalities for training activities related to specific CSDP missions or operations, including all associated costs – such as travel costs, accommodation, course fees, allowances, fees for trainers – is to be done during the planning phase, following a case by case approach.
-