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BACKGROUND PAPER

**SWEDEN'S CONTRIBUTION TO CIVILIAN ESDP OPERATIONS
– STRUCTURES, ROUTINES AND EXPERIENCES**

BY
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DRAFT NOT TO BE QUOTED



FOLKE BERNADOTTE ACADEMY

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1. Introduction

In the framework of the European Security and Defence Policy (ESDP), the EU conducts civilian crisis management missions, using as much as possible civilian personnel seconded by Member States. However, Member States' civil services, designed to support national rather than international deployment of their personnel, are struggling to cope with the increased volume, urgency and complexity of the various missions at hand. Experiences with mission deployment to date and the civilian capability development process, as well as feedback received from Member States, have shown that at the basis of the difficulties Member States are currently experiencing often lie bottlenecks stemming from internal regulations and other obstacles, or the lack of structures and capabilities, that can only be addressed by measures at national level.¹

It is evident that ESDP operations are increasing in number and importance as instruments of European foreign and security policy. The contribution of Member States with seconded staff members to civilian ESDP missions is a pre-requisite for the successful conduct and outcome of a mission. The need to enhance the positive outcome of missions and to ensure a high quality of its civilian personnel has been noticed in many forums. A high-level seminar on facilitating the deployment of civilian personnel was held in Brussels on 11 June 2009, where EU Member States were further encouraged to work on their national strategies for civilian crisis management in support to ESDP (and other) missions. Some Member States have already such strategic policies in place while others are in the process of developing the appropriate policies and procedures. The successful recruitment and training of civilian personnel is depending on many factors related to the national procedures and regulations surrounding civil service, as well as measures taken to ensure that the job positions are attracting personnel with the right set of skills and qualifications. Moreover, the effective contribution of relevant civilian personnel is strongly supporting the interests of ESDP operations and contributing Member States.

In August 2009, the Folke Bernadotte Academy was asked by the Italian Institute for International Affairs (IAI) to present a seminar paper about the Swedish experience of contributing to civilian ESDP missions, in particular with regard to the training and recruitment of civilian personnel. This paper sets out to give an overview of the current situation as well as to describe measures taken at national level in order to facilitate timely and qualitative deployment of personnel to EU civilian crisis management missions. The Academy is grateful to be able share some of Sweden's experiences and wishes to stay engaged in the continuing Italian development process. Hopefully the main points in this paper can contribute to a successful outcome of the IAI seminar.

The Folke Bernadotte Academy

Sweden has been committed to supporting civilian crisis management since the start of ESDP. Following three public studies and reports on Sweden's contribution to international conflict and crisis management, the Folke Bernadotte Academy was established in September 2002. The Academy is a specialized government agency dedicated to improving the quality and effectiveness of international conflict and crisis management, with a particular focus on peace and crisis management operations. The Folke Bernadotte Academy functions as a platform for cooperation between Swedish governmental agencies and organizations and their international counterparts. Within its area of responsibility, it is also the Swedish focal point for organisations such as the UN, EU, AU and NATO.

The Academy's mandate and role is comprehensive and multifunctional, i.e. many of its activities and initiatives engage civilian, police and military personnel, in order to reflect the fact that crisis

¹ Facilitating the deployment of civilian personnel - Areas of action and way ahead (12018/09, Brussels, 13 July 2009)

management competencies are interdependent and closely linked by mission mandates, operational objectives and crisis-specific needs and challenges. In addition, the Folke Bernadotte Academy is mandated to coordinate the national contribution to international civilian peace and crisis management operations that involve the secondment of personnel from more than one government agency. It has been tasked to advance the Swedish capability to provide personnel to peace and crisis management missions through ongoing review and the development of policies, competencies, education, training and research. Consequently, the Folke Bernadotte Academy maintains a coherent overview of the combined national civilian expertise that is gathered in the personnel rosters of relevant deploying agencies, and is further maintaining its own complementary roster of personnel for secondment. The different rosters will be described in further detail in the chapter on recruitment. The coordinating role will also be described below.²

2. Swedish Civilian Crisis Management

The need for peace and crisis management operations with civilian, police and military personnel continues to be high in several parts of the world, and there is a considerable demand for Swedish contributions to these missions. The overall objective of Swedish involvement in such operations is to contribute to maintaining international peace and security, and thus facilitate fair and sustainable global development. In the continuation of this, the participation is also, as appropriate, concerned with promoting national security and interests. Decisions on the deployment of Swedish civilian personnel are made by the government, while the deployment of Swedish armed forces requires a decision by the Parliament.

EU cooperation takes a special position in Swedish foreign and security policy, and the Common Foreign and Security Policy (CFSP) and ESDP are key platforms in this regard. Swedish participation in peace and crisis management operations are guided by foreign and security policy assessments and priorities, and Sweden intends to continue to be an active and responsible contributor to such operations. This is reflected also in the commitment to participate in civilian operations. There is a capability to participate in rapid response, short-term and more long-term operations. Sweden contributes to civilian crisis management operations through sending a wide range of personnel, including civilian experts and monitors, political advisers, police, judges, prosecutors, judicial experts, staff for operational support, and specialists in fields such as gender, human rights, and democratization. Sweden has to date taken part in all civilian and military operations under ESDP, standing by its commitment to support the EU's capacity to promote international peace and security.³

The development of civilian capacity for crisis management has been a major effort of both the EU and Sweden since 1999. The importance of civilian crisis management as a part of ESDP has increased significantly during this period, and Sweden has taken several important steps in order to improve its civilian support capacity. Globally, there has been an increased demand for civilian personnel to peace and crisis management operations led by the UN, the EU and the OSCE in recent years, and the Swedish focus on developing civilian capabilities has to a high degree been based on this demand and the needs from the ongoing missions themselves. Sweden intends to continue to provide experts in a broad and relevant range of categories.

Issues regarding the deployment of Swedish personnel to international missions are handled by the Security Policy Department of the Ministry for Foreign Affairs (MFA). The work is undertaken in close coordination with other agencies under the MFA as well as with the Ministry of Defense and the Ministry of Justice, as several categories of personnel falls under the supervision of these ministries.

² See www.folkebernadotteacademy.se for further information about the Academy and its activities.

³ Government Communication 2007/08:51, National strategy for Swedish engagement in international peace and security promoting efforts (e.g. international peace and crisis management operations).

Currently, personnel to civilian ESDP missions are seconded by **the Folke Bernadotte Academy, the Swedish Civil Contingencies Agency⁴, the Swedish Customs, the Swedish National Criminal Police, the Swedish Prosecution Authority, the National Courts Administration, and the Swedish Prison and Probation Services**, all government agencies under one of the three mentioned ministries. The Folke Bernadotte Academy is since 2008 responsible for the coordination of civilian personnel contributions to peace and crisis management operations that involve personnel from more than one agency (i.e. when there is a need for intra-Swedish coordination).

The Folke Bernadotte Academy: The Academy is since 1 January 2008 responsible for the recruitment of all civilian personnel that does not fall under the responsibility of another seconding agency. This includes experts in the fields of civilian affairs, political affairs, monitors and observers, human rights, democratic governance, security sector reform (SSR), disarmament, demobilization and reintegration of former combatants (DDR), civil-military coordination, mediation and dialogue processes, gender, and leadership and management. A more limited responsibility for recruitment was transferred from the Swedish International Development Cooperation Agency (SIDA) to the Academy during 2007.⁵ The Academy employs close to 70 civil servants in Sweden, including 10 staff members dedicated to the recruitment and secondment of civilian personnel. In addition, approximately 75 Swedes are currently seconded through the Academy to international peace and crisis management missions. Out of these, 43 (28 men and 15 women) are serving in civilian ESDP missions. In total, 146 Swedes are seconded to civilian ESDP missions (September 2009).

The Swedish Civil Contingencies Agency: The Swedish Civil Contingencies Agency (*Myndigheten för samhällsskydd och beredskap*, MSB) is nationally responsible for public safety, emergency management and civil defence. The Swedish government has tasked the MSB to maintain emergency preparedness for international humanitarian and disaster relief operations and this is the focus of its involvement in an international perspective. However, the MSB is also supporting international crisis management operations, including ESDP missions, on instruction by the government. At any given time, some 100 Swedish civilian MSB personnel are deployed, and in September 2009, 28 persons (21 men and 7 women) served in civilian ESDP operations mainly in the field of operational and administrative support, including human resources, logistics and IT.

The Swedish National Criminal Police: The international force of the police was established in 2000 when the Swedish National Criminal Police became responsible for Swedish police participation in peace and crisis management operations. The Swedish police have over 40 years of experience in contributing to peace and crisis management operations under the auspices of the UN, EU and OSCE. Currently, more than 100 police officers are serving in such operations, of which 63 are deployed in ESDP missions. Furthermore, Sweden has a senior police adviser placed at the Swedish Permanent Representation to the EU in Brussels, and a high-ranking Swedish police officer is currently the Deputy Police Adviser in the UN Secretariat.

The National Courts Administration: The National Courts Administration has seen an increased number of requests for contribution to civilian peace and crisis management operations in recent years. Currently, two legal officers are deployed in the EULEX mission in Kosovo.

The Swedish Prosecution Authority: The Swedish international cooperation on prosecution issues has mainly been focused on cross-border crime. The Authority, though, also contributes to international peace and crisis management operations, e.g. one Swedish prosecutor participated in the EUMM Rule of Law mission in Georgia, and one prosecutor is currently serving in the EUPOL COPPS mission in the Palestinian Territories.

⁴ The Swedish Civil Contingencies Agency replaced the Swedish Rescue Services Agency, the Swedish Emergency Management Agency, and the Swedish National Board of Psychological Defense on 1 January 2009.

⁵ Election observers are still recruited by SIDA.

The Swedish Prison and Probation Services: Starting in 2005, the Swedish Prison and Probation Services (SPPS) have made personnel available for deployment in international peace and crisis management operations. Eight correction officers have served in ESDP operations (EULEX Kosovo). The SPPS has created a roster of around 60 persons that are available for international missions.

The Swedish Customs: The Swedish Customs currently have one person deployed in the EULEX Kosovo mission. The Swedish Customs have been an active contributor to missions mainly in the Western Balkans.

3. ESDP Operations - the Swedish Experience

The EU has completed six civilian ESDP missions since 2003; 10 are currently ongoing.⁶ Sweden has contributed with personnel to all of these missions. Currently, 146 Swedes are serving in civilian ESDP missions. The total number of secondees per agency and mission is shown in the table below. A map which shows the total Swedish contribution to ongoing civilian peace and crisis management operations, including UN, EU, OSCE and multilateral missions is attached as appendix 1.

Table: Swedish seconded personnel to civilian ESDP missions per agency and mission

Current Missions	FBA	RKP	MSB	DV	KV	ÅM	TV	TOTAL (Mission)
<i>Middle East</i>								
EUJUST LEX Iraq	1							1
EUBAM Rafah OPT	1	1	1					3
EUPOL COPPS OPT	1	3	1			1		6
<i>Africa</i>								
EUPOL DRC			1					1
EUSEC DRC	2							2
<i>Europe</i>								
EULEX, Brussels	1							1
EUSR Caucasus, Brussels	1							1
Perm. Rep. EU		1						1
EUPOL, AFG, Brussels	1							1
EUJUST LEX Iraq, Brussels	3							3
EULEX Kosovo	9	42	19	2	5		1	78
EUSR Kosovo	1							1
EUPM Follow on Bosnia		3						3
EUSR Moldavia	1							1
<i>Asia</i>								
EUMM Georgia	17	7	2					26

⁶ <http://www.consilium.europa.eu/showPage.aspx?id=268&lang=EN>

EUSR Georgia	2							2
EUPOL Afghanistan	4	6	5					15
TOTAL (Agency)	45	63	29	2	5	1	1	146

FBA - Folke Bernadotte Academy
RKP - Swedish National Criminal Police
MSB - Swedish Civil Contingencies Agency
DV - National Courts Administration
KV - Swedish Prison and Probation Services
ÅM - Swedish Prosecution Authority
TV - Swedish Customs

Recruitment

Before a formal request for Swedish participation in a civilian ESDP mission is made, the MFA reviews the available capacities, estimating financial and human resources. The MFA, in consultation with the sending agencies, decides for which posts Swedish candidates will be nominated. When a call for contribution subsequently comes from the EU, a shortlist of candidates for each position that Sweden is willing and able to contribute to is created. More than one candidate can sometimes be nominated for the same post if there are several well qualified candidates. The suitability of the candidates is secured by the thorough recruitment procedures that seconding agencies have put in place.⁷ Sweden aims at participating in relevant fact-finding missions before the launch of a new ESDP mission.

For ongoing missions, Sweden nominates candidates in response to the calls for contribution from the EU. A yearly budget for staff for civilian ESDP operations is allocated by the MFA, according to Sweden's geographical and thematical priorities. The MFA is in charge of the budget for each mission. The MFA, in consultation with concerned seconding agencies, decides which posts to nominate candidates for. The Folke Bernadotte Academy is responsible for the coordination of the contribution to missions that involve personnel from more than one seconding agency. After the respective agencies have selected personnel for nominations to the EU, the Folke Bernadotte Academy will facilitate the communication with the EU mission support directorate, Civilian Planning and Conduct Capability (CPCC), and also receives notice after the CPCC selection process has been completed.

There is significant variation between missions when it comes to the regularity of the calls for contribution. Furthermore, although several months normally pass between the nomination and the selection of a candidate, the selected candidate is often requested to arrive in the mission on short notice (approximately two weeks). The CPCC has recently stated that calls for contribution should be announced three times a year for each mission to allow for better predictability for seconding Member States. Sweden has suggested that CPCC at the same time tries to ensure that the missions allow sufficient time between the appointment and the deployment of candidates.

⁷ Thelin Report (2009) 3 - 7

Not only will this be more convenient for the personnel preparing to be deployed, but it will also support practical preparations and the organization of pre-deployment training.

Selection procedures

Each seconding agency is responsible for the selection of candidates within their field of expertise and each agency keeps their own roster of suitable and available personnel. The procedures differ between agencies that mainly second personnel who are employed by the agency, such as the police, and agencies that recruit personnel from a wider selection of candidates. The Folke Bernadotte Academy is instructed to maintain a comprehensive overview, based on information provided by the other seconding agencies, of the combined resources and categories of personnel that are available on a national level. A report is sent in to the MFA and other concerned ministries on a monthly basis.

Vacancies for posts seconded by the **Folke Bernadotte Academy** are published on the Academy's website and, depending on the time available and the position concerned, on external recruitment websites and in relevant newspapers. Candidates are then selected among the applicants and the suitable candidates already available in the Academy's national roster. An interview process takes place before the nomination.

The new national roster was set up in 2008 and aims at improving the capacity to respond quickly to a broad range of requests from the government. The roster builds on SIDA's previous resource base (i.e. roster) and the Academy's network of mission experienced personnel. The roster is continuously being developed and contains experienced personnel in the areas of civilian affairs, political affairs, observation and monitoring, governance and democratization, rule of law, leadership and coordination, security sector reform (SSR), disarmament, demobilization and reintegration of former combatants (DDR), conflict prevention, dialogue and mediation, human rights and gender. The aim is to have approximately 500 experienced and trained individuals in the computer-based roster over time.

Candidates for the roster are shortlisted based on suitable qualifications and experience and they undergo a series of interviews and checking of references before being accepted. The minimum requirement to be accepted is to have relevant international experience. However, exceptions can be made for particularly qualified candidates. The selected candidates will be offered further competence development, based on their specialisation and needs. In the future, the roster will be the first-instance resource for the selection of candidates.

The Swedish Civil Contingencies Agency keeps a personnel roster of about 1700 persons (approximately 1350 men and 350 women) who can serve mainly in international humanitarian and disaster relief operations, but also in civilian crisis management operations. Before being selected to the roster all candidates undergo an interview process where references are checked. When personnel are recruited for ESDP missions, the MSB first consults its own roster and sends out calls for applications to roster members. In a majority of cases suitable candidates are found and selected. If no suitable candidate can be identified in the roster a vacancy announcement is published on the MSB's website and sometimes also on other recruitment sites. The MSB aims to interview and check the references of all candidates before nomination.

MSB mainly seconds operational support personnel to ESDP missions. The majority of roster members have undergone basic training for international missions, and the aim is that each person also has specific training in their field of expertise, and has participated in an exercise before deployment.

The Swedish National Criminal Police selects police officers for international service on a yearly basis after calls for applications have been distributed through the Swedish Police intranet, in magazines directed to police officers, as well as through other printed materials (brochures). The recruiting desk officers all have international experience and they make selections based on applications, interviews and references. In order to be considered for international deployment an officer needs to be currently employed by the police, and to have a minimum of eight years of

experience, police academy training included. The ambition is that one percent of the Swedish police corps, or close to 200 police officers, should be able to serve in international missions at any given time.

The Swedish Prison and Probation Services keeps a roster of around 60 persons that are pre-selected as suitable for participation in international crisis management missions.

The CRT roster

Sweden initiated and actively supports the Civilian Response Team concept (CRT), the civilian EU rapid response capacity, which is part of the multidiscipline civilian crisis management resource included in the Civilian Headline Goal 2008. A CRT is drawn and put together from an EU-wide pool of experts, with relevant professional and practical mission experience, that have been pre-selected by Member States and undergone training on the specific nature of a response team deployment. The individual experts should be available for deployment within five days of a request, and are able to operate during all stages of a conflict or crisis under the leadership of a team leader appointed by the Council Secretariat. The teams can consist of experts in four prioritized areas: governance, police, rescue services and rule of law.

The EU CRT roster currently consists of approximately 100 experts. Sweden has nominated 20 persons of which 10 have been selected. These experts are trained and ready to be deployed. So far, a limited number of Swedish experts have been deployed, mostly as part of a team lead by the Council Secretariat. The Folke Bernadotte Academy coordinates the nominations of Swedish CRT experts.

The CRT concept has been evaluated since its adoption in 2006. It has been suggested that the size of the pool should be expanded to twice the current size, maintaining the rigorous selection process in order to ensure that experts are available on short notice and suitable to work with minimum supervision in difficult circumstances.

Contract terms and working conditions

The contract terms for Swedish seconded personnel to ESDP missions differ between the seconding agencies and categories of personnel. For military personnel serving in an international force, employment and social security is regulated by national law, and police officers in international service are covered by the same regulation by a special provision.⁸ For civilian personnel, legal provisions covering working conditions, terms of contract and social security are few and limited in scope. Personnel are instead covered by an *Agreement on Foreign Service and Guidelines for Terms of Employment*⁹, which has been agreed upon by the Swedish Agency for Government Employers and trade unions representing the employees. The agreement has mandatory provisions regulating pension allowance and insurance for seconded staff, and optional provisions/guidelines for e.g. compensation of costs for accommodation and provision of tickets for leave travels. A contract for international service should be signed by the agency and the staff member, and the terms of compensation/salary, length of contract, allowance of annual leave, and termination of the contract should be stipulated in the contract. The guidelines for employment has not been translated to English, however a contract template based on these guidelines is attached as appendix 2.

There is a recent proposal to regulate the working conditions for civilian personnel by law, similar to what has been done for military and police personnel. The proposal includes approximately the same terms of employment for civilian personnel as today, the difference being their rights would be protected by law and not only by agreement.

⁸ *Lag (1999:568) om utlandsstyrkan inom Försvarsmakten*, Law (1999:568) on the international force of the Swedish Armed Forces.

⁹ *Avtal om utlandskontrakt och riktlinjer för anställningsvillkor (URA)*, Arbetsgivarverket, Centrala avtal 2007:1.

Payment and other compensation

Civil servants that are seconded by their normal employer (such as police officers, prison officers and court personnel) keep their Swedish salaries during their service in an ESDP mission, and in addition they receive a standard daily allowance set for each mission. The allowance compensates for daily costs (per diem) and, if applicable, hardship and/or risk conditions at the duty station. Personnel seconded by the Folke Bernadotte Academy are contracted for a fixed-period deployment for the term of appointment with the mission, and the salary depends on the level of the position. In addition, they receive a mission allowance. The relatively high compensation that Swedish seconded personnel receive is deemed necessary to retain a pool of available staff, with the right qualifications and experience.

All personnel are also covered by an extensive insurance package similar to what international organizations provide for seconded personnel from other countries. The insurance is the same for Swedish personnel seconded to the EU, UN and OSCE.

Contract period

Swedish police officers are as a rule seconded for six months, with the option of a six month extension, and in the case of senior management positions even up to 18 months. The National Police Board has a three-year policy, which means that an officer normally cannot be seconded for a new mission within three years after the previous appointment has ended. For correction officers, the term of service is usually one year or longer. Civilian staff seconded by the MSB and the Folke Bernadotte Academy have contracts that vary in length, and corresponds to the calls of contribution for each mission: six or twelve months are the most common periods but secondments for up to three years are not unusual.

Incentives

The conditions offered by the Swedish seconding agencies are partly developed to attract people with the right qualifications. There are several incentives for skilled persons to opt for international work for a period of time during their carrier. The possibility to take leave without pay from a civil service position is not absolute, but most government employers apply rather generous policies when it comes to participation in international missions. For most individuals it is a requirement to have a job to return to after the international assignment. It is also important that international experience is valued as a good merit on a national level. There is still room for improvement in this regard, and several examples show that returning personnel often encounter a lack of understanding of the value of international experience in their home offices and it may hamper career development. This can discourage otherwise motivated candidates from applying for positions that they are interested in.

Gender balance

The proportion of women in Swedish staff contributions should increase in accordance with Sweden's commitment to UNSC Resolution 1325 on Women, Peace and Security. Sweden has developed a National Action Plan (the latest version covers 2009-2012) as a tool for implementing the resolution. The action plan includes strategies to promote gender equality also in the field of civilian crisis management. The seconding agencies report on their measures to fulfill the intentions of the resolution on a yearly basis. The Swedish police has been particularly successful in an international perspective, as they are seconding a comparatively high percentage of women, i.e. 28 percent of their personnel. This is, however, still not reaching the target percentage, and therefore the police have launched an information campaign in order to increase the number of women applying for and serving in missions.

4. Training

The Folke Bernadotte Academy provides a wide range of basic and specialized training for practitioners in the field of conflict and crisis management on topics such as monitoring and observation, civil-military and civil-civil coordination and cooperation, rule of law, security sector reform, leadership and gender, facilitation of dialogue and mediation processes, and disarmament, demobilization and reintegration of former combatants. The length of the courses varies from 3 to 14 days. In the selection of participants, the Academy strives to reflect the multifunctional and multinational nature of international peace and crisis management operations.¹⁰

Pre-deployment training

An ESDP mission is dependent of personnel that have the right skills and knowledge, and who are able to fulfill their tasks. In addition to the selection of qualified personnel, pre-deployment training is necessary to prepare personnel before their assignment. Mission staff needs to adapt to a new working and country environment and their performance will be improved with the right preparatory training, particularly in the initial stages of the assignment.

The Folke Bernadotte Academy's coordinating role in relation to Sweden's contribution to international peace and crisis management operations also includes training efforts. Pre-deployment training is the responsibility of the each agency. However, the advantages of joint preparatory training are in many cases obvious, and the number of shared courses is expected to increase.

In 2003 the Academy, in cooperation with other Swedish seconding agencies, developed a national concept for pre-deployment training. Training is envisioned to last between four and seven days, however, in practice this is depending on the time and resources available. It includes components such as information about the working condition and terms of contract for the employee, the mandate of the mission, the security and political situation in the mission area, personal security and code of conduct. Ideally, topics such as reporting, stress management, conflict management, cultural awareness, negotiation skills, ethics and behavior, are covered as well. The content of the training may vary depending on the needs and background of the individuals.

A limited number of the trainers and resource persons should be found among the personnel already working for the mission. For newly established missions, the aim is to involve persons that have taken part in the preparation work on the ground. The concept paper for pre-deployment training is quite comprehensive and the short time between appointment of candidates and deployment does not always allow for all components of the concept to be covered.

Training by the seconding agencies

The **Folke Bernadotte Academy** provides both basic and specialized training for field personnel, as well as specific pre-deployment training for staff selected to join an ESDP mission. Many of the courses are open to international participants, while some are exclusive to Swedish or pre-nominated international personnel. In general, all seconded personnel are expected to attend specific pre-deployment training. In the last 18 months the Academy has conducted approximately 16 pre-deployment courses.¹¹ This includes pre-deployment training for EULEX Kosovo, which was a joint effort by all seconding agencies (more information can be found in the part on Inter-agency cooperation).

The Swedish Civil Contingencies Agency is currently revising its curriculum for basic training for international personnel to include information about ESDP and the EU as an employer. At

¹⁰ Visit <http://www.folkebernadotteacademy.se> to download the course catalogue.

¹¹ Pre-deployment training have been held for staff joining the EUPOL Afghanistan, EUBAM Rafah, EUJUST LEX Iraq, EULEX Kosovo and EUMM Georgia.

the moment this is part of the pre-deployment briefing for each departing staff member. Before deployment the staff member also receives country-specific and mission-specific information, security information, and meets a personnel officer to discuss contract terms for the assignment. The preparations normally take one day, and are usually done individually as the notification on appointment does not always leave room for coordination of briefing of the secondees.

Police officers are trained by the **Swedish National Criminal Police** at the Swedish Armed Forces International Center (SWEDINT). Officers serving abroad for the first time undergo a two-week basic training, UNPOC (United Nations Police Officer Course). After the basic training, officers take part in a mission-specific training of three to four days. For the EULEX Kosovo mission the police conducted specialized training for its seconded staff: the European Union Police Officer Course and the International Police Development Course. The general training for ESDP missions is currently being further developed.

Some of the **Swedish Prison and Probation Services'** prison officers on the international roster have attended the UNPriPOC (United Nations Prison and Probation Officers Course). The training is held at SWEDINT together with simultaneous courses for police, military and civilian staff. The intention is to train officers after they have been selected for a specific mission. When feasible, the officers are also offered mission-specific training that is held in cooperation with the other seconding agencies.¹²

Inter-agency cooperation

In 2008, four sets of pre-deployment training were held in order to prepare staff for the ESDP mission in Kosovo. The courses were based on the 2007 Training Needs Assessment (TNA) conducted by the European Group on Training (EGT), in the framework of the EC Project on Training for Civilian Aspects of Crisis Management, together with the EU Planning Team for Kosovo (EUPT). The TNA was based on the common pre-deployment concept mentioned above, developed and conducted through the cooperation of all relevant Swedish seconding agencies: the Swedish National Criminal Police, the Swedish Prison and Probation Services, the Swedish Rescue Services Agency (later replaced by MSB), the Swedish National Courts Administration, the Swedish Customs, and the Folke Bernadotte Academy. The TNA approach for EULEX Kosovo proved to be a comprehensive and useful tool, and could possibly serve as a model also for future complex EU missions. A total of 90 persons participated in the Swedish pre-deployment courses, of which nearly all were subsequently deployed to the mission.¹³ The aim of the training was to give the participants basic knowledge and common understanding about the EU crisis management system in general and the ESDP mission in Kosovo in particular. The curriculum of the training is attached (appendix 3).

Cooperation between seconding agencies on pre-deployment training is a concept that has an added value for all participants. Joint training can decrease the expenses for mission preparatory work and through shared experiences the quality of the training is increased. It is furthermore an advantage, both professionally and personally, for Swedish personnel to have connections with colleagues from other seconding agencies in the same mission. A major obstacle for efficient joint pre-deployment training is the limited amount of time between the participants' formal appointment and their departure to the mission.

¹² There is an increased demand for correction service assistance in civilian crisis management. As the UNPriPOC is still a rare example of specialized training in this field, the UN has requested the Swedish Prison and Probation Services to develop a standardized international module for training of correction personnel. The training will be implemented in Africa during 2010.

¹³ In addition to Swedish seconded personnel, eight Norwegian and three Latvian personnel took part in the training.

Gender-related training for ESDP operations

The EU has endorsed a number of operational papers with regards to implementing UNSC Resolutions 1325 and 1820 in ESDP missions. The two most recent are “Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP” (doc. 15782/3/08) and “Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security “ (doc. 15671/1/08). The former is a review of the earlier document “Implementation of UNSCR 1325 in the context of ESDP” (doc. 11932/2/05) merged with the “Check list to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP Operations” (doc. 12068/06). To support the implementation of these documents, the Swedish EU Presidency organized a seminar on 9 July 2009 in Brussels on how to strengthen ESDP missions and operations through training on UNSCR 1325 and 1820. Before the seminar the Folke Bernadotte Academy conducted a survey, taking stock of current training practices on the UN resolutions among EU Member States and ESDP missions. The survey indicated a great disparity between different Member States as well as the need for practical, ESDP-oriented training materials. One result of the seminar was the agreement to develop training material that will be available to EU Member States. The Folke Bernadotte Academy was asked to coordinate the process.

5. The Effectiveness of ESDP Operations

The Case of EUMM Georgia

In the events leading up to the deployment of the EUMM to Georgia in September 2008, Sweden’s capacity for rapid deployment of civilian personnel to ESDP operations was put to the test. On the whole, the experience was positive and the deployment successful: a Swedish contingent consisting of 28 persons from the Folke Bernadotte Academy, the Swedish National Criminal Police and the Swedish Rescue Services had begun to arrive in Georgia within eight days from the first request from the MFA and was fully deployed within 14 days.

As instructed by the government, the Folke Bernadotte Academy coordinated the Swedish contribution. Each agency recruited personnel through their established channels; the Police from their staff resource pool, the Swedish Rescue Services Agency from their personnel roster, and the Academy from the personnel roster and its network. The effort included support by the Swedish Armed Forces Interpreters Academy in identifying suitable English-Russian interpreters. At an early stage, a person was sent to the field to coordinate the arrival of the contingent. This proved to be very useful. The administrative preparations in Sweden were efficient and could be concluded within a few days. A brief pre-deployment course was also conducted, with the participation of experts with country and mission experience. The personnel were also offered complementary induction training in Georgia.

The contingent approach, meaning that Sweden contributed with a group of Swedish observers, experts and support personnel under Swedish lead, allowed for a more rapid deployment, as the appointments were made by Sweden upon request from the EU CPCC. It did, however, place high administrative demands on Member States, as each contributing country needed to provide the contingent with all necessary equipment, vehicles included. Several factors made it more difficult for the contingent to operate effectively in the early stages of the mission: the administrative responsibilities were not taken over by the EU as planned and the mission headquarters was not established when the personnel arrived.

6. Reflections on the Way Ahead

The overview and effectiveness of Sweden’s contribution to international peace and crisis management operations have been improved with new mechanisms for coordination and cooperation. The approach allows for the respective strengths and experiences of each contributing agency to be fully utilized, while maintaining coordination on the national level and

enabling joint efforts in the areas of pre-deployment training, knowledge management and method development. It also provides for a more comprehensive and robust Swedish support to international crisis management, less exposed to demand-related, structural and economic changes.

In addition to the seconding agencies specific personnel rosters, within their respective areas of expertise, the Folke Bernadotte Academy is instructed to maintain a national overview of all deployed and available Swedish civilian personnel. To provide for good cooperation and communication, a national reference group meets on a regular basis to discuss common issues, share experiences and initiate cooperation.

On the practical level, joint field trips have been introduced which has given the seconding agencies a common perspective of the situation in the mission and of the challenges that seconded personnel will experience. This approach also decreases the workload of the mission.

The short time between the formal appointment of a candidate and his or her deployment is a major obstacle in ensuring that the needed pre-deployment training is provided. The seconding agencies can make some pre-deployment training preparations after the decision to nominate candidates, but the work may turn out to be in vain. For this reason, actual training will not take place until the accepted candidates have been communicated by the CPCC.

A more harmonized content of pre-deployment training as well as increased training cooperation between Member States would help in ensuring that seconded personnel are sufficiently prepared upon deployment. To support this development, the Folke Bernadotte Academy is prepared to share the Swedish concept for pre-deployment training with institutions in interested Member States. The ESDP pre-deployment training has taken a significant step forward following the training needs assessment for Kosovo, but the capacities and approaches are still very different within the EU. The Council Secretariat is currently working on a concept for pre-deployment training addressing some of these challenges.

In order to contribute to the efforts made by the EU to further improve the approach to pre-deployment training, Sweden will conduct an evaluation of the EULEX Kosovo pre-deployment training effort. The paper will also include issues related to national coordinating mechanisms and the relationship between pre-deployment training and in-mission induction training. All Swedish seconding agencies will be involved in the work.

Overwhelming demand and limited resources underscore the need for effective cooperation within and beyond Europe. The development of specific national strategies for civilian crisis management will hopefully contribute to the professionalization of civilian tools and approaches and make the EU's capacities more aligned and accessible.

Further integration of civilian, police and military capacities is a natural development, taking the realities and needs in missions into account. This process should of course be focused to areas where there is an undisputed added value in a more comprehensive approach, e.g. policy and concept development, planning, multidimensional operations, training for senior and specialist staff, and certain aspects of knowledge management. This would not impinge on the integrity or role of any civilian, police or military stakeholder, and responsibilities should be delineated in a clear and understandable way – also for external actors.

Since Member States' resources are limited and since national crisis management obligations cover a broad span of interdependent activities, including e.g. EU, UN, OSCE and NATO-PfP operations, it is probably most efficient to develop national capacities and mechanisms that can address the needs of all prioritized target audiences, ensuring that there is room for specialization within such a framework, e.g. in relation to ESDP operations. This approach would also promote understanding and effective cooperation between the EU and international and regional organizations in post-conflict countries.

Finally, European cooperation on education, training and exercises needs to be enhanced. Regional associations for cooperation already exist in Africa and South America, and Asia is likely to present its approach later this year. There is a need for complementary Member State- and

EU-level mechanisms. The current European Group on Training (EGT), which in essence has been a European Commissions-funded project, is a natural point of departure for developing and strengthening country-level cooperation. A more long-term, formal and comprehensive cooperation would raise Europe's profile on the international area, including in the International Association of Peacekeeping Training Centers (IAPTC). It would be a platform for cooperation on pre-deployment and roster training, basic and specialization courses, standardization and certification (of EU training), harmonization (vis-à-vis UN and regional organizations), policy and method development, international capacity building (in partnership with the AU and individual countries), and other areas of added value. It would also be eligible for support from relevant EU institutions. A cooperative mechanism in the Council Secretariat would supplement and support the Member State-level collaboration in several of the areas mentioned above, e.g. training policy and concept development, standardization, certification and harmonization. Applicable inspiration can be found in the modus operandi of the UN Secretariat's Integrated Training Service (ITS). Encouraging discussions and the development of concrete proposals are now underway among current EGT members, including a dialogue with the Council Secretariat and the European Commission.

Appendixes

1. Map of Swedish civilian personnel serving in peace and crisis management operations
2. Example of model contract for serving abroad
3. Sample Curriculum of Pre-deployment Training for EULEX