International Training Standards in the Field of Civilian Crisis Management
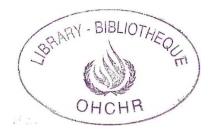
A comparative review

International Training Standards in the Field of Civilian Crisis Management

A comparative review

TABLE OF CONTENTS

Executive Summary

Effective training standards promote and enable better training of personnel in civilian crisis management. Better trained and prepared civilians lead to improved practice in the field, deepening the impact of the work in conflict-affected contexts. The shared recognition of standards between institutions across the EU and internationally would promote compatible approaches to developing knowledge and skills that improve the work that missions carry out. Sharing standards would lead to greater efficacy in the provision of training for civilian crisis management. It would provide for easier movement of personnel between institutions and enable the sharing of resources, costs and time of training civilians, in addition to collective efforts to improve practice.

This paper undertakes a comparative analysis of the European Group on Training (EGT) standards in relation to other major training providers in the field of civilian crisis management: the Organization for Co-operation and Security in Europe (OSCE); the UN Department for Peacekeeping Operations' Integrated Training Service (DPKO ITS); and the UN Office of the High Commissioner for Human Rights (OHCHR). It examines areas of similarity and difference in approaches to standards, and uses this analysis to identify gaps and make recommendations that will support greater compatibility of standards across the training providers. The paper also explores cross-border initiatives and guidelines in quality assurance through the work of the UN Educational, Scientific and Cultural Organisation (UNESCO), European Network of Quality Assurance (ENQA) and the Common Quality Assurance Framework (CQAF) in order to assess how standards for multilateral purposes are maintained, monitored and improved, and their applicability for a EU model for civilian crisis management training.

The research arises out of the activities in phase V of the EGT. It contributes towards the groundwork for building a consensus around a European training standard for deployment in international missions, compatible with UN and OSCE requirements.

The research finds the following:

- The EGT, through the EC project on Training for Civilian Crisis Management and Stabilisation Missions, has pioneered a comprehensive approach to developing a standard for civilian crisis management training that offers a flexible model as reference guidance for training providers. This approach is based on standardised content of training for both core and specialised courses, delivered along adult learning principles. Areas for improvement in the EU standards are in providing clearer guidance for course providers on the standards, clearer guidance on good practice methodology and evaluation processes, and attention to creating consistency in learning objectives. Due to the nature of providing training for multilateral purposes, the EU should also consider developing overarching principles for quality assurance that ensure that providers have systems in place for maintaining and improving the quality of delivery of training.

- The OSCE standards pre-date those of the EGT and provide a foundation on which the EGT has developed its standards. The OSCE has developed a standard for a core course, on which they have based their general orientation programme. As with the EGT, this looks at content and performance standards. The presentation of the standard provides comprehensive guidance for training providers, which covers a wider guidance field to that covered by the EGT. The OSCE development of fieldwork indicators also offers clear guidance on expected progression within a given training.

- The DPKO ITS has recently undergone a complete revision of their approach to standards in training. It has developed comprehensive instructor's manuals, set assessment criteria for the participants on trainings and established an evaluation cycle. The DPKO ITS also intends to introduce quality assurance through the recognition of courses – akin to the EU process, the setting of policies and procedures

for course design and delivery, and an interactive online site that makes material easily accessible to trainers and participants. In the future, DPKO ITS anticipates the provision of training through dispersed locations, for which they intend to offer support in the form of "mobile support teams" that provide support and quality oversight for providers of UN training.

- The OHCHR offers a strong methodological approach to standards, with training focused on practical skills building. It conducts systematic needs assessments with each training group, sets learning objectives that are focused on outcomes (as opposed to the performance-based approach of the EU and OSCE) and conducts systematic follow-up evaluations to create an internal cycle of quality checking and review.

- ENQA, UNESCO and CQAF focus on cross-border quality assurance rather than the content and delivery standards model of the EGT. The autonomy of institutions is central to their quality assurance approach. However, this is balanced by the recognition that where there is mobility of trainees across borders, or where trainees are deployed for multilateral purposes, there is also a need for cross-recognition of training. This requires confidence that all training provided meets an agreed level of quality. As such, guidance and frameworks have been developed that support internal quality assurance monitoring as well as offering external models. CQAF provides a reference framework that offers a way of linking individual provider standards with European standards – a model that, with adaptation, could prove useful for the EU.

In light of these findings, the following recommendations are proposed:
- Standards should be seen as flexible "reference points" which respect the autonomy of individual training providers, whilst providing clear guidance on the quality level required by the EU in civilian crisis management training.

The EU should consider:

Short term:
- Providing overarching guidance (or principles) on an EU standard for quality assurance in the delivery of civilian crisis management training;
- Reviewing the principles behind their learning objectives to provide guidance on: (a) the progression required within any training; and (b) systematic formulation of learning objectives;
- Providing clearer guidance on good practice methodology in adult learning principles that meet the standard provided by other training providers and ensure relevance of the content of courses for a given field context and challenges;
- Introducing systematic post-course evaluation with participants that will support quality review and the maintenance of standards by providing information about how far learning has been implemented in the field; and
- Continuing, and developing further, collaboration with the UN, OSCE and other training institutions in this field in the provision of resources and the setting of standards in order to ensure complementarity and the rationalisation of resources.

Long term:
- Introducing an external level of accountability for quality assurance for civilian crisis management training, either through an existing European quality assurance body or through peer review, in order to meet the gap between provision of guidance and the translation of this into reality; and
- Providing a centralised "mobile support team" for training providers that will support both the building of capacity among providers and a peer review of the quality of the design and delivery of training.

1. Introduction

The European Community has been involved in conflict prevention and crisis management since its inception. The European Union (EU), along with other international organisations such as the United Nations (UN) and its agencies, the Organisation for Security and Cooperation in Europe (OSCE) and non-governmental organisations (NGOs), have promoted and developed the place of civilians in conflict resolution, prevention and crisis management.[1] As the role of civilians increases, the need for appropriately prepared and trained personnel ready for deployment, and with the requisite skills and knowledge to fulfil the function assigned to them, is ever more important.[2]

Training in the field of civilian crisis management across Europe therefore shares the common objective of preparing personnel to 'undertake international missions in general and to equip them with knowledge to take on the task contemplated for the specific mission at hand'.[3] The EU recognises the already transversal nature of international deployments, with the circulation of personnel both across countries and across missions. The setting and maintaining of standards in training enables a comprehensive approach to the building of civilian expertise for missions

1   For the purposes of this paper the term "civilian crisis management" is used as an umbrella term to refer to conflict resolution, prevention, crisis management and peacebuilding.

2   The European Council meetings at Feira in June 2000 and in Göteborg in June 2001 represented important milestones concerning efforts to critically take stock of the current level of readiness and future preparation of civilians required for various crisis management activities.

3   Council of the European Union (November 2002). *Comprehensive EU concept for missions in the field of Rule of Law in crisis management* (Doc. 14513/02). Brussels, Belgium, p.15.

deployed not only with the EU, but also with the UN, OSCE and NGOs. Sharing these standards would support a transparent and universal system that establishes benchmarks and promotes quality in training. This would result in better-prepared and trained civilians, leading to improved practice on the ground.

In Europe this process was initiated with the launch of a European Commission (EC) pilot project on 'Training for civilian aspects of crisis management' in October 2001. An informal "Core Group" – a network of training experts and representatives from Austria, Denmark, Finland, Germany, Italy, Netherlands, Spain and Sweden – worked together to develop joint approaches to civilian training for crisis management. Common modules for a general preparation course (known as the "core course") and function-specific courses (known as "specialisation courses") were proposed and endorsed by the EU in May 2002.[4] These modules formed the agreed basis for common civilian training modules in the EU and led the way towards the establishment of common training standards.

Since 2001 there have been four ensuing phases of the project,[5] during which the Core Group was enlarged and became the EU Group on Training (EGT), with the addition of members from Belgium, France, Greece, Ireland and the United Kingdom.

During the second phase, training modules developed during Phase I were turned into curricula and tested in pilot courses in nine EU Member States. The third phase saw closer training cooperation within the EU through the organisation of three core courses and eleven specialisation courses. A pilot civil-military coordination course under the framework of the European Security and Defence Policy (ESDP) was developed, as well as an EU-UN training course based on the identification of joint standards and requirements. Phase IV provided the organisation and evaluation of 30 courses, expert workshops on EU-OSCE and EU-UN cooperation in the area of civilian aspects of crisis mana-

4   This endorsement took place at a conference hosted by the Spanish presidency of the EU in May 2002.
5   Phase II was launched in 2002, Phase III in 2004, Phase IV in 2005 and the current phase, Phase V, in March 2008.

gement, and the implementation of a pilot specialisation course on civil-military coordination. This period saw the piloting of an assessment process for participants and the development and implementation of a Civilian Response Teams (CRTs) induction course, with the goal of training a stand-by force of 100 members.

The combined efforts since 2001 have resulted in the developing and piloting of shared curricula, collaboration with international training providers, and greater coordination and development of training provision across the EU.

Currently in Phase V of the project,[6] the EGT is focusing on the consolidation of the achievements of the first four phases. This paper arises out of an objective of Phase V to encourage a consensus around a European training standard for deployment in international missions, compatible with other international training and deployment providers such as the UN and OSCE.

1.1 DEFINING A STANDARD IN THE EU CONTEXT

Training courses should be modular and the content of the modules should be standardised, as should the minimum duration of the training, to the greatest extent possible. Such courses should then be certified as EU training courses. Training modules should be continuously updated at the EU level, in order to reflect evolving training requirements and lessons-learned from operations.
Committee for Civilian Aspects of Crisis Management of the Council of European Union (CivCom)[7]

In order to develop "standardised" courses that carry external certification (e.g. certification by a body other than that of the training provider), it is necessary to first reach a common understanding of what is meant by a

---

6   Phase V is financed by the EC through the Instrument for Stabilisation (IfS) and is titled "Training for civilian crisis management and stabilisation missions".

7   Council of the European Union (December 2006). CivCom advice on the report from the training workshop "Future training needs for personnel in civilian crisis management operations" held in Brussels on 19–20th October 2006 (Doc.16849/2006). Brussels, Belgium, Pt. 2.

"standard". The research for this paper highlighted a variety of terms used across countries and institutions; most common of which is the interchangeable use of "standards" with "accreditation" and "quality assurance".

The definition of these terms has implications for any future external provision of guidance or quality control. It is therefore necessary to begin by providing an explanation of the different understandings and to establish a working definition of "standards" for the purposes of this paper.

- Standards: A standard can be viewed as a narrow regulatory requirement, a set of regulatory requirements, the provision of good practice guidance or a combination of the two. Where the definition of standards is as a regulatory requirement, standards represent accountability of the training provider to participants, donors, partners and other stakeholders. In this case the standard becomes a checklist or compliance instrument. Where the standard is defined as guidance, it offers a description of good practice designed as a benchmark for organisations to support the development of quality training and delivery. In this case the emphasis is on internal checking and regulation, along with a public commitment to a cycle of continual improvement.

- Accreditation: For some training providers, accreditation takes the form of a quality mark awarded to individual courses. It signifies that a course has met an agreed standard requirement in terms of the level of content and delivery method. For other providers, accreditation is awarded to the institution itself, signifying a wider quality control mechanism that extends to evaluating the effectiveness of training and learning methods across the spectrum of courses delivered by the specific training provider. In both cases, accreditation is awarded by an external body.

- Quality assurance: This represents the external and/or internal mechanisms that monitor and evaluate the overall provision of training and learning, and how this provision itself is evaluated and improved. It sets goals and indicators for the "standards" worked to and the level of quality that should be met. For some institutions quality assurance is an internal function, carried out systematically by the institution itself. For others, it is overseen by an external body and is a compulsory requirement that the institution adheres to.

The different understandings of these terms, and the cross-over between them, demonstrates the tension in the debate between those who desire high levels of autonomy in training providers, with a minimum of external regulation, and those who desire high levels of regulation, with minimum autonomy.

In the context of setting and maintaining effective multilateral standards for civilian crisis management training, it is evident that they will need to have a flexibility built in which allows for differences between training providers; responsiveness to changing needs from the field; and educational developments in adult learning. This highlights the need for a standard that would act as a "reference point" which respects the autonomy of individual training providers, whilst providing clear guidance on the quality level required by the EU in civilian crisis management training (see recommendations).

This paper therefore focuses on standards as the provision of good practice guidance and identifies these components that make up a standard:

1. Content standards: determining a minimum content level for individual courses, including aims, objectives and module content;

2. Performance/assessment standards: defining a level of knowledge and skills that participants should achieve, along with institutionalised mechanisms that are able to measure whether participants have reached this level;

3. Methodology standards: defining a standard for the delivery of training and learning through the provision of guidelines for appropriate teaching methods for training adult professionals, and for the subject matter and context in which it is to be used; and

4. Quality assurance: providing guidelines for the policies and procedures that enable institutions to monitor, evaluate and improve their practice.

These components provide a benchmark, or principles, that:

- Support training providers in monitoring, evaluating and improving the quality of the training and learning delivered; and

- Inform and raise the expectations of employers and participants about the quality, processes and outcomes of civilian crisis management training.

The rest of the paper will use these four components as a framework to analyse different approaches to standards and assess compatibility across the EU, OSCE, OHCHR, and DPKO ITS.

1.2 FOCUS AND PURPOSE OF THIS PAPER

This paper undertakes a comparative analysis of the EGT standards in relation to other major training providers in the field of civilian crisis management: the OSCE, DPKO ITS and OHCHR. The paper builds on the work of the EGT in promoting a coordinated response to the delivery of training for international crisis management missions. It examines areas of similarity and difference in approaches to standards and uses this analysis to identify gaps and make recommendations that will support greater compatibility of standards across training providers.

The paper also explores cross-border initiatives and guidelines in quality assurance through the work of the UN Educational, Scientific and Cultural Organisation (UNESCO), European Network of Quality Assurance (ENQA) and Common Quality Assurance Framework (CQAF) in order to assess how standards for multilateral purposes are maintained, monitored and improved, and their applicability for an EU model for civilian crisis management training.

This paper attempts to answer the following questions:
- What is the approach to setting and maintaining standards taken by the EGT, OSCE, DPKO ITS and OHCHR?
- What are the similarities and differences in these approaches and the lessons that can be drawn from this?
- What models are used by multilateral organisations to support the setting, maintaining and monitoring of quality standards in training?
- What are the lessons that can be drawn from quality assurance practices in the development of a multilateral standard for civilian crisis management?

1.3 METHODOLOGY

The research conducted reviewed a wide range of training providers

and quality assurance bodies at both national and cross-border levels, within and outside the crisis management field. The paper has focused on three key training providers in aspects of civilian crisis management and three key bodies that oversee quality assurance for higher education and adult training at a cross-border level. The reason for this focus was determined by:

- The relevance of training's focus to the field of civilian crisis management; and
- The applicability of guidance and systems to the purpose of the EGT as a regional network.

Research included interviews conducted with the training providers reviewed in this paper and desk-based research on documentation pertaining to institutional standard setting and guidelines for quality assurance of multilateral training provision.

1.4 LIMITATIONS OF THE STUDY

This paper is limited to an exploration of several key approaches in setting and maintaining standards in training. It is therefore not representative of all existing initiatives. Instead the initiatives reviewed were selected for the breadth of their application and their history and prominence in the field of civilian crisis management. In the case of quality assurance bodies, the study focuses on those initiatives that have enabled the transferability of a cross-border, multilateral quality assurance that provides interesting and practical lessons for the EU in establishing quality assurance for civilian crisis management training.

The paper uses these approaches to provide insights into standards models and draw recommendations from these that can be of value to the EU in the development of compatible standards across the field of civilian crisis management training.

1.5 STRUCTURE OF THE PAPER

The second part of the paper offers an overview of the EGT standard, exploring the different components that make up this standard. The paper then goes on to review existing standards used within the OSCE,

OHCHR and DPKO ITS, mapping these standards against the EGT standard and comparing the different processes in place.

Finally, the paper reviews **cross-border initiatives for quality assurance** by educational/training providers outside of civilian crisis management in order to identify good practice for establishing common standards that are relevant and applicable across Europe or internationally. Drawing on the above, the paper makes **conclusions and recommendations** for ensuring compatibility for the future of standards in the field of civilian crisis management.

2. The European Group on Training (EGT) standard

The EGT has pioneered a comprehensive standard for the EU in the design, delivery and evaluation of training in the field of civilian crisis management. This chapter will outline the EGT approach and analyse the standard in respect of the four function areas described above: content, performance, methodology and quality assurance.

The first phase of the EGT focused efforts on adopting a comprehensive approach to the training of civilians. Building on the expertise, training standards and materials developed through the UN, OSCE and Council of Europe, the approach to an established standard in the design and delivery of training was outlined in the Madrid report of 2002.[8]

The EU recognised the need to establish capabilities in civilian intervention at all stages of a conflict to 'contribute to strengthening the rule of law across the range of conflict prevention and crisis management operations'.[9] To this end, a stepped training approach was defined that provided for a system of core pre-deployment preparation (the core course), pre-mission induction training, function-specific training (specialisation courses), and in-mission briefing and training. The EGT focused on the provision of core and specialisation courses. A series of target functional areas that serve the conflict prevention and crisis management field were set as priorities for course development. These were initially the rule of law, human rights, democratisation and good governance, and

8 European Group on Training (EGT) (2002). *Report for the conference on the EC project on Training for Civilian Aspects of Crisis Management*, 27–28th May 2002. Madrid, Spain.

9 Council of the European Union (2001). *Presidency report to the Göteborg European Council on European Security and Defence Policy* (Doc. 9526/1/01). Brussels, Belgium. Annex III: 'New concrete targets for civilian aspects of crisis management', Pt. 3.

civilian administration. However, in order to further meet the needs of international missions, during the following three phases of the EGT this list was expanded to include areas of specialisation.[10]

The establishment of a common standard was essential in the development of a European approach to the delivery of civilian crisis management training. The EGT promulgated an approach to standards that provides for various benchmarks, which can be seen to be compatible with the four key components set out above.

2.1 CONTENT STANDARDS

The required knowledge and skills for successful working performance in the field are broken down into "hard knowledge" and "soft skills". "Hard knowledge" encompasses the factual and specific knowledge needed for working in an international mission and on specific task functions that are beyond the "normal" working experience of participants. "Soft skills" cover the social and interactive competence and personal attitudes needed to work within a mission environment. These two areas are attended to in each course description, forming the content standards of the functional areas.

Each course description, developed over the first four phases of the EGT and consolidated in the current fifth phase, is composed of a series of modules offering a flexible model that is intended to be adapted to the participants in the training, the specifics for which they are being trained, any changes in practice, and lessons learned. As such, the course descriptions provide an overview of content and background. The learning objectives offer guidance on the baseline needed for hard and soft skills in each subject area.

2.2 PERFORMANCE/ASSESSMENT STANDARDS

The learning objectives detailed in the course descriptions constitute a performance and/or assessment standard. They provide the guidance

10 Additional courses were organised in the following areas of specialisation: mission management, administration and support; press and public information; civil-military coordination; media development; disarmament, demobilisation and reintegration; conflict transformation; child protection, monitoring and rehabilitation; and an induction course for Civilian Response Teams (CRTs).

for what should be achieved by the trainer and the learner in each training environment and demonstrate the minimum level of requirement needed. The level of learning in the objectives differs between courses. The core course provides a progressive framework of learning objectives (compatible with that of the OSCE, as discussed later in the paper), yet the specialised courses lack consistency. However, they can broadly be broken down into the following four levels:

1. Knowledge: demonstrating an awareness of, or *familiarity* with, the subject matter;
2. Comprehension: *knowing how* to respond or do something;
3. Application: being able to apply specific tools or knowledge; and
4. Analysis: being able to *illustrate* or *break down* knowledge.

Achieving consistency across specialised courses in the progression of learning objectives would support greater clarity and guidance as to the performance standard that is expected from a training (see recommendations).

An assessment process was developed and piloted in 2006 that defines the minimum requirement possible for successful completion of a core course (but not of the specialised courses thus far). However, this was not linked to the specific learning objectives of the course, but instead kept to the broad categories of: (a) competence in the working language; (b) team competence; (c) stress tolerance; (d) inter-cultural awareness and communication; and (e) motivation and commitment.[11]

11 EGT (2006) participant assessment form in T. Wallis and A. Tobie (2007). *Evaluation of participant assessment mechanism used by EC Project* 2006 (Internal Document). International Alert. The agreed mechanism for assessment of participants on EGT courses in 2006 involved grading participants against five factors: (a) competence in the working language; (b) team competence; (c) stress tolerance; (d) inter-cultural awareness and communication; and (e) motivation and commitment. Participants were to be graded from 1 (poor) to 5 (excellent) in each of these areas and criteria were provided to guide the grading process. Course organisers were to produce an assessment sheet for each participant, showing the mark given in each of the five categories, with space for any additional comments under each and also for general comments on the participant. Participants were to be shown these results and given an opportunity to discuss the reasons for the grading, preferably before the end of the course. They would be given the assessment sheet and a copy was sent to the coordinating agency for safe-keeping.

Designing an assessment process that can more effectively determine whether the required levels of performance are achieved by the participants would go much further in determining the suitability of participants for the work in hand. In turn, this will enable further reflection on the quality of the training in supporting the achievement of the learning objectives. However, the progress on this is necessarily cautious and as such there are currently no means within the EGT to determine whether the necessary level of performance has been achieved through individual training programmes.

Assessment is a critical area for participants' future careers.[12] Because of this, it is essential that setting a comprehensive assessment demands assurance that mechanisms are in place for determining good quality of both the assessment itself and the assessors, as well as ensuring that the selection of participants is appropriate to the course being delivered.

2.3 METHODOLOGY STANDARDS

The EGT has defined an approach to appropriate methodology standards based on adult learning principles, with a focus on both the cognitive and experiential relay of information and tools. An outline is provided in the 2002 Madrid report and repeated in the approach of several of the course descriptions developed over the first four phases of the EGT.

The approach to methodology is divided into two; communicating the content of the subject matter (i.e. the hard knowledge and soft skills, and the practical tools necessary for effective working); and the methods used by trainers (e.g. interactive information sharing, integration, reflection and complex interactive exercises).[13]

This provides a basic guideline for course providers and trainers. It sets out good practice through its emphasis on the creation of a collaborative environment between trainers and participants and an approach to learning that stretches beyond the course timeframe. Pre-course preparation and post-course follow-up, through the provision of comprehensive reading materials, feature as important components in the

12 G. Meijer and A. Matveeva (2006). *Training on civilian aspects of crisis management: External evaluation.*

13 EGT (2002). Op. cit., pp.27–28.

Madrid report. The report encourages the inclusion of participants' experiences within a course, and the use of relevant case studies. It promotes methodologies such as presentations, role-plays, case studies and simulations as a means of providing a varied training programme responsive to adult learning needs.

The description of methodology is kept to a minimum. Whilst this allows for flexibility on the part of course providers, it does not go as far as other standards in providing descriptions and guidance on the elements that make up adult learning principles. Training centres such as the Pearson Peacekeeping Centre (PPC) apply an activity-based learning model to all its training, with guidelines on the breakdown of lecture and activity formats.[14] This serves to institutionalise contemporary practice in adult education, formalising the use of participants' professional experience. OHCHR also offers detailed guidance on methodological approaches, breaking down what they mean by participatory methods and how to achieve this. This approach will be explored later on in the paper.

2.4 QUALITY ASSURANCE

Thus far *quality* assurance has been in the provision of procedures for evaluating the effectiveness of training. This evaluates the context and input of the training (i.e. the starting level and expectations of participants, the budgetary and administration processes), the course process (gauged by individual learning logs kept by participants and participants' opinions of how far the courses have met the intended outcome), and the product or outcome of a training (measured by participants' opinions on the added value of the training).

Extensive on-course evaluation is a requirement of all EGT courses delivered, with narrative reports submitted after each course that combine both participants' evaluations and training providers' evaluations. However, evaluation has remained predominantly within the timeframe of the actual training. The Madrid report expressed the need for 'moment[s] of reflection'[15] after the course and in 2006 the

14 Meeting with PPC, March 2009.
15 EGT (2002). Op. cit., p.32.

EGT conducted a follow-up questionnaire with all participants. However, there is currently no systematic post-course evaluation carried out by individual institutions or by the EGT coordinators. This is a factor that has been addressed by the OHCHR, as will be discussed later in the paper.

Whilst the EGT has had considerable achievement in developing a comprehensive approach to standards, there are areas that can still be developed further. One is the gap between the guidance outlined and whether, or how far, this guidance translates into practice within different course providers. Standards for institutionalising quality and for providing guidelines for good practice in monitoring, evaluation and review of training and learning have been left to individual training providers' own quality assurance mechanisms. Whilst this enables a flexible approach to course delivery and respect for the autonomy of training providers, it does leave training providers without any substantive guidance on what good practice actually looks like and how to establish this.

The fifth phase of the EGT is going some way in meeting this need through establishing and piloting an accreditation mechanism that seeks to determine the capacity of a training provider to deliver EGT courses. Still in its pilot phase, this mechanism has already certified 11 courses. The demand for certification has extended beyond the EU to providers from Africa, demonstrating the desire of training providers to achieve a mark of quality assurance through the EGT. This mechanism focuses on the training providers' ability to deliver courses, rather than providing guidance for institutionalising quality. Other networks, such as ENQA, have successfully pioneered a model that offers standards guidance in this area, which will be explored at a later point.

To summarise, this section identified the following key points:
- The EGT has pioneered a comprehensive approach to developing a standard for civilian crisis management training.
- The EGT provides a flexible standards model to be used as reference guidance for training providers.

- A cautious approach is taken to the assessment of participants.
- The importance of learning objectives as a key standard is recognised, but there is a lack of consistency in their application across specialised courses.
- The gap between the provision of guidance and whether standards are adhered to is met only in a limited way by the EGT.

The rest of the paper will compare the EGT model with models developed by the OSCE, OHCHR and DPKO ITS in order to evaluate compatibility. It will then look at the role of ENQA, UNESCO and CQAF in developing multilateral quality assurance guidelines in order to make recommendations for the future development of a common approach to training standards.

3. Review of existing standards

This chapter will review the standards of the OSCE, DPKO ITS and OHCHR. It will break the analysis down into the four function areas of content, performance, methodology and quality assurance and compare the approach of these institutions to that of the EGT.

3.1 ORGANISATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)

The OSCE works to create a rapidly deployable team of experts in the areas of conflict prevention, crisis management and post-conflict reha-bilitation. The role of training is to ensure an adequate minimum level of preparation of future mission members. In order to achieve this, the OSCE has two phases of training:

1. General orientation programme – pre-deployment: covering core skills and concepts; and
2. Post-deployment: delivered in-mission and covering mission-specific issues such as project management or gender.

In addition to the two phases, the training section also assists participa-ting states, if and when requested, to prepare their nationals for a future deployment.[16]

The OSCE general orientation programme is held regularly in Vienna for all new OSCE international and mission staff and is complemented by duty station-specific induction briefings in OSCE operations.[17] The

16 Occasionally the OSCE will conduct training out of the mission area for members of different missions in its key function areas.
17 OSCE (May 2007). *OSCE training strategy for the period of 2008 to 2010* (Doc. SEC.GAL/65/07/Rev.2/Corr.1). Vienna, Austria.

general orientation programme is mandatory (currently there are no orientation or training programmes considered mandatory by the EU; the EGT core course is "recommended", but not compulsory). This enables the OSCE to ensure a minimum level of awareness of all their mission personnel before deployment. The programme is based on a training standard developed by the OSCE in 1999 and published in 2000.[18]

At present the OSCE has focused its efforts on the development and dissemination of a standardised general orientation programme[19] for fieldwork readiness. For the OSCE, standards are based upon the 'core skills required for fieldwork operations, regardless of the flag under which they may operate.'[20] The focus of the OSCE is therefore in developing a standard that promotes a common approach to preparation training. The intention is to streamline efforts around a common curriculum, thereby reducing duplication and rationalising public investment in the field of training.

In setting their standard, the OSCE made the decision to work to the minimum common denominator of awareness and preparation necessary prior to departure on a mission. A decision was taken not to incorporate methodology or quality assurance standards in order to provide a process that is as open and user-friendly as possible.

OSCE concentrates efforts on increasing the number of participating states providing training, enabling participating states of differing capacities to undertake the training. It also allows the use of existing training structures and programmes with minimum alteration. Along with the written guidelines, the OSCE supports participating states to adopt the training standard through an accompaniment process that

18 The OSCE *Training standards for preparation for OSCE mission staff* was originally designed to provide the training standard for a core course to prepare all mission staff for deployment. This has proved very difficult to roll out comprehensively. Instead, the OSCE provides a much shorter model in the form of the general orientation programme based upon the standards. This paper discusses the training standard in addition to the general orientation programme because of its compatibility with the EGT core course.

19 Discussion in meeting with the OSCE, October 2008.

20 OSCE (November 2000). *OSCE training standards for preparation for OSCE mission staff.* Vienna, Austria. p.3.

builds capacity in course design and delivery. Here, the OSCE works with the training provider to prepare and deliver a course. They share materials and processes with the aim of building the capacity of an institution to successfully deliver the training.

The OSCE has developed a "staffing matrix", which describes the key functional areas of expertise used in crisis management missions. The areas identified are compatible with the subjects offered through the EGT specialisation courses. At present, the OSCE has not developed standards for training delivered in these areas. However, the EGT has made considerable progress in consolidating common course concepts around a number of their specialisation courses. This provides an opportunity for the OSCE and EGT to work jointly to co-recognise trainings in these function areas and ensure compatibility in the future delivery of key specialisation courses by both providers.

Content standards

The Training Standard covers the following subject areas: the international community; introduction to rehabilitation of post-conflict societies; cross-cultural communication; safety and security issues; stress management and first aid; and fieldwork techniques. The EGT built its core course on the standards determined by OSCE. As such the EGT's core course follows six subject areas that are very similar in content.

The OSCE provides five key elements for consideration by the training provider:[21]
- The context of each topic: providing information to trainers to enable them to understand the need for training in each subject area;
- The goal of each training session/module;
- The learning objectives that should be achieved, for use by both participants in order to know what to expect from a session and by trainers in order to help them evaluate the effectiveness of a training session. Participants need to meet these objectives (target performance) to indicate that they are operationally ready;

21 Ibid., p.10.

- Recommendations on the minimum content and/or format i.e. certain issues that must be addressed, or whether role-play or case-studies are more appropriate; and
- An indication of where to access appropriate reference materials.

Clear guidance is thereby provided on both the content and the performance standard required in the training. In comparison, whilst the EGT follows a similar path in content, it does not break this down in the same way as the OSCE. Instead the EGT only focuses on the context and learning objectives for each of its subject areas. The OSCE goes further in making recommendations on the goals of sessions, reference materials and the minimum content or format of delivery that could be addressed in a training session.

Performance/assessment standards

The OSCE has developed a series of performance standards known as "fieldwork readiness" indicators, to ensure that personnel are operationally ready on arrival in a field mission. These standards define the level of knowledge and skills an individual should achieve through each module of the preparation course. The standards were compiled by the REACT Task Force and aim to represent basic universal standards in early warning, conflict prevention, crisis management and post-conflict rehabilitation operations.

The fieldwork readiness indicators offer a progressive scale that highlights: a) what should have been attained through following each module; and b) the ability of the course participant at the end of each module:
- Being *aware* of a particular issue – lowest step of knowledge
- Being *familiar* with a particular issue – basic knowledge of topic
- *Understanding* a particular issue – able to describe the concepts and explain mechanics of subject
- Being able to translate the theoretical concepts into practical examples[22]

Ibid., p.13.

The fieldwork readiness indicators serve multiple purposes. These indicators support the training provider in reaching the required level of training and the employer in ensuring that mission staff are appropriately prepared for their tasks and ensure that training is responsive to the needs on the ground. The EGT core course follows a similar progressive scale of learning objectives for each module, and as such the EGT core course and the OSCE training standard are highly compatible. However, this has not been translated into all EGT specialisation courses; instead learning objectives fall into the categories detailed above (knowledge, comprehension, application and analysis), but with a lack of consistency. Defining fieldwork readiness indicators for specialisation courses would support greater clarity for both employers and training providers (see recommendations).

Within the OSCE there is currently no assessment of the performance of participants. Neither is there an oversight as to whether the standards are being implemented appropriately by institutions. The OSCE has set its priority at the moment on encouraging participating states to undertake the training. Introducing external quality assurance of institutions or participants is a stage too advanced at present and would be considered a deterrent in the provision of training.

Methodology standard

Although the OSCE outlines methodological approaches, it does so only in naming certain tools such as "role play" or "case-study". It does not provide guidance on the learning principles behind the methodologies or the processes involved. In this sense, in the Madrid report the EGT offers clearer guidance on what adult learning principles constitute through the explanation of *communicating contents and communicating methods*.

The OSCE's approach of working to the lowest common denominator results in an acknowledged limited scope for the preparation training. The preparation enables participants to know what to ask for and to be aware of once they arrive in mission, rather than to receive skills building. However, the experience of the OSCE is that working at this level remains a significant challenge to a number of participating states,

who lack the training capacities of some of their counterparts. As such, to be able to run training at all is considered an achievement and the current focus is therefore on encouraging participation at this level, rather than on addressing quality assurance mechanisms.

Key points
- Pre-deployment training is mandatory for all OSCE mission staff; for the EU it is "recommended".
- OSCE only has standards for the general preparation of staff, which the EGT core course is heavily influenced by.
- OSCE has developed a "staffing matrix" mentioning functional areas of expertise; the EGT specialisation courses are compatible with these areas.
- OSCE addresses only content standards and performance standards, but not assessment, methodology or quality assurance.
- The OSCE standard provides comprehensive guidance for training providers covering a wider guidance field to that covered by the EGT.
- The OSCE's development of fieldwork indicators offers clear guidance on expected progression within a training course.
- Working to the lowest common denominator has shortcomings, but at the same time enables OSCE to work with a wider range of participating states.

3.2 UN DEPARTMENT OF PEACEKEEPING OPERATIONS' INTEGRATED TRAINING SERVICE (DPKO ITS)
The ITS is a specialised unit within the DPKO created to support the department's training needs. ITS produced a UN peacekeeping training strategy (May 2008) and a report on the strategic peacekeeping training needs assessment (TNA) (October 2008). In both, the need for clear training standards and stronger management and oversight were recognised as being essential to ensuring the effectiveness of peacekeeping training. To meet this need, the DPKO ITS is increasing its role in standards setting and linking the strategic oversight of training with the cross-cutting needs of the different missions. They are focusing

their efforts on pre-deployment training, identifying and meeting gaps and setting the basic minimum necessary for standardised training modules.

The October 2008 report[23] looked at pre-deployment, induction and ongoing training. It highlighted the need for standardised pre-deployment training and for comprehensive UN training materials, along with better availability and presentation of the material, improvements in training methodology and clearer guidance on the essential modules.

The TNA found that DPKO ITS's previous system of producing standardised generic training material (SGTM) was too broad, too voluminous, did not adequately address operational challenges in the field and was, in some cases, outdated. In light of this, DPKO ITS defined a three-stage training continuum: a) pre-deployment training; b) mission-specific induction training; and c) ongoing training. At the heart of this is the civilian pre-deployment training (CPT), one of the primary tools to 'improve preparedness, effectiveness and productivity of civilian peacekeepers, [helping to] generate institutionally knowledgeable and ethically aware civilian peacekeepers'.[24]

The CPT is a core course, akin to the course provided by the EGT and the training standards of the OSCE. As with the OSCE, all those who participate in the CPT are already on a UN contract and awaiting deployment to a mission. The training therefore seeks to induct participants into an understanding of the UN and peacekeeping, as well as ensuring that they are equipped with core skills essential to their work. Participants cover a range of functions up to D1 level. This poses similar challenges in the targeting of content and material as is found in both EGT and OSCE courses, where participants also have a relatively broad background and variance in understanding of international missions and peacekeeping/crisis management.

23 Policy, Evaluation and Training Division, Department of Peacekeeping Operations (DPKO), United Nations (October 2008). *Report on the strategic peacekeeping training needs assessment*. New York.

24 Integrated Training Service (ITS), DPET, Department of Peacekeeping Operations (DPKO), United Nations. *Civilian pre-deployment training course curriculum* (Draft version 0.9), p.1.

DPKO ITS has recently undergone a systematic revision of the content, material, evaluation and assessment of all the training material for the CPT in order to produce a standard approach to content, evaluation and best practice in delivery.

Content standards

The CPT comprises a six-day agenda covering: a) strategic-level overview of UN peacekeeping; b) standards and values of the UN; c) security, safety and health; d) the establishment and functioning of UN peace-keeping operations; and e) human resource management.[25] The overall content of the CPT is guided by the core pre-deployment training material (CPTM) and processes to identify additional specialised civilian training needs. The content is based on key peacekeeping policy and doctrine, in particular the United Nations peacekeeping operations: *Principles and guidelines*, DPKO/Department of Field Support (DFS) policy on authority, command and control, and the first edition of the *Mission start-up field guide*. As such, the aim is to provide a comprehensive arrangement of the minimum required content for each function area in order for personnel to:

- Meet the evolving challenges of peacekeeping personnel in accordance with DPKO/DFS principles and guidelines;
- Perform their specialist functions in an effective, professional and integrated manner, and;
- Demonstrate the core values and competencies of the UN.

There is clear and detailed documentation of the content needed for the course, which is explicitly linked to the types of operating environments employees find themselves in. Comprehensive instructor manuals have been written for each module area, which offer a detailed outline of the core content necessary. The content is linked to a set of learning outcomes that are compatible with those used by the EGT and OSCE; a progressive framework of learning outcomes is employed for each module ranging from familiarising participants to a subject area to

Ibid., p.2.

participants being able to apply and demonstrate their knowledge. Learning is therefore expected to go beyond understanding to the application of knowledge.[26] However, here (unlike with the EGT and OSCE) the different levels of learning are checked against an assessment/ evaluation framework that focuses on the acquisition of knowledge and understanding rather than on an assessment of the delivery of a course (this will be discussed in the following section).

The content standards for DPKO ITS are compatible with the EU and OSCE in so far as the subject areas it covers. However, the detail with which the standard is set goes beyond that offered through the EGT course concepts (which gives a context overview and learning objectives). This process is eased, and made more possible, by the CPT courses being delivered through one training centre (the UN Logistics Base [UNLB] Brindisi Training Centre), in which there is a permanent training team. This helps to streamline an approach to training and enables closer quality control over the standard of delivery and learning. However, if this level of detail was desired, similar tools employed by DPKO ITS to establish a standard (e.g. detailed guidance on content and approach) could also be possible in the form of guidance for multiple centres across the EU. The intention of DPKO ITS to open up training in the future to other training centres demonstrates this possibility. Here, content standards would be made accessible online and centrally updated to ensure a level of uniformity across any training provider.

Performance/assessment standards

The difference in approach to learning objectives described above is reiterated in the multi-levelled evaluation of both the course and participants. A variety of evaluation tools are proposed by DPKO ITS. The first level of evaluation is the standard use of reaction questionnaires during the course period. These gather participants' responses to the training and learning on a course. However, DPKO ITS combines this with three other evaluation methods: a) observations on the general behaviour of participants during the course; b) a comprehensive online

26 Integrated Training Service (ITS), DPET, Department of Peacekeeping Operations (DPKO), United Nations. *Record of training* (Draft).

questionnaire 2-3 months after a course ends to gather information about the usefulness and applicability of a training; and c) pre- and post-course testing to assess the level of knowledge participants have acquired, in the final assessment of which participants are expected to achieve a minimum of 75 percent. Here the evaluation is not just of the delivery training (as tends to be the focus of other evaluation mechanisms), but also of the quality of learning. However, consequences for not passing the final evaluation are only followed up on the course management side through changes in the delivery method of the course. There is no follow-through, either in the form of re-training or reconsidering an individual's suitability for deployment.

Methodology standards

In developing the CPT the focus has been on training for practice, targeting units to the level of what is relevant for someone to do their job in the field. As such, the detailed instructors' manuals for each unit offer, alongside the content description, guidance for the instructor in the form of suggested methodologies, resources and reading material. This includes practical tools for the instructor, such as lesson plans, standardised PowerPoints and activities.[27] The intention is not to be overly prescriptive but to provide clear guidance within which the instructor has the flexibility to adapt according to their preferred training approach.

Similarly, DPKO ITS aims to produce a flexible online "tool box" of different types of materials that can be utilised and adapted by each instructor. This would provide concrete advice and support to future training providers if delivery of courses is decentralised. The DPKO ITS does not promote the methodological approach as a formal standard. The "standard", they argue, is instead focused on the content of the units. However, the clear guidance offered to instructors, the inclusion of case studies, scenarios and photos, along with a learning guide, implicitly demonstrates an adherence to good practice in adult learning principles whilst also endeavouring to provide as comprehensive a resource as

27 Integrated Training Service (ITS), DPET, Department of Peacekeeping Operations (DPKO). *UN peacekeeping PDT standards, Core Integrated Training* (2009–2010) (Draft).

possible to those delivering the training. The model developed by DPKO ITS proves useful in the consideration of stronger guidance in methodology for EU courses. Not only does this model offer good practice principles, but it also provides concrete examples and tools which can be used by the trainer. Whilst the EU scope may be too broad to have this level of provision, a balance between the DPKO ITS approach and the OHCHR approach (which focuses more on broad-level guidance – see next section) could go a long way in supporting the development of the methodology standard for the EU (see recommendations).

Quality assurance

DPKO ITS is responsible for meeting priority training development and delivery needs that cut across functions or affect major areas of peace-keeping. It has an oversight role of all UN peacekeeping training activi-ties. Enhanced support is to be provided through the establishment of policies that offer clearer guidance for the delivery of training. This is coupled with the development of a compliance model for the delivery of DPKO-recognised training. The evaluation mechanism that is in use to assess immediate course and participant performance is part of this quality assurance oversight.

If the objective of increasing the number of training centres outside of Brindisi comes to fruition, this will be achieved through the require-ment for training centres to submit applications for recognition of spe-cific courses. This would be accompanied by course descriptions and curriculums modified according to the experience and expertise of the participant group and the training provider. The application will then undergo a desk review, which could potentially be followed by an on-site course assessment visit. The criteria and indicators for this process are currently in development. Furthermore, DPKO ITS aims to provide mobile support teams to field and national training centres to support institutional development for the delivery of courses.

Whilst the DPKO ITS does not label this as "certification", the process of applying for recognition of specific courses, the submission of key documentation and the potential for on-site follow up demonstrates significant complementarity with the certification process that the EGT

is currently developing through Phase V of the project. The EGT is piloting a process for the EU that follows the same steps for the certification of courses to become recognised as EGT courses. Where ITS differs is in its ambition to provide a mobile support team for field and national training centres. The EGT endeavours to offer similar support, but this is currently on an ad hoc basis, rather than being the specific task of an appointed group. This could be an area that the EU builds upon. Such a group would provide vital support to the development of new training sites, contributing towards a consistency of quality across course providers (see recommendations).

A further means of establishing processes for quality assurance is in DPKO ITS's strategy for developing a system of lessons learnt that can be fed from the field on a regular basis through an interactive website. This process aims to develop mission-specific and operation guidance based on lessons from the field in order to provide guidance for adapting existing modules to incorporate the latest practice, challenges and knowledge. This offers an exciting development that aims to connect training and learning directly with operations in the field in a systematic and current way, ensuring that training remains responsive and fresh.

One of the main challenges that ITS faces is with regards to the systematic training of personnel; whilst it was made compulsory in August 2007 for all UN personnel (bar UN Volunteers [UNVs]) to undertake pre-deployment training up to D1 level, enforcing this has proved challenging. Some missions argued that pre-deployment training delays their deployment when they are under-staffed and stretched to capacity. This indicates that flexible training would need to be delivered both in terms of location and timescale in order to encourage as wide a participation as possible. Furthermore, building up a pool of experts greater than the precise quota needed at any given time, such as the EU has done, ensures a constant readiness capability that allows for flexibility in deployment of staff. This is particularly necessary in relation to rapid deployment where transferring staff may be detrimental to the mission they are deployed from.

Collaboration between the EU and UN has been explored within the course of the EGT. One of the blockages identified to being able to work

successfully together was that there was no agreed shared concept or doctrine to civilian crisis management training.[28] Over the last phase of the EGT there has been closer collaboration with the UN around specific function areas. With the advent of the new strategy (which emphasises a proactive approach to working with other training providers), this can hopefully be built upon to address common standards and compatibility (see recommendations).

Key points

- Participants on the CPT are already selected for a mission; training is mandatory.
- Comprehensive evaluation methods are proposed to evaluate both the quality of teaching and learning.
- Extensive guidance is provided for instructors on the content and methodology for delivery.
- An online "tool box" with current training materials is being produced to support training delivery, offering an accessible way to support good practice in methodological approaches.
- ITS aims to introduce quality assurance through the recognition of courses, akin to the EGT process, and the setting of policies and procedures for course design and delivery.
- ITS aims to introduce "mobile support teams" that provide support and quality oversight for training delivered by other training centres.

28 Scuola Superiore Sant'Anna (May 2006). *Mapping out EU, UN and joint EU-UN training initiatives for civilian aspects of crisis management:* Workshop background document. Pisa, Italy, p.17. Following this several joint courses have taken place.

3.3 UN OFFICE OF THE HIGH COMMISSIONER FOR HUMAN RIGHTS (OHCHR)

The OHCHR has developed a systematic approach to training for personnel. They have a regular calendar of training activities, at both headquarters and field level, which cover the range of human rights skills and functions. In addition to this, specific courses on human rights training methodology provide OHCHR subject-matter experts with the necessary training skills to be able to provide training in the future. OHCHR has established a roster of participants and follow-up on the implementation of the training, which enables them to strengthen their pool of existing trainers and ensure that each field office can include one or more thematic expert (national and international) with training skills. At field level, specific units, departments or advisors (depending on the nature of the field presence) may be mandated with the task of coordinating training and education activities and linking them to broader capacity-building efforts and objectives. A specific staff member (human rights education and training focal point) is then tasked with maintaining contact with headquarters, ensuring exchange of updated information on training-related aspects between the field and Geneva and/or with other field offices.

Embedding training focal points across all missions demonstrates that training for OHCHR has a different focus to that of other providers. It is seen as a core function of overall operations rather than separate activities that prepare individuals for operations through the development of knowledge and skills. This provides an interesting framework to the setting of standards. With training being a core function of operations, standards take on a different emphasis; it is no longer just about the preparation or up-skilling of personnel, but instead relates directly to the overall quality of the work being carried out. Each stage of a training process would therefore need to reflect and model the practice and quality expected in missions.

The OHCHR training standards were developed following a period of reflection, which recognised the need to move away from a seminar or lecture-style format. They considered this approach as limiting the opportunity for retention of knowledge; neither did it provide an

environment in which skills could be developed and applied. The possibility for a sustainable impact to be achieved through training was thereby reduced.[29] Instead OHCHR shifted their focus from the training room to the field; they reframed the standards in training as linked to the impact they wished to have on the ground. They wanted their training to be responsive to the needs on the ground and the skills required to meet these needs, as well as to reflect best practice in adult learning principles. This precipitated an overhaul of the approach to training. The composition of training teams was changed from "experts" to trainers with proven pedagogical skills, as well as a human rights background. The focus shifted from a seminar style to learning through the practical application of knowledge and the development of skills. To support this approach, the 'Professional training series'[30] was developed, which provides guidance for a series of specialised functions.

The emphasis on their standard framework is therefore focused on guideline content and methodology. Similar to the DPKO ITS, the OHCHR approach to methodology offers comprehensive guidance to the trainer and goes beyond the standard used by the EGT or OSCE. With appropriate adaptation, the OHCHR approach together with the DPKO ITS standard can provide useful guidance for developing stronger methodological frameworks in standards used by the EGT.

Content standards

The primary reference tool for OHCHR content standards is their 'Professional training series' of handbooks and manuals. Subject areas cover the different human rights functions including: human rights training; human rights monitoring and fact finding strategy; human rights investigation techniques; human rights mainstreaming; and human rights and business. The manuals provide the standard of content for that particular function area, detailing the human rights standards, principles and core knowledge necessary. They outline the

29 Discussion in meeting with OHCHR, October 2008.
30 United Nations Office of the High Commissioner for Human Rights (UN OHCHR) (2000a). *Human rights training: A manual on human rights training methodology*, Professional training series No. 6. New York, US and Geneva, Switzerland.

aim and modules of a programme and offer additional support in terms of potential training exercises and draft agendas.[31] As with the EGT, OHCHR offers both introductory and specialised courses that provide a minimum and advanced content level in order to address the specific needs of both field and rapid response staff.

The *Manual for human rights training methodology* provides clear parameters for audience specificity and the tailoring of courses. It is advised that each course must be targeted to, and shaped by the knowledge of, those who are being trained. In order to achieve this, a consultative needs assessment is recommended as preceding any training. Content is therefore adapted to the culture, work environment, experience and role of the participants. This requires a flexible and responsive approach by the training provider to the content and methodology of any course.[32] An additional guideline built into the content of each course is that training methodology and capacity-building components are included in the course design in order for participants to be able to impart skills to staff at his/her duty station on return to their post.

Whilst this approach makes it more difficult to achieve uniformity across courses, it offers an interesting opportunity for a much clearer focus on content directly relevant to the daily work of any particular cohort of trainees. The systematic use of a needs assessment provides the potential for training to incorporate participants' experiences in a meaningful way. It acknowledges the professionalism and experience of participants and provides the training provider with the opportunity to adapt the level of content of the course accordingly, as well as making maximum use of the knowledge and skills of participants. This provides a useful model for EGT courses, which also bring together experienced participants. Conducting a basic needs assessment prior to a course

31 For example, the last pages of the training manual, *Human rights and law enforcement: A manual on human rights training for the police*, include different models of course agendas depending on content level needs and time available. See: OHCHR (2000b). Human rights and law enforcement: *A manual on human rights training for the police*, Professional training series No. 5. New York, US and Geneva, Switzerland. Available at http://www.unhchr.ch/html/menu6/2/POLICEAnnex.pdf.
32 UN OHCHR (2000a). Op. cit., p.1.

could help ensure that the level of content and mode of delivery is relevant to the participants and geared as far as possible to the functions they are to carry out.

The introduction of minimum training of trainer skills to all courses emphasises the approach of OHCHR to training as a core function of their role in crisis interventions. This is of particular interest in relation to the typology of ESDP missions. In cases where the mandate is one of mentoring and advising, as with the current EU Rule of Law Mission in Kosovo (EULEX), including practical cascading skills as a core function of personnel would support them in their mentoring and advising roles. Even where this is not the case, international missions are always temporary. This should be reflected as far as possible in the efforts of training providers through emphasising that one function of any international is to impart the appropriate skills and knowledge for them to be able to leave and national capacity to take over.

Performance/assessment standards

OHCHR defines their training as "competency-based", which should result in improved performance.[33] Training should have learning objectives, which participants have the opportunity of demonstrating they have achieved through assigned exercises and testing before and after the course. The learning objectives are focused on the improvement of knowledge, skills and attitudes for professional behaviour. As with the OSCE training standards and the EGT core course, a progressive foundation guideline is provided as follows:

- To *receive* information and knowledge of relevant standards and what they mean for participants' work;
- To *acquire* or reinforce skills; and
- To become *sensitised*, i.e. to undergo a change in negative attitudes or to reinforce positive attitudes and behaviour.

In looking at a performance assessment, this approach differs from both the EGT and OSCE approach. Whilst it is more holistic in its

33 Ibid., p.1.

attention to knowledge, skills and behaviours it can be seen as outcome oriented rather than a tool for performance and/or assessment. The EGT and OSCE offer more of a progressive gradient for learning objectives, which could be applied to each of the outcomes above. Although the intention to work on attitudes, knowledge and skills is expressed in the EGT Madrid document,[34] so far the attitudes component of this relationship is not reflected systematically across course concepts.

Methodology standards

The training emphasis with OHCHR is skills-based; focused on developing skills for analysis, monitoring, gathering information and engaging with different actors. OHCHR argue that participants will judge training as either credible or effective only if they are able to see the added value a better understanding of human rights brings to the performance of their duties.[35] Therefore prominence is given to a discursive and skills-sharing approach between trainers and participants, and between participants themselves. A variety of experiential pedagogical techniques are recommended to encourage the active involvement of participants and the process of demonstration, application, evaluation and feedback is employed.

The methodological guidance briefly describes practical training tools with minimum guidance as to how these can be used. These methodologies complement the EGT guidance. Both standards outline the use of presentation and discussion, panel discussion, working groups, case studies, problem-solving/brainstorming, simulation/role-playing and practical exercises. In addition, OHCHR provides a short synopsis on how one might use the different techniques.

Quality assurance

OHCHR does not oversee the delivery of training by different institutions and therefore does not attend to external quality assurance recommendations or guidelines. However, it has a number of systems in place internally that provide useful learning for the EGT and other

34 EGT (2002). Op. cit., p.21.
35 Discussion in meeting with OHCHR, October 2008.

training providers. The most significant of this is in the process of evaluation and follow-up. Meaningful, competency-based and object-ive-orientated training requires a sustained commitment from the training provider. OHCHR conducts systematic follow-up with participants to ensure that learning objectives have been met and embedded. As with all other training providers reviewed, OHCHR evaluates the training during the course through the use of participant questionnaires. They then follow this up in-post, three months after the end of a course, again with a questionnaire. Questionnaires developed by OHCHR include tools such as surveys and focus groups. The main focus on the follow-up is to find out how a participant has used what they learnt. This can provide feedback not only on the effectiveness of training, but also on institutional blockages for applying learning and changing learning needs in the field. Regular support is provided to field presences in the area of training with resources, information, and updated materials, through relevant units, focal points or individual assistance. Such support also offers an additional opportunity for feedback and follow-up on training implementation.

A further area for ensuring quality is through the provision of clear guidance on the selection and instruction of trainers. Selection follows similar criteria to the EGT model in that a trainer should have proven expertise in the subject matter, should have experience of adult learning principles and professional credibility.

OHCHR has the advantage of working with one function area. The EU deals with a wider subject area and therefore more diverse participants. However, there are some useful lessons in the process OHCHR follows that could provide guidance and support to new and existing training providers delivering civilian crisis management training. Their use of descriptive methodology guidance offers a comprehensive document for training providers to use to check their approach and share this with their trainers. Providing clearer guidance for EU courses on methodology in adult learning principles would promote best practice in the delivery of training (see recommendations). Similarly the systematic follow-up evaluation provides a useful insight into how learning is applied on the ground and offers the opportunity

to revise content and methodology accordingly. Employing such an approach for the EU courses would strengthen the links between training and practice, and combined with greater attention to methodology can ensure the relevance of course content to the specific field context and challenges (see recommendations).

The question remains, as with all standards guidelines, whether or not, or how far, the guidelines translate into good practice in the training room. Having explored in this chapter the different approaches to the standards of the OSCE, DPKO ITS and OHCHR, the next chapter will look at the processes for multilateral quality assurance that aim to provide guidance on methods and systems for monitoring and reviewing the extent to which good practice guidelines translate into reality.

Key points
- Strong methodological approach to standards, with training focused on practical skills building for the context and challenges of the field.
- Systematic needs assessment conducted with each group of participants leads to responsive and inclusive training.
- Learning objectives focused on outcomes as opposed to the performance-based approach of EGT and OSCE.
- Systematic follow-up evaluation to create a cycle of quality checking and review.

4. Review of cross-border quality assurance standards

This chapter will explore the work of UNESCO, ENQA and CQAF in relation to guidelines for quality assurance in standards. These guidelines are useful not so much for the setting of standards, but for how to recognise and maintain standards.

Although these relate to education and training outside of the civilian crisis management arena, they prove useful in identifying good practice for establishing common standards that are relevant and applicable across Europe or internationally. This chapter highlights those aspects that are relevant for the EU from the guidance that these bodies provide.

4.1 UN EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANISATION (UNESCO) – GUIDELINES FOR QUALITY PROVISION IN CROSS-BORDER HIGHER EDUCATION

In establishing guidelines for quality provision in cross-border higher education, UNESCO identified and worked with six groups of stakeholders. These were governments, higher education providers, student bodies, quality assurance and accreditation bodies, academic recognition bodies and professional bodies. This range of stakeholders enables UNESCO to ensure that quality provision is not just about the standard of teaching and learning, but is also sensitive to the different education cultures and tied to the needs of the employment market.

The need for guidance in quality provision is generated by the increased cross-border mobility of students, academic staff, professionals, programmes and providers. The professionals going through EGT courses are also highly mobile between the different institutions and organisations operating in the civilian crisis management field.

UNESCO recognised that this mobility presents challenges for existing national quality assurance and accreditation frameworks, bodies and systems for recognising foreign qualifications. The challenges that the guidance is trying to address are as follows:

- National capacity for quality assurance and accreditation often does not cover cross-border education.
- National systems and bodies for recognition may have limited knowledge and experience in dealing with cross-border education.
- Professions rely on trustworthy, high-quality qualifications. They need to have confidence that qualifications meet the necessary standards.

Governments are encouraged to create a comprehensive, fair and transparent system of representation and to provide accurate, reliable and easily accessible information on the criteria and standards for registration, licensing, quality assurance and accreditation of cross-border higher education. Higher education providers are encouraged to have clear quality assurance policies and practices, work with accreditation bodies, share good practices within the sector and, where relevant, follow any recognised codes of good practice.

The issues raised in relation to different nations' quality assurance and accreditation bodies focus on the different understanding and purposes between them. There are similar challenges with ensuring continued common understanding between Member States in the field of civilian crisis management training. Key concepts such as "quality" require consensus. In the same way, as discussed at the beginning of this paper, "standards" mean different things to different members. UNESCO encourages the development of regional and international networks in order to reach understanding on these issues. EGT, similarly, is an established regional network working on the continual development of a common platform where national capacities and systems can be understood and unified as far as is necessary. Maintaining this platform as a space for dialogue and the continued development of common understanding and approaches is critical in ensuring a comprehensive European approach to civilian crisis management training.

Higher education is very established at a national level, which obviously creates challenges for cross-border quality assurance. The field of civilian crisis management is new and still in development. The EU is concerned with a much smaller sector of education, working within a specific professional field. This might make it easier to arrive at common standards that are capable of external oversight and accreditation, and meeting the needs of employers in the field. It is therefore worth keeping this option within the platform of the EGT.

Key points

- UNESCO engaged a range of stakeholders to ensure guidelines are compatible with their various needs.
- Where there is cross-mobility of employees or trainees, the need for cross-recognition of previous training is essential for rationalisation of resources.
- Maintaining the common platform of the EGT as a space for the continued development of common understanding and approaches is critical in ensuring a comprehensive European approach to civilian crisis management training.

4.2 STANDARDS AND GUIDELINES FOR QUALITY ASSURANCE IN THE EUROPEAN HIGHER EDUCATION AREA

ENQA is a member of the E4 group mandated by the "Bologna process" in 1998 to create a consistency of quality assurance across the EU in higher education to enable the recognition of courses and qualifications between Member States. They provide guidance in internal and external quality assurance processes and guidance for external quality assurance agencies. The purpose is to:

- Encourage the development of higher education institutes;
- Inform and raise expectations of students;
- Provide assistance in establishing quality practices and procedures; and
- Contribute to a common frame of reference across the EU.

These aims are akin to the aims of the EGT in its continual work towards

a comprehensive approach to training across the EU and the promulgation of standards to achieve this. Similarly, the EGT is mandated with encouraging and supporting new training providers in the field of civilian crisis management and contributing to a common frame of reference across the EU which includes the meeting of agreed levels of quality in the delivery of training:

> Non-mission-specific training remains the responsibility of Member States. However, this training should be coordinated and its quality evaluated at the EU level, and it could continue to be supported by EU funding.
> *Committee for Civilian Aspects of Crisis Management of the Council of European Union (CivCom)* [36]

ENQA recommends that higher education institutions should have a clear policy and associated procedures, drafted in collaboration with students and other stakeholders, for the assurance of the quality and standards of their programmes and awards. Such institutions should imbue themselves with a culture committed to quality and implement a strategy for its continuous enhancement. ENQA state that the following factors are key to this: periodic review of programmes and learning resources; assessment of students in accordance with published criteria; assessment of staff; and the generation and analysis of relevant information which is available to the public.[37] This should be complemented by periodical quality reviews by EU-recognised national quality assurance bodies.

36 Council of the European Union (December 2006). Op. cit. Advice 16849.
37 The guidelines offer guidance on internal procedures that constitute good practice. For example, in the case of the assessment of students, this would look like the following: be designed to measure the achievement of the intended learning outcomes and other programme objectives; be appropriate for their purpose, whether diagnostic, formative or summative; have clear and published criteria for marking; be undertaken by people who understand the role of assessment in the progression of students towards the achievement of the knowledge and skills associated with their intended qualification; where possible, not rely on the judgements of single examiners; take account of all the possible consequences of examination regulations; and be subject to administrative verification checks to ensure the accuracy of the procedures.

The EGT is itself made up of training providers that already have their own internal quality assurance processes, and so thus far have not been concerned with this level of internal or external guidance or regulation. However, as ENQA emphasises, the European standard is not supposed to replace institutional autonomy. Instead it is to provide guidance to support this process, whilst also developing a common EU approach.

The very process of developing detailed guidance along the lines of ENQA would in itself be a strong move towards agreeing and establishing commonalities in what good practice in quality assurance looks like and what the standard for this would be. This would be of particular support to newer training providers joining the EGT. Importantly though, it would provide a process whereby existing institutions can monitor, evaluate and improve their own approach. Finally this would set a benchmark which can provide useful guidance internationally as the field of training providers grows and the delivery of training becomes more dispersed, such as with ITS's intention to build a wider network of training providers.

In terms of introducing external review systems, unless it was possible for the EGT to form relevant links with existing quality assurance agencies (possibly using the network established as an outcome of the ENQA process), the field of civilian crisis management training is currently too small in terms of providers and numbers of courses to necessitate such a process. If external review is considered desirable, a system of peer review should first be established.

The ENQA model provides an opportunity to learn from the successful development of a single set of standards and guidelines that have been adopted by Member States. One of the core principles of ENQA is the 'central importance of institutional autonomy, tempered by a recognition that this brings with it heavy responsibilities'.[38] The system they have developed provides a benchmark for quality whilst maintaining the flexibility and autonomy of the different institutions and learning cultures. This is a model the EGT also works towards. Yet

38 European Network of Quality Assurance (ENQA) (2007). *Standards and guidance for quality assurance in the European higher education area*. Helsinki, Finland.

where the EGT is different is that many of its courses are for specific multilateral purposes, albeit delivered by an independent provider. For this reason, it is worth maintaining an open debate on whether a higher level of accountability and/or guidance for quality assurance needs to be implemented for civilian crisis management training in order to ensure that training systems support the development of good quality training regardless of who the provider is.

Key points
- Focus on standard guidance that does not replace autonomy of institutions.
- Focus on cross-border quality assurance rather than the content and delivery model of the EGT.
- Process of developing guidance will in itself enable commonalities to be agreed and established.
- Civilian crisis management training field is too small for external regulation, but a peer review model could be considered.

4.3 DEVELOPING A COMMON QUALITY ASSURANCE FRAMEWORK

This last section of the paper reviews the CQAF[39] as a useful initiative when considering developing a multilateral quality assurance framework.

CQAF supports the development and reform of quality in vocational education and training (VET) at a system and provider level. As with both ENQA and UNESCO, the responsibility and autonomy of Member States to develop and oversee their own quality assurance is an underlying principle to this framework.

The CQAF came out of a joint interim report from the Council of Education to the EU Council on the Education and Training 2010 Work Programme. The report stressed the need for a European qualifications

39 CQAF was an outcome of a two-year process involving Member States, European Free Trade Association (EFTA)/European Economic Area (EEA) countries, European Social Partners, the EC's European Centre for the Development of Vocational Training (Cedefop) and the European Training Foundation.

framework and considers that 'the common quality assurance framework for the vocational education and training' (follow-up to the Copenhagen declaration) and the 'development of an agreed set of standards, procedures and guidelines for quality assurance' (in conjunction with the Bologna process) should be top priorities for EU.[40]

Civilian crisis management training, although not specifically vocational, can be recognised as an adult training process and therefore fall under the CQAF umbrella. The CQAF is designed to foster transparency and consistency of initiatives in quality assurance across Europe and bring an added value to national and institutional initiatives to assure and develop VET systems.

CQAF differs from ENQA in that it does not provide examples of good practice and procedures. Instead it works as a reference framework which aims to support institutions in understanding first how quality assurance works and then to help with the identification of areas of improvement and how to make decisions on implementing improvement.

The CQAF comprises of:
• A model to facilitate planning, implementation, evaluation and review of systems at the appropriate levels in Member States;
• A methodology for assessment and review of systems: the emphasis has been given to self assessment, combined with external evaluation;
• A monitoring system: to be adapted as appropriate at national or regional level and with the potential to be combined with voluntary peer review at EU level; and
• A measurement tool: a set of reference indicators aimed at facilitating Member States to monitor and evaluate their own systems at national or regional levels.

The model is made up of four stages: planning, implementation, evaluation and assessment, and review (see Appendix). Each stage

40 European Commission, Education and Culture (May 2005). *Fundamentals of a Common Quality Assurance Framework (CQAF) for VET in Europe*. Brussels, Belgium, p.3.

offers a framework that asks key questions to guide a provider in understanding and assessing their quality assurance performance at that particular level. It then offers possible responses to the questions at a systems level and a European level. The responses present core quality criteria transversal to any provider. This dual level framework provides an approach for quality assurance at a system level (individual provider) to be translated into good practice at a European level. Through this the framework supports a two-way process in which standards for quality assurance are set at the institutional level and guidance is provided at a European level. The institution reviews whether the standards are met, with the means provided for them to reflect on whether this meets European best practice guidance. Peer review is recommended as a further quality support.

Through this the autonomy of institutions is respected, whilst ensuring that provision is made for appropriate guidance to support continuous evaluation, development and review.

This framework can, with appropriate adaptation, offer useful guidance for the EGT in considering quality assurance standards that maintain autonomy at an institutional level whilst also having an overarching European framework in place.

Key points
- CQAF is concerned with vocational training and education of adults.
- CQAF provides a reference framework that offers a way of linking individual provider standards with European standards.
- The model could prove useful for the EU, with necessary adaptation.

5. Conclusion and recommendations

This paper has found that the EGT, through the EC project on Training for Civilian Crisis Management and Stabilisation Missions, has pioneered a comprehensive approach to the development of an EU standard for civilian crisis management training. It offers a flexible model as reference guidance for training providers, touching on the four key components identified: content, performance/assessment, methodology and quality assurance.

This approach is based on standardised content of training for both core and specialised courses. In many ways the approach is compatible with the other training providers in this field; it shares content standards, principles in methodology and internal quality assurance standards through processes such as evaluation mechanisms.

In some ways the EGT approach is broader than that of other training providers. The EGT has established content standards for both the core and specialisation courses; OSCE and DPKO ITS have a limited subject range of content standards. The EGT is also developing certification procedures to deepen the quality assurance performance standards.

However, other training providers go further than the EGT in harmonising approaches across training providers, in setting standards for the delivery methodology of courses, in assessing and evaluating the level of learning that takes place, and in providing guidance and principles by which training providers and trainers should work. The EGT is still in the early stages of standards development, and there is much to learn from the OHCHR and OSCE's respective approaches and the important developments currently underway in the DPKO ITS. More remains to be done in the development of EU standards that can act as flexible "reference points" which respect the autonomy of individual

training providers, whilst providing clear guidance on the quality level required by the EU in civilian crisis management training.

Where there are differences with other providers, there are also opportunities for lessons to be learnt from the approach that other providers have taken. Whilst standards for civilian crisis management are still relatively new, it is crucial that the leading training providers come together to coordinate approaches, to share lessons and to coordinate their response to the establishment of standards for this field.

In light of this, the following short and longer-term recommendations are made to the EU.

- Standards should be seen as flexible "reference points" which respect the autonomy of individual training providers, whilst providing clear guidance on the quality level required by the EU in civilian crisis management training.

In the short term the EU should consider:

- Providing overarching guidance (or principles) on an EU standard for quality assurance in the delivery of civilian crisis management training. Such guidance would help ensure consistency in the quality of training provision across the EU and would support new and existing training institutions to monitor, review and improve their cycle of training preparation and delivery;
- Providing clearer guidance on good practice methodology in adult learning principles that meet the standard provided by other training providers. This would ensure that training is providing the best possible environment for stimulating learning. Furthermore, the methodology employed will help ensure that the content of courses is relevant to the field context and challenges;
- Reviewing the principles behind their learning objectives in order to provide guidance on: (a) the progression required within any training; and (b) systematic formulation of learning objectives;
- Introducing systematic post-course evaluation with participants that will support quality review and the maintenance of standards, through providing information about how far learning has been

implemented in the field. Such a process would help measure the impact and relevance of the training in the field. This can then be fed back into adapting and improving; and

- Continuing, and developing further, collaboration with the UN, OSCE and other training institutions in this field, in the provision of resources and the setting of standards in order to ensure complementarity and the rationalisation of resources.

In the longer term the EU should consider:

- An external level of accountability for quality assurance for civilian crisis management training, either through an existing European quality assurance body or through peer review in order to meet the gap between provision of guidance and the translation of this into reality and;
- Providing a centralised "mobile support team" for training providers that will support both building capacity of providers and peer review of quality in the design and delivery of training.

6. Expert Workshop Report, 9–10th September 2009, London, UK

This report provides an overview of the workshop hosted by International Alert on behalf of the European Group on Training (EGT) conducted in Phase V of the EC Project on Training for Civilian Aspects of Crisis Management.

This report focuses on the findings and recommendations from the attendees of the workshop for the promotion of cooperation in the development and recognition of training standards in civilian crisis management between the UN, OSCE, AU and EGT members.

6.1 INTRODUCTION

The EGT workshop "Exploring Compatibility of Training Standards in the Field of Civilian Crisis Management" presented the very first opportunity for leading training providers within civilian crisis management to come together to:

- Share advancements in approaches to standards from the different institutions;
- Assess areas of difference and compatibility;
- Explore opportunities for developing common standards for the design, delivery and evaluation of training; and
- Make recommendations for moving forward a compatible approach to standards.

The workshop arose out of the activities in Phase V of the European Group on Training conducted by the Working Group on Training Standards, tasked with building consensus around a European training standard for deployment in international missions, compatible with UN and OSCE requirements.

During Phase V, the Working Group on Training Standards conducted research into the different approaches to standards in the field of civilian crisis management. A Comparative Analysis paper, to which this report is attached, was written detailing the EGT approach and comparing it to that of the OSCE, OHCHR and DPKO ITS as well as cross-border initiatives and guidelines in quality assurance through the work of UNESCO, ENQA and the CQAF.

This paper found that the EGT has made significant steps in pioneering a comprehensive approach to the development of an EU standard for civilian crisis management training. It offers a flexible model as reference guidance for training providers touching on the four key components identified; content, performance/assessment, methodology and quality assurance.

In many ways the approach is compatible with the other training providers in this field; it shares content standards, principles in methodology and internal quality assurance standards through processes such as evaluation mechanisms.

In some areas the EGT approach is broader than that of other training providers. The EGT has established content standards for both the core and specialisation courses and is currently piloting certification procedures to deepen the quality assurance performance standards. To date 14 training courses, both core and specialisation courses, have been certified. Institutions from both inside and outside the EU Member States and from outside of Europe have applied for EGT certification, demonstrating both a desire for a quality mark and the pivotal role that the EGT can serve in meeting this need.

Yet in other areas, other training providers go further than the EGT in their definition and application of training standards, in particular in areas such as harmonising approaches, setting standards for the delivery methodology of courses, assessing and evaluating the level of learning that takes place and providing guidance and principles by which training providers and trainers should work.

This workshop presented an opportunity whilst standards for civilian crisis management are still in their infancy for the leading training providers to come together to share these approaches, to share lessons

and to explore the possibility for coordinating their response to the establishment of standards for this field.

6.2 PURPOSE BEHIND COMPATIBLE AND COORDINATED TRAINING STANDARDS

The workshop identified key strategic advantages to the field of civilian crisis management in developing compatibility in training standards. The workshop agreed that there were six core areas in which compatible and coordinated standards would benefit the sector as a whole.

Compatible and coordinated training standards would:

Improve the impact and quality of civilian crisis management

Coordinated efforts to develop standards would lead to an overall continual cycle of improvement in the quality of training delivered. Better quality training leads to better prepared personnel with the necessary skills, behaviours and attitudes to undertake their work in the field. Better prepared personnel leads to better work delivered on the ground and the opportunity for crisis management to have a deeper and more sustainable impact.

Harmonise training efforts

Cross-recognition of training would lead to a harmonisation of training efforts with institutions more able to share the delivery of training programmes according to their particular strengths and specialisations. Developing and sharing compatible standards would support the growth in the number of institutions globally able to deliver recognised, high quality training in civilian crisis management. This would support a decentralisation of training efforts and better utilisation of limited resources, leading to a wide base of people trained in common standards. Recognised and common standards would increase the credibility of training institutions. This would benefit the deployment agencies, who would be able to rely on receiving properly trained personnel.

Improve understanding amongst stakeholders

Working together to develop a coordinated and compatible approach to standards and thereafter, collaborating on maintaining and improving the standards provides a valuable opportunity to foster an environment of learning and exchange between training providers. It would create the possibility to identify and share lessons learnt and best practices and the opportunity to develop new approaches in this field. This would lead to the development of a common language in the field of training in civilian crisis management which would support greater collaboration between institutions and increase opportunities for a better coordinated response to future training efforts.

A coordinated approach would lead to greater transparency for deploying institutions in understanding the benefits and results of training and how to make the best use of available training provisions. In turn missions would be able to work closer with training institutions to ensure they have the requisite knowledge regarding the needs and gaps on the ground. This would enable training institutions to programme responsively to field requirements.

Lead to greater cost and capacity effectiveness

The harmonising of training efforts and improved understanding between stakeholders would promote sharing of resources across training institutions. This could lead to the development of a global pool of recognised trainers and ensure that the trainings are built on lessons learnt and best practices from across the sector leading to greater cost-efficiency and use of capacity in the delivery of training.

Strengthen the mobility of personnel between missions

The career cycle of personnel within the field of civilian crisis management entails a high a level of mobility between different institutions. Compatible standards would support the widening of a pool of personnel trained to recognised quality levels. This would ease mobility between institutions. The development and skills undergone with one training provider would be recognised by another, reducing unnecessary duplication of training.

Strengthen the credibility of the international community

The UN, EU, AU, OSCE and NGOs and others work alongside each other in conflict contexts. Their relationship spans from one of simply operating in the same environment to joint work through partnership. The quality of work, behaviour and attitudes of one mission can therefore impact on the delivery of work of another institution and, crucially, the perception of the international community in that context.

Training can be a mechanism used to promote understanding and compatibility in approaches to work between institutions. Sharing and improving quality standards would support a coordinated response to a greater preparation of personnel in the field. This in turn would contribute towards improvements in the quality of the work being done on the ground. Better quality and coordination would help to strengthen the credibility of the international community in the contexts in which they operate.

6.3 FRAMEWORKS FOR COMPATIBILITY

A coordinated and compatible response to the developing, monitoring and improving of training standards would need to be realised through a framework that allows for the autonomy and creativity of institutions but is methodologically sound and focused on achieving the best possible results from a training programme. The focus should be on mechanisms that offer guidance and good practice rather than being procedurally heavy.

The workshop identified the following options for a coordinated response:
- Continue the existing network of EGT members and expand this to include the joint cooperation of training providers external to the EU; the UN, OSCE and AU providers. At the same time, increase the membership from within Europe of the EGT to include more Member States and, respectively, active participation from their training institutions.

Through this network:

- Develop global principles and guidelines for training in civilian crisis management.
- Establish a recognised certification mechanism in order to ensure and develop the quality of training provision.
- Establish a shared database of recognised training institutions and their programmes that would support training institutions and employers to refer personnel to recognised training specific to their needs.
- Establish a shared platform of training material in core areas to support the exchange of best practice methodologies and materials.
- Establish a global lesson management system that would support continual learning and improvement across institutions.

6.4 RECOMMENDATIONS

This workshop offered the opportunity to begin exploring the potential for collaboration in developing and recognising standards. The advantages to such collaborative efforts were clearly recognised and expanded on, as detailed in Section 3 of this report. In order to foster the development of compatible standards further the workshop makes the following recommendations:

Expand the network of the EGT to include formalised cooperation with training providers outside of the European Union.

Establishing a network of training providers is essential in moving forward in developing compatibility and recognition of training standards. Working through the existing network of training providers that is the EGT, by expanding it further to include the joint cooperation of UNITAR, DPKO ITS, African Union (AU), African Peace Support Trainers' Association (APSTA), OSCE and other EU Member States, would build on the strengths of an established group and adapt it to meet a more global training challenge.

Develop opportunities and mechanisms to share information between training institutions.

The further sharing of best practices, needs assessments and training material between training institutions is necessary to develop a more detailed understanding of where compatibility and difference lie. Similarly the sharing of information around job descriptions with deployment institutions; the EU, UN and OSCE, is necessary to establish a basis for the content and learning objectives of training programmes.

Strengthened support from Member States for the development of globally compatible standards in civilian crisis management training.

The seeking of endorsement by Member States for the cross-recognition and compatibility of training in civilian crisis management through (i) developing principles and guidelines in the field of civilian crisis management training and (ii) promoting compatibility with the UN, OSCE and AU in Member States' national strategies for civilian crisis management.

ABBREVIATIONS

AU	African Union
APSTA	African Peace Support Trainers' Association
CPT	Civilian pre-deployment training
CPTM	Core pre-deployment training material
CQAF	Common Quality Assurance Framework
CRTs	Civilian Response Teams
DFS	Department of Field Support
DPKO	Department for Peacekeeping Operations
EC	European Commission
EGT	European Group on Training
ENQA	European Network of Quality Assurance
ESDP	European Security and Defence Policy
EU	European Union
INGOs	International non-governmental organisations
ITS	Integrated Training Services
NGOs	Non-governmental organisations
OHCHR	Office of the High Commissioner for Human Rights
OSCE	Organization for Security and Co-operation in Europe
SGTM	Standardised generic training material
TNM	Training needs assessment
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNLB	United Nations Logistics Base
UNV	United Nations Volunteers
VET	Vocational education and training

REFERENCES

Council of the European Union (December 2006). *CivCom advice on the report from the training workshop "Future training needs for personnel in civilian crisis management operations" held in Brussels on 19–20 October* 2006 (Doc.16849/06). Brussels, Belgium.

Council of the European Union (July 2006). *Future training needs for personnel in civilian crisis management operations – Draft implementation road map* (Doc. 11995/06). Brussels, Belgium.

Council of the European Union (November 2003). *Common criteria on training for EU civilian aspects of crisis management* (Doc. 15310/03). Brussels, Belgium.

Council of the European Union (November 2002). *Comprehensive EU concept for missions in the field of Rule of Law in crisis management* (Doc. 14513/02). Brussels, Belgium.

Council of the European Union (2001). *Presidency report to the Göteborg European Council on European Security and Defence Policy* (Doc. 9526/1/01). Brussels, Belgium.

European Commission, Education and Culture (February 2006). *European Network on Quality Assurance in VET: Guiding principles and governance*. Brussels, Belgium.

European Commission, Education and Culture (May 2005). *Fundamentals of a Common Quality Assurance Framework (CQAF) for VET in Europe*. Brussels, Belgium.

European Group on Training (EGT) website, "Courses" – Course concepts, core and specialised courses. Available at
http://www.europeangroupontraining.eu/Courses/index.php.

European Group on Training (EGT) (2006). *Participant assessment form*. London, UK.

European Group on Training (EGT) (2004). *Final report: European Community Project on Training for Civilian Aspects of Crisis Management – Phase III: Working seminar, 3-4 Nov.* 2004. Vienna, Austria.

European Group on Training (EGT) (2003). *Training for civilian aspects of crisis management: The role of the European Union, 'The International Conference on Training' final report, 20–22 October* 2003. Rome, Italy.

European Group on Training (EGT) (2002). *Report for the conference on the EC project on Training for Civilian Aspects of Crisis Management, 27–28 May* 2002. Madrid, Spain.

European Network of Quality Assurance (ENQA) (2007). *Standards and Guidance for Quality Assurance in the European Higher Education Area*. Helsinki, Finland.

Integrated Training Service (ITS), DPET, Department of Peacekeeping Operations (DPKO), United Nations (unpublished). *Civilian pre-deployment training course curriculum* (Draft version 0.9).

Integrated Training Service (ITS), DPET, Department of Peacekeeping Operations (DPKO), United Nations (unpublished). *Record of training* (Draft). New York, US.

Integrated Training Service (ITS), DPET, Department of Peacekeeping Operations (DPKO) (unpublished). *UN peacekeeping PDT standards, Core Integrated Training (2009–2010)* (Draft). New York, US.

Integrated Training Service (ITS), DPET, Department of Peacekeeping Operations (DPKO) (May 2008). *UN peacekeeping training strategy.* New York, US.

Meijer, G. and Matveeva, A. (2006). *Training on civilian aspects of crisis management: External evaluation*. New York, US: Organisation for Security and Cooperation in Europe (OSCE).

Organisation for Security and Cooperation in Europe (OSCE) (May 2007). *OSCE training strategy for the period of 2008 to 2010* (Doc. SEC.GAL/65/07/Rev.2/Corr.1). Vienna, Austria.

Organisation for Security and Cooperation in Europe (OSCE) (November 2000). *OSCE training standards for preparation for OSCE mission staff*. Vienna, Austria.

Policy, Evaluation and Training Division, Department of Peacekeeping Operations (DPKO), United Nations (October 2008). *Report on the strategic peacekeeping training needs assessment*. New York, US.

Scuola Superiore Sant'Anna (May 2006). *Mapping out EU, UN and joint EU-UN training initiatives for civilian aspects of crisis management: Workshop background document*. Pisa, Italy.

United Nations (January 2008). *United Nations peacekeeping operations: Principles and guidelines*. New York, US.

United Nations Educational, Scientific and Cultural Organisation (UNESCO) (2005). *Guidelines for quality provision in cross-border higher education*. Paris, France.

United Nations Office of the High Commissioner for Human Rights (UN OHCHR) website, 'Publications and resources: Training and education' Available at http://www.ohchr.org/EN/PublicationsResources/Pages/TrainingEducation.aspx.

United Nations Office of the High Commissioner for Human Rights (UN OHCHR) (2000a). *Human rights training: A manual on human rights training methodology,* Professional training series No. 6. New York, US and Geneva, Switzerland.

United Nations Office of the High Commissioner for Human Rights (UN OHCHR) (2000b). *Human rights and law enforcement: A manual on human rights training for the police,* Professional training series No. 5. New York, US and Geneva, Switzerland. Available at http://www.unhchr.ch/html/menu6/2/POLICEAnnex.pdf.

Wallis, T. and Tobie, A. (2007). *Evaluation of participant assessment mechanism used by EC project* 2006. European Group on Training (EGT).

APPENDIX 1: COMMON QUALITY ASSURANCE FRAMEWORK (CQAF) – TABLE 1. PLANNING: QUALITY CRITERIA

Key questions	Possible answers at system level – core quality criteria	Possible answers at VET provider level – core quality criteria
Are your policy goals/objectives clear and measurable?	The national and European goals or purposes for VET are known to the relevant stakeholders. Existence of systematic procedures to identify future needs. A number of minimum objectives/standards have been set.	The European, national and local goals are all known throughout the institution.
What are the goals/objectives of your system/institution in relation to VET?	(Description of the goals/objectives)	(Description of the goals/objectives)
Are the European goals* and objectives for VET included in the goals you have set?	An action plan has been drawn up to achieve the European goals.	Focus on few of the European goals in cooperation with VET providers from other Member States.
How is the degree to which these goals/objectives are fulfilled assessed?	The goals are communicated to the providers. Results on specific indicators are systematically collected.	Self-evaluation process takes place every second year. Departments make reports, supported by specific indicators, to management level.
Describe the procedure for the planning process within the quality approach in use.	(Description of the procedure)	(Description of the procedure)

* Goals such as matching VET demand and supply, promoting access, accommodating the training needs of vulnerable groups.

APPENDIX 2: Expert Workshop Participants

Name	Organisation
Andrea de Guttry	Scuola Superiore Sant'Anna (SSSA), Italy
Andrea Kienle	Organisation for Security and Cooperation in Europe (OSCE), Austria
Andreja Dolničar Jeraj	Centre for European Perspective (CEP), Slovenia
Anneli Eriksson	Folke Bernadotte Academy (FBA), Sweden
Annika Launiala	Crisis Management Centre (CMC), Finland
Arno Truger	Austrian Study Center for Peace and Conflict Resolution (ASPR), Austria
Aurélien Tobie	International Alert, UK
Cheick Dembele	African Union (AU), Ethiopia
Claudia Croci	United Nations Institute for Training and Research (UNITAR), Switzerland
Farooque Choudhury	United Nations Department for Peacekeeping Operations Integrated Training Service (DPKO ITS), USA
Cynthia Gaigals	International Alert, UK
Dorlies Sanftenberg	Zentrum für Internationale Friedenseinsätze (ZIF), Germany
Ed Munn	Foreign and Commonwealth Office (FCO), UK
Evariste Karambizi	United Nations Institute for Training and Research (UNITAR), Switzerland
Herta Eckert	International Alert, UK
Kevin Pearce	International Alert, UK
Lena Andersson-Kandelin	Folke Bernadotte Academy (FBA), Sweden
Lucy Holdaway	International Alert, UK
Martin Thomsen	Danish Emergency Management Agency (DEMA), Denmark
Peter Williams	European Network for Quality Assurance (ENQA), UK
Radek Khol	DG E IX Civilian Crisis Management, General Secretariat, Council of the European Union, Belgium
Solomon Ayerledersso	African Peace Support Trainers Association (APSTA)
Tea Rozman Clark	Centre for European Perspective (CEP), Slovenia
Vanessa Kent	United Nations Department for Peacekeeping Operations Integrated Training Service (DPKO ITS), USA