

ANNEX IV: THE WORKING GROUP ON SECURITY SECTOR REFORM IN THE PARTNERSHIP FOR PEACE CONSORTIUM OF DEFENCE ACADEMIES AND SECURITY STUDIES INSTITUTES

3.1 The Story

On 12 June 1998 in Brussels, 44 ministers of defence met as the Euro-Atlantic Partnership Council (EAPC) welcomed the US–German initiative to establish, as a permanent PfP activity, ‘The Partnership for Peace Consortium of Defence Academies and Security Studies Institutes’. The establishment of the Consortium is a contribution to the enhanced Partnership for Peace and in particular a means of placing greater emphasis on defence and military education and training – a top priority within the Partnership.¹³¹

The Consortium’s primary purpose is to strengthen defence civilian and military professionalism through enhanced national and institutional cooperation among the NATO and PfP nations. Such an effort will help Partners and Allies alike to concentrate energy and resources, while collecting and sharing lessons learned. It will increase the number of individuals in Government and private sectors with defence and security policy expertise, further promote professional military education in participating nations, and encourage collaborative approaches to defence education.

¹³¹ Stamey, Victor, Rapporteur in Workshop 3 the PfP Consortium; ‘The Way Ahead’ in ‘Networking the Security Community in the Information Age’, Conference Report on the 3rd International Security Forum, 1998, p. 91ff.

The Consortium is an international cooperative arrangement ‘in the spirit of PfP’,¹³² and nations will meet the costs of their own participation.

It was launched at the International Security Forum Conference held in October 1998. The single important principle was the notion that ‘it will be for the participating countries to define and develop fully both the scope for the Consortium and how it will operate’.¹³³ The United States of America and Germany provided funds which helped the Eastern European partners to participate in Consortium activities.

Therefore the Consortium is ‘of the willing’; it has no official standing as an organisation with documents of record, but it does provide a coherent framework from which to adapt in developing an operational plan for the Consortium, based upon the experience of its participants.

¹³² *Individual Partnership Programmes (IPPs)* are drawn up between NATO and Partner countries from an extensive menu of activities – the *PfP Work Programme* – according to each country’s specific interests and needs. The biennial programme contains more than 2000 activities, ranging from large military exercises down to small workshops. Areas covered range from the purely military to defence-related cooperation in fields such as crisis management, peacekeeping, civil emergency planning, air-traffic management and armaments cooperation. Outside the Partnership Work Programme PWP, there are a large number of bi- or multi-lateral or regional events annually between individual NATO Nations and Partners, and also among Partners themselves or even with non-Partner states, that fall within the PfP rubric, but have no official NATO involvement. These are termed ‘*In the Spirit of PfP*’ activities and do not qualify for NATO funding. (www.nato.int)

¹³³ Funding: The PfP Consortium of Defence Academies and Security Studies Institutes are carried out in accordance with Article 3 of the ‘PfP Framework Document’ governing participation in activities of mutual benefit. Funding would be implemented in accordance with Article 6 of the PfP framework document, which stipulates that Partners will fund their own participation. In addition, Allies and NATO directorates could be considered members of the Consortium and encouraged to participate in it fully as a means to improving the execution of existing programmes. For all concerned, including Allies, funding will operate on the principle of ‘costs lie where they fall.’ This means that each nation or joining organisation is responsible for paying its own expenses to participate in and benefit from the activities of the Consortium according to its own volition.

3.2 The Success of the Consortium

The Consortium created a community: a community of individuals, a community of institutions with emphasis on education. Education was deliberately chosen because there is an important distinction between education and training. There are a lot of important places and a lot of important initiatives where the focus is on training but the vision of the Consortium is to focus on education. To concentrate on the education of the military officers; to focus on the education of civilian dealing with security and defence issues. Synergy effects are a desired outcome of a not-inclusive community. There is no exhaustive list of participants. The Consortium is one of the first efforts where formal military academies and non-governmental institutions, universities and the range of security institutes are brought together. There is a synergy by putting together these diverse institutions and organisations that cannot be achieved through the separate, individual efforts of each of these institutions or organisations on their own.¹³⁴

The Consortium supports the PfP efforts to promote effective civil-military cooperation and improved military interoperability among all Allied and Partner nations with the following goals:

- Contributing to an expanding dialogue, common understanding and broad range of cooperation in security issues among the EAPC countries.
- Helping to build a cadre of professionals and security specialists in government and the private sector in partner nations with an expertise in a wide array of defence issues, including defence strategy, parliamentary oversight, public information policies and the like.
- Facilitating greater information-sharing in partner countries about NATO, EAPC and PfP, and other Euro-Atlantic and

¹³⁴ Bronson, Lisa, Director for NATO Policy, US Department of Defence, at the 3rd ISF in Zurich, 1998 in the Workshop on the Vision for the PfP Consortium; in 'Conference Report on the 3rd International Security Forum and the 1st Conference of the PfP Consortium, NATO Defence College Monograph Series, Summer 1999, p. 103 ff.

European security institutions, particularly in the absence of NATO information offices in most Partner countries. Within individual nations, cooperation between national security studies institutes and academies is well established, and internationally there is cooperation between academies on the one hand and between security studies institutes on the other, but international exchange between these two groups appears to be limited. The Consortium is meant to bridge this gap and establish contacts between academies and institutes throughout the Euro-Atlantic region.¹³⁵

- Providing a forum to assist private foundations, ‘think tanks’, governmental and non-governmental agencies to offer practical assistance (enhanced academic standards and recognised accreditation; regular publication of scholarly journals and articles in topics related to European security).
- Providing a mechanism to bolster Partner capabilities in areas such as: (1) command post exercises involving computer simulations; and (2) staff training in procedures incidental to the conduct of effective multinational participation in non-Article V operations.

3.2.1 The Working Groups

The actual work being conducted is done by working groups throughout the year; this is the source of synergies. There are 11 to date and they cover a wider range from e-learning, curricula development to regional stability in South Eastern Europe, Caucasus and Central Asia, from European security and NATO enlargement to military history, from asymmetric threats and simulation to security sector reform.

¹³⁵ Swiss Defence Minister Adolf Ogi, Report at the EAPC-Defence ministers meeting Brussels, December 1998.

3.2.2 The Annual Conference

The annual ‘Partnership for Peace Consortium’ Conference is the main gathering to review the results and achievements of the working groups. It is the platform to present views, and to introduce and test new ideas which eventually find their way into the political agenda of NATO/PfP. Therefore the defence minister hosting the annual conference not only invites either his counterparts or representatives of the partners to the annual conference, but also reports in the EAPC Defence Ministerial about it.

The fully developed Consortium includes a secretariat, an annual conference and working groups; a dedicated, permanently updated website enables the continuing exchange of information. Furthermore, the Consortium has its own publication series in which appropriate topics are discussed for a broad public.

3.3 The Link to NATO/PfP

The work of the Consortium is ‘in the spirit of PfP’, which means that it is not following rules and regulations of NATO/PfP. The Consortium’s work includes providing update briefings to NATO’s political-military steering committee (PMSC). The military committee meeting with Partners should also be provided with updates on ongoing work. NATO assigned the NATO Defence College in Rome as the point of contact for both sides to exchange information. In spring 2003 NATO/PfP tasked the partners with providing a TEEP (Training and Enhanced Education Program) progress report. One part of it is devoted on results, benefits and way forward of the Consortium’s activities. (The other deals with the NATO/TEEP-effort in ADL and simulation and the role of PfP-Training Centres).

3.4 The Consortium Today

The Consortium has proven that it is an informal but well-structured platform which is open to participation for all interested partners and therefore gives the Consortium a degree of flexibility to develop new ideas and projects in the framework of NATO/EAPC, but without being subordinated to the rules and regulations of NATO. (www.pfpconsortium.org)

The study and working groups form the core of the Consortium and provide the possibility for individuals and organisations to work together on specific topics, issues, problems or interests and to share and exchange their knowledge within this particular field.

Faced with the enlargement of NATO and the EU, the Pfp Consortium has to adapt to the changes that have been decided at those two summits. But it is clear that the unique possibility of cooperating on an international and interdepartmental way, to build networks and to benefit from other partners experience should be maintained at all costs.

It is agreed that after the build-up and the consolidation phase of the Consortium the time for a change has come. The Consortium's success is amazing; it developed from 6 to 17 working groups and some projects, from a few dozen to 1500 participants, and from 20 to over 300 institutions. In the first reform stage the Working groups have been assessed and reduced to 11. the work will further be better focused to be relevant for decision-makers.

How can the strength of the Consortium best be used as a continuing multiplying factor in the post-enlargement phase? What is the role of the Consortium in sharing the joint values of the EAPC-communities in bringing those countries closer that are now at the fringes of the EAPC area? How could the Consortium react to the post-September 11 challenges? It could – as in its early days – serve as a playground for new ideas, before they are later taken up by NATO or any other organisation, therefore testing new initiatives and paving the way in which NATO and EU could encounter the changing security risks together.

The reform process started after the 2002 Annual Conference and is not finished yet. The format of the Annual Conference changed, from a mere Working-Group meeting to a politically relevant event; to bring the Consortium back on the agenda of decision-makers. It will not diminish the work achieved by the groups throughout the year, but will strengthen the links to the political environment of EU and NATO and take into account the changes in the security agenda for the future work. Furthermore, the Working Groups are aligned in five tracks that reflect the results of NATO/PfP after the Prague summit in November 2003. The idea of the tracks came up in order to improve the focus of the work, show synergies and promote cooperation among the groups. The five tracks are: Education and training, regional stability (in South-East Europe, Central Asia and Caucasus), asymmetric threats, European security and security sector reform. DCAF has been trusted with the responsibility not only for the Working group, but also for the track as a whole.

3.5 The Working Group on Security Sector Reform (SSR-WG)

The SSR-WG is chaired by the Geneva Centre for the Democratic Control of Armed Forces.

Its main objectives are to assist in developing policy relevant strategies, studies that give an input to those partners who are in the middle of reforming their security sector. The work being done should enhance democratic civil-military relations through cooperation in joint research, outreach and expert formation initiatives; it further enhances the exchange of ideas, insights, experiences and best practices of security sector reform and democratic civil-military relations between consolidating and consolidated democracies in the Euro-Atlantic Area.

The SSR WG was established at the Annual Conference in Moscow, 2001. It began by defining their tasks around the well-known and often used name of 'civil-military relations'. The quickly growing interest and political development indicated that – also in the aftermath of September 11 – a priority of dealing with security sector reform (SSR) as a whole has gained importance, encompassing not only the armed forces, but also

police, border-guards, intelligence agencies and other agencies dealing with security aspects, civil-military relations – meaning ministries of interior, justice and police. Therefore it changed its name to ‘Security Sector Reform Working Group’ in 2002.

DCAF receives input on topics which could be interesting for the Track from a board of high-level advisers. This board evaluates the proposals before the members of the PfP-Consortium and is then tasked to provide expertise. The Track/ Working Group assembles experts from different regions as well as academics to cover a previously set range of topics twice a year. It has its own permanently updated website at www.dcaf.ch/cmr-wg or www.pfpconsortium.org. All the After Action Reports, presentations and papers are published electronically.

A newsletter informs regularly about the activities of the WG and will also be available online.

3.6 Current projects

The SSR WG concentrates on two aspects – security sector reform (SSR) and the regional differences in approaching this topic and expert formation in the area of SSR.

3.7 Expert Formation

The SSR-WG covers with this book the very first priority of the Consortium as such, which is expert formation. This study shows clearly that the needs for education and formation of military and civilian experts do not end with the accession to NATO and/or EU. On the contrary, the potential new members and the rest of the PfP-countries still have a growing need for well-trained experts in the area of civil-military relations and security sector reform.

Therefore this book project was launched and will hopefully provide a good overview on expert formation not only in Southeast Europe, but in the so-called ‘Stability Pact’ area.

The Working Group created a questionnaire. It should provide a collection of information about existing educational and training courses in the field of civil-military relations. This study has been conducted in 2002 with the aim of evaluating existing courses as well as the need for more or different expert formation courses. Through a comparison of the availability of education, academic departments will improve the efficiency of education and training based on the increased availability of accurate information from different sources in their own country, in the region of interest, and from external countries, thus helping to find a neutral and professional appreciation of a given security situation.

Security studies institutes will be able to funnel their results directly into the education and training systems and can maintain mutually beneficial contacts with decision-makers. In addition, they will, in a similar way to university departments, profit from the international exchange.

Students in participating institutions will have the same broad scope of information available. They will also be able to share the results of their own studies and discuss them via the Consortium network. Equally important, they will maintain access to the information sources as alumni and can utilise them in their later work.

The impact of education delivered by modern information technologies in altering civil-military relations and strengthening efforts in security sector reform in transition countries is not to be underestimated. Any effort in e-learning should be based on the needs of the receiving end; any contribution should be demand driven, i.e. needs oriented.

To complete the stocktaking exercise with the questionnaires, this study focuses on stocktaking about ongoing SSR processes in South-Eastern Europe in cooperation with the Stability Pact. The different authors describe the status of expert formation in their countries, identifying the formation and professional preparedness in all segments of the security sector, listing the needs and giving recommendations. As a summary, the country reports will be assessed and commented on by DCAF.

Other projects deal with security sector reform as such and will also be published in the Consortium framework.