



Preparing for Interaction

A Comparative Study on the
Different Ways Dutch Actors
Prepare Themselves to Work in
the Comprehensive Approach



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Chapter 1

Introduction

Collaboration between a variety of partners, such as governmental departments, international organizations, non-governmental organizations, first responders, members of the private sector, and members of local communities is internationally regarded as the standard approach for current and future crisis response operations. Several terms are used to refer to this approach, the most common being the Comprehensive Approach or Integrated Approach. Most crisis situations have a complexity that is beyond the ability of one specialism or agency to address. The most effective and efficient crisis management response is to combine the strengths of a wide range of partners allowing for important synergies to emerge. “Pursuing coherence is now accepted as a core objective in all international peace and stability operations. Policy statements at the highest level assign strategic importance to a comprehensive approach, and it is often presented as the key to successful operations” (De Coning & Friis, 2011:244). For instance, Anders Fogh Rasmussen, in his very first statement as NATO Secretary General, declared: “we need a comprehensive approach, a reinforced interaction between our military efforts and our endeavors with regard to civil reconstruction.” (De Coning & Friis, 2011; 244).

However, enhancing collaboration among such a diverse set of stakeholders is far from easy. The multiple actors in the comprehensive approach differ in terms of *ideology* (neutrality and impartiality - and other humanitarian principles - versus choosing sides in a conflict, vision on the use of violence), *goals* (kinetic versus non-kinetic), *power and control* (centralized versus less centralized, task versus process oriented), *implicit structure* (hierarchical versus loosely coupled), decision process (procedural and top-down versus participatory and bottom-up), *decisions* (follow from routines and standard operating procedures versus from socially negotiated solutions) and *information requirements* (see e.g. De Coning & Friis, 2011; Rietjens et al., 2013a; Lucius & Rietjens, forthcoming). Creating effective collaboration requires time, training, coordination and policies.

Furthermore, it is important – as several scholars have stated (Lindley-French, 2010, Rietjens et al., 2013b) - to ‘move beyond improvisation’ and to ‘institutionalize civil-military coordination’. For the military this might mean that training should be focused more on the comprehensive

approach instead of solely on the development of combat ready forces. For NGOs it might mean that they should prepare for interaction at all the levels of their organizations, i.e. both at international, national and local level. For example at local level civil society organizations should be trained and at the international level the humanitarian expat aid workers. To achieve this, professionals from all relevant organizations must be included in exercises and training to properly prepare for the Comprehensive Approach and thus extending 'train as you fight' to 'train as you interact' (Rietjens et al, 2013b). Overall "the Comprehensive Approach requires both training and education at multiple levels within organizations and between them" (Neal & Wells II, 2011).

For this research, the focus is on the comprehensive approach in the Netherlands. After having applied a comprehensive approach in – for instance - the ISAF (International Security Assistance Force) mission in Afghanistan, the Dutch government has clearly embraced the concept of a comprehensive approach to crisis operations, but at the same time acknowledges the complexity of these operations as explained above. The current Dutch government (Rutte II) has emphasized the importance of comprehensive approaches to international crisis-management by establishing a Budget for International Security of 250 million Euro. "*In international missions to conflict zones, safety, development and diplomacy must go hand in hand*" (Coalition Agreement 2012: 15). To stress this importance even more, the four ministries involved recently adopted the Guidelines on the Integrated Approach where the following was stated as important in order to further develop the comprehensive approach: "*Intensify joint training, education and preparation: exercises, integrated mission preparation, aligning of courses between Ministries and exchange of staff.*" (Guidelines on the integrated approach, 2014; 41).

All Dutch stakeholders (government agencies, NGOs, private sector) that potentially play a role in a Comprehensive Approach have different ways of preparing themselves given different expertise, budget, time constraints, goals and interests. The military has a preference for large scale exercises, diplomats participate in conferences and course programs, whereas international NGOs and IOs often create online learning platforms so that all their 'southern' partners can benefit as well. It is clear that all actors use their most suitable way of preparing themselves and many of the training and preparation is therefore not done together. Partly as a result of this, no general training currently exists that prepares the relevant Dutch stakeholders for the required network, skills and competencies in a structured manner. Perhaps that therefore many of the working methods between the different actors in the field in an actual operation are mostly established ad-hoc and not pre-determined, nor are they collaboratively trained in advance.

1 Ministry of Foreign Affairs, Ministry of Defence, Ministry of Foreign Trade & Development and the Ministry of Safety & Justice

The current training landscape is therefore diverse and fragmented and no clear overview of the preparatory programs that are used by the different actors is available. Neither is there an assessment of the efficiency and effectiveness in reaching the key learning objectives of the different approaches. It seems that all actors involved in the Comprehensive Approach adopt their own way to prepare themselves for working in a comprehensive approach and the level of preparation differs widely per actor.

Recently, some initiatives to train for the Comprehensive Approach with both military and civilian actors have been undertaken. A prominent example of such an initiative is of an exercise that the First German-Netherlands Corps has organized (e.g. Common Effort (2011)). However, the impact of these initiatives for all actors is not well known, since proper monitoring and evaluation of the learning effect of exercises and training is not yet well integrated and executed (Essens, 2014). In general, it can be stated that the way these exercises have been shaped and executed mainly served the training requirements of the military participants, and in that sense were not really comprehensive. Civilian (governmental and non-governmental) actors had difficulties devoting sufficient time both in the preparation phase and the actual exercise.

It is our hypothesis that shared training initiatives relevant to all stakeholders can enhance the quality of the Comprehensive Approach in future. “Training enables interagency partners to better understand (1) the capabilities and constraints of other agencies, (2) organizational and process knowledge needed to develop new capabilities, (3) technologies used and bridges between organizations to enable all organizations to interoperate with each other, and (4) the impact of organizational culture on the ability to develop competencies and capabilities for a Comprehensive Approach. Training methods for successfully implementing the Comprehensive Approach must include all the interagency partners in a combination of short-, mid-, and long-term courses that address both operational and cultural issues covering the full spectrum of all the partners” (Doughty & Stull, 2011).

1.1 Goal

The **main goal** of this research is an overview of how Dutch military and civilian professionals prepare themselves for a comprehensive approach in conflict-affected areas. What works for the different actors and what can be improved? To evaluate the different training initiatives we use the curricular spider’s web (see chapter 2 for an overview).

1.2 Limitations of this study

In this study, we did not address international training initiatives. There is however a wealth of experience here, e.g. UN, NATO, that would have been very relevant. Due to the limited time available, we focus this study on the Dutch situation only.

1.3 Structure of the report

First we start with a theoretical background on learning methodologies. In chapter 2 we discuss the curricular spider's web. Chapter 3 zooms in on our research methodology. Chapter 4 presents the results for the military actor. Subsequently chapter 5 presents the results for the government actor, more specifically for the Ministries of Foreign Affairs and Security and Justice. Chapter 6 finally presents the results for the NGO actor. In chapter 7 we will draw conclusions based on our findings and provide suggestions for further research.

Chapter 2

Theoretical Framework: the curricular spider's web

2.1 Introduction

In the introduction we explained the importance of preparing for the comprehensive approach and the need for an inventory of all the different ways in which stakeholders prepare themselves for the comprehensive approach. In this chapter we provide a theoretical framework to describe the different ways of preparing: the curricular 's spider web.

2.2 The curricular spider's web

To describe different types of preparation approaches, we use curriculum and instructional design theories as a basis. The curricular spider's web (van den Akker, 2003) is an inclusive framework to describe all components of a training program (See Figure 3). In the core of the model is the rationale of the training serving as a central link connecting all other curriculum components. Ideally, these are all connected, providing consistency and coherence.

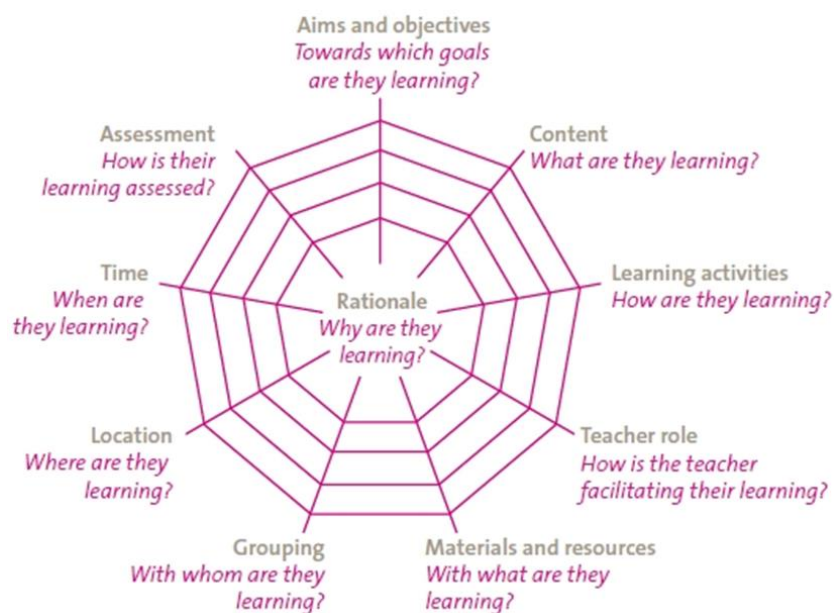


Figure 1: Curricular spider's web²

Aims and objectives:

What is the course's ultimate goal?

What do the students learn during the course, which is unknown for them now?

Content:

What do the students learn from the specific lessons?

Is the course based on content or more on (personal) skills?

Learning activities:

How do the students learn during the course?

What activities are used to learn?

Teacher role:

What role does the teacher play? Is (s)he a teacher in the strict sense of the word or is (s)he more a coach?

Materials and resources:

What resources and materials are used for and during the course?

Is the course digitally or paper-based?

Grouping:

Who are the co-students?

How large is the group?

Do the students learn individually or in groups?

Location:

Where does the course take place?

Are the students learning in the classroom, in the library or at home?

Time:

How long is the course? When does the course take place?

How much time is available for the various learning domains and how much time is available for specific tasks?

² Van den Akker, 2008: Guide for the development and implementation of curricula for plurilingual and intercultural education

Assessment:

Is there an assessment to determine what the students have learned during the course? If so, what does this assessment look like? Is it a presentation or an assignment? What are the consequences of not passing the assessment?

Chapter 3

Research Methodology

In this study, the different training initiatives of the Dutch stakeholders involved in the comprehensive approach are mapped. The stakeholders are divided into three groups. The first group is *the Ministry of Defence* (treated as a separate group because of their distinctive and extensive training and education landscape). The second group is *the government* (Ministry of Foreign Affairs, Ministry of Security & Justice), Third are the NGOs/IOs (Cordaid, CARE NL, Netherlands Red Cross (in combination with International Federation of Red Cross and Red Crescent Societies)). For each group, we explore their training methods related to the Comprehensive Approach using semi-structured interviews (see appendix interview list). Do they take courses and if so, which ones? We have identified four different types of preparation that are included in this study:

1. Lectures/courses
2. E-learning
3. Serious gaming
4. Exercises

To describe the training we use, where possible, the curricular spider's web. For some trainings we do not have enough information to fill out the full spider web. In those cases we have decided not to use the spider-web, but to simply describe the training and/or course.

3.1 Scoping

We have limited our research to professionals active for Dutch organisations after their higher education (applied university or university) and that are actively engaged in the comprehensive approach either in the field or working at headquarter level (involved in activities like mission preparation, policy making, conflict analyses, program work etc). Because the comprehensive approach should in the end lead to an interaction in the field, we have given emphasis in our research to those people who have been, or are being trained to actually go on a mission, now or in the future. With that in mind, we will not look into more generic courses that are provided.

Chapter 4

The military actor

4.1 Introduction

For the military, training is daily business. Compared to the other Dutch CA actors, training is an important aspect of the military way of working. When not deployed, units are trained to remain at a certain level of readiness. Their training varies from (large-scale) exercises for units to individual courses, in for example civil-military cooperation (CIMIC). For these courses, the Ministry of Defence has various “in-house training institutes”. These ‘institutes’ are focused on different topics, with amongst others, Comprehensive Approach or CIMIC³.

Due to the extensiveness and variety of the courses and the limited time available for this study, we have selected the – for this topic - most relevant courses and training initiatives that the Ministry of Defence offers. This means that for exercises we only look at the large-scale exercises the first German/Netherlands Corps (1GNC) organizes because these exercises are especially focused on civil-military interaction/comprehensive approach. And even though other exercises may also have Comprehensive Approach-related training goals, these are not taken into account in this research.

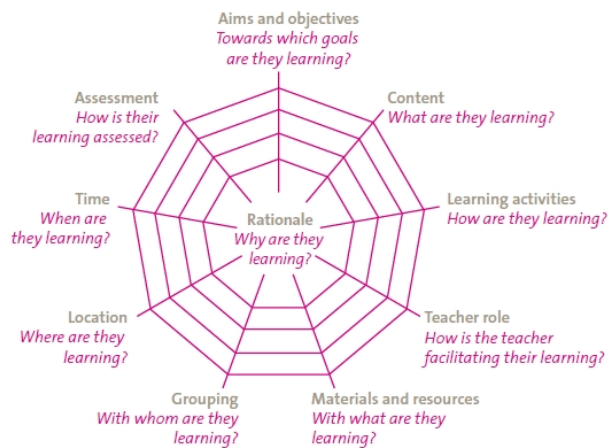
4.2 Higher Defense Management Courses

The MLO (Module Land Optreden, especially for army officers) and HDV (Hogere Defensie Vorming, for officers from the armed forces), are specifically and only available for those officers selected for these Higher Management Courses. To be able to take part in both courses, officers go through a selection process that includes, amongst others, an assessment. The MLO is a six-month course for army officers before they start the ‘purple’⁴ or joint HDV. During HDV, students of all services, mostly in ranks of major or lieutenant-colonel, go through a one-year executive Masters’ program. During this program the students focus on a wide variety of military issues including Law, International Relations and War Studies.

³ CIMIC is a more limited concept than the Comprehensive Approach. Whereas the J9 is responsible for advising the commander on CIMIC-related questions, the broader Comprehensive Approach concept should be adopted by all military staff of a commander (J1-J9).

⁴ Purple refers to a mix of all the armed forces; air-force, army, navy and military police

4.2.1 Content of the Course



Aims and objectives & Rationale

Within these courses, attention is paid to civil-military interaction and CIMIC, in light of preparing the military staff officer for future deployment in which he/she has to perform in an environment in which IO's, NGO's and representatives of the ministry of Foreign Affairs (or other ministries like Security & Justice) take part. The CA is not the goal of the course itself, but should be regarded as an integrated part of the course modules in which the military staff officer is prepared through a series of staff planning exercises that are similar to real-life staff planning settings of which the CA is usually part.

Content

The MLO module focuses on a set of theories and approaches related to Peace Support Operations (PSO) in which the background and development of the CIMIC/CA element in these operations is described. Furthermore, the MLO contains a counter-insurgency (COIN) module in which kinetic and non-kinetic aspects of a conflict are taken into account. The HDV further builds upon the foundation work laid by the MLO, in a similar fashion. Students in this course first touch upon CIMIC/CA during the theoretical module military operational sciences.

Learning activities

These theoretical courses are supplemented in both the MLO and HDV by field visits to locations of CIMIC actors such as the Ministry of Foreign Affairs, EU, UN and NATO bodies that all provide input and discussion on their viewpoint on the CA topic.

The most important learning activity for both the MLO and HDV takes place via the Tactical Decision Making model (TBM) and the Comprehensive Operations Planning Directive (COPD). By analyzing a conflict in several smaller groups ('syndicates') and planning their courses of action in such a way that this does not exacerbate the conflict, students experience in a semi-operational setting how to perform military planning together with diplomats and IO/NGO's.

The difference between the TBM and the COPD is that the TBM is focused at a lower level within the military hierarchy (up to battalion level), while the COPD focuses on a higher, more strategic and also longer term development level (brigade-division level). In practice however, this separation is not clear-cut and usage varies per mission.⁵ In both the TBM and the COPD, the alignment of military and non-military actors during a military operation plays a central role: “NATO recognizes that that the military alone cannot resolve a crisis or conflict. There is a need for more deliberate and inclusive planning and action through established crisis management procedures that allow for both military and non-military resources and efforts to be marshalled with a greater unity of purpose” (NATO, 2010).

Teacher role & Grouping

In both the PSO and COIN module (MLO) as well as the HDV, the military aims to include diplomats from the Ministry of Foreign Affairs and representatives from IO/NGO's as much as possible. This entails for example lectures from former Political and Development Advisors (POLAD's and OSAD's), NGO field workers and a CIMIC 'debate day' in which various experts share their opinion on CIMIC. During the COIN module itself, diplomats from Foreign Affairs provide expert input into the COIN module by for example role playing as a POLAD. These contributions however, remain *ad hoc* and are not part of any long term agreement.

During the HDV, the COPD is used during four planning exercises in which the CA expertise is provided by Foreign Affairs staff, IO/NGO expert input as well as contributions from POLAD/OSAD's whenever available. Similar to the MLO however, contribution from non-military players remains relatively *ad hoc* and based on informal networks.

Materials & resources

Next to the standard teaching materials such as a class room, books, an online course module overview, writing materials and visits to other actors such as the Ministry of Foreign Affairs, the military does not use any particular materials.

Location & Time

Training for the MLO takes place in the Army Barracks in Amersfoort, with field visits to different locations. The HDV training currently takes place within the Netherlands Defence Academy in Breda. Both the complete MLO and HDV module takes 12 months.

Assessment

Students in both courses generally assess their learning in two ways: 1) on an individual level personal and professional level competencies are being reviewed during intake and outtake interviews of both courses by the course facilitators/teachers and 2) on a group level the professional skillset level is developed by applying the theoretical model in either the TBM or the COPD. During the second step, senior military staff frequently facilitate discussion on individual and group level within the group on steps taken and ways to improve performance.

⁵ Opinions differ on what level the COPD and the TBM should be applied, but in general the abovementioned differentiation is followed within NATO.

4.3 CIMIC Centre of Excellence

The CIMIC Centre of Excellence (CCOE), based in the The Hague, is a multinational sponsored NATO-credited Centre of Excellence (www.cimic-coe.org). Its mission statements is as follows: *To assist NATO, Sponsoring Nations and other military and civil institutions/organizations in their operational and transformation efforts in the field of civil-military interaction by providing innovative and timely advice and subject matter expertise in the development of existing and new concepts, policy and doctrine; specialized education and training; and the contribution to the lessons learned processes.*

Civilian actors are very welcome at the CCOE, but the largest amount of participants come from the military; national as well as international. The CCOE offers a variety of courses, at different levels. The build-up of the overall courses is modular, which means that – ideally - a participant follows the courses in a logical order. If a student has don, for instance, the basic course, he or she will only have to do Module 4 to also complete Staff Level training. Parts of the courses can/must be done online before the course starts:

CCOE Course Landscape - Modular System -

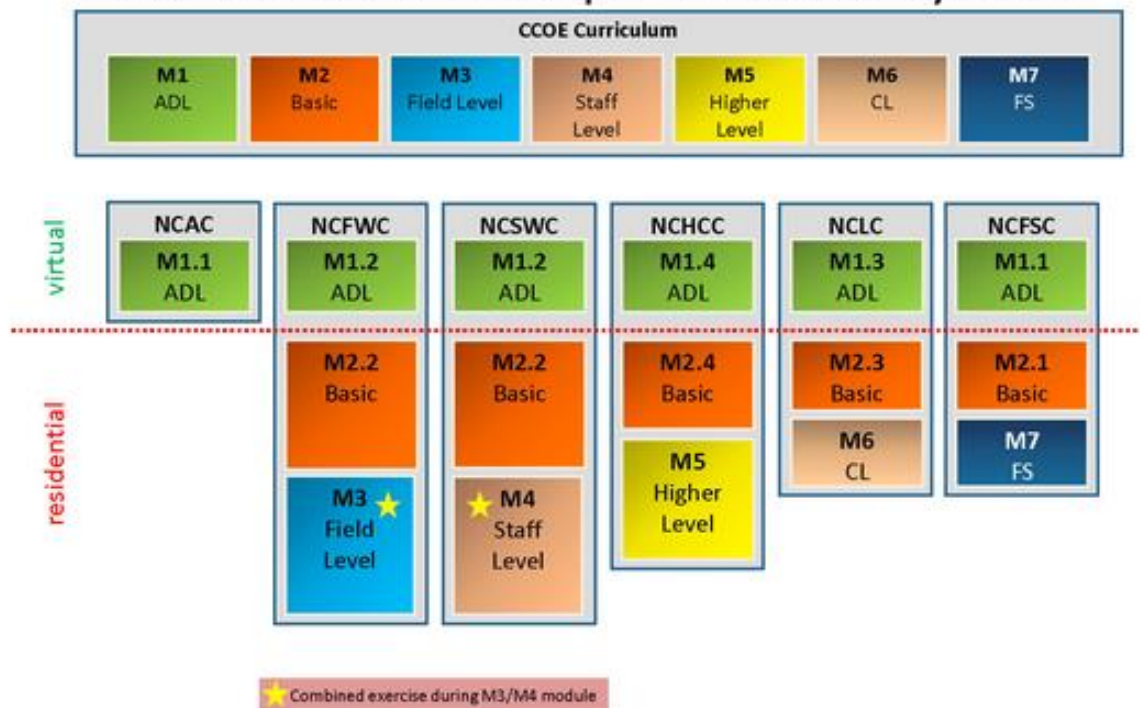


Figure 2: CCOE training landscape

4.3.1 *Awareness Course: Advanced Distributed Learning*⁶

This e-learning course is considered to be the entry to the world of NATO CIMIC. The content is tailored to individual needs. The NCAC can be processed within a day or split in several sections. The purpose of this course is to provide comprehensive awareness and basic knowledge of NATO CMI/CIMIC⁷ for anyone (potentially) involved in CMI/CIMIC activities, or for the ones who have a vested interest in CMI/CIMIC activities.

Subjects of the course

- The purpose and core functions of NATO CIMIC
- The role of CMI/CIMIC within NATO operations and its contribution in a comprehensive approach
- CIMIC in the framework of governance, development and diplomacy
- CIMIC relationship with associated and other concepts (Civil Emergency planning, Host Nation support, Military Assistance in Humanitarian Emergencies, Strategic Communication)
- CIMIC physical resources, capabilities and competences
- CIMIC liaison and the UNOCHA perspective on establishing liaison with the military
- CMI/CIMIC contribution to the military planning and decision making process
- CMI/CIMIC relations to other staff functions
- CMI/CIMIC contribution to assessment and reporting
- Cultural and gender awareness
- Cooperation with civil actors, key UN policies and selected guidelines
- CIMIC projects

4.3.2 *Orientation Course*

The aim of the NATO CMI/CIMIC Orientation Course (NCCOC) is to provide non CMI/CIMIC personnel with an increased knowledge and understanding on NATO's provisions on CMI/CIMIC and its relevance in their daily staff duties and activities.

Subjects of the course:

- Explain the role of CMI and CIMIC within NATO and its contribution to a Comprehensive Approach (CA).
- Explain the contribution of CMI / CIMIC in staff procedures and their relation to other relevant staff functions.
- Explain the Mandates, Roles and Policies of civilian key stakeholders in the civil-military interaction / arena (e.g. ICRC, UNOCHA, IOM, NGOs).

⁶ All information on the CCOE courses is derived from their website: www.cimic-coe.org

⁷ CMI: Civil-Military Interaction

CIMIC: Civil-Military Cooperation

4.3.3 *Field Worker Course*

The main purpose of this course is to enable participants, Officers and NCOs, assigned as CIMIC Field Workers, to conduct CIMIC activities across the full spectrum of military engagement in a modern operational environment, up to and including corps/component command level. The secondary purpose is to create awareness for those organizations and individuals who have a vested interest in CIMIC activities. The course will preferably be conducted in parallel to the NATO CIMIC STAFF WORKER COURSE.

Subjects of the course

- Conduct of negotiation across all levels of engagement throughout utilizing meeting and communication techniques
- Establishment of a Liaison Matrix and utilizing networks
- Communication with various actors while working with interpreters
- Responding to various local/cultural aspects by using different techniques
- Contribution to the improvement of the Civil Military Interaction
- Contribution to the management of CIMIC activities

4.3.4 *Staff worker Course*

The main purpose of this course is to enable participants, Officers and NCOs, who are or will be appointed as CIMIC Staff Workers, to conduct CIMIC activities across the full spectrum of military engagement in a modern operational environment, up to and including corps/component command level. The secondary purpose is to create awareness for those organizations and individuals who have a vested interest in CIMIC activities. The course will preferably be conducted in parallel to the NATO CIMIC FIELD WORKER COURSE.

Subjects of the course

- Contribution to the staff procedures and to the Decision Making Process (DMP)
- Contribution to the Information Management and Common Operational Picture
- Establishment of the Extended Liaison Matrix (ELM) in order to utilize contacts and key leaders identified
- Evaluation and Management of CIMIC activities
- Use of Interpersonal Communication Skills across all levels of engagement
- Advice military staff on various local/cultural aspects in order to raise cultural/situational awareness

4.3.5 *Functional Specialist Course*

The Military Functional Specialists have a vast experience in their civilian area of expertise. The aim of the NATO CIMIC FUNCTIONAL SPECIALIST COURSE is to raise their knowledge about NATO CIMIC and to indicate the interconnection between CIMIC and the different areas of civil expertise. This expertise is the *conditio sine qua non* where all the CIMIC content of this course is building onto. At the conclusion of this course the student is able to understand the implications of his or her work for the CIMIC environment as well as the contribution of CIMIC to the overall mission as vital part of a comprehensive approach in mission areas.

Subjects of the course

- CIMIC assessments with functional aspects
- Cultural aspects and its functional analysis
- Functional advice to the commander
- Operational environment and civil companies
- CIMIC activities (e.g. Project execution)
- CIMIC Liaison
- Interpersonal communication techniques

4.3.6 Liaison Course

The main purpose of this course is to further qualify CIMIC Operators, Officers, and NCOs, assigned as CIMIC Liaison Officers, to conduct CIMIC liaison activities at tactical/operational level across the full spectrum of military engagement in a complex operational environment. The secondary purpose is to create awareness and comprehension for those organizations and individuals who have a vested interest in CIMIC LNO activities.

Subjects of the course

- Liaison- and coordination architecture
- Civilian environment assessment
- Common operational picture
- Liaison with civil and military actors
- Interpersonal communication skills

4.3.7 High Command Course

The aim of this course is to enable CMI/CIMIC personnel (major – brigadier-general level) from Strategic, Joint Force and Component Command Level and equivalent non NATO and non-military personnel, to conduct CMI/CIMIC activities across the full spectrum of military engagement in a modern conflict situation or in a humanitarian relief operation, to assess the political-military context, to interact with all parties within a conflict situation and to contribute with CMIC/CIMIC functional expertise to the planning and other staff processes.

Subjects of the course

- Evaluation of the political-military context in the framework of civil-military implications
- Interpretation of the civil-military environment in order to identify common interests and the fields of interaction
- Contrasting civil-military implications in regards to the planning process and the evaluation of the impacts on the civil-military environment
- Compiling civil-military inputs following staff procedures and supporting the staff synchronization process
- Generation of civil-military training and education requirements

4.3.8 Comprehensive Approach Specialist Support (COMPASS)

The aim of this course is to familiarize nationally appointed COMPASS personnel with the (civil-) military dimension. COMPASS personnel are national experts in political, reconstruction & stabilization and media areas. NATO nations contribute with this expertise to the NATO Strategic, Joint Force and Component Command (= Theatre) level on a case by case basis in order for NATO to fulfill the given tasks. The course consists of an Advanced Distributed Learning (ADL) part and a residential part (conducted at CCOE).

Subjects of the course

- NATO vision on Comprehensive Approach
- Introduction to Civil Military Cooperation / Civil Military Interaction
- Interpretation of the Comprehensive Operational Planning and civil expertise in military planning
- Introduction to the (Civil-) Military Dimension and the military perception of stabilization and reconstruction
- Introduction to NATO Assessment following Staff Procedures and supporting the staff's synchronization process
- Exchange of experience in the field and application to practical skills

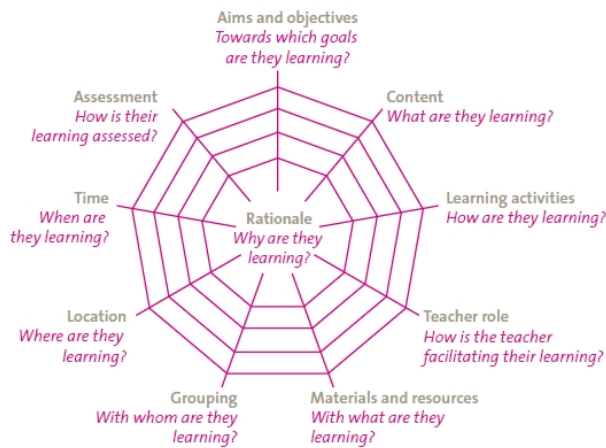
4.3.9 UN-CM Coordination Shared Course (SHARED)

In October 2014 CCOE started a cooperation with UN OCHA where CCOE, conducts the "Supporting Humanitarian Action in Responding to Emergencies and Disasters (SHARED)" Course. The aim of the SHARED course is "to improve the effectiveness of humanitarian action in natural disasters and complex emergencies where military forces are/will be present by providing them with the right knowledge and understanding that enable them to provide the right support, to the right people, at the right time, in the most appropriate way." The objectives of the course are:

- to learn and understand humanitarian action, actors, coordination, structures, program cycle and humanitarian civil-military coordination, including the particular role of OCHA; to learn and understand the primary humanitarian response coordination platform and common response tools; and,
- to analyze and apply the guidelines for the use of foreign Military Civil Defence Assets (MCDA) in supporting humanitarian action in natural disasters and complex emergencies, including underlying concepts and principles.

The target audience of this training consists of experienced military officers and noncommissioned officers who preferably have some practical experience with natural disaster response mechanisms and/or in complex emergencies.

4.3.10 Content of CCOE's courses



Aim

The aim of the different courses may differ because the level of the participants differs. However, a more general aim that applies to all courses can be defined as follows: to enable participants to conduct CIMIC activities at their respective level (field/staff worker/liasion/functional specialist/higher command) across the full spectrum of military engagement in a modern operational environment and to understand implications of his or her work for the civil environment.

Content

The different levels of courses train the different levels in CIMIC, starting at the executive level (the field workers; the ones who actually do the work in the field) working up to higher command level (those who plan, but not execute themselves). Depending on the level, the content of the courses vary.

Learning objectives

Also differ per level, but generally important during all courses are knowledge – skills – attitude. Attitude is something that is difficult to teach; it is what is within people. Skills can be taught at the CCOE; and this is mainly done by role-play. Knowledge is transferred mainly by the use of books, lectures and by letting the group work together in syndicates during the courses.

Teacher role

The courses at the CCOE have recently been updated and are now much less teacher-driven than it was before. More and more interactive learning tools (for instance role-plays) are used and the teacher is less prominent present. The group is divided into syndicates that all have their own syndicate-coach who guides the group during the course.

Materials/resources

The most important study material that is used during the courses is the NATO CIMIC DOCTRINE - AJP 9 / CIMIC Field Handbook / Advanced Cultural Competence. During the courses a few games

are used: Go4it (focused on comprehensive approach-related challenges), Cross Cultural Game (focused on inter-cultural challenges).

Grouping

The CCOE aims to group people together for a course that are mainly at the same level. Level refers here to the level of knowledge of the subject, not the level of people's positions. This means that –mainly in the orientation course - different levels (soldiers, NCOs and officers) are in class together.

Location

The location as such does not seem very important to the CCOE. Previously it was based in Enschede but at the time of writing a movement to The Hague has just been realized. The CCOE is always based at a defence-location but this new location makes it more feasible for many of the NGO's that are based in The Hague to give lectures during the courses.

Time

The Orientation Course, the Functional Specialist Course and the COMPASS Course last one week, in which theory and practice are combined. The UN-CM coord course lasts 3 days. All other courses last two weeks. The first week focuses on theory that is brought into practice during the second week.

Assessment

The exercise during the second week can be seen as an assessment; during this week the participants bring into practice what they have learned during the course.

4.4 Civil-Military Interaction Command (CMI)

The Ministry of Defence has their own command that is focused on civil-military interaction; the Civil-Military Command (until end of 2013 known as 1CIMIC battalion). CMI consists of six networks which form the PMESII acronym: *Politics, Military, Economy, Social, Infrastructure, Information* as shown in figure 5. In 2013 the command consisted of approximately 90 fulltime military and more than 2000 reservists (Reservist Specifieke Deskundigheid, RSD). 77 reservists were deployed in 2013. Reservists follow general military courses (Algemene Militaire Opleiding (AMO), Initiële Opleiding Reserve Officieren (IRO)) upon entry in the command and have regularly to do the Militaire Basis Vaardigheden (MBV) course to stay current with their military skills. Every four years CMI reservists have to follow the CCoE CIMIC functional specialists course (as is described in paragraph 4.4). The CMI command has one yearly exercise, called Borculo, that aims at practicing the interaction between the networks and with several stakeholders outside the command (such as civil partners) that are defined in the scenario. Every year a specific scenario is being developed with practicing interaction skills as one of the main learning objectives.

Apart from these trainings and trainings requirements that are similar for all CMI reservists, each network provides also network specific trainings. The network economy has for example the Sparkle Plug In Exercise, that makes use of civil and military plug-ins in a real life case in which private sector development (PSD) is key and in which an (inter)nationally engaged organization is

central. Furthermore reservists are offered possibilities to participate in exercises such as overall Ministry of Defence exercises such as African Winds, Arcade Fusion from the NATO Allied Rapid Reaction Corps (ARRC) and 1 GNC exercises. The roles of reservists hereby can vary from scenario writing, role play up to acting as liaison officer.

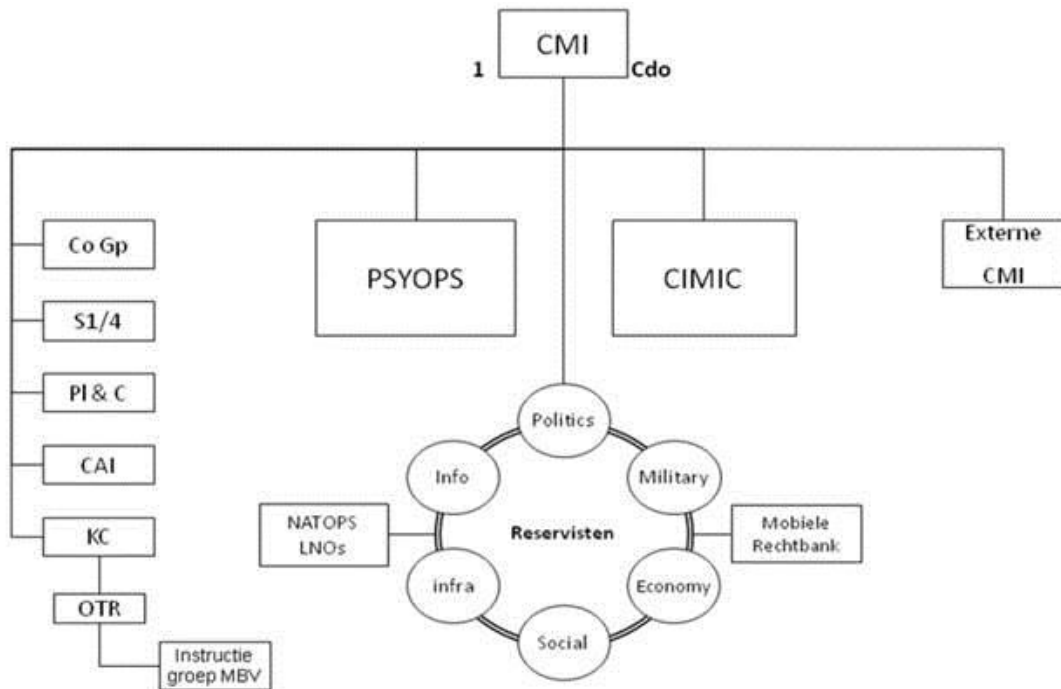
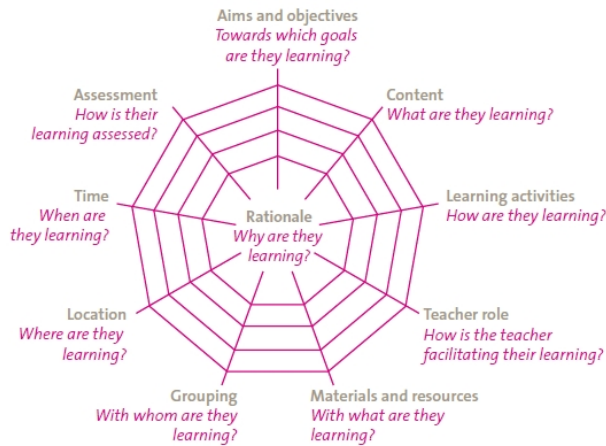


Figure 3: organigram of CMI

4.5 School for Peace Operations (SPO)

The School for Peace Operations (SPO) is a joint/purple school that prepares military (and civilian) personnel for their deployment in crisis countries. It was founded during the time of the first deployments of the army brigades in Bosnia-Herzegovina and made responsible for all training of the army brigades in preparation for a deployment. Later onwards, this responsibility was moved to the army brigades themselves and the SPO became responsible for individual training curricula. Students include both civilian and military personnel, national and international teachers and students. The primary aim of the school is to develop personal skills, knowledge and competencies in preparation for a deployment, and not so much on 'learning to collaborate' with other actors in the field.

4.5.1 Content of the SPO



Aims and objectives & Rationale

Within the courses offered, the main goal of the courses is to enhance personal skills, knowledge and competencies in preparation for a deployment. This can be either a 1) mission preparation training for military staff 2) UN observer training for both police and/or military staff and 3) risk handling training called HEAT⁸ training for both civilian, military and other ministries.

Content

1) Mission preparation training for military staff of 3-6 days.

- Subjects include: Stress management, media awareness, power and ethics, intercultural communication, intelligence and security, interview techniques, health and safety training, ROE's, cultural awareness training, ammunition awareness.

2) UN observer training for both police and/or military staff 4 weeks captain to Lieutenant-Colonel level. UN certified the course.

- Target audience is national and international police and/or military observers
- Different subjects in relation to and skills required for observer tasks (taught by both national and international lecturers).

3) Risk handling training for both civilian, military and other ministries

- Training for staff from national ministries Security and Justice & Foreign Affairs: topics include checkpoints, ammunition awareness, first aid.
- Training (6 days) for civilian groups:
 - Target groups: police officers, reporters from the Dutch foundation for journalists, International Criminal Court staff & International Institute for Crime Investigations.
 - Subjects include: defensive driving, communications, weapons recognition, roadblocks, field survival, hostage training, mental resilience.

⁸ Hostile Environment Awareness Training

Learning activities

Courses contain both theory and practice: most coursework is covered in documentation and powerpoint presentations, supported by practical workshops or training sessions to actually experience the steps that some parts of the training require. For example, a theory of roadblock handling is supported by practical tests in which a student actually has to handle different scenarios that could occur when passing a roadblock.

Teacher role & Grouping

In all courses, various specialists contribute and can be from both the Dutch military, but also from other Ministries as well as from Police, NGO's or UN agencies. For every course and subject, the exact composition of the group and the teacher role is different.

Materials & resources

Next to the standard teaching materials such as a class room, books, an online course module overview, writing materials and visits to other actors such as the Ministry of Foreign Affairs, the school uses practical workshops to improve the quality of the learning experience: the type of skills used here can be weapons, ammunition, role players etc.

Location & Time

Training takes place in the military barracks of the Harskamp in the Netherlands. Timing ranges from courses for a few days (3-6) to multiple weeks over a longer period of time.

Assessment

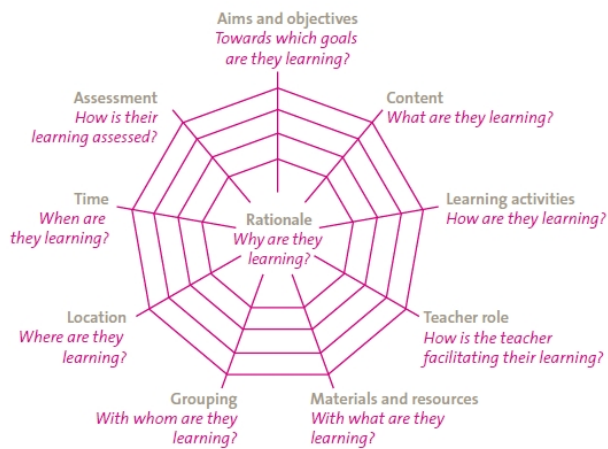
The learning of students is assessed in two ways: 1) by individual interviews to review competencies by the course facilitators/teachers and 2) via assessment forms after the courses. In addition, students get direct feedback after the practical test they do such as passing a roadblock.

4.6 First German/Netherlands Corps (1GNC)

The first German/Netherlands Corps (1GNC) has a long history of large-scale exercises (Exercises 1 GNC, 2005). 1 GNC introduced civil-military interaction as an important learning objective for the first time in 2010 in the exercise Nemesis Sword. In 2011 followed by Common Effort. Usually training the civil-military interaction is not the primary training objective of these exercises; rather the military training objectives come first and the interaction objectives are added. Common Effort was the one exception. This exercise specifically focused on training civil-military interaction. Common Effort was fielded by the 1st German-Netherlands Corps and the Ministries of Foreign Affairs of Germany and The Netherlands, aimed to develop and exercise a structured, civil-military collaborative process toward a comprehensive approach for crisis operations. After a ten month preparation phase with some twelve participating parties the project culminated into the exercise in Muenster in September 2011 with about 300 military and 140 civilians from about 33 organizations.

After Common Effort, more exercises with a civil-military component followed. During these exercises, where civil parties participated, the civil-military component was not the focal point in the exercise.

4.6.1 Content of the exercises



Aim

The main aim of Common Effort was to develop and exercise a structured, civil-military process towards a comprehensive approach for crisis operations.

Content

These exercises are always scenario-based, with various storylines.

Learning objectives

For the exercises, the main Comprehensive Approach-related learning objective (all the military learning objectives are not relevant for this research) was to get to know the ‘other civil parties’ and work together with them. For the civil parties, the learning objectives obviously differed per party.

One of the NGO’s that took part in the exercise Peregrine Sword (IKV Pax Christi, now known as PAX) had the following learning goal: to get an insight of the ‘bigger picture’ of peace operations and missions and the organizations involved. How can you achieve more together? But also, what do the other parties think and why do they act like they do? Learn to speak each other’s language.

The Dutch Ministry of Foreign Affairs identified six learning objectives for their employees acting as POLAD in the exercise(s):

- carry out and guard the political context
- alertness on chances and threats
- deal with local (in-)formal leaders
- work in a conflict-sensitive manner
- learn to work within the military context, keeping the MoFA-interests always in mind
- train moments with the press

Teacher role

In the exercise-context there is no trainer to be identified as such. The role-players⁹ can be regarded as teachers for the military. By playing the role of a cooperative or non-cooperative NGO, the role-players interact with the military in role-plays. This works also the other way around; civilians can be training audience themselves as well. The military uses observers, trainers and evaluators (OTEers) to provide feedback to the training audience during the exercise.

Materials/resources

The set-up of these exercises is huge, and therefore lots of materials and resources are used. The main resource however, is the scenario and the injects in the scenario to keep it alive. These scenario-events are the injects for the participants, military as well as civilians, to act. The scenario is the basis of the activities carried out during the exercises, and these activities are important learning opportunities for the training audience.

Grouping

Both the civilian and the military participants in the exercise work in groups. Actually the civilian actors are located in the same ally ('green zone') or building and communicate/coordinate a lot with each other. The military practice also as groups. The same is the case with the concept developed by 1GNC as the interface between the civilian and the military actors: the inter-agency center. This consists of a large group of reservists with different expertise, which have as their main task to communicate (from a military logic) with the civilian organizations.

Location

The military is always at military premises. The civilians are placed either also at the military premises, but in at least one exercise, the civilians were placed some 20 kilometers away from the military barracks in order to (more) represent a real-life situation.

Time

The general length of these exercises is two weeks, and that does not include the preparation. During the year prior to the exercise some scripting weeks are organized for which all participating organizations are asked to join.

Assessment

There is no separate assessment in the exercises, the exercise is the assessment. Mostly, a 'hot wash up'¹⁰ takes place at the end of the exercise.

⁹ Role-players can be NGO'ers but also retired NGO personnel who voluntary participate in the exercise.

¹⁰ Reflection / evaluation session with the participating civilians in the exercise.

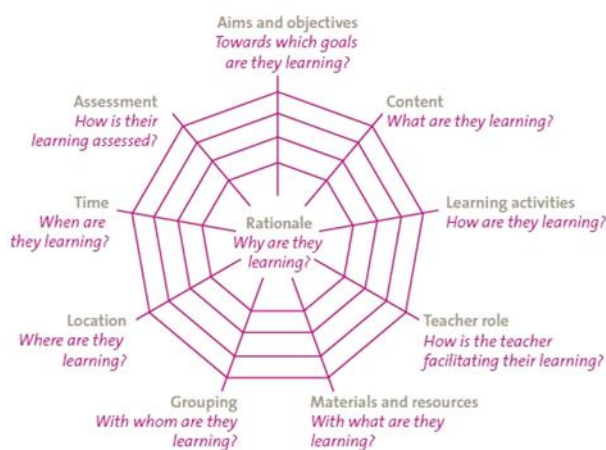
4.7 Serious game to increase awareness of the comprehensive approach: Go4it

The Go4IT serious game is aimed at increasing awareness of the Comprehensive Approach (van der Hulst et al, 2014). It was developed by a consortium of TNO, T-Xchange and the National Aerospace Laboratory of the Netherlands, under supervision of and with extensive support from the NATO CIMIC Centre of Excellence (CCOE). Go4IT is since 2010 embedded in the Civil-Military Cooperation (CIMIC) training courses of the CCOE and of the Dutch 1 Civil Military Interaction Command (1CMIco). The game design consists of a game world (a failed state where a UN intervention takes place after massive conflict).

Figure 3: The four roles in the Go4IT game



4.7.1 Content of the Game



Aim

The aim of Go4it is to train awareness of the comprehensive approach, i.e. improving the understanding of the dynamics and complexity of the comprehensive approach.

Content

The setting of Go4it is a UN intervention in a failed state after massive conflict that requires a CA to stabilize the situation and to reconstruct the failed state. That is, the civil and military actors need to find the optimal position in the civil-military interaction spectrum - taking into account their respective strengths, mandates and roles - in order to push forward the effectiveness of their interdependent dealing with a post-conflict setting.

Learning objectives

Underlying the game is the so called Go4it CA Model (GCAM). GCAM models the effects of an extensive set of interventions that can be executed in the comprehensive domain. Such interventions include:

- intervention and stabilization activities aiming at improving safety in the conflict area
- reconstruction activities aiming at improving conditions in IDP- and refugee camps
- improving basic living conditions
- reconstructing agriculture
- reconstructing education
- building up the economy
- establishing rule of law and
- establishing a legitimate government with its own security forces.

Learning activities:

Each syndicate is provided with a number of targets, i.e. end states to be reached. Such targets can be reached by applying interventions, the so called 'instruments of power'. About 240 different 'interventions' are defined, covering the political, developmental and economic spectrum. Only a very limited set of interventions directed at security are available. The GCAM model incorporates three kinds of parameters that represent the effects on the state of the conflict area: reconstruction areas, political support and hearts and minds.

Teacher role:

The CCOE has educated eight game leaders and the 1 Civil Military Interaction Command educated seven game leaders to support game sessions.

Materials and resources:

The game is available as a board card game with computer model that can be used by the game leader. In the near future also an online variant is foreseen that allows to play between virtual teams across the globe.

Grouping:

The game is implemented for a setting with four roles (Task Force (TF), Local Government (LG), Opposing Forces (OpFor) and Non-Governmental Organizations (NGOs)), while each of the roles is played by a syndicate of two or three players. The roles include Task Force (Task Force staff, staff of Provincial Reconstruction Team and CIMIC), OPFOR: includes (spokespersons for) opposing insurgent forces (militias)), NGOs (NGOs, GOs and International GOs), Local Government (Local government, including national and regional/provincial governing forces).

Location:

During field tests of GO4It, it was found that the physical environment in which participants play the game has an influence on the dynamics of the gameplay. This environment, or setting, is therefore carefully chosen. Syndicates, usually consisting of four persons, each have their own table, separated by enough space so they can hatch their plans without interference. However, each table deliberately has fewer chairs than the number of people in the syndicate, moving half of them to become more mobile and to consult with other syndicates. In this way, roles emerge in a syndicate: one of planning and one of liaising. Both roles emphasize a learning goal of GO4It: becoming aware of the complexity of the CA domain and becoming aware of the need to work together.

Time:

Go4it has been developed for use in a four hour session. In practice, we see often that there are restrictions in time and sometimes only two hours is available.

Assessment:

The GCAM model (written in the declarative programming language Prolog) can be used by the game leader to evaluate the impact of interventions on reconstruction areas, political support and hearts and minds mentioned earlier, taking into account many pre-conditions and the reconstruction phases of the operation. The syndicates get in this way direct feedback on their interventions during the play. Furthermore, the game leader utilizes the plan, play, ponder phasing approach. Given a constructivist approach to learning with games, reflection is an essential part of the learning process. In the ponder phase (after the game) players can relate their experiences to general concepts, allowing them to relate the lessons learned in the game to their professional behaviour.

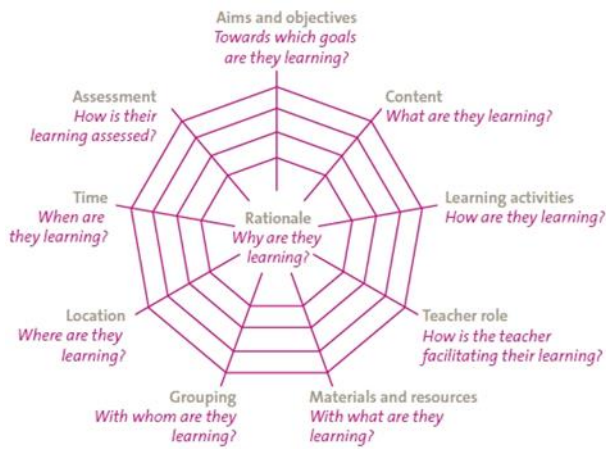
4.8 Serious Game: Peace Support Operations Model (PSOM)

The Peace Support Operations Model has been developed to represent a wide range of civilian and military activity in a Peace Support Operation, PSO at the Campaign Level of a multinational Brigade or Corps level, DSTL¹¹ in the UK constructed a simulation model that would generate policy and strategic level insights through campaign level analysis of a number of Peacekeeping and Peace enforcement scenarios, historical and hypothetical. PSOM is intended to play a role in the analysis of the complex operations in which UK may have to prosecute. In the Netherlands, the LTC¹² is currently experimenting with applications of this model for education and training purposes.

¹¹ Defence Science and Technology Laboratory

¹² Land Training Center

4.8.1 Content of the Game



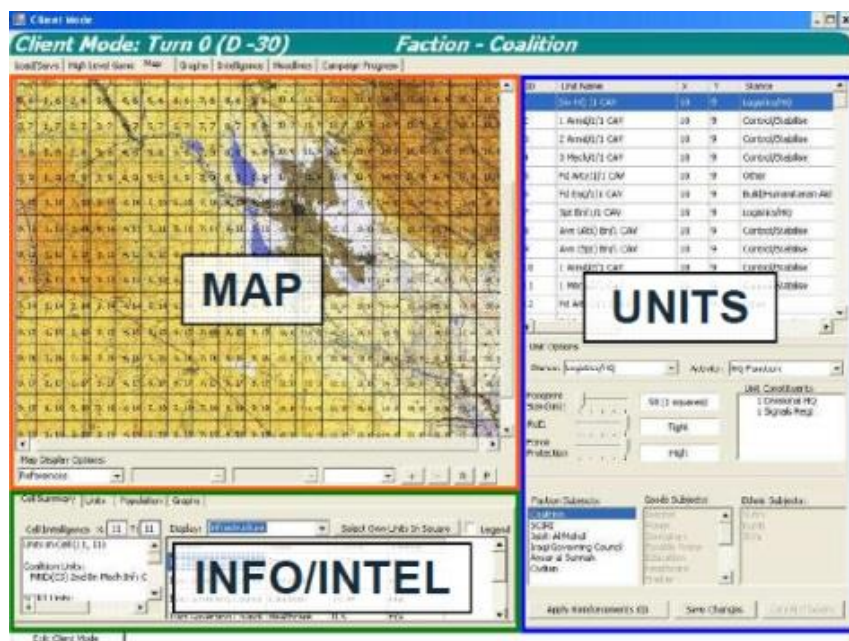
Aims and objectives & Rationale

PSOM is a campaign model that represents PSO at the Policy, Strategic and Operational levels. It is grounded in a doctrinal understanding that campaigns will be prolonged, demand considerable resources, and depend fundamentally on progress at the political level. The model demonstrates the importance of military activity along a security Line of Operation, but shows clearly that long-term stability can only come through parallel and interlinked progress in Governance and Economy. PSOM can be used in the following areas:

- education/general training (e.g. staff college courses);
- pre-deployment staff preparation (e.g. HQ exercise);
- provide a context for both lower-level models and acquisition studies;
- testing policy and assisting decision makers in the MOD;
- testing emerging Concepts and Doctrine;
- force structuring;
- theatre-specific training

Content

The PSO study, which was the basis for the PSOM model, has sought to understand the



fundamental

drivers in PSO/Stabilization/COIN operations. The conceptual basis has been the most recent UK and US COIN doctrine, which is considered to be the synthesis of understanding of current operational reality. The UK PSO doctrine, JWP 3-50 (2nd edition) had been updated in 2002 and was used extensively in the original definitions and Concepts phase of the study. Current and emerging US doctrine was also utilized where it appears consistent with the UK approach.

Learning activities

The game is designed to answer policy, strategic and theatre-specific questions. It operates at two mutually dependent levels. The Strategic Interaction Process (SIP) simulates political and strategic decision making. The 'Operational Game' translates these strategic decisions into campaign effects. Activity is 'commanded' at formation (military) or 'team' (civilian) level. The military units of maneuver are primarily battle-groups; their civilian equivalents are reconstruction 'groups'. This provides an authentic operational feel. The resultant 'outcomes' in this contest for power are seen across various measures of success. These include the consent of the population towards the presence of various factions and the perception of threat felt towards those factions. Consent arises through the provision of both security and vital services. This allows the battle for 'hearts and minds' to be waged by all actors, using a range of tactics spanning from transition operations to outright terror. The representation of NGO's/Contractor reconstruction and humanitarian aid is a central feature of the PSOM. Agencies can be integrated with coalitions/indigenous governments, held as independent, or even aligned with insurgent factions. They are given characteristics that allow a realistic portrayal of their activity.

Teacher role & Grouping

During a PSOM game, a technical specialist puts the data from the participants into the system, the outputs are translated for the participants by a facilitator. For each possible area of PSOM application, the exact composition of the group and the facilitators' role is different.

Materials & resources

War games are held in a setting with different classrooms with paper materials for the scenarios, supported by output and input slides to see the intentions of the different players within the PSOM war game.

Location & Time

War games can be held anywhere and usually last for a multitude of days: for smaller audiences it can be a few hours, but large scale force structure analysis have been organized within NATO ISAF Joint Command that lasted over a months, with several hundred officers in different Regional Commands providing input and data.

Assessment

War game participants review their progression in AAR sessions during and after each war game session.

COIN and PSO doctrine become concrete and tangible in a condense period of time, which makes sure that the game precedes theory. The participant is actively involved in war gaming, and the skills that are being trained are focused both on the individual and group processes. The game is based on recent UK and US doctrine, which makes sure that the scenario represent a relevant and realistic reality.

Chapter 5

The Government Actor

5.1 Introduction

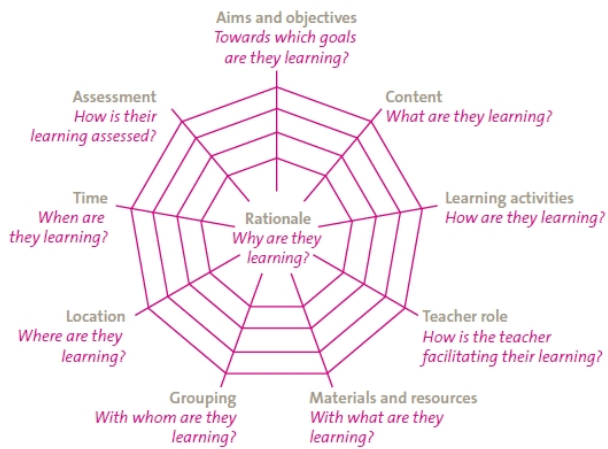
The Ministry of Foreign Affairs (MOFA) is an important player in the comprehensive approach, since it is the leading ministry when the Netherlands have a mission deployed. Since the Dutch mission in Uruzgan, Afghanistan, it is not uncommon for a 'civilian' to act as – together with a military officer - head of mission. And moreover, diplomatic means, together with military and developmental means are used to reach the predetermined goals.

As identified before in this report, there is one permanent military advisor seconded to the Ministry of Foreign Affairs. He acts as a liaison between both ministries and has a counterpart (the 'development advisor') who is posted in the Directorate of Operations at the Ministry of Defence. The second ministry that played a significant role in most recent missions is the Ministry of Security and Justice. In several Police Training Missions, the Ministry of Security and Justice was involved in the planning and the execution of the actual mission.

5.2 The Ministry of Foreign Affairs

For the MOFA we have looked into the track that diplomats follow, starting from their training, 'het klasje' and to the track used when preparing for a specific mission.

5.2.1 Content of the Diplomats' training



The MOFA has its own recruitment system for new diplomatic personnel. Each year, about twenty young high potentials are hired to take part in the diplomats' training ('het klasje'); a three-month track that trains them to become a diplomat. The selection process for the diplomats' training is extensive and intensive. Important aspects are IQ and language tests and competency-based assessments.

One of our respondents described the "klasje" as "a very interesting horizon scanning of the challenges in the world and the role of the Netherlands. But it's not more than scratching the surface". Some attention is paid to comprehensive approach/CIMIC related topics, but those diplomats that are interested in this topic, must find their own way to learn more about the topic.

Aim

The aim of the diplomats' training is to prepare future policy advisors / aspiring diplomats for their work at embassies, the field and as policy advisor at the Ministry.

Content

The course is currently carried out by the Dutch Institute Clingendael. About 70% of the track is filled with training of practical skills such as conversational techniques. The other 30% is filled with knowledge building, focused on:

- international economy
- development aid
- International security. This track is partly facilitated by the Ministry of Defence. 1CMI organizes thematic days to provide the aspiring diplomats with a picture of the military forces and how this fits within the comprehensive approach.

Learning objectives

Based on the intake, learning objectives are determined for all students individually. These objectives are based on the assessment results and can be focused on knowledge, competencies etc.

Teacher role

Interactive sessions to train skills and mostly lectures for the knowledge-building courses. Evaluating essays, speeches, presentations and debates form an important part of the program.

The part of International Security track that is organized by Defence (ICMI Command) is an interactive session. After a general introduction what the Ministry of Defence (and more specific the ICMI command) does, the aspiring diplomats are subjected to a small exercise in which they – amongst other things - train their conversational skills in a role-playing game. As one of our respondents put it; 'you actually get to play POLAD for a day'

Materials/resources

In preparation a collection of academic handbooks (international economy, European Union, International public law etc) and during the course the materials varied per program part. Policy letters (international and national) are used as background information.

Grouping

The group is comprised of approximately 20 aspiring diplomats. Study background is not of utmost importance, however there are some requirements. One of these requirements is that the aspiring diplomat has an excellent level of clarity of expression in the English language (level B-2) and a good level of clarity of expression in a second relevant foreign language (level B-1). A second requirement is that the aspiring diplomat has a university degree that was (for the selection of 2014) obtained between September 2011 and October 2014. This makes the group of aspiring diplomats – in general - somewhere in their twenties.

Location

The diplomats' training is based in The Hague, in a rather safe environment. Part of the diplomats' training used to be (because of budget cuts this is not practice anymore) an internship at an Embassy. Diplomats can now do an internship at another ministry in The Hague of choice.

Time

The diplomats' training is three months. Afterwards, the aspiring diplomats get a temporary commission of seven years. During these seven years, the diplomats fill several functions (at the ministry as well as abroad) and receive more training such as through participation in exercises.

Assessment

Prior to the start of the program, the participants create their own learning plan for the three months. This is based on the results of the selection process. During the course there is much time available to discuss the progress with the supervisor from the Clingendael academy. After the course ends, each participant is evaluated by the supervisor. And after working at the MoFa for six years, the personnel directorate evaluates the individual diplomat. A positive evaluation forms the basis for a permanent contract.

5.2.2 *Preparation for specific missions*

For MOFA personnel that is about to be deployed or posted abroad, there is no real predetermined preparatory track. Hardly any formal trainings are offered by the Ministry and therefore the initiative lies with the individual diplomat to prepare for a deployment. Preparation is therefore mostly done by reading and talking to others who have relevant experience in the field. The ministry's intranet is a potential source of relevant information, because the experiences of each diplomat are filed there.

POLAD in a military exercise

One active way to train is to join in an exercise as POLAD. In the large-scale exercises of the army (1GNC, for more info see above), a POLAD is added to the commander's staff. He or she is a MOFA diplomat and his or her role is to act as representative of the Ministry and provide the military commander with relevant – civil - information. The diplomats who have done this are very positive about what they have learned in/from the exercise. The downside however is that these exercises are time-consuming and since it is not the core-business for MOFA, there seems to be little time available for diplomats to join.

This year [2014] one of the diplomats was asked to act as POLAD during the counter-insurgency module of the MLO. The main goal of the teachers was to make the military officers aware of their (possible) civil counter-parts in future missions. According to the diplomat this was also for him very useful to do.

Pre-deployment track

It is possible for diplomats to join (parts of) the pre-deployment track that the military follow in preparation of their mission. During various moments (and some staff exercises) the diplomats can participate and experiences tell us this was very useful for the work in the field afterwards.

In the pre-deployment trajectory of the MINUSMA attention is given to the civil aspects of the mission during 1 day at the ministry of Foreign Affairs. Also Patrick Cammaert¹³ has been asked to brief the military and civilian personnel.

5.3 **The Ministry of Security and Justice**

The Ministry of Security and Justice deploys – since a few years - policemen and policy advisors to contribute to Dutch peace-support operations.

The Ministry of Security and Justice has a cooperation agreement with the Ministry of Defence for the preparatory tracks of mission preparation. This means that the Ministry of Security and Justice can use certain facilities of the Ministry of Defence (for instance medical services, vaccinations and seats at the school for peace missions).

¹³ Major-General (retired) Patrick Cammaert has worked for the UN. He was the highest military advisor of the Secretary General, Kofi Annan and has worked as UN commander in DRC. In November 2014 he was appointed to head a five-member team to investigate Israeli attacks on UN shelters.

Together with MOFA, the Ministry of Security and Justice has a civilian pool of experts, who can be deployed to a mission area. However, the experts in this pool (experienced) do not obtain extensive training when going on a mission. The exact amount is determined on a case-by-case basis. According to one of our respondents it is 'a mechanism to send people away, but not to train them'.

In some cases, policemen are trained together with the Military Police; in for example the UNMISS-mission (South Sudan) this aspect of joint training was fully integrated in the preparation of staff for the UNMISS-staff. For other missions, for example Kosovo and Mali, custom-made tracks were developed. During these tracks, the MoFa gives various courses and lectures, based on the perceived information needs of the personnel that is going to be deployed. Courses are selected on the individual skills and competencies of the individual or group of individuals that is going to be deployed. To facilitate this type of case-specific training requirements, several MOU's for collaboration are present between the different Ministries which also includes options to exchange students and/or experienced staff for specific courses.

Chapter 6

The NGO/IO actor

6.1 Introduction

It is not possible to speak of the NGO approach. Partos, the branch organization of NGOs in the Netherlands, counts already 120 members and furthermore several Dutch NGOs are part of larger international networks. For example, Cordaid is part of Caritas Internationalis, ICCO of Action by Churches Together for Development (ACT) Alliance, Oxfam Novib of Oxfam International, the Netherlands Red Cross of the International Federation of Red Cross and Red Crescent Societies (IFRC) and CARE Netherlands of CARE International. Despite this variety in NGOs, there are also common denominators. A majority of NGOs have contributed to and is signatory to the Code of Conduct of IFRC (IFRC, 2014). This Code of Conduct sets out a set of basic principles, among which especially neutrality and independence are the most relevant in the context of the comprehensive approach. They prescribe that an NGO will not choose sides in a conflict and will not accept for example support from military actors. Below we will describe the outcome of the interviews – supported by desk research - that we held with three NGOs in the Netherlands: CARE, Netherlands Red Cross and Cordaid.

6.2 CARE Netherlands

6.2.1 Context

CARE expressed that in their humanitarian work the humanitarian principles are leading. This means that CARE does not directly collaborate with the military or diplomats since CARE does not want to be part of a security-driven agenda and to choose sides. CARE International has developed – to provide guidance to their employees - policy briefs on appropriate relations with military units and the appropriate use of armed protection. Exceptions are for example support in logistics and access during natural disasters and evacuation if the safety of CARE employees is at stake in conflict situations. CARE does participate in dialogue and consultation with other stakeholders in order to exchange viewpoints.

In terms of preparing for the comprehensive approach, CARE pointed out that the budgets available for preparation are considerably less for NGOs than for government officials. Correspondingly, there is not as enough attention for preparation of CARE employees in terms of

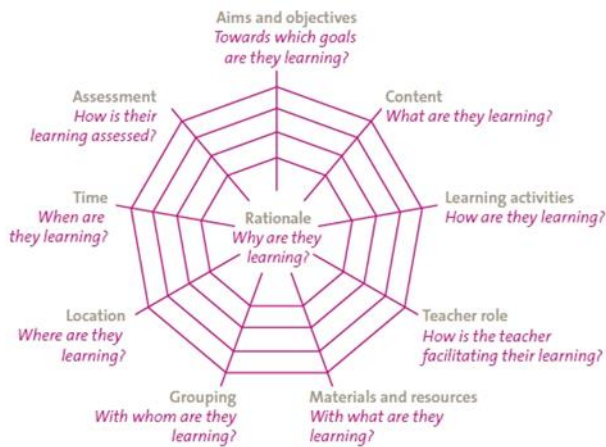
the comprehensive approach as deemed necessary. An important element to take into account is that CARE uses less and less Dutch expats but more and more locally recruited employees, drawn from different backgrounds (tribes, religion etc).

6.2.2 Courses

CARE offers different courses and trainings to their employees through external and internal providers. The mix of courses offered depends on duration of deployment of employees. These can range from short term deployments (up to three weeks) to posting of two years. CARE International has also a Roster for Emergency Deployments (RED), where one has to be deployable within 72 hours for usually about one month. The most important internal provider is the online CARE Academy (CARE Academy, 2014), managed by the Learning and Organizational Development Unit in the US. But also qualified CARE employees offer in some cases face-to-face trainings. There is not one course or training completely devoted to preparing for the comprehensive approach or – more specifically - for preparing to act in the security domain and interact with military or diplomatic actors.

It is therefore not useful to zoom in on just one course. Rather than describing one course into depth, we will give a brief overview of the different courses available, where each course contains to a more or lesser degree information on interaction with other actors. Default is that all employees follow the Staff Safety and Security Awareness course of the CARE online Academy and the Safety and the Basic Security Course of the Centre of Safety and Development (CSD) in Amersfoort. For long term deployments (on the order of two years) employees are offered an acculturation course at the Royal Tropical Institute in Amsterdam and – once deployed - a two to three weeks orientation program to learn all the operational procedures and local partners by an experienced local employee. Employees can also select several other courses from the CARE online Academy, such as Addressing Poverty & Social Injustice and Gender Equity & Diversity Basics to prepare themselves for their work. Conflict sensitivity, *the do no harm* framework approach, is a face-to-face course offered sometimes by internal, sometimes by external facilitators. The course makes use of a tool to create an overview of the dynamics of a conflict. The roster members have a specific two week training program including leading in emergencies. A new course that is going to be added is on External Relations. CARE International Brussels has developed a course on how to deal with EU representation in a developing country. How to deal with the UN cluster system is usually learnt on the job. The CARE International Security Unit provides also sometimes specific civil-military trainings and gives country updates.

6.2.3 Content Online CARE Academy



Aim

The Online Care Academy aims at providing a global learning source that supports staff development.

Content

CARE Required Courses (Staff Safety and Security Awareness, Addressing Poverty & Social Injustice and Gender Equity & Diversity Basics), Staff Development, Change Management, Emergency, External Relations, Finance, People & Self-Management, Program & Advocacy, Project Management, Technology.

Learning objectives:

The learning objectives differ per course.

Teacher role:

CARE Academy has created a network of more than 60 Liaisons. A CARE Academy Liaison collaborates with the CARE Academy team to promote CARE Academy courses in their office location, maintains a library of CD courses for the Country Office; keeps records about students who complete CARE Academy courses; distributes course certificates; and promotes and encourages learning. Once a student is online the e-learning is largely automated; however there is the possibility to reach out for support to the Liaison or CARE Academy team.

Materials/resources:

All the content is available online and includes short movies and text.

Grouping

The courses can be done individually.

Location and Time

Students can study whenever and where they want because of the online availability.

Assessment

There is no assessment for the participants of the courses.

6.3 Netherlands Red Cross

Leading for the Netherlands Red Cross are the humanitarian principles, with the humanitarian imperative coming first: offer aid there where the human suffering is largest. The Netherlands Red Cross, like Médecins Sans Frontières (MSF), are first responders; *first in, first out*. Only possible if they are neutral and independent. It is important to make a clear distinction between relief and development aid. In the case of more long term development aid, one can no longer follow only a needs-based approach; policy comes into play. The comprehensive approach does not follow a purely needs-based approach, but rather chooses a side. Winning the hearts and minds is also with the aim of protecting your own people or having military hand out food items. It is obvious that this can lead to a blurring of the lines. An example is when the typhoon Haiyan struck in the Philippines. Two C130 planes of the Netherlands Royal Airforce were used by the Samenwerkende Hulp Organisaties (SHO), but this is actually not conform the Oslo Guidelines on The Use of Foreign Military and Civil Defence Assets in Disaster Relief, that state that using military assets in case of natural disasters is a last resort. A commercial airliner would have been possible. It is understandable that the military offer was attractive to SHO members since savings like 100k€ could be made but it is important to think about the perception that is created when the relief items are received. At the same time situations like in Somalia and Syria are complex and when it is possible to transition from relief aid to development aid is difficult to determine. So how does the ICRC, IFRC and its national societies deal with actors in the security domain? Also the Red Cross family is open for consultations and dialogue, but has to do this often unofficially, for example by not formally being part of a UN OCHA coordinated appeal process.

6.3.1 Courses

In 2009, the IFRC adopted a resolution to establish a learning environment for the Red Cross / Red Crescent Movement. The Learning | Education | Training (LET) hub supports volunteers, staff, members and partners of National Societies as well as staff of the IFRC, ICRC and the general public with their lifelong learning. It stimulates new thinking, sets new standards, and establishes a range of curricula that are relevant to the Movements' core business areas and beyond. The LET hub is a cost-effective, multilingual learning environment that provides extensive online learning and training opportunities. The LET hub's goals include strengthening individual competencies. The LET hub comprises a range of tools that combine to give a rounded learning environment: an online learning environment, academic courses in global health, disaster management, humanitarian diplomacy, social and voluntary sector leadership, shelter and settlements in emergencies and shelter coordination in natural disasters.

The ICRC has also a separate Online Training Centre that is a collection of e-learning tools on international humanitarian law and other related areas of the ICRC's work. But more importantly ICRC gives face-to-face trainings on International Humanitarian Law to many armies in the world. For example, the Netherlands Red Cross participates in trainings to the Dutch military.

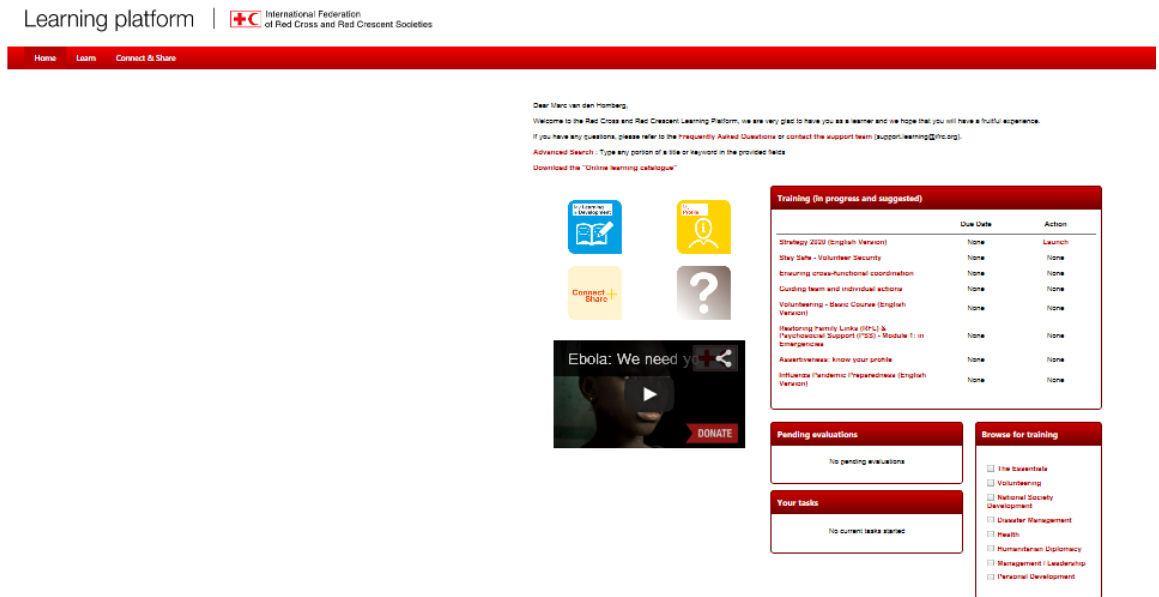


Figure 4 The IFRC Learning platform

All staff of the Red Cross movement have to complete the World of Red Cross and Red Crescent Societies (WORC) e-learning module, an introductory module to the movement. The International Mobilization and Preparation for ACTION (IMPACT) is the induction course for all staff working on international assignments with the IFRC or one of the national societies. It is facilitated by experienced trainers from IFRC, ICRC and a national society. To become member of a Field Assessment Coordination Team (FACT)¹⁴ or Emergency Response Unit (ERU) special training programs are created, often including the above WORC and IMPACT trainings. IFRC also recently developed the Head of Emergency Operations Pool (HEOps). It aims at strengthening operational leadership capacity that will benefit Red Cross and Red Crescent National Societies and support the Federation Secretariat coordination role. IFRC's learning from major operations is that the success of major operations is directly linked to the caliber and continuity of the operational leadership put in place during the critical first few weeks and months - when the key strategic decisions are made. The HEOps will also seek to strengthen the IFRC profile through effective coordination with the operational leaders of UN and IASC partner agencies present in the field. The "pool" of 3 full-time HEOps are now available for immediate deployment to lead major emergency operations anywhere in the world for up to 3 months. This pool will be supported by a larger "roster" of developing HEOps whose leadership capabilities will be nurtured and developed through training, coaching and mentoring.

As is clear from the above, also the Red Cross movement does not have one course or training completely devoted to preparing for the comprehensive approach or – more specifically - for preparing to act in the security domain and interact with military or diplomatic actors. But many of the courses mentioned above contain parts that treat the interaction with stakeholders outside the movement.

¹⁴ There are currently 300 specialists, from 100 hundred countries on the Field Assessment and Coordination Team (FACT) roster.

The Red Cross Movement uses case studies, discussions, e-learning and field exercises (for example in February 2013 25 participants participated in a FACT field training organized by the Australian Red Cross (Field exercise ARC, 2013)) to train their staff. Both ICRC and IFRC make often use of teachers that have a legal background (humanitarian lawyers, humanitarian advocacy); teachers that can make a translation from law to practices and have didactic abilities. The Red Cross movement does not make a distinction between trainings offered to local staff versus expat staff. They both are offered the same type of trainings. Only for junior staff like drivers there is possibly not yet enough attention.

6.4 Cordaid

Just like Care Netherlands, Cordaid has a dual mandate. Most of the activities of the organization focus on long-term, structural development. But Cordaid also has a small emergency aid ('disaster response') unit, as part of the Disaster Risk Reduction Department. The organization is part of the international Caritas network (www.caritas.org), which is active in approximately 160 countries worldwide. Cordaid is not an operational organization. Almost all projects and programs (including humanitarian assistance) are implemented by more than 600 local partner organizations. This is one of the reasons why relatively little attention is dedicated to preparing HQ and Field Office personnel for the comprehensive approach.

Since a few years, Cordaid has been focusing more and more on fragile and conflict-affected areas. Part of this strategy has been the opening of field offices in 10 (post-) conflict countries, like Afghanistan, DRC, South Sudan, Central African Republic and Burundi.

The Dutch involvement in Afghanistan (Baghlan, Uruzgan and Kunduz provinces) has been one of the main drivers of the interest of Cordaid in the pros and cons of the comprehensive approach. The 2006 report 'Principles and Pragmatism. Civil-military action in Afghanistan and Liberia' was the first in a series of publications, commissioned by Cordaid, which have led to a constructive-critical attitude of Cordaid towards military actors, in particular the Dutch Ministry of Defence. Field experiences in especially Uruzgan province, where Cordaid was part of the NGO Consortium DCU, strengthened the conviction that there will not be development without security and vice versa.

Courses

The above has led to an intensive interaction between Cordaid HQ personnel and different components of the Dutch Ministry of Defence. Cordaid has participated in many round table discussions, expert meetings, exercises, role plays, conferences and so forth, in which the Comprehensive or Integrated Approach was discussed and/or practiced. These include:

- Common Effort and Peregrine Sword exercises of 1GNC
- Courses of the NATO CIMIC Centre of Excellence
- IO/NGO roundtable discussions, organized by the Land Warfare Centre
- IO/NGO discussion with Cadets at NLDA

However, in spite of quite a substantial effort Cordaid put into civil-military interaction – driven by the conviction that in fragile and conflict-affected areas you encounter each other anyway, so it's in everybody's interest if you already know each other beforehand – this has *not* led to specific trainings or courses of Cordaid staff. Neither at HQ level, nor at field office level. The only training which is mandatory for HQ personnel traveling to (post-) conflict areas is the Safety and Basic Security Course of the Centre of Safety and Development (CSD) in Amersfoort. Also refresher courses are offered, organized by Cordaid's security advisor. The security advisor recently also started to provide trainings for country office staff, including local staff.

No courses are organized for Cordaid staff which zoom in on the comprehensive approach. It's left to individual staff members to register for courses in that domain. However, there are only a few instances where this has actually happened. One of the reasons for this is the fact that only a few people at HQ (especially the ones with a connection to Afghanistan or emergency aid) have invested personally in the understanding of the military and see it as an added value to learn more about comprehensive approach dynamics.

Another reason, as already stated, is that only few Cordaid employees are directly involved in project implementation in the field, where contact with military actors might take place. The employees in the Disaster Response Unit see the most added value in investing in courses, trainings and exercises with elements of the comprehensive approach. This can be explained by the operational nature of their work, and the fact that there have been quite some examples of civil-military interaction in the last years between Dutch NGO's and the Dutch military. For example during the natural disasters in Haiti and The Philippines.

Chapter 7

Conclusions

In the appendices we have created an overview of all the different training initiatives for the military, government and IO/NGO actor and plotted these against the elements of the curricular spider web. In this chapter we will use this overview in order to conclude and give recommendations for each actor. In general, the overview shows that the training landscape is indeed quite fragmented.

7.1 Conclusions for the military actor¹⁵

For the military training is part of their daily job. Setting up [large-scale] exercises is not an easy task, however the military does it on a regular basis. Most of these exercises are aimed at training kinetic skills, but some exercises include storylines to train interaction with civilians as well. And even though at the time of writing, CIMIC, or in a more broader sense, CA, does not seem to be a real career-path within the Ministry of Defence¹⁶, attention is paid to the topic in several courses (HDV) and there are possibilities to take extra courses (CCOE). Therefore, the Ministry of Defence does pay attention to the subject. Whether this is sufficient or not, is outside the scope of this research.

An interesting development has been the seconding of a military advisor at the ministry of foreign affairs (directorate for stability and humanitarian assistance), who advises both the ministers for foreign affairs and foreign trade & development cooperation and also acts as a 'help desk' for colleagues that have no military background, but that do work in environments where military actors play a large role (like South Sudan, Afghanistan, Burundi). It is outside the scope of this study to explore how such a seconding model might be a way forward to stimulate the comprehensive approach at governmental level. The option was even explored to second military personnel at one Dutch NGO (Cordaid), but because of practical reasons this was not materialized. Further research should be done to estimate whether these kinds of inter-agency seconding is useful or not from the perspective of stimulating civil-military interaction.

¹⁵ For a concluding overview of all the military trainings in this research see appendix A

¹⁶ Not like, for instance, the infantry. Officers and Non-Commissioned Officers can 'do' CIMIC for one or two functions, but it is not a career that you can choose.

7.2 Conclusions for the government actor¹⁷

One of the main challenges for the government actors is a lack of time. As stated before, it is daily business for the military to train when they are not deployed, but this is not the case for other ministries' personnel. So even if their personnel participate in a military exercise such as Common Effort, there is little time to prepare or to capture systematically the lessons identified. But preparation is key to getting the most out of an exercise. Knowing what your role as POLAD or Police Advisor entails, is vital to be able to actually learn (more) from the whole process and the exercise.

It is therefore very important that preparation becomes part of the whole track. The preparation however must be realistic and must fit into the busy schedules of daily business. It is proposed by TNO in an earlier research (Essens & Thönissen, 2014) that the preparatory track will not start more than 4 months prior to the exercise and that one day in 2-3 weeks must be enough. In this track it is essential to get to know what your role contains.

7.3 Conclusions for the NGO/IO actor¹⁸

There is a large number and variety of NGO actors. For example Partos, the Dutch association for NGOs represents 120 organisations that work in the field of poverty reduction, humanitarian aid, human rights and sustainable development. It is therefore impossible to speak of 'the' or 'a' NGO/IO approach. It can be stated that, in general, most NGO's/IO's active in humanitarian aid are not very much committed to prepare to work in a comprehensive approach context, because the comprehensive approach is not compatible with the fundamental principles such as impartiality, independence and neutrality to which they adhere. Related to these principles is the Code of conduct with over 500 signatories. One of the codes is: We shall endeavour not to act as instruments of government foreign policy, making it clear that working together with governmental actors, specifically the military does not fit. An initial inference of this study might therefore be that for the NGO actors there is not much need to get to know the other actors before meeting abroad in a crisis, even though there are examples of NGO's that participate in large-scale exercises.

However, this would be jumping to conclusions. First of all, all NGOs we spoke to acknowledge the importance of –however unofficial and often behind the screen- consultations and dialogue with the other actors, including the military. Especially Cordaid has also invested substantially in research on civil-military relations since 2006, with a strong focus on Afghanistan. An important aim with this research was to make sure that the NGO perspective was taken into account in the very early stage of mission preparation and not once the mission was already largely decided upon. Apart from this, also a limited number of Cordaid HQ staff has participated (often invited by the military) in activities in which the comprehensive approach was trained or discussed. But this has not led to extra trainings or courses for staff to deepen the understanding and practical possibilities of the comprehensive approach. HQ staff and field office staff trainings focus on personal safety & security.

¹⁷ For a concluding overview of the government training ("Het Klasje") see appendix B

¹⁸ For a concluding overview of one of the NGO courses, see appendix C

Secondly, many conflict situations are very complex and protracted, making it difficult to draw a clear line between humanitarian aid and development aid. And NGOs active in development aid are almost always an instrument of government foreign policy, given that their funding comes for a large part from the government.

Nevertheless, we can conclude that the NGOs we spoke to do not have dedicated training programs for the comprehensive approach. They do have training programs in place -especially for the people that will work in the field- with modules on how to act in relation to security actors. Most commonly format used is e-learning, as it is a cost-effective and easily scalable platform especially for those NGOs that are part of a large international network.

7.4 General conclusions

The different actors in the Dutch comprehensive approach clearly have different ways of preparing themselves. We started this research from that point of view, and this research has only confirmed this. The military has the widest variety of trainings, serious games, courses and exercises to prepare for the interaction with other (non-) governmental parties in a comprehensive approach setting. The governmental actor seems to mostly use face-to-face meetings to prepare themselves. Overall, the Dutch NGO's have the fewest options to specifically train working in the comprehensive approach and their preferred way of working seems to be e-learning courses.

During the interviews we have asked the respondents what they think needs to be improved (for their own organisation) and how they think the mutual preparation of the different actors should and could look like. For most actors the most important aspect of training together is *getting to know each other before going abroad*. This getting to know each other has a 'hard' side: the procedures ('how does your organisation work?') and a 'soft' side that is more about people-skills ('who are you?'). Either way, the slogan is still rather accurately.

7.4.1 First Suggestions

The hypothesis used in this research is that shared training initiatives relevant to all stakeholders can enhance the quality of the Comprehensive Approach in future. Based on the interviews it seems that a scenario-based exercise setting might be a good way of getting to know each other and training together. Important however is that these exercises are far less kinetic than they are now and focus much more on civil-military interaction than is done now.

The current set-up of joint exercises therefore needs a drastic change. In the current exercises, the civilian storylines are too thin and the military emphasis is (still) too much on training kinetic effects.

It seems that for the military and the MoFa the best way to get to know each other seems to be training together in an exercise. Most interviewees have indicated that people need to be [intrinsically] motivated to work in a comprehensive approach and the best way to experience working together is actually doing it. Changes to the current set-up of the large-scale exercises, such as Common Effort, must however be made to make them accessible and useful for civil

partners as well as to motivate them to participate. Based on this study, initial propositions for changes in the current set-up can be made;

- The quality and equality in the scripting of large-scale exercises is key; there must be a (better) balance between military and civilian storylines and learning goals. 'Doing' the comprehensive approach is very important and with the large-scale exercises this is something that could be done. However, there is always a misbalance between kinetic and non-kinetic (civil) storylines in the exercise and between the military versus the civil involvement. In order to make the civilian partners learn from the exercises as well, more attention must be paid to the civilian storylines.
- Time is a crucial factor. It appears that both representatives of the ministries of foreign affairs and security & justice and NGO personnel are not able to dedicate the same amount of time to both the preparation phase of the exercise and the exercise itself. So in order to achieve a truly comprehensive exercise, this factor should be taken into account. Instead of a two-week exercise, maybe 3 or 4 days might also be sufficient to train at least part of the skills necessary for interaction in the field.
- The in-house preparation for the exercise should be better. For MoFa this might mean that this

kind of exercises is mainly relevant for people who have the ambition to actually work as a POLAD, because the exercises do reflect some reality. When selecting people to participate, this should be considered. And once selected, the participants should be given the time to prepare themselves properly for their role in the exercise.

- Communication [during the exercise] between all the actors should be improved, before, during and after. One example to illustrate: a respondent shared the story of one civilian role-player (UNOCHA) who wasn't told that the exercise had come to an end; while everybody was cleaning up, he was still trying to arrange a meeting.

It can be concluded that the Ministry of Defence can be leading in the exercises, but it is important to make it a *joint effort*. It might therefore be necessary to leave out (as much as possible) the kinetic elements in the exercise when training with civilian partners in order to balance the scenario. The civilian parties must be involved at an earlier stage than in the current set-up, where the script has been designed by the military before civilians are invited at the table. Civilians need to be involved (and convinced to do so) in the scenario-writing in order to create their ownership of the exercise. But, more importantly, their contribution to exercises must be tailor-made; it needs to not interfere with their daily business. In the current set-up, the input does not outweigh the output (according to the 'civilian' respondents).

Chapter 8

Suggestions for further research

An important limitation of our study is that we only looked at the way Dutch actors prepare themselves for the comprehensive approach. We have not looked at best practices from other European and non-European countries. It will be very useful to look how actors in other countries with a track record in the Comprehensive Approach (UK, Denmark, US, Canada) have prepared themselves.

For a truly comprehensive approach preparation we suggest to innovate and to see if a greenfield approach might be the way forward. Stakeholders bring in the elements they want to train and they co-create together a training. This might result in a more versatile, modular and time/cost effective approach, rather than now is the case that one stakeholder dominates how the preparation is designed/done. An important topic for research is also how to represent the local actor. Now trainings are almost always done in fictitious countries with fictitious actors, making the link with the daily business of the participants less obvious. It might be worthwhile to see if trainings could be more woven into predeployment trajectories with real cases.

Apart from these two more general recommendations for future research, we will present here also the suggestions that resulted from the evaluation of the Reliable Sword exercise in 2014 as done by TNO (ref Peter Essens and Floor Thonissen). In May 2015 Common Effort 2.0¹⁹ will take place. This new exercise will be a joint effort of the MoFa, 1GNC and several civilian parties such as the police and a variety of NGO's/IO's. The focus of this exercise will be on civil-military interaction. Therefore the military will not train any kinetic components. If the results of this exercise are positive, more research on the following topics is suggested:

- Systematic evaluation. Evaluating the functioning of the POLADS and civil-military interaction requires a systematic approach that not only provides individual feedback, but that also shows the effects of the exercise 'in real life'. A method for systematic evaluation needs to be developed.
- Knowledge sharing. During exercises a lot of expertise and experiences come together. By sharing these experiences by intensive interaction and discussions based on dilemmas encountered during the exercise, more people can take advantage of the experiences. The question is what format is best suitable for such knowledge sharing. The question is also how one could make use of lessons learned from actual deployments in exercises.

¹⁹ The new set-up of this exercise is supported by TNO

- Balanced scenarios: as previously stated, the scenarios need to be better balanced. In many instances, the kinetic storylines dominate the scenarios, and non-kinetic storylines are pushed to the back. Given the fact that the military needs to train both (kinetic and non-kinetic) it needs to be assessed whether it might be a good idea to separate both and design parallel routes. As a result of this the kinetic and non-kinetic elements are separated from each other, so that the civilian storylines can get more attention in those exercises where the civilians also take part.
- Further research should be done to estimate whether inter-agency seconding (such as seconding a military advisor to the MoFa) is useful or not from the perspective of stimulating civil-military interaction.

Chapter 9

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Appendix A: Training initiatives military actor

	MLO/HDV	CCOE	SPO	1GNC	Go4It	PSOM
Aims and objectives	Preparing military staff officers for civil-military interface	To enable participants to conduct CIMIC activities at their respective level across the full spectrum of military engagement in a modern operational environment and to understand implications of his or her work for the civil environment.	To enhance personal skills, knowledge and competencies in preparation for deployment.	The main aim of Common Effort was to develop and exercise a structured, civil-military process towards a comprehensive approach for crisis operations	Underlying the game is the so called Go4it CA Model (GCAM). GCAM models the effects of an extensive set of interventions that can be executed in the comprehensive domain	PSOM is a campaign model that represents PSO at the Policy, Strategic and Operational levels. It is grounded in a doctrinal understanding that campaigns will be prolonged, demand considerable resources, and depend fundamentally on progress at the political level. The model demonstrates the importance of military activity along a security Line of Operation, but shows clearly that long-term stability can only come through parallel and interlinked progress in Governance and Economy
Content	Theories and approaches related to PSO, incl. a counter-insurgency module during MLO	Depending on the level, the content of the courses varies.	Wide variety of topics incl. media awareness and intercultural communication	These exercises are always scenario-based, with various storylines.	The setting of Go4it is a UN intervention in a failed state after massive conflict that requires a CA to stabilize the situation and to reconstruct the failed state. That is, the civil and military actors need to find the optimal position in the civil-military	The PSO study, which was the basis for the PSOM model, has sought to understand the fundamental drivers in PSO/Stabilisation/COIN operations. The conceptual basis has been the most recent UK and US COIN doctrine, which is considered to be the synthesis of understanding of current operational reality

						interaction spectrum - taking into account their respective strengths, mandates and roles- in order to push forward the effectiveness of their interdependent dealing with a post-conflict setting	
Learning activities	Theoretical courses and field visits (e.g. to MoFA)	Differ per level, but each course focuses on knowledge, skills and attitude.	Courses contain both theory (e.g. lectures) and practice (workshops or training).	All sorts of activities, but the focus is on planning.	Each syndicate is provided with a number of targets, i.e. end states to be reached. Such targets can be reached by applying interventions, the so called 'instruments of power'. About 240 different 'interventions' are defined, covering the political, developmental and economic spectrum. Only a very limited set of interventions directed at security are available	The game is designed to answer policy, strategic and theatre-specific questions. It operates at two mutually dependent levels. The Strategic Interaction Process (SIP) simulates political and strategic decision making. The 'Operational Game' translates these strategic decisions into campaign effects. Activity is 'commanded' at formation (military) or 'team' (civilian) level.	

Teacher role	More a trainer than a coach	Moderate involvement of teachers. Several interactive learning tools and work in syndicates.	For every course and subject, the teacher role is different.	There is no trainer as such. The role-players can function as trainer.	The CCOE has educated eight game leaders and the 1 Civil Military Interaction Command educated seven game leaders to support game sessions	During a PSOM game, a technical specialists puts the data from the participants into the system, the outputs are translated for the participants by a facilitator.
Materials and resources	No specific materials	Most important are NATO CIMIC DOCTRINE - AJP 9, CIMIC Field Handbook and Advanced Cultural Competence.	Class room, books, online course module, visits to other actors and practical workshops.	The set-up of these exercises is huge, and therefore lots of materials and resources are used. The main resource however, is the scenario and the injects in the scenario to keep it alive	The game is available as a board card game with computer model that can be used by the game leader.	Wargames are held in a setting with different classrooms with paper materials for the scenarios, supported by output and input slides to see the intentions of the different players within the PSOM wargame.
Grouping	Aims to include diplomats from the MoFA and representatives from IO/NGO's as much as possible.	Grouping is based on similar level of participants.	Different for each course. In all courses specialists, military as well as civilian, contribute.	Both the civilian and the military participants in the exercise work in groups. Actually the civilian actors are located in the same ally ('green zone') or	The game is implemented for a setting with four roles (Task Force (TF), Local Government (LG), Opposing Forces (OpFor) and Non-Governmental Organizations (NGOs)), while each of the roles is	Differs per application

					building and communicate/coordinate a lot with each other. The military practice also as groups	played by a syndicate of two or three players.	
Location	Amersfoort (MLO) and Breda (HDV)	Since July 2014 in The Hague	Military barracks of the Harskamp	The military is always at military premises. The civilians are placed either also at the military premises, but in at least one exercise, the civilians were placed some 20 kms away from the military barracks in order to (more) represent a real-life situation.	Can be applied anywhere.	Can be applied anywhere	
Time	6 months (MLO) and 12 months (HDV)	Courses last 3 days to 2 weeks	Timing ranges from courses for a few days (3-6) to multiple weeks over a longer period of time.	The general length of these exercises is two weeks, and that does not include the preparation. During the year prior to the exercise some scripting weeks are organized	Go4it has been developed for use in a four hour session	Can last for a multitude of days: for smaller audiences it can be a few hours, but large scale force structure analysis have been organized within NATO ISAF Joint Command that lasted over a months, with several hundred officers in different Regional Commands providing input and	

					for which all participating organizations are asked to join.		data.
Assessment	At an individual level competencies are being reviewed; At a group level the professional skillset level is assessed through TBM or the COPD.	Exercise during the second week functions as an assessment.	By individual interviews to review competencies by the course facilitators/teachers and via assessment forms after the courses.	There is no separate assessment in the exercises, the exercise is the assessment.	The GCAM model (written in the declarative programming language Prolog) can be used by the game leader to evaluate the impact of interventions on reconstruction areas, political support and hearts and minds mentioned earlier, taking into account many pre-conditions and the reconstruction phases of the operation. The syndicates get in this way direct feedback on their interventions during the play.	Wargame participants review their progression in AAR sessions during and after each wargame session.	

Element of curricular spider web	Appendix B: Training initiatives government actor	
		Ministry of Foreign Affairs
	Aims and objectives	The aim of the diplomats' training is to prepare future policy advisors / aspiring diplomats for their work at embassies, the field and as policy advisor at the Ministry.
	Content	<p>The course is currently carried out by the Dutch Institute Clingendael. About 70% of the track is filled with training of practical skills such as conversational techniques. The other 30% is filled with knowledge building, focused on:</p> <ul style="list-style-type: none"> - international economy - development aid - International security. This track is partly facilitated by the Ministry of Defence. 1CMI organizes theme days to provide the aspiring diplomats with a picture of the military forces and how this fits within the comprehensive approach.
	Learning activities	Differ from courses and lectures to more interactive sessions
	Teacher role	<p>Interactive sessions to train skills and mostly lectures for the knowledge-building courses. Evaluating essays, speeches, presentations and debates form an important part of the program.</p> <p>The part of International Security track that is organized by Defence (1CMI Command) is an interactive session</p>

	Materials and resources	In preparation a collection of academic handbooks (international economy, European Union, International public law etc) and during the course the materials varied per program part. Policy letters (international and national) are used as background information.
	Grouping	The group is comprised of approximately 20 aspiring diplomats. Study background is not of utmost importance, however there are some requirements. One of these requirements is that the aspiring diplomat has an excellent level of clarity of expression in the English language (level B-2) and a good level of clarity of expression in a second relevant foreign language (level B-1).
	Location	The diplomats' training is based in The Hague, in a rather safe environment.
	Time	The diplomats' training is three months. Afterwards, the aspiring diplomats get a temporary commission of seven years. During these seven years, the diplomats fill several functions (at the ministry as well as abroad) and receive more training such as through participation in exercises.
	Assessment	Prior to the start of the program, the participants create their own learning plan for the three months. This is based on the results of the selection process. During the course there is much time available to discuss the progress with the supervisor from the Clingendael academy. After the course ends, each participant is evaluated by the supervisor. And after working at the MoFa for six years, the personnel directorate evaluates the individual diplomat. A positive evaluation forms the basis for a permanent contract.

Element of curricular spider web	Appendix C: Training initiatives NGO/IO actor	
		Care Online Academy
	Aims and objectives	The Online Care Academy aims at providing a global learning source that supports staff development.
	Content	CARE Required Courses (Staff Safety and Security Awareness, Addressing Poverty & Social Injustice and Gender Equity & Diversity Basics), Staff Development, Change Management, Emergency, External Relations, Finance, People & Self-Management, Program & Advocacy, Project Management, Technology.
	Learning activities	E-learning
	Teacher role	CARE Academy has created a network of more than 60 Liaisons. A CARE Academy Liaison collaborates with the CARE Academy team to promote CARE Academy courses in their office location, maintains a library of CD courses for the Country Office; keeps records about students who complete CARE Academy courses; distributes course certificates; and promotes and encourages learning. Once a student is online the e-learning is largely automated; however there is the possibility to reach out for support to the Liaison or CARE Academy team.
	Materials and resources	All the content is available online and includes short movies and text.
	Grouping	Individually
	Location	Wherever
	Time	Whenever
	Assessment	None



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