



# **Security Sector Reform & DEVCO**

## ***An overview***

**Brussels, 5 December 2012**

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# **OUTLINE**

**PART I: Introduction**

**PART II: Volumes of Cooperation**

**PART III: On-going work**

**PART IV: Case Study**



# **PART I:**

# **Introduction on JSSR in**

# **DEVCO**



# SSR and DAC/1

**DAC 15210 defines SS(M)R as Technical co-operation:**

*To **parliament, government ministries, law enforcement agencies and the judiciary** to assist review and reform to improve **democratic governance and civilian control**;*

*To government to improve **civilian oversight and democratic control of budgeting, management, accountability and auditing of security expenditure**, including military budgets, as part of a public expenditure management programme;*

*To **civil society** to enhance its competence and capacity to **scrutinise the security system** [...]*

*[Except international peacekeeping: 15230]*

## SSR - Definitions/2

- SSR is further defined by the OECD DAC (2005) as
- *"the transformation of the 'security system' – which includes all the actors, their roles, responsibilities and actions – working together to manage and operate the system in a manner that is more consistent with democratic norms and sound principles of good governance, and thus contributes to a well-functioning security framework"*
- It aims at increasing the effectiveness of the institutions and actors and at reinforcing the democratic oversight of security and justice actors
- The ultimate goal is to enhance the security and justice delivery to the people



# SSR - Definitions/3

- **The DAC definition is mentioned in both the EU Concept for ESDP support and the Communication on a European Community support for SSR**
- **It is based on a broad understanding of the security sector (or system), including:**

Core security actors (army, police, border guards etc.)

Management and oversight bodies (executive, legislative, CSO's, public finance bodies, etc.),

Justice and law-enforcement institutions (judiciary, ministry of justice, prosecutor's office, etc.)

Non-statutory security forces (liberation armies, private firms etc.)



# SSR areas in the EU external aid

## **ONLY CIVILIAN:**

*Strategic SSR Support*

*Police reform*

*Criminal justice, penitentiary matters*

*Border management*

*Asylum, migration and anti-trafficking*

*DDR, SALW and mine-clearance*

*Civilian control, parliamentary oversight and judicial review*

## **RED LINES FOR EXTERNAL AID ASSISTANCE:**

*No substitution of powers*

*Excluding defence (core military issues) and secret services (intelligence)*



# JSSR Evaluation 2001-2009

## Weaknesses:

*Policy Framework and internal capacity limitations*

*Not sufficiently strategic-political approach*

*Not enough use of local knowledge in programme design*

*Greater emphasis on capacity-building rather than service delivery*

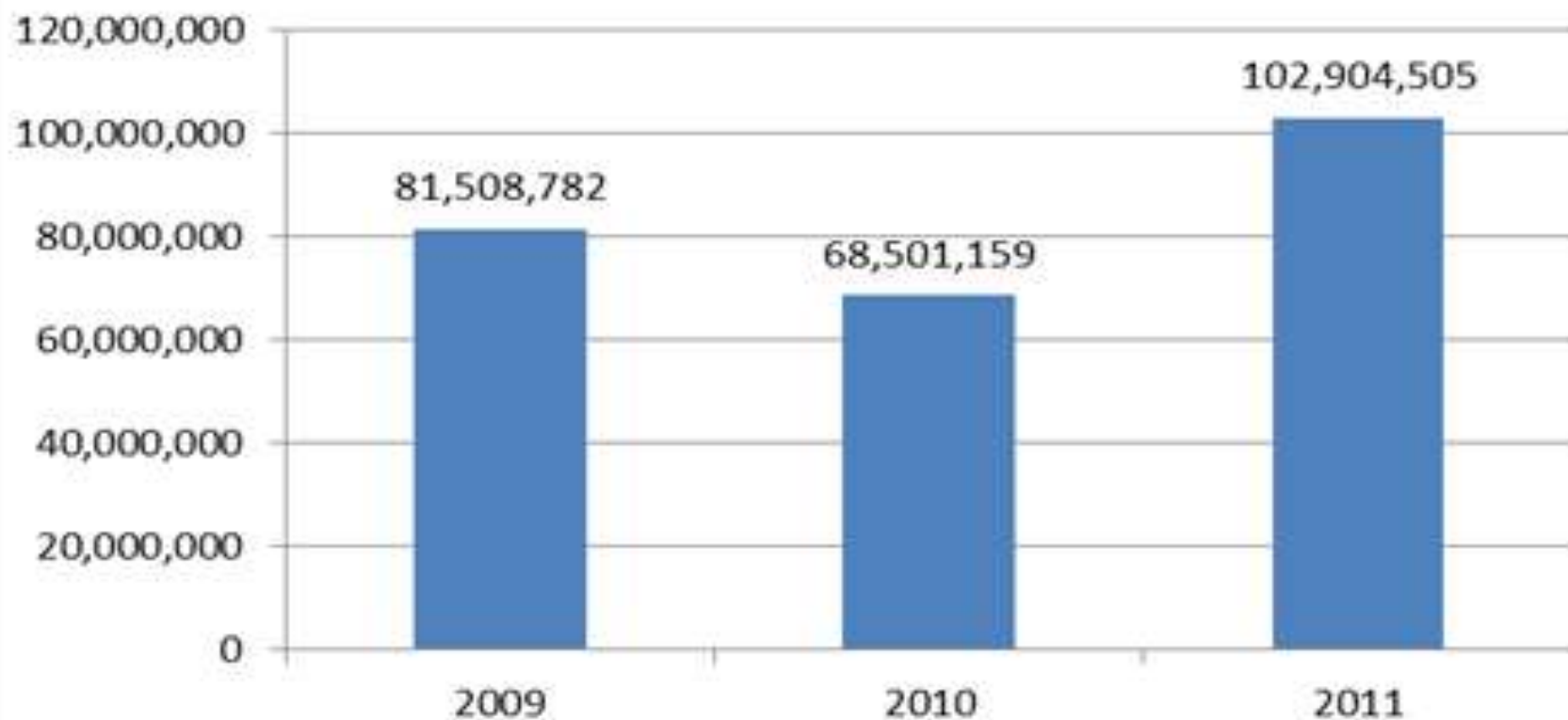
*Procedures not sufficiently flexible - Lack of Long-term approach*



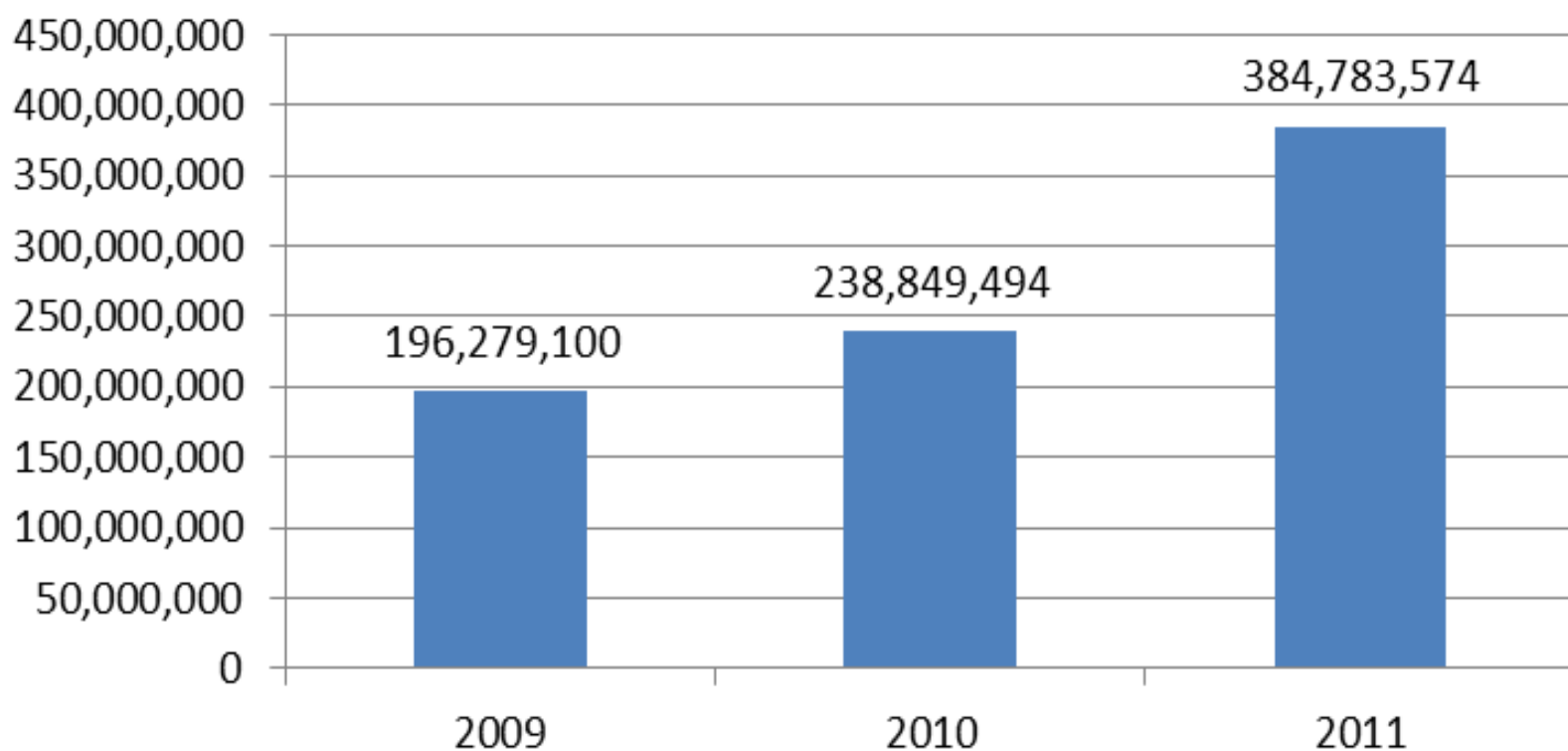


# **PART II: Volumes of Cooperation in JSSR**

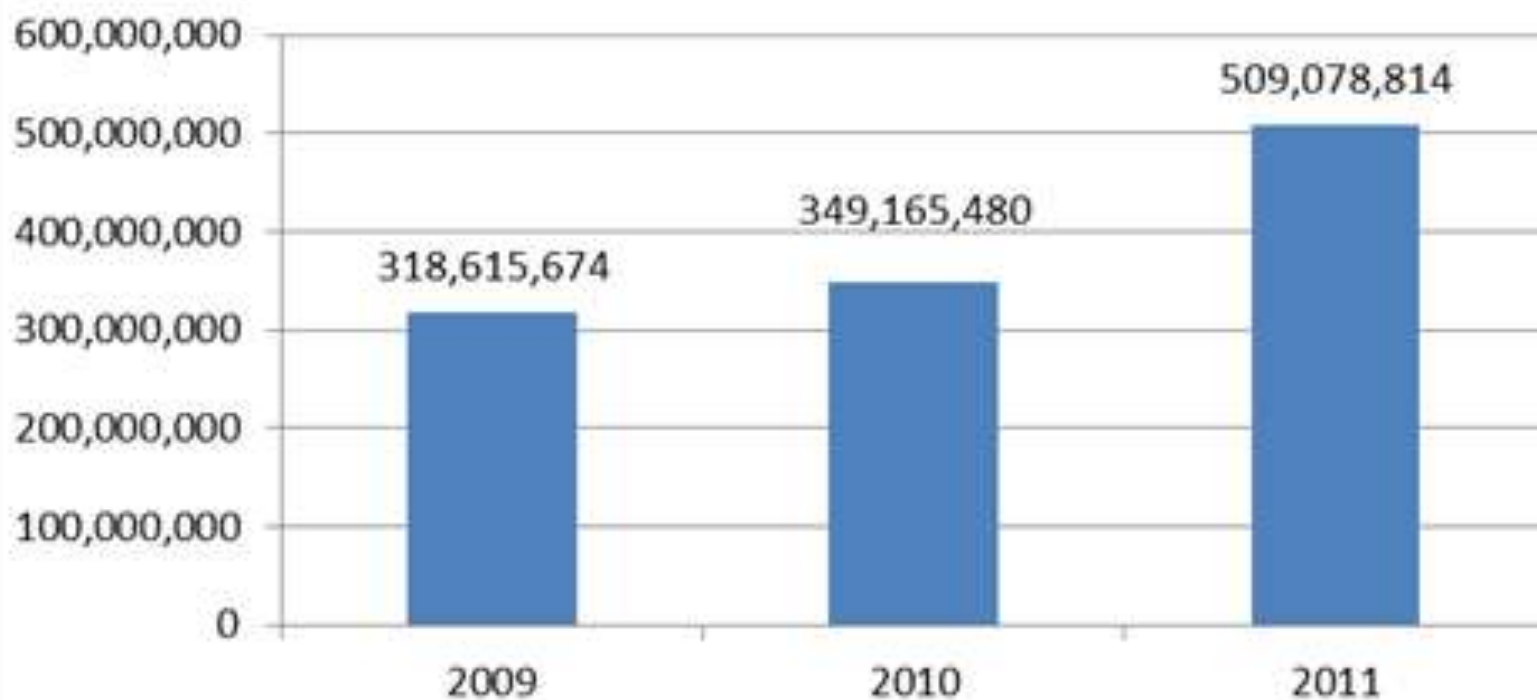
## Payments for Security System Mgmt and Reform Code (15210)



## Payment for all SSR related codes except judicial development



## Payments for all SSR related codes including legal and judicial development





# **PART III: On-going work** *(Hints)*



## SSR and "New Deal"

*Among the 5 Peace building and State building goals two directly related to SSR:*

***Security:*** Establish and strengthen citizen security

***Justice:*** Address injustices and support increasing citizen access to justice

### ***Indicators adapted to fragile contexts:***

- Monitoring and impact's measurement
- Baselines/programme design from services provision view point
- Help avoid /limit "train and equip"/technical cooperation

# SSR Indicators

*Some examples (Security):*

## ***FAIRNESS AND RESPONSIVENESS OF SECURITY SECTOR***

- *Existence of strategic and budgetary planning capacity for the security services*
- *Vetting of security personnel (police) and new recruits*
- *Adequate, regular remuneration for security personnel*
  
- ☐ *Citizen satisfaction with police control of crime and services*
- ☐ *Percentage change of refugee/IDP displacement (asylum claimants, IDPs)*
- ☐ *Perceived corruption in the police services*
- ☐ *Level of civil society influence on defining security policy*
- ☐ *Military expenditure as a proportion of GDP*
- ☐ *Proportion of police personnel with minimum training/skills in uniform*
- ☐ *Incidence of unlawful detainment*



# An SSR Capacity Gap?

*The Capacity Gap: more than a lack of training or dearth of specialised expertise*

*Broad(er) range of reasons that concur to create or widen the Gap:*

***Policy aspects***

***Inter-institutional aspects***

***Internal organisational aspects***

***Operational matters:***

- Limited Access to expertise
- Insufficient or not adapted Training, Guidance and tools
- Weak Coordination & Synergies
- Insufficient knowledge of Policy and Thematic issues
- Incomplete awareness/little known modalities on SSR Aid delivery





# **An SSR Capacity Gap/2 – Filling the gap?**

*Some initial food for thought on possible lines of actions:*

- **"Refresh", complete or clarify the Policy Framework**
- **Strengthen inter-institutional linkages**
- **Provide Guidance, specific EU tools (reasoned use of aid modalities)**
- **Streamline internal expertise/mobilisation**
- **Training plans, harmonisation (EEAS-DEVCO-ESDC....)**
- **Guidance on DELs Reinforcement: civilian/military advisers**



# Towards EU-wide SSR Operational Guidelines?

*Now on-going: development of **practical operational guidelines** for more effective and coherent EU approach to supporting (J)SSR*

**Method:** *Informal DEVCO- EEAS working group*

**Proposed Specific Aim:** *to develop Operational guidance for assessment, implementation and follow up of EU external (J)SSR Actions*

**Indicative Timeline:** *2012 (Workshop 14 December) - early 2013*

*The Guidance is intended to be **EU specific***



# **PART IV:**

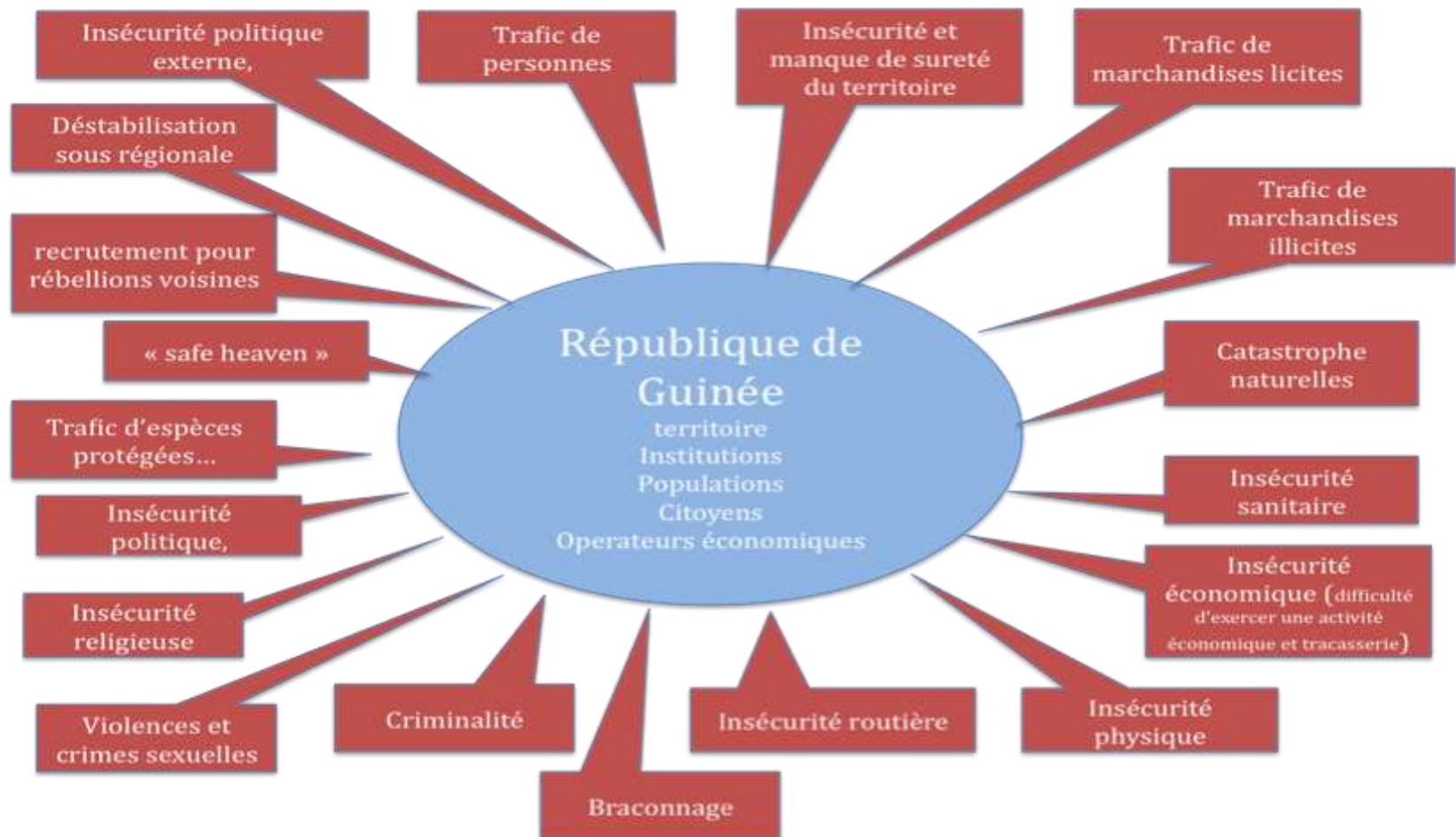
## **Case study: Justice and Security Reform in Guinea** *(Identification & Formulation)*



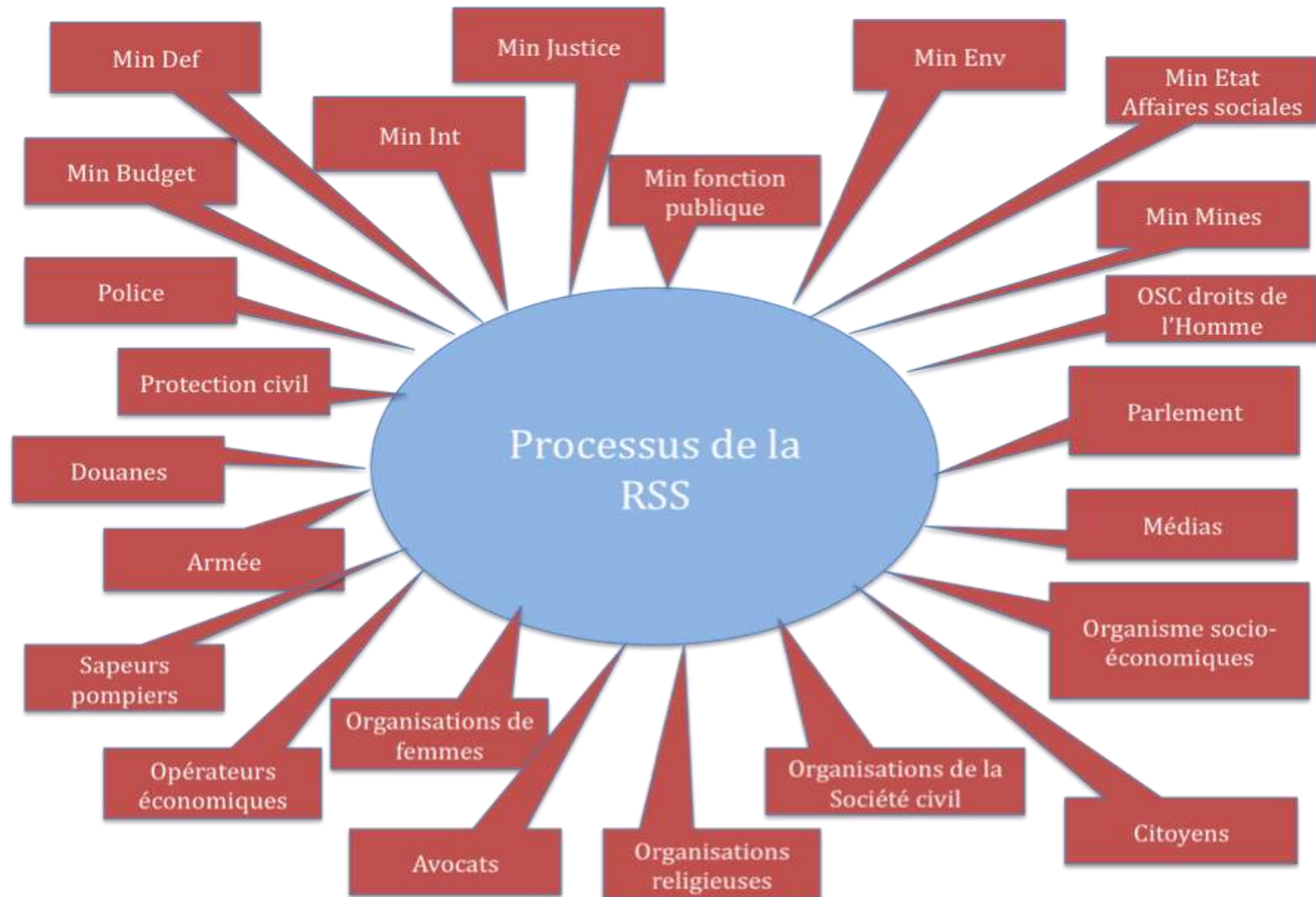
# SSR in Guinea – Short Background

- *Joint Evaluation (2010) of SSR by ECOWAS, AU, UN, supported by EU and FR, US (+ES, RUS, Chi)*
- *(J)SSR considered as top-level priority following 2010 elections*
- *Priority: Develop a National Defense and Security strategy, which would be based on the real security threats and needs of the population*
- *Wide scope: Armed forces, Police, Civil protection, Justice, Customs and Environment*
- *The EU providing the key support through two parallel programmes funded (10th EDF) on SSR and Justice (40M EUR) + IfS (Pilot Police Reform)*

# SSR in Guinea: Threats Analysis



# SSR in Guinea: Process & Stakeholders





# SSR in Guinea: Objectives

***Overall Objective:*** To contribute to poverty reduction strategy and to State reform by improving security

***Specific Objective:***

*Ministries and Security services are structured in function of their respective mandates defined within the "politique Nationale de défense et de sécurité de la République de Guinée (PNDS)" and disposing of competent and professional personnel within a coherent and known democratic legal framework in order to ensure State, people (including economic operators), and natural resources security*



# Components (SSR)

*Volet 1: Institutional Support to the Structures driving the reform process*

*Volet 2: Support to pension reform*

*Volet 3: "Passerelles"*

*Volet 4: Reintegration*





## **DEVCO-(J)SSR programmes in Guinea - General**

- **Identification and formulation led by the EU DEL**
- **Quasi -parallel identification of Justice and Security Projects, financed by EDF, in view of support to the overall JSSR country reform**
- **Projects to be accompanied by short term IFS financed project on Police, in order to support the SSR country reform 'momentum'**
- **No CSDP mission foreseen (no interest by the MS)**



## **DEVCO-(J)SSR programmes in Guinea - Identification**

- **Interservice coordination DEVCO-FPI**
- **Request for mobilisation of SSR pool of experts. Request failed due to unavailability of MS SSR experts and (perceived) unclear administrative/financial modalities of their mobilisation**
- **Identification carried out by DEL-recruited consultants plus:**
  - Desk advisory support from ISSAT*
- **Close coordination with stakeholders on the ground: UN, France, US, Special UN advisor to the Guinean Presidency**



## DEVCO-(J)SSR programmes in Guinea – Formulation

- **Carried out by DEL-recruited consultants plus:**
  - Thematic support from DEVCO HQ*
  - Support from ISSAT SSR and Justice experts*
- **Further consultations (National Authorities, UN, EU Member States...)**
- **National "Restitution Workshops"**
- **Links with national structures (Steering, Technical Committee(s))**
- **Parallel identification of IfS project on Police Reform (Pilots) to kick start reform**
- **Links with programming of 11<sup>th</sup> EDF (possible focal sector for 2014 onwards): on-going**



***Thank you for your attention !***