

European Union support to Security Sector Reform

Towards the comprehensive approach

Training course on fragility, security and
development

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What is SSR?

- Transforming all state institutions and other entities with a role in ensuring security...
 - as well as their roles, responsibilities and actions...
 - in order to provide an efficient security system for the State and its people
- ...in a manner that is consistent with democratic norms and sound principles of good governance.**

Why EU support to SSR?

The Lisbon Reform Treaty (2009) has established common principles and objectives for the EU's external action, among which:

- consolidate and support democracy, the rule of law, human rights and the principles of international law
- preserve peace, prevent conflicts and strengthen international security [...]
- foster the sustainable economic, social and environmental development of developing countries, with the primary aim of eradicating poverty

By supporting SSR, the EU...

- Fosters democracy, the rule of law, human rights and the principles of international law
- Contributes to preserving peace, prevent conflicts and strengthen international security
- Facilitates the establishment of a development-enabling environment, conducive to the eradication of poverty (the security and development “nexus”)
- Creates a conducive environment to economic growth

What is the EU's “added value”?

- Multilateral organisation & perceived as neutral partner
- Long experience in SSR as well as in promoting democracy, human rights and good governance
- Global reach and stable presence in the ground
- Variety of policies (development, enlargement, CSDP...) and instruments (civil, military) to address diverse SSR needs in different contexts (post-conflict, transition...)
- Access to wide MS expertise
- Partnership with international & regional organisations

Key EU policy documents on SSR

- European Security Strategy (2003 and rev 2008)
- EU Concept for ESDP support to SSR (Dec 2005)
 - specific for CSDP missions
- The Concept for EC support to SSR (May 2006)
 - specific for EU external assistance instruments
- **The EU Policy Framework for SSR (June 2006)**
 - providing overarching policy principles
- **The Conclusions on Security & Development (Nov 2007)**
 - calling for a “whole-of-EU” approach to SSR

EU Policy Framework for SSR

Overarching policy principles:

(Council Conclusions, 2006)

- National/regional owned process
- Addressing core requirements of a well functioning security system
- Addressing security challenges facing states and populations
- Accountability and transparency
- Gender-based approach
- In synergy with political dialogue on human rights, development and security

The «Whole-of-EU» approach:

(Council Conclusions, 2007, Security-development nexus)

- Recognises SSR is a holistic, multi-sector, long-term process
- Stresses the importance for a comprehensive, inter-policy approach
- Acknowledges need for a case-by-case basis: tailor-made support
- Calls on EU Institutions and EU Member States for joint assessment, exchange information and field coordination,
- Encourages efforts to build SSR capacity in regional organisations

EU external action instruments supporting SSR

- **External assistance Instruments (art. 208 TFEU)**

 - Development Cooperation Instrument (DCI)

 - European Development Fund (EDF),

 - including African Peace Facility (non ODA eligible)*

 - European Neighbourhood and Partnership Instrument (ENPI)

 - European Instrument Democracy & Human Rights (EIDHR)

 - Instrument for Stability (IfS)

- **Non-development Instruments (art. 212 TFEU)**

 - Instrument for Pre-Accession (IPA)

- **Crisis management tools**

 - CSDP Missions (CSFP budget & ATHENA mechanism) and IfS

- **Diplomatic action:** high-level political dialogue (HR/VP, HoD, EUSR, MD...)

EU external assistance supporting SSR

SSR is delivered through EU external assistance through partnership with ‘implementing partners’ (such as UN, MS agencies, NGO, private companies) and encompasses:

- Strategic security sector reform support
- Police reform
- Criminal justice, penitentiary matters...
- Asylum, migration and anti-trafficking
- Border management
- DDR, SALW and mine-clearance
- Civilian control, parliamentary oversight and judicial review

RED lines for external aid:

- Neither law enforcement powers, nor substitution
- Excluding core military issues – non Official Development Assistance (ODA) eligible

Common Security and Defence Policy support to SSR

SSR support is equally addressed through CSDP (crisis management)

Missions, mainly civilian but also military through the **mobilisation of MS officials** and experts put under the authority of the High-Representative (EEAS) and the Political Security Committee and led by a Head of Mission. Two ongoing missions with a specific SSR mandate (Democratic Republic of Congo) whilst most other missions are 'SSR relevant'.

Wide scope: Defence Reform, Police Reform, Rule of Law, Criminal Justice...

- Technical assistance and capacity building, e.g. needs assessment, training
- Broader tasks, e.g. beyond strategic policy advice, CSDP missions typically encompass mentoring, monitoring & oversight tasks and in some instances enforcement and substitution tasks (Kosovo)
- Clearly delineated and short term (annual) mandates in agreement with host country
- In crisis or conflict prone countries

Facts and Figures

Long-term external assistance 2001-2009 – SSR related programmes targeting Justice and SSR in **100 countries** (stable & fragile) – about **1 Billion EUR**. Non included are: EU crisis management CSDP missions nor EU short-term crisis response/stabilisation projects under EU Instrument for Stability.

CSDP Missions (since 2003) – currently **16 missions** ongoing , predominantly civilian, of which most are at least partly related to SSR: 8 in Africa (Mali, Somalia & regional, Sahel/Niger, DRC, South-Sudan) of which **two are specifically SSR missions (in DRC)**, 4 in Europe (Kosovo, Bosnia, Georgia), 2 in Middle-East (Occupied Palestinian territories), 1 in Afghanistan and 1 in Iraq. Libya (IBM) is coming.

Instrument for Stability (since 2007) – both short-term crisis prevention & response (18 months) and longer term capacity building components in conflict prevention and security related domains, including SSR/DDR. **Catalyst instrument for co-operation between short-term & CSDP and long-term & development** (one example: Piracy/Horn - piracy tribunals & maritime observatories).

Review of SSR-relevant EU external assistance and CSDP missions : convergences

EC JSSR Thematic Evaluation: recommendations

- Improve «whole-of-EU» JSSR policy and operational framework
- More strategic approach (political & diplomatic leverage)
- Better understanding of local context (tailor programmes design)
- Ensure service delivery outcomes & better balance between strengthening state institutional capacities and fostering citizen engagement
- Measure results and impact on the lives of people
- Adopt longer-term & more flexible programming & adapted implementation procedures

CSDP-SSR Missions: lessons learned

- SSR is fundamentally a political undertaking (strategic level is where the reform process happens)
- Be transparent about the objectives and steps of the reform (transfer EU know-how)
- Agree common milestones with host country and measure progress
- Long-term vision and national ownership (CSDP ‘short and sharp’ needs to dovetail with longer EU instruments)
- Coordination mechanisms & complimentary actions during implementation (with EU, int’l, regional, bilateral and local actors)

Way ahead (1) – towards the comprehensive approach

- **Establishment of EEAS** (in 2011 and EEAS working in close synchronisation with European Commission-DG Development and Cooperation (COM-DEVCO))
- Making the **security/development nexus** work as well as the **‘comprehensive approach’**
- Enhancing **3 Ds** coordination - **d**evelopment, **d**iplomatic and **d**efence/security communities - on SSR support from the earliest planning stages onwards. In practice, this means:
 - an early comprehensive assessment and response strategy starting with a conflict (risk) assessment associating diplomatic, security and development constituencies will help to identify the range of options: e.g. CSDP mission and development programmes
 - hence, lessons of CSDP missions should be factored into development programming wherever a CSDP mission is deployed and conversely
 - CSDP directorates/Geos/DEVCO interaction at planning and programming
 - inter-services scoping/assessment missions

Way ahead (2) — towards the comprehensive approach

- CSDP Directorates /Security Policy & Conflict Prevention Directorate:
 - operate under the convening authority of a Deputy Secretary General and close working relationship is established with COM DEVCO governance and fragility units
- Security Policy and Conflict Prevention Directorate
 - promote of institutional coordination: manage the *EU Informal Interservice Group on SSR* (EEAS, Commission, Council)
 - provide thematic support to geo Desks at Headquarters and to EU Delegations
 - participate to the international debate: partnership with Int'l Org
 - engage with EU Member States: institutional, bilateral and multilateral fora

To conclude – The wider picture

- **SSR is a tool** which can be applied as part of support to conflict prevention, peacebuilding, statebuilding or democratic transition.
- **SSR is very much part of State-building:** the European Union, the United Nations, the World Bank and the OECD (INCAF)* international donor community are heavily engaged.
- The 2011 OECD-INCAF' New Deal on engagement in fragile and conflict-prone countries' **sets 5 peace-building and state-building goals** on which donors and beneficiaries agree through a compact (contract) to jointly engage on over the long haul with: legitimate politics, access to justice, citizen security, employment for youth and livelihoods, transparent revenue generation and management.
- This innovative approach to development in fragile states **puts justice and security at centre stage** and derives from lessons learned over the last 20 years.
- Finally, **SSR is fundamentally** a job for the **long haul**, a generational issue.

*Organisation for Economic Cooperation and Development, International Network on Conflict and Fragility

Further reading

EU Policy Documents:

- European Security Strategy – A secure Europe in a Better World, 2003
- <http://www.consilium.europa.eu/uedocs/cmsUpload/78367.pdf>
- Report on the Implementation of the European Security Strategy – Providing Security in a Changing World
- http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressdata/EN/reports/104630.pdf
- EU Concept for ESDP support to Security Sector Reform (SSR), 2005
- <http://register.consilium.europa.eu/pdf/en/05/st12/st12566-re04.en05.pdf>
- A Concept for European Community Support for Security Sector Reform, 2006 –
- Communication from the Commission to the Council and the European Parliament
- http://eur-lex.europa.eu/LexUriServ/site/en/com/2006/com2006_0253en01.pdf
- (Draft) Council Conclusions on a Policy Framework for Security Sector Reform, 2006
- <http://register.consilium.europa.eu/pdf/en/06/st09/st09967.en06.pdf>
- <http://register.consilium.europa.eu/pdf/en/07/st15/st15097.en07.pdf>
- [Council conclusions on Security and Development, 2007](http://register.consilium.europa.eu/pdf/en/07/st15/st15097.en07.pdf)
- <http://register.consilium.europa.eu/pdf/en/07/st15/st15097.en07.pdf>

Related:

- Thematic Evaluation of European Commission (2002-2009) Support to Justice and Security System Reform, 2012
- http://ec.europa.eu/europeaid/how/evaluation/evaluation_reports/2011/1295_docs_en.htm Thematic Evaluation of European Commission Support to Conflict Prevention and Peace-building, 2011
- http://ec.europa.eu/europeaid/how/evaluation/evaluation_reports/reports/2011/1291_vol1_en.pdf



Thanks for your attention!