



Security System Reform: France's Approach

SSR

Security System Reform: France's Approach

A security system that citizens consider effective and legitimate is vital to a country's political stability and economic development. Security system reform (SSR) aims to restore or bolster the system's effectiveness and legitimacy.

Security system reform is an essential factor in conflict prevention and peacebuilding. It plays a direct role in establishing democratic governance that respects human rights. Insecurity obstructs development and poverty upsets security: SSR contributes to creating a development and reconstruction-friendly environment. Further upstream, it helps prevent crisis and conflict.

Taking a comprehensive approach, SSR encompasses all security-related institutions (military, police, gendarmerie,

customs, courts, prisons, etc.) along with the institutions responsible for their democratic oversight (parliament, independent authorities). Security is not confined to police and military, nor to the protection of national territory - it also has to meet citizens' expectations.

Since SSR is directly linked to a country's sovereign functions, it is highly sensitive and can have a major impact on a country's development.

Security System Reform: An International Priority

■ The OECD's Development Assistance Committee (DAC) adopted guidelines entitled "Security System Reform and Governance: Policy and Good Practice", translated them into political and operational principles, and operationalised them in the OECD DAC Handbook on Security Justice Reform: Supporting Security and Justice;

■ The European Union adopted a European Security Strategy (December 2003) a Concept for ESDP Support to SSR (November 2005), and a Communication from the European Commission (May 2006). The EU entered the operational phase in deploying several ESDP SSR missions (to the DRC and Guinea-Bissau); it has decided to take a comprehensive and horizontal approach (using Commission instruments: the EDF and the Stability Instrument);

■ In addition to its cooperation programmes (UNDP, BCPR) and peacekeeping operations (DPKO), the United Nations is in the process of developing a strategy for its role in SSR at the request of the Security Council;

■ Finally, our bilateral partners, including those from the United Kingdom, the Netherlands and Belgium, are likewise developing national SSR strategies.

SSR activities are a key component of France's strategic action to promote or restore international stability within a bilateral, European and multilateral framework. As an EU Member State, France has taken a particularly active part in SSR missions, especially in French-speaking

African countries. It is a permanent member of the UNSC with considerable experience in cooperation for development and has reputable and effective instruments for strengthening security. It is therefore in a position to play a useful and substantive role in SSR. It has a number of unique assets (a Gendarmerie force, francophony, Romano-Germanic legal system, etc.) enabling it to support SSR processes in many countries.



Often called on to provide experts for EU and other SSR missions, France is naturally involved in developing proposals, selecting the methods and assessing their outcomes. It therefore needs to adopt a national SSR approach taking account of both its strategic interests and the needs of the country where an SSR process is underway. This approach needs to be translated into specific initiatives and guidance at bilateral and multilateral levels.



1. The Security System Reform Concept

A comprehensive process directed towards improving governance

In view of the growing number of armed conflicts and the situation of fragile states, security issues make a decisive contribution to development and stability. SSR falls within the realm of governance reform. It aims among other things to strengthen respect for the rule of law, human rights and democratic standards on the part of all security players.

SSR is intended to be a comprehensive process taking the context of each specific country into account. It considers the requirements expressed by the most legitimate national decision-making authorities and all institutions that directly or implicitly contribute to the internal and external security of a state.

SSR has to respond to the security needs of the society as a whole (women, men and children). With this in mind, women should be encouraged to take an active part in decision-making at all levels of SSR.

► An SSR process concerns:

- Actors in the field of security: the police, gendarmerie, armed forces, paramilitary forces, presidential guard, civilian and military intelligence services, coast guards, border guards, customs authorities, reserve units, civil defence forces, forest rangers, wildlife conservation officers and even private security companies;
- Judicial institutions and bodies responsible for the law and its enforcement: courts, public prosecutors' offices, solicitors, bar associations, ministries of justice, prisons, ombudsmen, human rights committees, national reconciliation or dialogue councils, representatives of customary and traditional justice.



► And, with regard to democratic oversight:

- Overseeing authorities: parliaments, including finance, defence and parliamentary investigation committees;
- Those responsible for the management and oversight: the executive, national defence advisory bodies, ministries

of defence and the interior, financial management bodies (ministries of finance, budget authorities, treasuries, courts of accounts), inspection departments, independent authorities (ombudsmen, human rights committees);

- Those informing public opinion: the media, civil society organizations.

Implementing an SSR process entails some or all of the following:

- Drawing up a comprehensive national security and defence strategy at policy level;
- Defining a legal (rules of law) and institutional framework governing all actors involved in ensuring a country's security;
- Reinforcing national capacities and professionalism of all security actors, especially by ensuring that they are accountable to civilian authorities;
- Setting up bodies and mechanisms for the democratic oversight of the institutions concerned.

Whenever possible, priority will be given to local and regional expertise in order to increase ownership of the reform process.

SSR requires strong political commitment by the partner country

SSR can help prevent a political crisis, reconstruct a state or strengthen it, depending on when this process occurs. It involves long-term structural reforms to achieve lasting stability of a country. In addition to the state, it also affects political forces whose relative influence could be called into question by such reform: parties or interest

groups based on regional, ethno-cultural and (often illegal) commercial affiliations, etc.

This complex reform process can only be undertaken at the request of the partner country and on the basis of a long-term commitment. For SSR to be effective, national authorities must show a genuine commitment. Moreover, it presupposes an inclusive process which involves all local actors. A partner country willing to launch an SSR process



has to be prepared to undertake large-scale work to define its security environment and needs. SSR must be based on the specific needs of a country. There is therefore no single SSR model that can be applied systematically regardless of the local context. Lastly, SSR requires the partner country to have at least a few institutions, even if

only basic ones, whose legitimacy is not disputed and on which the reform process can rely.

Being, in essence, a type of political reform that alters the balance of local and at times regional forces, whether legitimate or illegitimate, SSR can have a destabilising impact. It therefore requires a thorough diagnosis beforehand and ongoing follow-up and facilitation of national political dialogue, essential for its implementation.

Improve effectiveness of cooperation programmes at bilateral and multilateral level

In order to implement an SSR process, cooperation methods in the field of security need to be improved. This means moving from a sector-based approach (armed forces, police, courts) to security reform and developing a long-term coordinated and systemic approach that takes account of the multiple interaction between security actors. This goal can only be achieved if all partners adopt a comprehensive and coordinated approach.

SSR is a complex process whose impact can only be fully gauged over time. Before going ahead with SSR, it is crucial to assess the security situation. SSR activities should also be reviewed at various moments throughout the process so that they can be adjusted on the basis of the progress or difficulties noted.

Given the often substantial needs of countries involved in an SSR process, a single donor will generally not have the means or resources needed to contribute to all aspects of SSR. It is therefore necessary to set realistic priorities and objectives, to systematically seek close coordination with all bilateral and multilateral actors and work closely with regional and sub-regional organisations which contribute to gaining insight into local realities. Depending on the circumstances, it is advisable, as far as possible, to task a recognised multilateral organization, able to engage in the long-term, such as the United Nations, the European Union or a regional or sub-regional organisation, with co-ordinating action at local level.

Lastly, SSR must take account of the country and region's security environment, along with any other related ongoing reform initiatives. In countries emerging from a crisis, when a disarmament, demobilisation and reintegration (DDR) programme has been undertaken to reduce the destabilising influence of former belligerent factions, links with SSR should be established.

An SSR process has to take into consideration efforts made to tackle illegal trafficking, especially of small arms and light weapons (SALW) and drugs, and international initiatives to ensure transparent transactions when it comes to extractive industries (EITI Initiative) and diamonds (Kimberley Process).





2. France's Approach: The Main Guidelines

General framework

France's approach to SSR draws upon the following three internationally-recognised basic principles:

- Legitimising and re-establishing the rule of law, in observance of human rights;
- Establishing civilian and military security forces which are effective, well-trained and accountable to civilian authorities;

2. FRANCE'S APPROACH: THE MAIN GUIDELINES

- Creating institutions responsible for the management and democratic oversight of security actors.

These principles structure French SSR support and contribute to:

- Establishing security forces (armed forces, gendarmerie, police etc.) that can accomplish the tasks assigned to them while respecting democratic standards, the principles of good governance and the rule of law;
- Defining the internal security role of civilian and military security forces and ensuring that they are integrated transparently into the administrative and financial organisation of the state;
- Establishing transparent recruitment and career management for internal security players according to objective criteria based on professional ability, and remunerating them appropriately;



- Ensuring that women are equally represented in civilian and military forces;
- Structuring civilian oversight bodies (parliament/legislature, independent authorities, media, civil society) so that they can fulfil their prerogatives regarding accountability, access to information,

- transparency and overseeing the security sector as a whole;
- Restoring a competent, independent justice sector that is accessible to the public and legitimate;
- Setting up a demilitarised, professional prison system is under civilian control and observing international human rights standards;
- Ensuring transparent management of public finances, especially through the creation of clearly defined budgets by

those actors contributing directly or indirectly to security;

- Integrating the control of land and sea borders into a management system that factors in public safety and security while facilitating trade and development;
- Ensuring that military and civilian intelligence services, whose remit must be clearly defined, act in an impartial, professional and ethical manner.

French support for SSR activities should meet a number of requirements if it is to be seen legitimate:



- All SSR activity should come as a response to a request from the partner country;
- It should be accompanied by principles defined in a conceptual framework consistent with the rules of democratic governance and local ownership;
- It should integrate both civilian and military aspects, taking care to avoid redundant or dispersed resources;
- Every SSR action should be preceded by an assessment taking the specific circumstances of each situation into consideration;
- Priorities should be defined;
- Deployment of our military resources in sectors other than defence should only be used as a last resort in line with a clear strategy specifying the duration and funding;
- The possibility of promoting local and regional activities should be envisaged for each operation so as to promote local know-how and increase ownership by the beneficiary country;

– Where the international community launches a crisis management operation, SSR programmes should be designed and planned as far in advance as possible so that they can be implemented early in the post-conflict stabilisation phase.

Our assets

► The quality of our bilateral relations (historic relations, political dialogue, development cooperation etc.) and knowledge of specific local features such as a francophone inheritance and Romano-Germanic law;

► Our membership of the European Union, which enables us to make proposals and use European instruments;



► A network of professionals on the ground: nearly 550 technical assistants and military cooperation workers who are implementing programmes covering a wide range of SSR issues provide essential added value because they have both the necessary knowledge and expertise – both practical and linguistic – which can be used in SSR;

► In addition to our contributions to the budgets of international organisations (IOs), distinct funding mechanisms for specific programmes in security-related fields are available. The cooperation budgets of the Ministry of Foreign and European Affairs allow for rela-

tive flexibility in the programming and guidance of SSR support activities by centralised management or allocation of resources to embassies. To that end, France helps train local players, to establish a connection and exchange between them and reinforce their capacities to influence and take action, including through regional seminars on parliamentary work designed and run by the French National Assembly or through the network of *Écoles nationales à vocation régionale* (regionally-oriented national schools) in Africa;

► The deployment of our armed forces on many crisis theatres throughout the world, which can contribute to SSR directly or in support of other international players.



3. Recent SSR experience on the ground

In Europe

Bosnia and Herzegovina

France supports the international community's work along two main lines:

- From its headquarters in Sarajevo, NATO is responsible for the reorganisation of the Ministry of Defence;
- Through the EU Police Mission (EUPM), the European Union has been tasked with reforming and modernising

the Bosnian police since 2003. On 1 January 2006, the EUPM changed its direction to focus on building local capacities and became the main coordinator of international activity to fight organised crime. The training programme for Bosnian police set up and funded by the European Commission complements the ESDP mission.

Kosovo

Since 1999 France has helped establish security institutions and hand over responsibilities to them as part of the United Nations Interim Administration Mission In Kosovo (UNMIK). In addition, the Ministry of Foreign and European Affairs has engaged in significant bilateral

police cooperation through its involvement in OSCE training programmes on illegal immigration and forensic policing at the Vushtrri Police Academy.

Kosovo authorities have committed to enforcing the “Comprehensive Proposal for Kosovo Status settlement” dated 26 March 2007 with the help of the international community. This proposal

foresees the NATO-led transformation of the Kosovo Protection Corps (KPC) into a slimmed-down Kosovo Security Force (KSF) with 2,500 soldiers and the creation of a Kosovar intelligence agency. The EULEX Kosovo mission deployed since April 2008 and led by a French head of mission will be responsible for the civilian aspects of SSR (police, justice and prison administration).



In Africa

SSR remains important in Africa as this continent contains a number of fragile states emerging from conflict or experiencing fragile situations. The Democratic Republic of the Congo (DRC), Burundi, the Central African Republic and Guinea-Bissau are some of the main countries where France has engaged in SSR.

Democratic Republic of the Congo (DRC)

The Security system situation is characterised by:

- The scale of the needs and resources to be deployed in a country with a population of 61 million lacking in infrastructure, emerging from conflict, and whose state institutions remain fragile;
- The persistence of pockets of insecurity, particularly in the eastern part of the country, where the presence of illegal armed groups is forcing the Congolese army to reconcile short-term military operations with long-term structural reform;
- Given the scale of the task, the need to

involve many international players, both multilateral (Mission of the United Nations in the DRC – MONUC, the European Union with its ESDP police and armed forces missions – EUPOL RD Congo and EUSEC RD Congo) and bilateral (Belgium, United Kingdom, France, Netherlands, United States, Angola, South Africa, China), requiring effective coordination of action on the part of the international community.

France has played an active role in SSR through its support for reform of the police (setting up the *Police*



d'Intervention Rapide) and armed forces, and the reinforcement of the rule of law and governance. France closely coordinates with other donors, especially the European Union. Through the action of the Commission and the EUPOL RD Congo and EUSEC RD Congo missions, the European Union has taken up an active position in this field in both operations (police officer training, defence ministry administration reform, auditing and inventory-taking within the armed forces) and strategic guidance.

Burundi

In Burundi, the enforcement of the Arusha Peace Agreement has been pivotal to SSR actions since it provided for the demobilisation of the former combatants and set out the tasks, composition and status of the country's new security forces. Far-reaching changes have occurred in recent years in the armed forces and the police, including a reduction in personnel, the integration of former rebel forces and the creation of new ethnic ratios. Progress has been significant, particularly within the armed forces, which were able to deploy a contingent to Somalia as part of the African Union's peace-keeping operation (France helped train troops and provide transport).

The United Nations Integrated Office in Burundi (BINUB) is tasked with supporting all national initiatives conducive to the reinforcement of the SSR process and has a leadership role in this field. It works to raise the awareness of the Burundi authorities and donors of the need for a more integrated approach to reform (in December 2007 it held a seminar under the aegis of the OECD/DAC).

France actively supports the Burundi police (institutional support, training, etc.) and armed forces (modernising

infrastructures, training, operational support etc.) It also contributes, in close partnership with its main partners, to current SSR discussions in Burundi.

Central African Republic (CAR)

France is a long-standing partner of the CAR and has focused its efforts on training personnel, reorganising the armed forces and gendarmerie and supporting the police. France demonstrates its commitment to SSR in CAR through the inclusion of SSR in the cross-cutting governance sector of the upcoming Cooperation Document Agreement (*Document Cadre de Partenariat – DCP*). SSR is to become part of efforts to extend international action to stabilise the country (deployment of EUFOR Chad/CAR; Multi-national Force of the Economic Community of Central African States – FOMAC) and development programmes to ensure long-term stability.



At a national SSR seminar held in April 2008, participants agreed sectorial strategies that would involve local authorities and the international community. This was a tangible step forward. The creation of a coordinating body should increase the effectiveness of action by all international partners.

Guinea-Bissau

While SSR is vital to the development of Guinea-Bissau, the reform process requires a viable economy capable of withstanding the pressures of organised crime and of drug trafficking. Those issues have major repercussions on local politics. The implementation of the national security system reform began in January 2008. Local authorities

have begun to reduce personnel and establish a professional army. This is crucial for the country's stabilisation and development. France supports the work of the European Union, a major SSR player in Guinea-Bissau. The European Commission plays a central role in SSR support and in coordinating international donors through programmes funded by the EDF. Lastly, an ESDP mission was launched

in February 2008 to assist local authorities in implementing the national SSR strategy in both its civilian and military aspects.

Our bilateral military cooperation in line with the needs expressed by local authorities and conducted in close coordination with multilateral actors currently entails training courses at regionally-oriented national schools in

Africa, regular invitations for people to audit the French Institute for Higher National Defence Studies (IHEDN) Forum on the African Continent, and training courses given in French.



In Afghanistan

The International Security Assistance Force (ISAF) conducts training missions for the Afghan National Army (ANA). Its operation plan also includes supporting tasks with regard to training the Afghan police and fighting drugs (intelligence-sharing, logistical support etc.)

As regards support for the reforms being carried out by the Afghan police, France is participating in both the ESDP's EUPOL Afghanistan mission and bilateral cooperation projects. French development cooperation is thus

implementing, in coordination with its international partners, a police cooperation project providing support to the Afghan drugs police (creation of interrogation units, provision of a forensic police laboratory and assistance in its operation) and also support for the creation of child delinquency units and the construction of reception centres.



French development cooperation is heavily involved in the SSR process in Afghanistan. Its involvement is focused on supporting governance and the rule of law. It co-directs a French-German

programme of initial training for judges of the Supreme Court and is focusing its efforts on providing training in civil procedure. As a key nation which has been liaising with the UNDP since September 2004 to help establish the Afghan parliament, France has coordinated the organisation and implementation of the "SEAL 1" project to train future parliamentary staff. This first phase was a success thanks to the French Assembly and Senate, which devised the training courses for parliamentary staff and took an active part in their implementation.

In Haiti

SSR is based on the deployment of the United Nations Stabilisation Mission in Haiti (MINUSTAH). MINUSTAH made significant headway with the holding of free elections and dismantling of armed groups. Power is now exercised in Haiti within a constitutional framework, in a democratic manner. International cooperation efforts focus on the reconstruction of security systems by creating more nume-

rous, streamlined and better-trained police forces and rebuilding the administration of justice with training and the opening of a school for judges and prosecutors. Despite this progress, many challenges still remain. Institutions are still fragile in a country which is facing a difficult economic and social situation. Gangs, smuggling rings and drug trafficking networks pose threats to Haiti's stability. SSR in Haiti will take time. One of the requirements for success is maximum

ownership by Haitian society of the objectives being pursued. Lastly, economic development is also necessary to consolidate SSR outcomes: if poverty is not alleviated, progress in security will remain vulnerable.

Due to its long term commitment in Haiti, French development cooperation benefits from thorough knowledge of the

Haitian context. Bilateral actions have already helped to train magistrates and create financial and child delinquency units. The emphasis now needs to be put on establishing professional services in charge of fighting serious crime and the specialisation of law enforcement officers.



4. Developing the SSR Concept in Multilateral Institutions

France wants to promote greater involvement of the international community in SSR. This multilateral approach combines our concern for efficiency and our desire to ensure that the best use is made of deployed funds. France plans to prioritise SSR promotion at both civilian and military levels in European institutions with a cross-pillar approach. It also wants to draw on NATO expertise in the defence component of SSR. Lastly, it supports UN actions, which constitute a logical framework for intervention.

In the European Union

The European Union's SSR concept and action since 2003

The European Security Strategy adopted by the European Council in 2003 advocates enhancing the EU's role in security sector reform. Since then, the European Commission has defined SSR one of its priorities for the Community's external relations, as underlined in its Communication entitled "A Concept for European Community Support for Security Sector Reform" published in May 2006. In November 2005 the Political and Security Committee (PSC) adopted the European Union Concept for ESDP Support to SSR. The EU's activity could thus be directed towards the reform of defence sectors, police, justice and the rule of law, parliamentary cooperation, border and customs reinforcement, and implementation of the principles of democratic governance, including with regard to financial matters.

Several ESDP missions have been conducted or are under way with a view to reforming justice (EUJUST Themis in Georgia), the police (EUPM in Bosnia-Herzegovina, EUPOL Proxima in FYROM, EUPOL Kinshasa, EUPOL COPPS in Palestine, EUPOL Afghanistan, EUPOL DR Congo), the armed forces (EUSEC DR Congo) and, more globally, the rule of law (EULEX Kosovo, the first mission covering police, justice and customs simultaneously, and EUJUST Lex aimed at training Iraqi personnel). The European Union has also deployed an integrated SSR mission to Guinea-Bissau (police, justice, armed forces, customs and general administration).

France's intention to share expertise and help create a steering body in Brussels

Although the European Union now has reference documents for its SSR activities, much remains to be done with regard to objectives, particularly in terms of training and institutional steering. There is a real need to better coordinate the activity of the Member States with regard to SSR, encourage them to lend their expertise to European programmes and pool resources (bilateral, CFSP and Community budget) more effectively. We will therefore

strongly support the establishment of an SSR steering body within the General Secretariat of the Council (GSC).



Coordination of the activity of all European partners (Commission, GSC, Member States) could also be improved. The possible creation of a European External Action Service should allow resolving some of today's difficulties in

cross-pillar coordination and, in particular, the implementation of integrated GSC/Commission missions.

In view of the dominant SSR role the European Union is called on to play, it would be advisable to reinforce the European Union's expertise capacity by creating an SSR training module and establishing teams of deployable experts. As yet, the EU does not provide integrated SSR training to the players involved (Member States, General Secretariat of the Council and the Commission). The European Security and Defence College (ESDC) could effectively help to do so.

In the United Nations

The United Nations has conducted security system reform actions for many years through its peacekeeping operations (PKOs) and UNDP programmes.

In a presidential statement on 12 July 2005, the Security Council stated for the first time that SSR is an essential element of the stabilisation process in post-conflict environments. In its annual report adopted in February 2006, the General Assembly's Special Committee on Peacekeeping Operations highlighted the importance of SSR in peacekeeping and asked the Secretariat to turn its attention to best practices in this field.

At the Security Council's request, on 23 January 2008 the United Nations Secretary-General submitted a report on the UN's approach to security system reform entitled "Securing peace and development: the role of the United Nations in supporting security sector reform". Drawing on the experience gained and lessons learned by the United Nations from its activities, the report outlines the basic SSR principles (security as a precondition for sustainable peace, importance of national ownership, etc.), calls for the approach of the United Nations to be consistent and highlights the importance of partnerships with regional organisations, in particular the European Union. The Security Council took note of the Secretary-General's report on 12 May 2008.

The United Nations Peacebuilding Commission (PBC) has likewise made SSR central to its activity, as can be seen in the working guidelines laid down for the four countries currently on its agenda (Burundi, Sierra Leone, Guinea-Bissau and CAR).

France's experience in security and development cooperation, particularly in French-speaking African countries, is appreciated by the United Nations and sought after as a complement to other expertise. We need to be able to promote it better by supplying French experts and participating in work within the various fora in New York.



France can also contribute to strengthening cooperation between the United Nations and the EU with regard to SSR. The partnership between the two organisations has developed greatly over the last few years with regard to crisis management (ESDP military operations to support United Nations PKOs). A new and important area for cooperation is being opened up by issues relating to security in a broad sense (SSR, DDR, building conflict prevention and management capabilities).

In NATO

NATO has seen the issue of security sector reform arise on two main theatres of operations – the Balkans and Afghanistan – and within its partnerships. NATO is involved in SSR-related activity in post-crisis or democratic transition contexts, in particular in the Balkans, by virtue of its military and defence cooperation programmes and the Partnership for Peace. NATO made a considerable contribution to transforming defence tools of new Member States in the lead-up to their accession.

NATO is an appropriate framework for establishing reform programmes concerning the strictly military aspects of security organs of third countries.

In the OECD

By conceptualising the notion of security system reform, the OECD DAC has provided impetus and continues to play an essential part in international thinking within this field. Its SSR work now serves as an international reference.

Through its working group for Conflict, Peace and Development Co-operation (CPDC), the DAC has created a complete corpus of materials defining the key principles of SSR, in accordance with the “Security System Reform and Governance: Policy and Good Practice” guidelines adopted by the DAC Member States, including France, in April 2004. These were subsequently translated into concrete action proposals in the “Handbook on Security Justice Reform: Supporting Security and Justice”. Its policy and operational principles were approved at a DAC ministerial meeting in April 2007. France contributed to the handbook by providing several case studies focusing

on its cooperation programmes in the field of security in a broad sense (such as the regionally-oriented national schools). It approved these documents at the DAC ministerial meetings in April 2004 and 2007 respectively.

The OECD framework gives rise to reform obligations not only for partner countries, but also for donors. The

latter are supposed to create a clear institutional framework and to adopt whole of government approaches in order to de-compartmentalise the activities of different actors. The objective is to arrive at a truly coherent and



coordinated approach making it possible to link different projects together and establish synergies between them.

In other multilateral fora

The growing policy role played by regional or sub-regional organisations in the process of taking ownership of SSR is a major factor that needs to be taken into account.

Since its creation in October 2000, the Centre for the Democratic Control of Armed Forces (DCAF) has likewise developed SSR activities. The ISSAT (International Security Sector Advice Team) project launched in 2008 and based in the DCAF, is aimed at creating a network of national experts to support SSR actions being conducted by the Member States of the initiative.



5. France's Institutional Framework

Mechanism for interdepartmental coordination

An Interdepartmental Coordinating Committee overseen by the Ministry of Foreign and European Affairs meets regularly and brings together the ministries concerned (Ministry of Foreign and European Affairs, Defence, Justice, Interior, Finance, etc.).

The main objectives of this committee are:

- To define the priorities and outline of French SSR interventions, both bilateral and multilateral (UN, EU, OECD, etc.) and to identify the available and necessary expertise;
- To ensure that existing tools and bilateral and multilateral actions are coordinated, while seeking to act within the European framework;
- To enable all French actors to share a common vision of the various aspects of SSR in a partner country;
- To ensure proper circulation of information concerning SSR;
- To assess the adequacy of strategies being pursued in ongoing SSR actions and their effectiveness on the ground by consulting with experts and drawing on lessons learned.



This Interdepartmental Coordinating Committee also takes account of the work of the Fragile States Interdepartmental Network, which is responsible for examining the coherence of our activity in these specific environments.

A standing SSR task force within the Ministry of Foreign and European Affairs which is attached to the Interdepartmental Coordinating Committee is responsible for establishing the frameworks for strategic action for each region and country and identifying all the factors that could affect an SSR operation. It may also respond to requests from the European Union, other international organisations or the partner countries through evaluation missions or during the actual operational phase. The task force is intended to provide a pool of expertise. It will be reinforced by experts from

other ministries to meet evaluation needs which have been clearly identified and validated by the Interdepartmental Coordinating Committee. The experts' role is to build a reinforced link between the decision-makers of the Interdepartmental Coordinating Committee and operational decision-makers on the ground.

Local action and coordination driven by embassies

It is crucial to establish consultation and coordination on SSR issues, following the example of coordination at the Interdepartmental level and at the embassy level, in connection with other multilateral initiatives.



Ambassadors are the national focal point for SSR, given their unique knowledge of the context and the needs on the ground. They are responsible for coordinating, in liaison with the main officials concerned, all SSR activities. They also ensure that there is local dialogue with the other players involved (donors, international organisations etc.). Where necessary, they can liaise directly with the standing SSR task force and submit proposals to it.



6. Strengthening French Capacities

Integrating SSR more effectively throughout cooperation projects

Before a more integrated SSR approach can be taken, it is necessary to review jointly the main reform issues across all sectors in the country concerned. Joint inter-service and interdisciplinary missions can thus be organised on the ground to reach a common vision of the challenges ahead.

Such an assessment will have three objectives:

- To examine the governance reforms the country needs to attain a legitimate, effective and democratic security system;
- To determine how France's action can best address local needs and issues on the basis of that assessment. This means moving away from a supply-oriented policy towards a demand-based approach to help each partner develop its own policies, as recommended by the French democratic governance strategy;
- To define France's interest in engaging in SSR in the country.

Within this context, Cooperation Framework Agreements (DCP) represent a privileged instrument for promoting a common vision and a genuine SSR-country approach that incorporates sector-by-sector actions and for planning multi-year commitments. They therefore contribute to clearer and better coordinated SSR programmes.

In the medium term, regular assessments and lessons learnt on France's SSR support activities in our partner countries are undertaken. The objective is to reflect on existing experience and expertise in order to draw on it, in terms of approach and coordination for the benefit of our subsequent activity in the field.

Raising awareness and training of our personnel

Action to raise the awareness of officers and train all personnel responsible for implementing and monitoring France's new SSR policy must be taken in embassies and the central administration.



Special training in SSR issues will need to be sought as a matter of priority for ambassadors, cooperation advisers and defence and internal security attachés before they leave to take up their posts or at their annual meetings.

Creating a pool of experts at national level

All ministries involved will keep an up-to-date list of French expert volunteers (civilian and military) who can be called on to design or lead SSR actions in a national, European or international framework (particularly the United Nations). The aim is to create a pool of experts available in the short and/or long term for missions relating to expertise, training or evaluation. This list will also include French personnel who have already attended SSR training courses run by our bilateral and multilateral partners so that we can capitalise on their various skills. A list of available capacities apart from the public sector will likewise be drawn up.

Developing and promoting French SSR expertise

France will continue to actively engage in the OECD/DAC work on SSR, especially by making available its expertise in specific SSR aspects in French-speaking countries, both at the conceptual and operational level.

In addition, joint activities with other partners, especially European partners, will be encouraged (along the same lines as the French-British study led by the British Department for International Development – DFID and supported by the Ministry of Foreign and European Affairs on SSR in French-speaking and English-speaking African countries).

Finally, to deepen our understanding of all SSR issues, closer cooperation between the various officials in the French administration and researchers, both French and foreign, is encouraged. For instance, France and the DCAF have signed a Memorandum of Understanding regarding a study of security governance in nine French-speaking African countries.

Prioritising the European framework

It is important for France to take part in European SSR efforts to complement its bilateral initiatives.

France will seek to systematically develop European

Union initiatives such as those relating to CFSP in order to take forward European SSR policy. To this end, regular consultation needs to take place at all levels (between Paris and Brussels, but also on the ground), between the European authorities responsible for SSR (Commission, GSC) and French SSR actors.



List of acronyms

ANA	Afghan National Army	ESDP	European Security and Defence Policy	OSCE	Organization for Security and Cooperation in Europe
BCPR	Bureau for Crisis prevention and Recovery	EU	European Union	PBC	Peace Building Commission
BINUB	United Nations Integrated office in Burundi	EUPM	EU Police Mission in Bosnia and Herzegovina	PKO	Peacekeeping operations
CAR	Central African Republic	FOMAC	Multi-national Force of the Economic and Monetary Community of Central Africa (CEMAC)	PSC	Political and Security Committee
CFSP	Common Foreign and Security Policy	GSC	General Secretariat of the Council	SALW	Small Arms and Light Weapons
CPDC	Conflict, Peace and Development Co-operation	IHEDN	Institute for Higher National Defence Studies	SEAL	Support to the Establishment of the Afghan Legislature
DAC	Development Assistance Committee	IO	International Organizations	SSR	Security System Reform
DCAF	Geneva Centre for the Democratic Control of Armed forces	ISAF	International Security Assistance Force	UN	United Nations
DCP	Cooperation Framework Agreement	ISSAT	International Security Sector Advisory team	UNDP	United Nations Development Programme
DDR	Disarmament, Demobilization and Reintegration	KPC	Kosovo Protection Corps	UNMIK	UN Interim Administration Mission in Kosovo
DFID	Department for International Development	KSF	Kosovo Security Force	UNSC	United Nations Security Council
DPKO	Department of Peacekeeping Operations	MINUSTAH	UN Stabilisation Mission in Haiti		
DRC	Democratic Republic of Congo	MONUC	UN Organisation Mission in the DRC		
EDF	European Development Fund	NATO	North-Atlantic Treaty organization		
EITI	Extractive Industries Transparency Initiative	OECD	Organisation for Economic Cooperation and Development		
ESDC	European Security and Defence college				



This guide has been drafted
by the interdepartmental coordinating committee
on security system reform

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