**A Women's Guide to
Security Sector Reform**
Training Curriculum

DCAF
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development and
the rule of law

INCLUSIVE
SECURITY

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The Geneva Centre for the Democratic Control of Armed Forces (DCAF) is an international foundation whose mission is to assist the international community in pursuing good governance and reform of the security sector. DCAF develops and promotes norms and standards, conducts tailored policy research, identifies good practices and recommendations to promote democratic security sector governance, and provides in-country advisory support and practical assistance programmes.

DCAF's Gender and Security Division works through research, technical advice and regional projects to support the development of security sectors that meet the needs of men, women, boys and girls; and promote the full participation of men and women in security sector institutions and security sector reform processes.

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## Inclusive Security

Inclusive Security is transforming decision making about war and peace. We're convinced that a more secure world is possible if policymakers and conflict-affected populations work together. Women's meaningful participation, in particular, can make the difference between failure and success. Since 1999, Inclusive Security has equipped decision makers with knowledge, tools, and connections that strengthen their ability to develop inclusive policies and approaches. We have also bolstered the skills and influence of women leaders around the world. Together with these allies, we're making inclusion the rule, not the exception.

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# MODULE OVERVIEW:
# What is Security Sector Reform?

## Learning Objectives

- Participants are able to describe what security sector reform (SSR) means and state its two main goals.

- Participants are able to give at least three examples of SSR activities.

- Participants are able to list at least three challenges to SSR in their own context.

## Background Resources for Trainers

- Bastick, Megan, and Tobie Whitman. *A Women's Guide to Security Sector Reform.* Washington: Inclusive Security and DCAF, 2013. www.dcaf.ch/Publications/A-Women-s-Guide-to-Security-Sector-Reform

- DCAF. "Gender and Security Sector Reform Training Resource Website." www.gssrtraining.ch

- DCAF. "SSR Backgrounder: The Security Sector." ssrbackgrounders.org

- DCAF International Security Sector Advisory Team. E-learning Course on Introduction to Security Sector Reform. issat.dcaf.ch/Learn/E-Learning/Introduction-to-Security-Sector-Reform

- Folke Bernadotte Academy. "Introduction to SSR." YouTube video, 3:54. Posted May 27, 2014. www.issat.ch/Learn/Resource-Library/Videos/Introduction-to-SSR

- Inclusive Security. *Inclusive Security: A Curriculum for Women Waging Peace.* Washington: Inclusive Security, 2009. www.inclusivesecurity.org/training-resources/

- United Nations. "Securing states and societies through Security Sector Reform." May 2014. issat.dcaf.ch/Learn/Resource-Library/Videos/Securing-States-and-Societes-through-Security-Sector-Reform2

| Time | Description |
|---|---|
| **5 minutes** | **5.1 Introduction to the Module** |
| | 5.1.1 Facilitator Talking Points |
| **30 minutes** | **5.2 What are the Objectives of Security Sector Reform?** |
| | 5.2.1 Discussion: Objectives of Security Sector Reform |
| **50 minutes** | **5.3 What Does SSR Look Like in Practice?** |
| | 5.3.1 Activity: SSR in Practice |
| **20 minutes** | **5.4 Challenges to SSR** |
| | 5.4.1 Discussion: Think-Pair-Share |
| **5 minutes** | **5.5 Wrap Up** |
| | 5.5.1 Facilitator Talking Points: Points to Take Away |
| | **Adapting the Module** |
| | **Assessment Questions** |

**Total Time: 1 hour 50 minutes**

## 5.1 Introduction to the Module

### 5.1.1 Facilitator Talking Points

### Background for Facilitator

This section introduces the purpose and learning objectives of the module.

### Facilitator Talking Points

- In Module 2, we discussed security and the security sector, learning about the responsibilities of various security sector actors. In this module, we examine "security sector reform" (SSR). After this module, you will be able to:

  – Describe what SSR means and state its two main goals.

  – Identify examples of SSR activities.

  – Identify common challenges to successful SSR.

**Materials Needed**
None

**Learning Objectives**
Participants are able to identify the purpose and learning objectives of this module.

**Time** 5 minutes

## 5.2 What are the Objectives of Security Sector Reform?

### 5.2.1 Discussion: Objectives of Security Sector Reform

### Background for Facilitator

This section introduces the concept of security sector reform. It is an opportunity to assess participants' baseline understanding of what security sector reform means and state its two main goals. It is also an opportunity to get examples of what accountability and effectiveness look like in different contexts.

It can be useful to prepare examples in advance of security sector accountability and effectiveness relevant to the local context, in case participants are unable to come up with any.

**Materials Needed**
Flipchart; markers; presentation slides

**Learning Objectives**
Participants are able to define security sector reform and identify its two main goals, accountability and effectiveness.

**Time** 30 minutes

### Facilitator Talking Points

- Security sector reform is the process of changing the security sector to ensure that its actors are contributing as much as possible to our Vision of a Secure Community (as discussed in Module 2).

- A more formal definition is: security sector reform is the political and technical process of improving state and human security by making security provision, management, and oversight more effective and more accountable, within a framework of democratic civilian control, rule of law, and respect for human rights.

- There are two main goals of SSR: effectiveness and accountability. What do these terms mean?

**Security Sector Reform**

The political and technical process of improving state and human security by making security provision, management, and oversight more effective and more accountable, within a framework of democratic civilian control, rule of law, and respect for human rights.

### Two Core Objectives

**EFFECTIVENESS** is about:
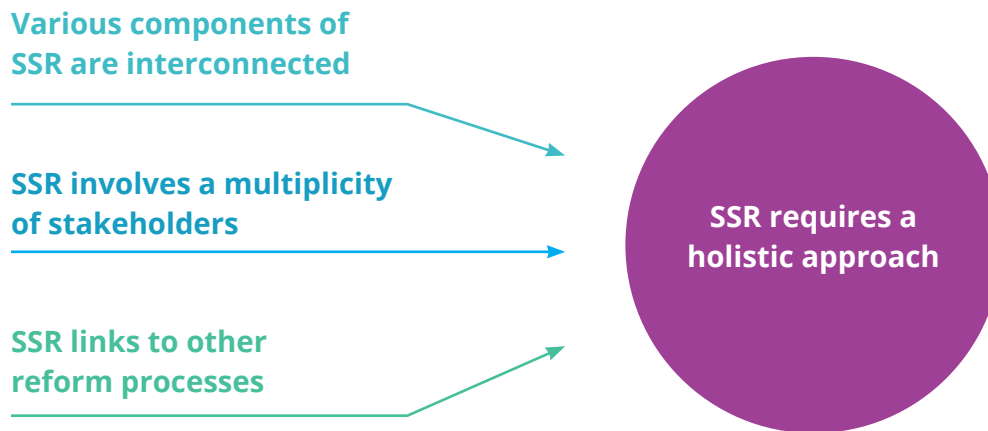- Improving the provision of security and justice to enhance overall well-being of both the state and its people

**ACCOUNTABILITY** is about:
- Ensuring security and justice actors adherence to law and policies
- Sanctions for abusive conduct

No SSR program can be successful in the long term without building of accountability and governance structures.

- *Facilitate a discussion of these terms around the following dimensions, encouraging participants to give examples from their own contexts.*

  - **Effective** provision, management, and oversight means that security institutions fulfill their respective roles, responsibilities, and missions to a high professional standard. That is, they provide good services to all members of all communities—men, women, boys, and girls. For example, effectiveness can be strengthened through initiatives that foster a service-oriented attitude and approach to security provision, and by assuring appropriate training, experience, and equipment for security personnel.

  - **Accountable** provision, management, and oversight means that there are clear expectations for security institutions, and independent authorities oversee whether these expectations are met, imposing sanctions if they are not. Accountability can be built by strengthening the capacity of civil society organizations and independent oversight bodies to monitor human rights abuses.

- In order to qualify as SSR, activities must aim to strengthen both effectiveness and accountability.

- Why is this so important? What would happen if money and resources were only given to improve the effectiveness of the armed forces, but no initiatives were taken to ensure their accountability, transparency, or respect for human rights? Those resources could end up contributing to the capacity of this armed force to oppress citizens or violate their fundamental rights. Ensuring that effective governance and accountability mechanisms are in place is inherent to the success of SSR.

- In SSR effectiveness and accountability are strengthened "within a framework of democratic civilian control, rule of law, and respect for human rights":

  - **Democratic civilian control** means that processes for the direction, management, and oversight of security sector institutions are set out by elected or duly appointed civilian authorities within legitimate democratic institutions. Ultimate responsibility for a country's security decision-making should be in the hands of civilian political leaders, rather than the military, intelligence services, or police.

  - **Rule of law** is the principle that all persons and institutions, including the state, are subject to laws that are known publicly, enforced impartially, and consistent with international and national human rights norms and standards.

  - **Respect for human rights** refers to the universal, inalienable rights inherent to all human beings, often expressed and guaranteed by national law, as well as in international treaties, customary international law, general principles, and other sources of international law. As state agents, security sector institutions are obliged to take positive action to facilitate the enjoyment of basic human rights, protect individuals and groups against human rights abuses, and refrain from interfering with or curtailing the enjoyment of human rights.

- The term "SSR" is most often used in post-conflict contexts, where the international community is involved in supporting a formal process of rebuilding or reforming the security sector. However, SSR also takes place in developing countries and countries in transition from authoritarian rule, as well as more developed countries. Where it is only directed at individual institutions—e.g., police or prisons—it might be called police reform or prison reform.

**Various components of
SSR are interconnected**

**SSR involves a multiplicity
of stakeholders**

**SSR links to other
reform processes**

**SSR requires a
holistic approach**

- SSR should be holistic—by nature, it involves a host of different services provided by various actors, institutions, and agencies. This is essential to successful security sector reform. Adopting a holistic vision of SSR requires understanding the interconnected nature of the various components of the security and justice sector. For example, if you reform the police and make them more effective at catching criminals, you should also reform the prisons and courts, or you will likely end up with overflowing prisons and a serious backlog in the courts. Ideally, police, prison, and judicial reform are planned and implemented with full awareness of their interdependencies.

- In summary, SSR describes attempts to improve the security sector by making it more effective and accountable. Sometimes SSR can be rapid. Sometimes it can be slow. But whether or not your country has a formal SSR process, you can take action to make security sector institutions respond to your needs.

## 5.3 What Does SSR Look Like in Practice?

### 5.3.1 Activity: SSR in Practice

### Background for Facilitator

This activity gives participants the opportunity to consider which actors plan and implement the different components of SSR. Use this activity to assess whether participants can give at least three examples of SSR activities.

This activity starts with two optional videos, which are particularly recommended for groups that are newer to SSR.

If possible, participants should work in small groups by country.

**Materials Needed**
Flipchart; markers; video; Roles of Security Sector Institutions handout

**Learning Objectives**
Participants are able to identify the range of actors involved in different components of SSR in context.

**Time** 50 minutes

### Instructions

Show one of the following video clips (or another of your choosing, suited to the training context):

- DCAF - "Securing states and societies through SSR": issat.dcaf.ch/Learn/Resource-Library/Videos/Securing-States-and-Societes-through-Security-Sector-Reform2

- Folke Bernadotte Academy - "Introduction to SSR": issat.ch/Learn/Resource-Library/Videos/Introduction-to-SSR

Ask the participants to consider, "What is SSR in practice?" Display one of the following headings on each of four flipcharts (prepared in advance):

- Effective delivery of security and justice services
- Strengthening democratic, civilian control, and oversight of the security sector
- Ensuring the accountability of the security sector
- Ensuring the transparency of the security sector

Have each group list activities that might be undertaken (or are being undertaken) in their own countries to achieve each of the above SSR objectives. The video clip might give them some general ideas, but they should also use their own knowledge. Give them 10 minutes to write down 3-4 activities on a flipchart. (15 minutes total) Have each group share their suggested activities out loud. (10-15 minutes)

Next, ask them to consider, "Who plans and implements SSR?"

The Roles of Security Sector Institutions handout (see annex) includes name cards of different security sector actors (e.g., members of legislatures/Parliament, Ministry of Gender/Women's Affairs, the media, etc.). Pick several.

Reading out one activity from each group's flipchart, ask participants whether—and if so, how—each of the selected actors might be involved in that particular activity. (15 minutes)

## Debrief

### Facilitator Instructions

Invite additional comments and questions.

Wrap up by highlighting that ministries, regional authorities, security forces themselves, international actors, etc., can all play key roles in SSR. While the numbers of actors can seem vast, it also means there are multiple entry points to engage and have influence.

## **5.4** Challenges to SSR

### **5.4.1 Discussion:** Think-Pair-Share

### Background for Facilitator

Use the discussion to assess whether participants can list at least three challenges to SSR in their own context.

In advance, prepare presentation slides with examples of the challenges to SSR and tailor them to the local context, if possible.

**Materials Needed**
Flipchart; markers; presentation slides

**Learning Objectives**
Participants are able to identify three challenges to SSR in their own context.

**Time** 20 minutes

### Instructions

Have participants spend a couple of minutes thinking about an SSR process that they are involved with, are aware of, or see a need for in their own country. Have groups write down some of the challenges they would see to successful SSR.

In pairs, they should discuss what they have come up with. (5 minutes)

Show the below presentation slide (or an adaptation). Invite a few participants to share examples of these challenges from their own contexts and then include the talking points below.
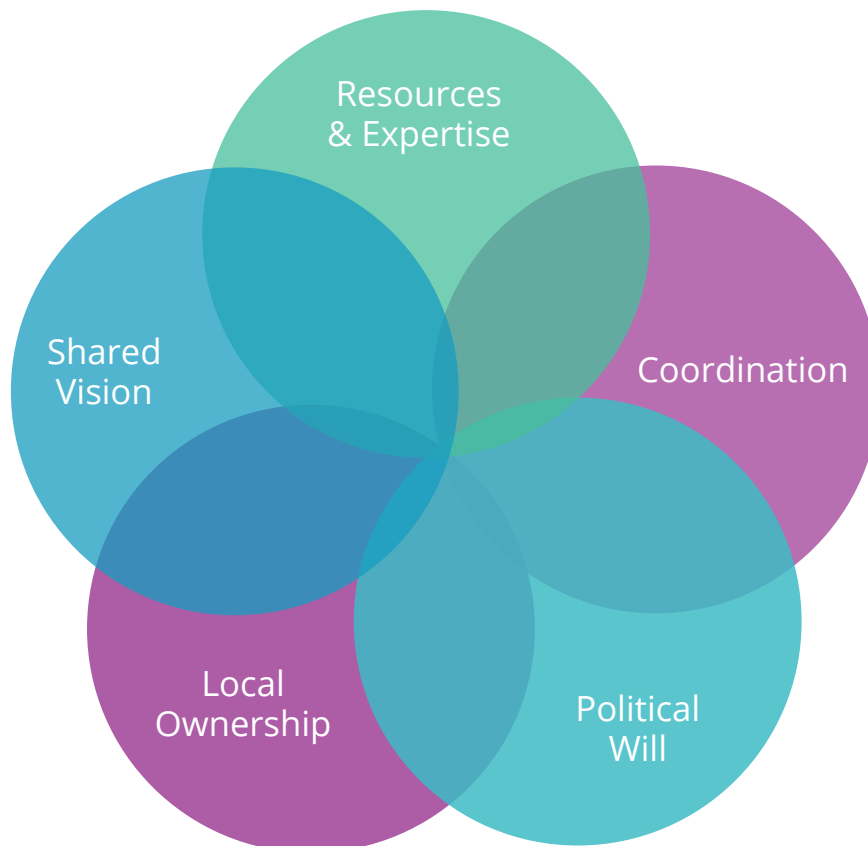
## Facilitator Talking Points

- You've given some great examples of the challenges to SSR. Here are a few more:

  - **Shared vision**: One of the most challenging issues when engaging in SSR is to ensure that all stakeholders share the same objectives, given the multiplicity of actors involved and because SSR touches on sensitive issues. While some stakeholders may inevitably have little or no interest in SSR, others may have hidden agendas. It is therefore important—especially at the outset—to identify potential champions and spoilers among stakeholders. For SSR to be sustainable in the long term, potential spoilers should be encouraged to support the process by continuing to highlight the stakes and the potential benefits.

  - **Political will**: SSR is a highly political process and can be affected by changes in the political environment. It might be the priority of a national government during one parliamentary term and then not be a priority for the next term. It is important to conduct a thorough assessment prior to engaging in SSR, and continue to monitor the situation; leaving room for flexibility should things change.

  - **Local ownership**: Local ownership helps to make SSR sustainable and ensure that SSR activities respond to local needs. It also helps strengthen the legitimacy of security and justice institutions. Local ownership is often weak when external donors drive the SSR process, and/or when communities – the people whom SSR is supported to benefit – are not sufficiently involved. Ensuring that women are involved is a particular challenge if civil society is excluded from the SSR process, as they tend to be poorly represented in the leadership of the security sector.

  - **Resources and expertise**: Capacity constraints related to human and financial resources are a major challenge in most SSR processes. They can include lack of funding, lack of technical or substantive knowledge by key players, and lack of institutional capacity to implement SSR. Where resources are constrained, it can be a challenge to argue for funds to be dedicated to gender mainstreaming.

  - **Coordination**: Coordination should take place among and between both national and any external actors designing, supporting and implementing SSR programs. It is crucial for the effectiveness, credibility and sustainability of SSR, and to ensure cost-effectiveness, avoid duplication, and help to mainstream cross-cutting issues such as gender.

## Debrief

### Facilitator Instructions

Invite any additional comments and examples.

Before closing, reinforce the importance of recognizing political sensitivities and of the need for a holistic approach to SSR.

# 5.5 Wrap Up

### 5.5.1 Facilitator Talking Points: Points to Take Away

## Background for Facilitator

This section highlights the main points of this module.

**Materials Needed**
None

**Learning Objectives**
Participants understand the main points of this module.

**Time** 5 minutes

## Facilitator Talking Points

- Security sector reform is a process of improvement that seeks to achieve more effective provision of security and justice AND accountability, transparency, and respect for human rights.

- Effectiveness and accountability are the twin goals of SSR.

- SSR requires a holistic approach. Various components of SSR are interconnected and should not be dealt with separately.

- SSR has myriad challenges. In following modules, we will think constructively about the roles that women's organizations and other civil society organizations can play in influencing and supporting SSR.

# Adapting the Module

## More Time

### 5.4.1  Discussion: Think-Pair-Share (ADD 20 MINUTES)

Use stakeholder mapping. A police reform process is a good example.

Have participants name all the stakeholders they think are important to consider in police reform. They should fit within these five categories: state security and justice providers; state governance and oversight mechanisms; non-state security and justice providers; non-state governance and oversight mechanisms; and external actors (e.g., international donors, the UN).

Encourage them to define the differences in local versus national processes, and make the link to local communities. Prompt participants to think about all of the various demographics— men, women, minority groups, etc.—that might be involved.

# Assessment Questions (Blank)

**Q.5.1 The two core objectives of SSR are: (select one)**

    a.  Spending less money on the security sector and attracting international funding.

    b.  Making the security sector more effective and accountable.

    c.  Ensuring that security sector institutions have modern equipment and excellent training.

**Q.5.2 An exampe of "holistic" SSR is: (select one)**

    a.  Reforming criminal law, the police, prisons, and courts in a coordinated manner.

    b.  Having a priest or imam say prayers for the SSR process to make it "holy."

    c.  Having the whole SSR process be controlled by the same minister.

# Assessment Questions (Answer Key)

**Q.5.1 The two core objectives of SSR are: (select one)**

    a.  Spending less money on the security sector and attracting international funding.

    b.  <u>Making the security sector more effective and accountable.</u>

    c.  Ensuring that security sector institutions have modern equipment and excellent training.

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    a.  <u>Reforming criminal law, the police, prisons, and courts in a coordinated manner.</u>

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    c.  Having the whole SSR process be controlled by the same minister.

# ANNEX

# Roles of Security Sector Institutions

| | |
|---|---|
| **Armed forces/ military/defense forces (may include gendarmerie)** | • The primary function of this agency is to protect and defend the state and its population from foreign aggression. Some also participate in international peace operations.<br><br>• Should be used for other internal security purposes only when civilian forces cannot respond effectively alone (emergency situations).<br><br>• Should be equipped to deal with a wide range of threats, capable of cooperating with different state and non-state actors, and respectful of human rights.<br><br>• Civilian authorities should oversee the agency's activities, expenditures, and processes. |
| **Border management agency** | • This agency focuses on the rules and procedures regulating activities and traffic across defined border areas.<br><br>• Their task is the prevention of unlawful cross-border activities, the detection of national security threats, and the control of persons and vehicles at designated border-crossing points.<br><br>• Border guards are usually under the authority of a civilian or paramilitary law enforcement service. |
| **Immigration and customs agency** | • This agency is responsible for enforcing entry and exit restrictions, ensuring the legality of travel documents, identifying and investigating criminality, and assisting those in need of protection.<br><br>• Ideally, it should also improve the prevention and detection of human trafficking and smuggling; strengthen the protection and promotion of human rights; and enhance local ownership, oversight, and collaboration. |
| **Police** | • The primary function of this agency is to provide local law enforcement.<br><br>• It focuses on prevention and detection of crime, the maintenance of public order, and protection of property and the population.<br><br>• Civilian leadership should oversee their activities, expenditures, and processes. |
| **Head of Government** | • This can be a prime minister, president, or a monarch. The role, as it relates to the security sector, can vary from a ceremonial function, to chief of the armies, to supreme commander in wartime.<br><br>• Along with other agencies within the executive branch of government, she/he determines the budget, general guidelines, and priorities of the armed and security services. |

| Members of legislatures/Parliament | • These actors are responsible for initiating, debating, and approving or opposing laws.<br><br>• They exercise oversight of policies, approve budgets, and can launch investigations.<br><br>• They can hold public hearings, provide CSOs with pertinent information, and use town hall meetings to discuss government policy. |
|---|---|
| **Ministry of Defense** | • This ministry is responsible for managing and overseeing the armed forces, as well as setting and implementing defense policy.<br><br>• This ministry is typically the principal defense advisor to the head of government.<br><br>• It is distinct from the armed forces themselves, which are more operational. |
| **Ministry of the Interior** | • This ministry is generally responsible for policy, funding, and oversight of civilian law enforcement organizations including police, border security, and special investigation units.<br><br>• In some countries, this ministry can be responsible for prisons, immigration, and local governance, including provincial, municipal, and district administration. |
| **Ministry of Gender/ Women's Affairs** | • This ministry is responsible for providing guidance so that all government policies, structures, and programs meet both men's and women's needs.<br><br>• It often focuses on integrating gender issues across government agencies as well as empowering women, in particular through dedicated programs and funding.<br><br>• It can play a role in ensuring that SSR processes and security sector institutions are inclusive of women, and meet the needs of women and girls |
| **National security council** | • This body is responsible for reviewing the national security policy, a framework for how the country provides security for the state and its citizens.<br><br>• This group can be the permanent cabinet or an ad hoc committee that advises the head of government.<br><br>• This body usually consults widely with governmental security actors and may also consult with non-governmental actors. |
| **Parliamentary finance/budget committee** | • These bodies have the final say on the budgets of all security sector institutions. |

| | |
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| **Parliamentary defense and intelligence committee** | • This body gives advice and makes recommendations to the parliament concerning laws or decisions pertaining to national defense and intelligence. |
| | • It should focus on matters related to the size, structure, organization, procurement, financing, and functioning of the state actors mandated to use force and of civil management bodies that make decisions about the use of force. |
| | • All of these bodies should exercise broad oversight powers to investigate major public policy issues, defective administration, accusations of corruption, or scandals. |
| **Ministry of Justice** | • This ministry is responsible for organizing the justice system, overseeing the public prosecutor, and maintaining the legal system and public order. |
| | • It normally has responsibility for the penal system, including prisons. |
| | • Some ministries also have additional responsibilities in related policy areas, overseeing elections, directing the police, and law reform. |
| **Judicial system** | • This system is the law courts that administer justice and constitute the judicial branch of government. |
| | • Judiciaries, prosecution services, and other dispute resolution mechanisms should be impartial and accountable. |
| | • The judicial system plays a role in overseeing other parts of the security sector, when cases involving security sector personnel or institutions are brought before the courts. |
| **Penal system** | • The penal system is responsible for executing the punishments or other measures ordered by the courts. The penal system includes prisons, but also alternatives to custody, such as systems for bail and community service orders, as well as (where existing) elements such as parole boards, probationary services and inspectorates, and traditional and informal sanctions systems. |
| | • A functioning penal system should have sufficient staff that is trained and properly paid to avoid corruption; respect human rights and the different needs of women, men, boys, and girls; and provide rehabilitative and educational activities. |
| | • Prisons should be monitored by independent groups/civil society to prevent abuse. |

| | |
|---|---|
| **Traditional authorities** | • These people (such as village heads, chiefs, elders, councils) can wield important influence over local attitudes, customs, and behaviors.<br><br>• They may play a significant role in dispute resolution. |
| **National human rights institutions, ombuds-persons, and special-ized oversight bodies** | • These are established by law or in the constitution. They are permanent bodies, independent from government, but usually reporting to the parliament.<br><br>• These bodies exist in order to review the activities of government authorities, including the security sector (although the armed forces are often excluded from their jurisdiction).<br><br>• Other specialized bodies of this kind may have a mandate to oversee either specific agencies or sectors (e.g., police, prisons) or thematic issues (i.e., corruption). |
| **CSOs (e.g., human rights organizations, victims' assistance organizations, women's organiza-tions)** | • These actors may monitor the security sector, conduct research, advocate for policy change, and provide services to the population around security issues.<br><br>• They often have strong networks in the population and with other similar organizations. |
| **Media** | • This actor can play a role in overseeing the public authorities and informing citizens about security risks.<br><br>• It can help raise public awareness and create support for SSR. It can have a negative influence if it is not independent from the state. |
| **Private military and security companies** | • These are for-profit companies that provide military and security services to a state.<br><br>• They perform duties typically similar to those of military or police forces, but often on a smaller scale. They may consist of foreign or local staff.<br><br>• They are often involved in running detention facilities and training security sector personnel.<br><br>• Notably, they are often not subject to the same degree of oversight and accountability as state armed and security forces. |

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