DCAF

Geneva Centre
for Security Sector
Governance

PERFORMANCE REPORT

2018

CONTENTS

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DIRECTOR'S FOREWORD

DCAF – Geneva Centre for Security Sector Governance is proud to submit its 2018 Performance Report. This report demonstrates how effectively the Centre has been working towards enhancing the democratic governance of security sectors around the world, within a framework of the rule of law and respect for human rights. Through cooperation with national and international partners and contributions to the development of international policy and good practices, our support was fundamental in delivering a wide range of results across different regions in 2018, particularly in states undergoing complex political transitions or recovering from violent conflict.

This performance report, the third of its kind, attests to the solidity of the results based management (RBM) system that DCAF has now been applying for several years. It maintains reporting at the level of outcomes, which is a challenging undertaking in itself, and it showcases the high quality of results at the outcome level to which DCAF contributes. These results are presented along DCAF's three main avenues of support, which also informs the report's structure: support to national actors, assistance to international actors, and contributions to policy development. Some of the key results are further illustrated in dedicated features. As last year, several trends can be observed, with our support often contributing to reformed national legal and regulatory frameworks, the establishment and implementation of policies and plans, and strengthened democratic oversight mechanisms for the security sector, among other achievements.

We are continuously striving to improve our performance reporting, and we have opted for a more concise, illustrative and readable style. In addition, an external independent expert was for the first time tasked with drafting the report based on the detailed data received from DCAF. For us, this was a way to further validate and strengthen our RBM system, while also demonstrating our full confidence in our RBM approach. We are very grateful to the expert, Arie Bloed, for the excellent contribution, which brought this report to fruition.

This publication marks the consolidation of DCAF's corporate RBM system, which has been introduced since 2014 under the leadership of the DCAF Policy and Research Division. Responsibility for the Performance Report will now be transferred to the Resources Department, which is leading DCAF's corporate undertakings.

I would like to thank all those who have helped bring us to the high level of performance reporting at which we find ourselves today.

The unfailingly positive response we have received from key stakeholders on our annual performance reporting over the past years has been inspiring. We take this as encouragement to keep the high standard of our RBM approach in terms of accountability, and to invest further in using RBM for strategic steering and lessons learning at the corporate level. At DCAF we are proud to lead the way in terms of fortifying these efforts in our field.

1. INTRODUCTION

From its inception, DCAF has been focused on strengthening security sector governance and reform (SSG/R) in order to build peaceful and stable societies that are resilient to violent conflict. Over the years, the organization has developed and implemented an increasing number of programmes and projects all across the world, particularly in conflict-prone regions, often with positive results. In order to offer DCAF management a more comprehensive perspective on the results of the organization's work, and to enable more informed management decisions, DCAF implemented a new RBM approach at the corporate level in 2014. After two piloting phases, the first full performance report using this approach was produced in 2016. This report, presenting results from 2018, is the third.

The primary objective of this performance report is to present key outcomes of DCAF activities related to policy and research, expert advice, and operational support to national and international partners. DCAF's corporate approach to RBM is explained in greater detail in the next chapter; but it will suffice here to note that this report aims to identify immediate and intermediate outcomes to which DCAF has made a contribution in the area of SSG/R. These outcomes must be strictly separated from activities or outputs, as the latter are largely under the influence of DCAF itself, whereas outcomes depend on the ability or willingness of partners to integrate DCAF advice and expertise in a way that impacts legislation, strategies, or policies on security governance. Specifically, outcomes can be understood as changes in behaviour, attitudes, values, or relationships among the people, groups, organizations, and states/governments with which DCAF works. It is important to stress that DCAF does not control these outcomes, though it always seeks to contribute to them.

Because the RBM reporting system emphasizes outcomes, this report should not be seen as a comprehensive accounting of all DCAF activities in 2018. In fact, for many important activities, including the production of knowledge products and the maintenance of websites about SSR issues, outcomes can be very hard to quantify. The work of DCAF's Policy and Research Division and its International Security Sector Advisory Team (ISSAT) especially results in a significant number of important outputs that are difficult or impossible to describe in terms of measurable outcomes. Nevertheless, these outputs are important prerequisites to the provision of operational support to national and international partners. Thus, this report, as was true of the two previous performance reports, focuses exclusively on the outcomes that materialized in the past year; however, these outcomes are briefly positioned within the overall range of activities undertaken by DCAF in various regions and thematic areas in 2018, to illustrate the broader context in which they were achieved.

DCAF continues to improve its corporate monitoring system, and this is also reflected in this report. In comparison with last year, for example, this 2018 report is substantially shorter, highlighting only the main outcomes achieved. Moreover, this report presents results in a different way, employing a more narrative style and a new layout that is believed to be more easily accessible and readable. At the same time, the number of features explaining specific outcomes in detail has increased.

It must also be observed that the RBM process continues to result in a more systematic monitoring and recording of results than in the past. Although M&E has always been a key component of the multifaceted work of DCAF, efforts are now being made to identify outcomes more systematically after the formal completion of projects, including through the collection of anecdotal evidence of impact and outcomes, for instance. And, though it is not always possible to collect information regarding the results of past projects, regular contacts with counterparts and more systematic reporting are expected to facilitate the easier identification of outcomes (or the lack thereof). How the RBM reporting process can be more effectively streamlined with the regular M&E reporting that is so essential to all DCAF activities is also being considered, in order to ensure that the burden placed on staff by the RBM process remains reasonable. In this way, RBM is becoming increasingly integrated into regular reporting and monitoring, which benefits DCAF itself as well as its beneficiaries and donors.

This report includes a select number of 'Features' that shine a light on interesting success stories from DCAF's work in particular regions, countries, or organizations. This year, these Features relate to the UN, the OSCE, the Montreux Document, the International Code of Conduct for Private Security Service Providers (ICoC), Mali, the IISG, and DCAF's external facilitation of the NATO Civil Society Advisory Panel on Women, Peace and Security. In addition, a Feature on DCAF's digital platforms in MENA (Marsad and the Libyan and Tunisian legal databases) discusses an interesting and important activity that has undoubtedly resulted in outputs, but for which it is very hard to prove that outcomes have been achieved, demonstrating the 'grey zone' between outputs and outcomes.

2. DCAF's CORPORATE APPROACH TO RBM

In the absence of clearly articulated results, it is difficult to assess the extent to which a project or programme has succeeded or failed. Explicitly defining the results that DCAF support is intended to achieve helps orient activities towards measurable objectives, monitor progress towards those objectives, and guide the adjustment and implementation of activities. The development of a results framework, which illustrates how activities are thought to contribute to a causal sequence of results that produce a desired change, lies at the heart of RBM. A well-conceived results framework and its underlying theory of change therefore serve as an important instrument to enable the sound implementation and monitoring of support as well as ongoing critical reflection on performance.

According to DCAF's corporate results framework, the ultimate goal of the organization is to contribute to improved security for its partner states and their people within a framework of democratic governance, the rule of law, and human rights (**impact**), thereby helping to create an environment conducive to sustainable peace and development.

In pursuit of this goal, DCAF assists partner states and international actors in improving the governance of national security sectors worldwide through inclusive and participatory reforms that are in line with international norms and good practices and responsive to specific local contexts and challenges (***main outcome***).

To achieve enhanced governance of national security sectors (i.e., the delivery of more effective and accountable security services in compliance with human rights and the rule of law), DCAF follows two main pathways (***intermediate outcomes***):

1. The first involves directly supporting national actors to effectively implement and/or promote inclusive and participatory reforms aimed at enhancing security sector governance (SSG), while maintaining the principle of local ownership at all times.

2. The second entails assisting international actors (bilateral and multilateral donor agencies) to provide effective and coherent support to nationally-led and locally-owned reforms aimed at enhancing SSG.

On both of these pathways, DCAF works along four main activity lines to produce short-term results (***outputs***) that lay the groundwork to achieve immediate effects on the management, provision, and oversight of security services ***(immediate outcomes)***, which in turn contributes to the ultimate goal of enhanced SSG and improved state and human security. These four activity lines are: creating knowledge products; promoting norms and good practices; providing legal and policy advice; and developing capacities at the individual, institutional, and societal levels. Each activity line is associated with specific outputs that typically manifest as increased knowledge of the normative concept of, and gaps in, SSG (creating knowledge products); greater awareness of norms and good practices in SSG (promoting norms and good practices); increased understanding of appropriate measures to enhance SSG in line with international best practice (providing legal and policy advice); and increased skills and knowledge to contribute to reform processes (developing capacities at the individual, institutional, and societal levels).
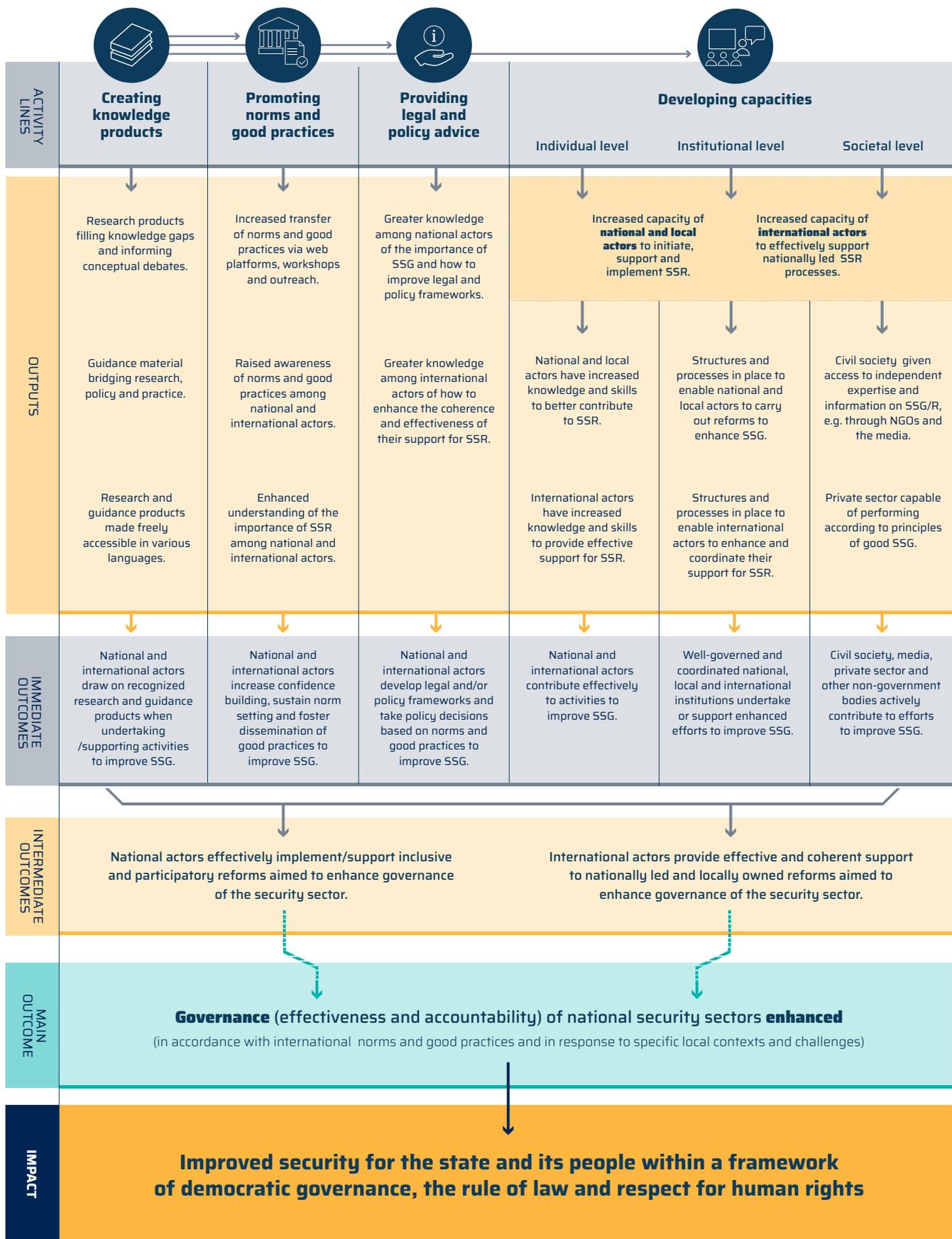
ACTIVITY LINES

Creating knowledge products	Promoting norms and good practices	Providing legal and policy advice	Developing capacities		
			Individual level	Institutional level	Societal level

OUTPUTS

Creating knowledge products	Promoting norms and good practices	Providing legal and policy advice	Individual level	Institutional level	Societal level
Research products filling knowledge gaps and informing conceptual debates.	Increased transfer of norms and good practices via web platforms, workshops and outreach.	Greater knowledge among national actors of the importance of SSG and how to improve legal and policy frameworks.	Increased capacity of **national and local actors** to initiate, support and implement SSR.		Increased capacity of **international actors** to effectively support nationally led SSR processes.
Guidance material bridging research, policy and practice.	Raised awareness of norms and good practices among national and international actors.	Greater knowledge among international actors of how to enhance the coherence and effectiveness of their support for SSR.	National and local actors have increased knowledge and skills to better contribute to SSR.	Structures and processes in place to enable national and local actors to carry out reforms to enhance SSG.	Civil society given access to independent expertise and information on SSG/R, e.g. through NGOs and the media.
Research and guidance products made freely accessible in various languages.	Enhanced understanding of the importance of SSR among national and international actors.		International actors have increased knowledge and skills to provide effective support for SSR.	Structures and processes in place to enable international actors to enhance and coordinate their support for SSR.	Private sector capable of performing according to principles of good SSG.

IMMEDIATE OUTCOMES

Creating knowledge products	Promoting norms and good practices	Providing legal and policy advice	Individual level	Institutional level	Societal level
National and international actors draw on recognized research and guidance products when undertaking /supporting activities to improve SSG.	National and international actors increase confidence building, sustain norm setting and foster dissemination of good practices to improve SSG.	National and international actors develop legal and/or policy frameworks and take policy decisions based on norms and good practices to improve SSG.	National and international actors contribute effectively to activities to improve SSG.	Well-governed and coordinated national, local and international institutions undertake or support enhanced efforts to improve SSG.	Civil society, media, private sector and other non-government bodies actively contribute to efforts to improve SSG.

INTERMEDIATE OUTCOMES

National actors effectively implement/support inclusive and participatory reforms aimed to enhance governance of the security sector.	International actors provide effective and coherent support to nationally led and locally owned reforms aimed to enhance governance of the security sector.

MAIN OUTCOME

Governance (effectiveness and accountability) of national security sectors **enhanced**
(in accordance with international norms and good practices and in response to specific local contexts and challenges)

IMPACT

Improved security for the state and its people within a framework of democratic governance, the rule of law and respect for human rights

Figure 1. DCAF's corporate results framework

DCAF recognizes that it is often difficult to attribute changes in SSG to a specific project or programme, or to prove that there is a direct causal link between programmatic activities and observed changes. While short-term results (outputs) may be directly attributable to DCAF activities and in this sense "achieved" by the organization, it is only possible for DCAF to "contribute" to medium-term results (outcomes). Above all, results at this level are owned by the national and international partners that DCAF supports. In addition, assistance provided by other actors, as well as external factors beyond the control of a specific project, may play a role in the realization of these outcomes. Nevertheless, it is important to monitor medium-term results to which DCAF support has plausibly contributed, to ensure that activities are positively affecting SSG as stipulated by the theory of change underlying DCAF's corporate results framework. This report therefore demonstrates the medium-term results (immediate and intermediate outcomes) to which DCAF has plausibly contributed.

Box 1. Direct causality versus contribution to results

Immediate and intermediate outcomes describe the medium-term effects of DCAF activities. While DCAF seeks to contribute to intermediate outcomes, they are considered beyond the control of the organization; however, to some extent, immediate outcomes are within DCAF's control, as only a limited number of external factors affect results at this level. Immediate outcomes generally document emerging changes in security governance practices and indicate shifts in attitudes, behaviours, or the normative and institutional framework of a security sector. In practice, these changes may be embodied in the development or revision of legal and policy frameworks in line with DCAF advisory support, the application of skills and knowledge acquired through DCAF-led training, or the endorsement of norms and good practices promoted by DCAF.

Determining whether the work of DCAF is contributing to these immediate and intermediate outcomes (highlighted in light red in Figure 1) is the main purpose of the organization's corporate approach to RBM. Unlike the monitoring of projects or programmes conducted by divisions within the organization, DCAF corporate monitoring focuses exclusively on contributions that link results at the bottom of the corporate results chain (activities, outputs, and immediate outcomes) with results at its upper end (intermediate outcomes, main outcome, and impact). In this way, DCAF aims to better understand the "missing middle" between short-term and long-term results, which is a precondition for having a sustainable impact on improved security for a state and its people. Still, DCAF recognizes that it is unrealistic to expect projects and programmes to yield medium-term results in every monitoring period (year). In some cases, results do not occur for several years, especially higher-level results related to changes that reach indirect beneficiaries of support, such as local communities or the public at large.

This report presents a comprehensive sample of results, but it does not necessarily incorporate all the results to which DCAF support contributed in 2018. Results included in the report were selected based on the following criteria:

- *They were documented in monitoring reports submitted during the reporting period (84 in total).* The report presents immediate and intermediate outcomes that were included in monitoring reports compiled during the 2018 monitoring cycle.

- *They reflect changes at the outcome level (immediate or intermediate), rather than outputs.* Many DCAF projects and programmes yielded outputs in 2018, but not every project and programme contributed to results at the outcome level, as outcomes may take multiple years to be observed or materialize.

- *They occurred in 2018 (or were not covered by reporting in 2017).* Only results that materialized in 2018 or could not be reported in 2017 due to the unavailability of timely and credible data are included in this report.

- *They are based on a clear theory of change.* Only results based on a theory of change that could be empirically validated through primary or secondary sources of information provided in monitoring reports are presented in this report, to ensure that DCAF has plausibly contributed to their realization.

For the 2018 monitoring period, a total of 84 reports on projects and programmes were submitted by DCAF's divisions and units, documenting the outputs and outcomes of their various activities. These reports were independently analysed and validated through a process that was guided by an external expert, to enhance transparency, accountability, and independence. A total of 49 reports addressed direct support to national actors, and 35 addressed support to international actors involved in SSR.

In geographical terms, 9 reports covered Southeast Europe, 13 covered the Middle East and North Africa, 10 covered Sub-Saharan Africa and another 10 covered Eastern Europe/Central Asia/South Caucasus, 5 covered Latin America and the Caribbean, and 2 covered the Asia-Pacific region. Other projects did not have a specific geographic focus as they were designed to assist bilateral and multilateral donor agencies in their respective SSG/R activities and to contribute to international policy development and good practices.

It must be stressed, however, that such quantitative data should be viewed cautiously, as the scope and size of DCAF's projects vary widely: some are long-term, involving several states or organizations, and have substantive budgets, while some are short-term and have relatively small budgets. Identifying and describing results at the outcome level aims particularly to highlight the qualitative dimension of DCAF's work. This is essential to measuring the results of this work, whereas the quantitative data merely offer additional context.

3. KEY ACHIEVEMENTS AND RESULTS

This chapter focuses on the outcomes achieved by DCAF in supporting national partners in Southeast Europe, Eastern Europe/South Caucasus/Central Asia, Asia-Pacific, sub-Saharan Africa, the Middle East and North Africa, and Latin America and the Caribbean. After this important part of DCAF's work is analysed in the first section (3.1), the next sections discuss the support DCAF provides to international partners (3.2) and the organization's contribution to policy development and good practices (3.3). In keeping with the 'whole of DCAF' approach of corporate management, these results are presented along geographic and thematic lines and not as a function of DCAF departments, divisions, and units.

3.1. Supporting National Partners

In 2018, support for national partners was the main area of activities for DCAF, both in terms of budget and scope of projects/programmes. As will become clear, a strong focus of DCAF's work in 2018 was on Southeast Europe, MENA, and sub-Saharan Africa, where sizeable projects/programmes of a longer duration are being implemented. It is gratifying to note that these programmes achieved substantial results at the outcome level in 2018.

3.1.1. Southeast Europe

Southeast Europe remained a key region for DCAF in 2018. The organization continued its support for national and international partners in building stable environments with sustainable peace, security, and democracy through SSG, both within various countries and regionally. Since most SEE countries aim to join the European Union, DCAF's activities are aimed at building effective security systems in line with EU rules and regulations.

In 2018, DCAF continued its support for partner countries in three main areas:

- Supporting police reform and strengthening regional police cooperation;

- Assisting parliaments and other external oversight bodies in pursuing effective oversight of the work of security agencies; and

- Enabling civil society to contribute in an informed manner to debates on security sector reform and governance, and to engage in the democratic oversight of security agencies in their respective countries.

A significant number of activities were implemented by DCAF in 2018, the main objectives of which can be summarized as follows:

- Enhancing regional police cooperation in the framework of the PCC SEE, and strengthening the capacity of law enforcement agencies from Contracting Parties to counter transnational organized crime.

- Improving cooperation and coordination between border police services in the Western Balkans, in line with EU standards and best practices, to more effectively safeguard internal security, manage irregular migration, and prevent cross-border crime – including human trafficking.

- Building the integrity of police services across the region to ensure they function with highest standards of professionalism and fulfil their mandate in a professional, ethical, and lawful manner.

- Assisting parliaments and independent oversight bodies in the region to effectively oversee the security sector and enhance their accountability.

- Empowering civil society to play an active role in monitoring the security sector and in contributing to an inclusive and informed public debate on security sector-related issues at the national level.

- Enhancing the coordination and coherence of international assistance to reforms related to preventing and countering violent extremism (P/CVE) and terrorism, fighting serious and organized crime, and improving border security.

- Supporting national reforms to enhance the oversight and accountability of intelligence services in the Republic of North Macedonia, henceforth North Macedonia[1].

Outcomes in Southeast Europe

In the area of Southeast Europe, DCAF contributed to the following key results at the outcome level.

Integrative Internal Security Governance (IISG)

Support for the IISG process continued to be a top priority for DCAF in 2018. Originally initiated by the EU in 2015, it has the following goals:

a) Enabling more active involvement by Western Balkan states in determining their needs and priorities for external assistance in the security sector;

b) Facilitating more intensive coordination between national and multilateral donors in order to achieve a more coherent and consistent approach to supporting security needs and compliance with European standards among Western Balkan states; and

c) To some extent, coordinating operational activities.

IISG relies on three main institutional pillars that address the key security concerns of the countries involved: (1) the Western Balkan Counter-Terrorism initiative (WBCTi); (2) the Western Balkan Counter Serious Crime initiative (WBCSCi); and (3) the Western Balkan Border Security initiative (WBBSi). DCAF has been appointed the host of the IISG Support Group and the Lead Partner (coordinator) of the 1st and 3rd pillars, giving it considerable responsibility to facilitate and support the work of IISG. The Secretariat of the PCC SEE (hosted and supported by DCAF Ljubljana) was entrusted with the role of Lead Partner for the 2nd pillar (WBCSCi).

With the active support of DCAF, IISG has achieved impressive results in only a limited time. This is described in greater detail in the Feature on IISG later in this report.

One key outcome of IISG in 2018, which was co-led and facilitated by DCAF, was the **development of Integrative Plans of Action 2018–2020 (iPAs) for all three IISG pillars**. These plans were endorsed by the Interior Ministers of the Beneficiaries, interested EU Member States, EU entities, and international, regional, and other donors at the 2nd IISG Board Meeting in March 2018.

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1 As per instructions by the Ministry of Foreign Affairs of the Republic of North Macedonia, published on 22 February 2019, the new name of the country is the Republic of North Macedonia or short name North Macedonia. The official language is Macedonian. Nationality (citizenship): citizens of the Republic of North Macedonia.

A second important outcome is related to a **decision by the European Commission to channel €21.5 million through IISG in order to implement the iPA for the WBSCSi** – the 2nd IISG pillar. This was the outcome of efforts to coordinate donor contributions in this important area and reflects DCAF advice to move away from the previous approach of bilateral funding.

Implementation of the Police Cooperation Convention for Southeast Europe (PCC SEE)

Created in 2006, the PCC SEE is aimed at addressing organized and serious cross-border crime in a more comprehensive and effective manner, as well as aligning the policing standards of its parties with those in the EU and Schengen area. The PCC SEE provides a unique regional basis for coordinated activities among its parties, which presently consist of 6 non-EU states and 5 EU Member States. DCAF Ljubljana hosts the PCC SEE Secretariat and supports the implementation process, and on 8 September 2017, was assigned the role of Lead Partner in the WBCSCi (the 2nd Pillar of IISG) by the Ministers of Interior/Security. This highlights the important role DCAF is playing in supporting both IISG and PCC SEE processes. Two important outcomes of this work in 2018 are highlighted below.

The first of these is related to **the Aquila Project**. Aquila is a complex regional intelligence initiative, developed by DCAF, to facilitate the exchange of operational information in the area of countering terrorism. Eight beneficiary countries are taking part in the project and each has compiled a national list of data related to electronic identifiers and persons potentially involved in terrorist activities or violent extremism. Applying the developed technical solution to identify matching data, these countries also found substantial numbers of unique hits in the databases of other participating countries. The police services in these countries then proceeded to review these cases in the context of bilateral cooperation, clearly demonstrating the contribution of Aquila to a more sophisticated pursuit of individuals potentially involved in terrorism and violent extremism.

A second notable outcome was the **successful establishment of a new legal framework for automated data exchange** among Contracting Parties (the so-called Prüm-inspired framework). On 13 September 2018, nine (of 11) Contracting Parties (Austria, Albania, Bulgaria, Hungary, North Macedonia, Moldova, Montenegro, Romania, and Serbia) signed two legal documents:

1. *The Agreement between the Parties to the Police Cooperation Convention for Southeast Europe on the Automated Exchange of DNA Data, Dactyloscopic Data and Vehicle Registration Data; and*

2. *The Implementing Agreement between the Parties to the Police Cooperation Convention for Southeast Europe on the Automated Exchange of DNA Data, Dactyloscopic Data and Vehicle Registration Data.*

These nine Parties also signed a Memorandum of Understanding that outlined the key elements of their commitments, further consolidating the effective and sustainable development of their future cooperation.

The Prüm-inspired framework has enriched the existing Schengen-inspired framework of the PCC SEE, and pursues a double goal:

a) To more effectively combat cross-border crime, illegal migration, and terrorism in Southeast Europe before all PCC SEE Contracting Parties have acceded to the European Union; and

b) To further harmonize with applicable EU standards.

DCAF has supported the process of drafting and negotiating these new legal documents from the start, and the launch of the new Prüm-inspired mechanism in Southeast Europe is both a significant outcome of interventions by DCAF as well as a step forward in operational police cooperation among PCC SEE Contracting Parties. In November 2018, three EU Contracting Parties (Austria, Hungary, and Romania) deployed experts to fact-finding missions in each of the non-EU Contracting Parties, for the first on-the-spot evaluations of the new mechanism. The outcomes of these missions will be reported in the 2019 performance report.

Parliamentary Assistance in the Western Balkans

Support for parliaments in the Western Balkans region has been a key priority for DCAF for several years. Although the new democratic states in the region all have specialized parliamentary committees for the oversight of their security and defence sectors, a lack of tradition and capacity limits the effectiveness of their work. Further, elections often result in high turnovers of MPs. This makes the need for firmly established procedures and good practices especially high. Security also remains an area of policy largely dominated by the executive branch, which enjoys little public scrutiny. Thus, in recent years, DCAF has substantially contributed to strengthening the role of parliaments in security oversight; and this work continued over the past year in most of the SEE states.

Although several outputs in 2018 indicate that a number of outcomes will be accomplished in the coming years, just one key outcome was registered in this area last year, related to parliamentary assistance in North Macedonia. In April 2018, **the parliament of North Macedonia adopted the Law on Interception of Communication**, which constitutes a milestone in the pursuit of a more accountable intelligence sector in the country. This is an important achievement in view of political challenges linked to illegal and widespread interceptions of the communications of political representatives over the past few years. Notably, the intelligence sector of North Macedonia was involved in the drafting of the new legislation, and most of the recommendations put forth by DCAF were incorporated.

Cyber Security

Cyber security has become one of the most pressing security challenges facing states across the world. Scores of allegations of cyber-attacks on states, often with very disruptive if not destructive effects, underscore the importance of taking measures to mitigate these risks as much as possible. DCAF has provided substantive support in this area, particularly to states in the Western Balkans region, both regionally and individually. This work has resulted in some clear outcomes in 2018, including the two summarized below.

Although DCAF engaged in cyber security activities in most Western Balkans states in 2018, outcomes were most visible in Serbia. One of these was **the professionalization of the newly established cyber emergency response unit (CERT) of the Serbian Ministry of Interior (MoI), known as MUP CERT**. DCAF has supported this unit, including through the provision of training and equipment, in developing a human resources (HR) capacity development strategy that was introduced in practice over the past year with a highly successful outcome. This is reflected, for example, in the fact that MUP CERT acquired Trusted Introducer/TF-Computer Security Incident Response Team list accreditation. This is the very first time that any Serbian CERT team (governmental or private) has achieved this high-level recognition; and moreover, IBM technical experts who recently trained a group of governmental CERTs consider the MUP CERT staff to have acquired levels of technical competence higher than any other public CERT institution in Serbia.

This major achievement has resulted in other Serbian government agencies also requesting DCAF support to help them achieve this level of professionalism, which is a very good basis for further work both in Serbia and in the broader region. Progress was also achieved in this area by launching a new project to enhance cyber security governance in the Western Balkans, aimed at intensifying regional and international cooperation between senior cyber security actors from the public and private sectors in the region. The first outcomes of this endeavour are likely to materialize in 2019.

A second noteworthy outcome in the area of cyber security, also achieved in Serbia, is related to the so-called **Petnica Group**. This informal partnership framework of public and private actors on national cyber security policies was set up in 2016 with the help of the OSCE Mission to Serbia, DiploFoundation, and DCAF. The Group acts largely independently, but DCAF has provided expert input from the beginning. Due to this ongoing support, the Group – which brings together 40 representatives of key cyber security stakeholders – has been able to achieve important results. It has thus far provided expert input through joint conclusions and recommendations on normative and strategic documents, including on the country's first Law on Information Security, as well as its Cyber Security Strategy and complementary Action Plan.

Intelligence Sector Reform in the Republic of North Macedonia

Since 2015, DCAF has developed strong working relations with parliamentary oversight committees focused on the intelligence sector in North Macedonia. In a tense political environment, DCAF has facilitated the development of bi-partisan recommendations for intelligence sector reform, reflecting an increased involvement in this area at the request of previous Macedonian authorities to make an effective and sustainable contribution toward improved security and intelligence sector accountability and governance. By signing a formal MoU with DCAF in May 2018, the new government in North Macedonia decided to continue this partnership.

Last year, one immediate outcome was achieved in this area, in the November 2018 **creation of the Operational-Technical Agency (OTA)** – which now serves as mediator of the communication interception process. This was a result of recommendations and guidance provided by DCAF through its Inteligentia reform project, leading the government to establish the OTA. Its creation is politically significant in view of recent history in the country and because it constitutes a requirement for starting EU candidacy talks. With the establishment of the OTA, domestic security, intelligence services, and law-enforcement agencies can no longer conduct electronic interception activities through telecom providers. Warrants for these activities – now only possible with the approval of a judge – are implemented by the OTA, which in turn transmits intercepted data directly to the authorized agency issuing the warrant. The OTA undertakes this without having access to the data in question. These changes increase control and accountability of the process and are designed to help prevent future abuses of the system.

DCAF also contributed to the April 2018 adoption of a new corresponding Law on Interception of Communication (see *Parliamentary Assistance in the Western Balkans*).

Border Security Programme

The Border Security Programme (BSP) is an open-ended, longer-term DCAF programme aimed at supporting Western Balkan states in strengthening their border police services through cross-border cooperation. At the same time, the programme aims to support these border police services in complying with EU membership requirements in the field of border security, as well as to promote coordination between donors and beneficiaries. This is also part of the WBBSi pillar of IISG, for which DCAF Ljubljana has been assigned the role of Lead Partner.

Last year, the BSP continued its regional activities in the areas of education/training, operational cooperation, and EU/Schengen integration. Particularly effective have been common operations involving the participation of officials from various border police agencies; and in 2018, the majority of BSP activities were directed at coping with the 'Adriatic route,' a migration route through the Balkans that required immediate responses from border agencies. DCAF support in this area produced a number of clear immediate outcomes.

Four joint operations were executed in 2018 (SAVA, DRINO I, TUZI, and DRINO II), and were focused on enhancing specific capacities for addressing various forms of cross-border criminality. Three operations (excluding Operation SAVA) addressed the management of enhanced migration flows along the Adriatic route. These operations introduced the concept of migrant debriefings, consisting of interviews conducted by specially-trained professionals and supported by interpreters who have extensive knowledge and understanding of the cultural context and can thus act as cultural mediators. These debriefings are meant to help police services obtain information about criminal groups acting along the migration route. Immediate outcomes of these operations not only included the introduction of new procedures in migration management (e.g. conducting interviews and specific debriefing approaches, dealing with health-related risks, etc.), but also a short-term impact on the migration flow, which decreased along the Adriatic route. During Operation SAVA, which focused on compensatory measures and checks of persons and vehicles, special emphasis was given to training on the use of multilateral Police and Customs Cooperation Centres (PCCCs) for the exchange of information related to cross-border criminality. Following the Operation, and the exposure of participating countries to the capacities of the PCCCs for information exchange, these countries reported they had adopted this methodology in their work and were exchanging relevant information with other countries/PCCCs.

A first immediate outcome of the BSP in 2018 is related to DCAF support for the **development of a Rapid Response Plan (RRP) to cope with the new Adriatic migration route**. This included operational measures aimed at a more effective regional coordination. It was endorsed and implemented by the relevant Western Balkan states, enabling them to cope more effectively with unexpected migrant flows through the region.

In 2018, DCAF also continued to support Western Balkan states in aligning their border management policies with EU requirements, and a second immediate outcome extends from the development of new multilateral mechanisms for the harmonization of these policies in the region, which is essential to future EU membership. In this case, the outcome is the **greater attention given by these states to migrants with health risks.** Previously, these migrants were sometimes deported to the country of first arrival, whereas they now receive proper medical care.

A third immediate outcome in this area concerns the **application of a Regional Risk Analysis to joint operational activities of states involved in the BSP**. In 2018, these states continued to apply the Regional Risk Analysis methodology in planning operational activities aimed at addressing certain cross-border security issues, and noticeable progress was observed in the implementation of this methodology for data gathering. Information that is gathered is organized and processed in line with internationally recognized standards in a way that allows for identification of trends and threats, providing a solid basis for planning.

Finally, a fourth immediate outcome is related to the successful **capacity building of Police Customs Cooperation Centres (PCCCs)**, which exist at all bilateral borders. DCAF provided training, advice, and support to joint operational exercises that fostered the transformation of these relatively inactive PCCCs into fully functional resources in 2018, so that they now operate efficiently and in alignment with internationally recognized standards. This outcome was achieved, in particular, through three joint operations that took place in 2018 (SAVA in March, DRINO in July, and TUZI in October), which were organized by DCAF in partnership with the border management agencies of Western Balkan states. It is interesting to note that cooperation has not only improved among these states, but that the activities of state agencies within each of these states have also become more effectively coordinated, allowing them to more successfully counter cross-border criminality. In 2018, this was especially clear in Albania and Montenegro.

Police Integrity Building Programme (PIBP)

The PIBP is an ongoing, longer-term programme to assist countries in promoting integrity within their police services. The programme takes a two-pronged approach: first, raising awareness through public debates on police integrity; and second, developing tailor-made initiatives for integrity capacity building. DCAF provides a wide range of support in close cooperation with countries that request assistance in this area; and though the programme has focused strongly on Western Balkan states from its inception, it has also contributed to other DCAF areas of activities where police-related projects are being implemented (e.g., Niger, Honduras, Georgia and Morocco). The PIBP has delivered many outputs, and in 2018, two immediate outcomes were achieved.

One of these immediate outcomes relates to activities in Moldova, where DCAF provided extensive training to various law enforcement agencies in 2017 and 2018, using its knowledge products (Toolkit and Training Manual on Police Integrity). These courses have been integrated into various Moldovan training institutions and have thus been delivered to an increasing number of officers by local MoI trainers, who received training from DCAF experts. According to the Head of the Internal Protection and Anti-corruption Service of the Ministry of Internal Affairs, this has resulted in an **observably increased capacity of Moldovan law enforcement professionals to detect active corruption cases,** which have jumped fourfold, as well as a decrease in identified passive corruption cases. The Service has also seen an **increase in the reporting of bribes among different MoI services**, which they view as a direct consequence of training courses conducted with MoI officers.

3.1.2. Middle East and North Africa

Promoting good SSG remained the primary goal of DCAF in the MENA region in 2018, with a continued focus on improved service delivery, as well as on the accountability and legitimacy of security providers to reduce state fragility. This work is designed to contribute to stability and security, and in 2018, the geographical focus of DCAF in the region was on countries undergoing transition. This included Tunisia, Morocco, and Libya in North Africa, and the occupied Palestinian territories and Lebanon in the Middle East.

Support to DCAF engagement in North Africa is maintained through the DCAF Trust Fund for North Africa (TFNA), a pool-funding mechanism established by DCAF member states. Current members include Belgium, France, Germany, Luxembourg, the Netherlands, and Switzerland. The largest operation funded by the TFNA is in Tunisia, followed by operations in Morocco, Libya, and Egypt. In the Middle East, DCAF's programmes are supported by a number of donors, including Germany, Switzerland, Norway, and Spain.

Facilitating comprehensive security and justice sector reform is a vital aspect of DCAF's work in the MENA region. In the occupied Palestinian territories, DCAF has supported institutional development in order to strengthen the rule of law. In Lebanon, DCAF has assisted the Ministry of Justice with reforms meant to enhance service delivery to citizens and has worked with the Internal Security Forces (ISF) to build internal control capacity to monitor places of detention and ensure respect for human rights.

Across the region, DCAF provided tailored support to institutional development at various levels over the last year. One focus was enhancing oversight capacities, which entailed support to parliaments and CSOs to fulfil their respective roles. DCAF also supported the development of communication strategies and tools to improve access to information and clarify regulatory frameworks.

Highlights of DCAF's work in *North Africa* in 2018 included:

- Strengthening the parliament and other independent bodies in Tunisia with specialized mandates to oversee security and justice institutions, to enhance democratic governance of the security sector.

- Implementing a Youth and Security Programme in Tunisia aimed at increasing the engagement of youth in SSG issues, in six municipalities, in partnership with a local CSO.

- Supporting accountability and integrity building in the security sector in Morocco, through cooperation with the Moroccan *Instance Centrale de Prévention de la Corruption (ICPC)*.

- Reinforcing the capacity of police, prison administrations, and other criminal justice institutions in Morocco and Tunisia to deliver services in compliance with obligations under international human rights treaties such as the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT).

- Support for capacity building among prison staff and health personnel in Morocco and Tunisia to align their performance of duties with international standards and best practices.

- Enhancing public access to information about the security sectors in Egypt, Libya, and Tunisia to enable a more informed and fact-based discourse about security issues and to reinforce civil society monitoring of these sectors.

In the *Middle East,* key priorities for DCAF in 2018 included:

- Improving the information management and external communication of the Ministry of Justice of Lebanon, to increase efficiency and transparency in the administration of criminal justice services;

- Supporting the strengthening of control mechanisms within the Internal Security Forces (ISF) of Lebanon in places of detention, to increase alignment with international rules and standards for the treatment of prisoners and compliance with the OPCAT;

- Engaging with parliaments to enhance legislative and oversight capacities;

- Building the capacity of the Palestinian Civil Police Traffic Department;

- Improving the health care system in Palestinian detention facilities; and

- Promoting the building of trust between civil society, media, and Palestinian security forces.

Outcomes in the Middle East and North Africa

In the MENA area, DCAF contributed to the following key results at the outcome level.

Tunisia: Transitional justice

In Tunisia, one immediate outcome in 2018 relates to **efforts to ensure the sustainability of transitional justice**. With the support of DCAF, a commission of the independent state institution *Instance Vérité et Dignité (IVD)* developed recommendations for the government that are aimed at making the process sustainable going forward. These recommendations, which were adopted, are meant to prevent violations of human rights by state agencies, as have occurred in the past. Such guarantees must be put in place through the institutional reform of security agencies and effective oversight mechanisms; and applicable Tunisian law stipulates that the government draw up a work plan within a year to implement the recommendations submitted by the IVD, the mandate of which ended at the close of 2018.

Tunisia: Preventing torture in the criminal justice system

A second immediate outcome in Tunisia concerns the **development of a medical-legal guide to prevent torture in the criminal justice system**. With the help of DCAF, a working group of forensic doctors and magistrates developed the guide, which was officially launched in June 2018 in the presence of the Ministers of Justice, Interior, and Public Health. The guide is intended to improve knowledge among specialists related to recognizing, preventing, and investigating alleged cases of torture. It has been widely distributed within the criminal justice system and has been discussed among magistrates and medical-legal specialists across the country. And, though this is only a recent development, there are already signs that forensic doctors in Tunisia are more willing to work on cases of suspected torture than private doctors; the inverse is true in many countries, and in Tunisia, this is seen as a direct result of DCAF's support. Moreover, this process has clearly been co-owned by the Tunisian authorities, which is an essential component of success. Ongoing work in this area will undoubtedly produce further outcomes in the coming years.

Morocco: Improving conditions in detention facilities

In Morocco, a third immediate outcome relates to the improvement of conditions in detention facilities through a successful project aimed at **raising awareness among prison staff and health personnel about human rights standards.** With the help of DCAF, prison staff and doctors contributed to developing a collection of reference texts on relevant legislation, as well as a practical guide on standards and good practices for health in detention facilities. Training was also offered on preventing, detecting, investigating, and managing ill-treatment and torture cases. In 6 workshops, DCAF trained about 150 prison doctors in the methods and procedures needed to address detention-related health and human rights issues. The prisons administration declared that these workshops contributed to enhancing its procedures and to better compliance with human rights standards. Because this is a very sensitive issue in the country, statistical evidence for change is unavailable, but anecdotal evidence does hint at a greater compliance with human rights standards by penitentiary medical staff, as reflected for instance in a recent case related to the health of a high-profile detainee, in which authorities publicly emphasized the need to ensure that detention health facilities must conform with international minimum standards.

The Occupied Palestinian Territories: Improving the healthcare system in detention facilities

A fourth immediate outcome in the MENA region extends from **improvements to the healthcare system in Palestinian detention facilities through the formal endorsement of a set of Standard Operating Procedures** (SOPs), developed with the support of DCAF. The Ministry of Interior requested assistance after an assessment by the ICRC exposed a number of concerns in the healthcare system due to a lack of proper oversight, a lack of standardization, and weak relations between the MoI and the Ministry of Health. Palestinian experts, assisted by DCAF, collaborated intensively to develop a set of SOPs aimed at improving and harmonizing the treatment of detainees in healthcare. These SOPs have been endorsed by the Minister of Interior, and their implementation was in the first stages in 2018. This is a major step forward in view of the fragmented nature of the Palestinian security sector, which encompasses 17 different agencies with different protocols for the treatment of detainees and different reporting procedures to the political authorities. A number of Palestinian human rights organizations that visited prisons in the last months of 2018 reported that the SOPs were in use by detention facilities personnel.

Lebanon: Helping the Internal Security Forces monitor human rights in places of detention

A fifth immediate outcome in this region relates to the **promotion of respect for human rights in Lebanese places of detention, by strengthening the internal control mechanisms of the Internal Security Forces** (ISF). The ISF is responsible for managing Lebanese prisons and other places of detention. It had established the basic elements of an internal control system, including a Commission for Preventing Torture. Throughout 2018, DCAF trained members of this Commission on international norms and standards and assisted them in developing tailored forms, templates, and checklists for conducting inspections of detention facilities. As a result, detention inspection visits are now carried out in a uniform way, and findings are properly documented. The Commission's internal systems also now offer clear guidance for its functioning, aligning it with international standards, and moving Lebanon towards meeting its OPCAT obligations. This is a clear outcome of DCAF's efforts to support the ISF.

3.1.3. Sub-Saharan Africa

In 2018, DCAF continued to build on past achievements in support of SSG/R processes in sub-Saharan Africa, and to advance its work on cross-cutting thematic priorities, such as gender mainstreaming and private security governance.

In *West Africa and the Sahel*, where high levels of insecurity, conflict, and violent extremism are under-mining the region's prospects for stability, human security and sustainable development remained the priorities for DCAF assistance, with a particular emphasis on Liberia, Mali, Niger, Nigeria, and The Gambia. Alongside support to national actors in the region, DCAF maintained cooperation with the Economic Community of West African States (ECOWAS), to contribute to the promotion of security, development, and the rule of law.

Among the key priorities and areas of focus in 2018 were:

- Supporting security sector accountability in Liberia through strengthened legislative oversight;

- Supporting security sector reform in The Gambia;

- Supporting democratic oversight and accountability of the Nigerian security sector;

- Enhancing security sector governance in Mali;

- Increasing security sector accountability in Niger;

- Developing a French language guide on good practices concerning cyber space governance in the context of the establishment of an *école nationale à vocation régionale (ENVR) de la cybersécurité* in Senegal, which will primarily be used in trainings on cyber security governance conducted in Francophone Africa; and

- Supporting civil society networking across Africa to strengthen private security regulation and oversight.

Beyond West Africa, DCAF continued its support to internal and external oversight of the National Police of Madagascar in 2018. DCAF also supported the police and gendarmerie in Madagascar through awareness raising and the development of training modules on community policing. Moreover, for the first time, the ICOAF took place on the African continent, in Johannesburg in October 2018 (see the section on the ICOAF). DCAF laid the foundation for support to law enforcement officers deployed in resource-rich regions of Kenya as well, to develop their capacity to manage security around the operations of extractive companies in a manner consistent with human rights.

Outcomes in Sub-Saharan Africa

In the area of Sub-Saharan Africa, DCAF contributed to the following key results at the outcome level.

Madagascar

After successfully providing support to the National Police of Madagascar in the previous year, to strengthen the capacity of its internal control mechanisms and increase public awareness of its complaints function, DCAF continued supporting internal and external oversight of the National Police in 2018. And, following an audit/assessment of the Inspectorate General of the National Police (IGPN) by DCAF in 2017 that resulted in around 50 specific recommendations, the Ministry of Public Security, which oversees the functioning of the IGPN, used those recommendations as the basis for development of a new draft law on the IGPN. In 2018, several new outcomes were achieved in this area.

The first immediate outcome has to do with the **integration of DCAF recommendations into the internal regulations and action plans of the National Police.** This is reflected for example in the development of a 2-year roadmap that identifies priority interventions and the resources required to strengthen the effectiveness of the internal control of the police; a process that was supported by DCAF. The *2018 Plan de Travail Annuel* of the Ministry of Public Security also incorporated recommendations put forth by DCAF. It is important to note as well that interaction between the IGPN and external security oversight actors, which almost never occurred before and was recommended by DCAF, has increased.

Oversight is also at the centre of the second immediate outcome, which concerns the **substantially strengthened role of CSOs and the media in the oversight of police in Madagascar**. With DCAF support, radio sketches were broadcast in 15 regions across the country by the *Radio Coalition for Peacebuilding in Madagascar* to raise awareness among the population about the role of the IGPN and explain how to lodge complaints of police misconduct. This is important progress, as knowledge about the IGPN in rural areas was practically non-existent. Indeed, reporting on this activity includes moving testimonials from citizens who had never known their rights in this area and now have firm intentions to start exercising them. Major steps forward have also been taken in relations between the IGPN and CSOs, resulting in an agreement between the IGPN and the *Conseil de Développement d'Andohatapenaka* (CDA) to foster a communications platform for regular dialogue. Both partners have agreed on themes for workshops and on the development of a combined programme of activities.

A third outcome in Madagascar in 2018 is related to the **development of a national concept of community policing,** to which DCAF contributed at the request of UNDP. This project aimed to strengthen the capacity of the police and gendarmerie to adopt a community policing approach through awareness raising within security institutions and the development of a training syllabus on community policing for police and gendarmerie schools. One positive side-effect of this short-term project was the fact that it fostered collaboration and communication between the police and gendarmerie – which have typically operated separately, with their own mandates – through the joint development of a first ever common concept of community policing for the country.

Mali

In 2018, DCAF's comprehensive, longer-term involvement in Mali was particularly focused on enhancing SSG through a multi-year project funded by the Netherlands MFA that aims to address a wide range of important components of SSR. This is of utmost importance, given the extent to which opaque governance and security sector impunity were at the root of the 2012 crisis in the country. Through its engagement, DCAF has emphasized support for the concomitant development of both internal and external control and oversight mechanisms and capacities, in an effort to foster a culture of effectiveness and accountability in Malian security institutions. DCAF has contributed at different structural levels,

from supporting the development of a strategy and action plan for SSR to developing a community policing concept for Mali. Project activities focus significantly on technical and institutional development for Malian security actors as well, based on the recognition that increased technical competence among all stakeholders – executive, legislative, and civil society – is essential to more efficient and goal-orientated political dialogue, which is critical for a peaceful transition towards better security governance. DCAF also works with security actors to promote gender equality within security institutions and in their approaches to security. All told, the scope of this comprehensive project brings DCAF into contact with the various governmental agencies involved in SSR, members of parliament, internal and external oversight bodies, and CSOs, making this a flagship programme in the Sub-Saharan region in terms of its breadth, duration, and political expediency. In 2018, the following results were noteworthy at the outcome level.

The first relates to the **development of the National SSR Strategy by the SSR Commissariat** (CRSS, which is the executive arm of the National Council for Security Sector Reform, the CNRSS, created in 2016). Based on prior DCAF expert advice, the CRSS developed this National Strategy as a first step towards developing an Action Plan for SSR that highlights the main strategic directions of SSR in Mali. In this context, it is important to mention that ownership of the SSR Strategy by other national SSR stakeholders was demonstrated at a workshop in which the CRSS presented the strategy and engaged in discussion about its development and how to move forward.

The second immediate outcome concerns **new procedures and tools developed and put into practice by the Inspectorate General of Security Services (ISSPC) to conduct internal inspection missions** focused on security forces. The development of these procedures was prompted by an audit conducted by DCAF, which revealed a lack of capacity in carrying out internal investigations of security services. DCAF provided expert advice in developing new monitoring procedures that have now been successfully implemented by the Inspectorate. Moreover, on the basis of recommendations made in the DCAF audit, the Ministry allocated a budget to the ISSPC meant to ensure independence and provide additional staff, again demonstrating strong local ownership.

Another immediate outcome in Mali in 2018 was **increased cooperation between Malian authorities, the police, and CSOs**. CSO WANEP, which actively monitored the presidential elections in 2018 with the aim of preventing violence between the population and the security forces, is an example of this. Work by DCAF to build bridges as well as training provided to CSO monitors to strengthen their credibility and effectiveness were instrumental in facilitating this increased cooperation, which is considered a first step in ensuring more effective oversight of the security sector by CSOs in Mali.

Finally, the **development of a common concept and operational plan for community policing** in Mali was an immediate outcome in the country in 2018. The process and methodology employed by DCAF allowed the gendarmerie and police to identify strategic avenues for implementation of this common concept, and incorporated ideas for trust-building between interior forces and the population in Mali. It also provided a platform for discussion among key interior security decision makers, aimed at generating a common conception of community policing and facilitating coordination and collaboration between forces. This represents important progress in the complicated process of restoring public confidence in the Malian security forces, and marked an achievement in unifying the police and gendarmerie. The community policing concept and operational plan are now in the process of being officially launched and implemented. As such, a Community Policing Focal Point has been appointed at the ministerial level, reflecting that there is real political will to move forward with this strategic tool of SSG/R and that a serious long-term process of reform has been set in motion to change the way Malian security forces operate. The community policing concept has already been tested and used by the gendarmerie in workshops to prepare for peaceful elections.

Niger

DCAF has been supporting Niger in transforming its security sector since 2014. In 2018, DCAF completed its most recent 2-year programme in the country, funded by the German MFA, to support enhanced security sector accountability; and with some very positive results. The programme focused on strengthening internal training and control mechanisms within security institutions in Niger, while simultaneously fostering greater external oversight by parliament, the *Médiateur de la République*, and the media. It resulted in a number of new outcomes in 2018.

The first immediate outcome of this work relates to **capacity building in the Ecole Nationale de Police (ENP) aimed at enabling the implementation of a more professional training system**. In 2018, DCAF supported the development of curricula and learning modules intended for "élèves-inspecteurs" as well as efforts within the ENP to launch the initial phase of a Police Integrity Building Program (PIBP) meant to further strengthen the capacities of police officials and thus encourage good governance practices within institutions. To allow for better understanding, a greater sense of ownership, and easy dissemination, training manuals were adapted to the national context. Modules on police integrity, developed on the basis of the DCAF Training Manual on Police Integrity, have now not only been integrated into the permanent ENP curriculum but have also been replicated in neighbouring countries. In 2018, DCAF's ENP partners responded to a request by their Mauritanian counterparts in the framework of the G5 Sahel National Police Academies and introduced ENP modules in police training programmes in Mauritania. This clearly indicates national ownership of these modules.

A second immediate outcome in Niger concerns the **strengthened role of the Defence and Security Committee (CDS) of the National Assembly.** DCAF conducted training on parliamentary oversight of the security sector and advised the CDS in developing an action plan to strengthen its capacity for oversight, from which the CDS then independently implemented several activities. With further DCAF support, CDS members also undertook field monitoring missions to gather concrete facts meant to reinforce their ability to debate national security questions, such as the states of emergency in several areas of Niger and budget oversights. This increased the capacity of parliamentarians to scrutinize the security sector in an effective and informed way.

Similarly, the **strengthened role of the Médiateur de la République in overseeing the security sector** in Niger is the third immediate outcome of this work in 2018. This is particularly reflected in the more active role now played by the Médiateur in collecting and processing citizen complaints of misbehaviour by governmental officials. The Médiateur benefitted from a comprehensive mapping of all the institutions through which the public can submit complaints against members of security forces, which resulted in more intensive collaboration with these institutions. This mapping was undertaken by a team within the Médiateur, with support from DCAF. In 2018, significant progress was also made as far as public outreach regarding the existence and role of the Médiateur.

A fourth immediate outcome in 2018 relates to the **strengthened capacity of community media to report on security governance and security policy matters**. Following two intensive master class sessions in 2018, journalists produced a number of radio magazine programmes on the impact of insecurity. For instance, one reporter focused on its effects in Tillaberi, and in particular on the impact of physical and psychological violence on women. This programme was produced and broadcast in five languages by DCAF media partners in Niger.

The last immediate outcome in 2018 in Niger has to do with the **development by the National Police Academy of its own training manual on police integrity**, based on DCAF's model. This knowledge product was integrated into the permanent curriculum of the Academy in 2018.

Nigeria

Since 2014, DCAF has been involved in supporting democratic oversight and accountability of the Nigerian security sector. In 2018, this support was directed towards capacity building – both of the security-related committees of the National Assembly of Nigeria (NASS), to better carry out legislative and oversight functions over security issues; and of civil society, to promote more active oversight of and engagement with the security sector by NASS. DCAF provided support in close partnership with the Policy and Legal Advocacy Centre (PLAC), a non-profit organization that aims to strengthen democratic governance and citizens' participation in Nigeria. Significant progress was observed, and two key outcomes resulted.

First, the **strengthened role of the security-related committees of NASS** represents one immediate outcome. Parliamentarians are more proactive than before in taking action on pressing security issues, notably resulting in a July 2018 second reading of a new Police Bill, which was then submitted to the Senate Police Committee. Importantly, as a result of DCAF's contributions, the draft bill now provides for better protection of the rights of suspects during arrest, including in terms of their notification of rights, humane treatment, and general safeguards against arbitrary policing.

A second immediate outcome in 2018 relates to the **strengthened role of civil society in security sector oversight** in Nigeria. As a result of DCAF's work, the capacity of Nigerian CSOs to monitor the security sector has been significantly enhanced. And, following two workshops facilitated by DCAF and PLAC in 2018, several participants took part in radio shows to raise public awareness about the Police Bill. As a direct result of these activities, partner CSOs formally agreed to collaborate between and amongst themselves to pool their strengths, bridge gaps, and more effectively advocate before the security-related committees of NASS. They also agreed to create coalitions to share experiences and implement joint advocacy strategies regarding the Police Bill.

Private security regulation in Africa

DCAF created a private security observatory network in sub-Saharan Africa that aims to raise awareness among CSOs of international private security norms and good practices, and to build their capacity to promote good governance of the private security sector in line with these good practices. After several regional meetings of the network in Senegal and Cameroon, the first ever pan-African meeting took place in 2018 in Kenya, where some 76 African CSOs were exposed to the ICoC and ICoCA. This resulted, among other things, in follow-up meetings at the initiative of CSOs in DRC to discuss not only their role in implementing the ICoC, but also in advocating for government membership in the ICoCA. This is a clear immediate outcome of DCAF's work in the region and has led many participant CSOs to express a strong interest in closer relations with the ICoCA. Currently, 13 CSOs are part of both ICoCA and the observatories (4 of which joined ICoCA in 2018).

3.1.4. Eastern Europe/South Caucasus/Central Asia

Across the nations of the former Soviet Union, DCAF continued to support reforms aimed at increasing accountability and transparency in security sector management by working in close cooperation with parliaments, civil society, governments, ombuds institutions, defence and law enforcement institutions, and regional and international organizations.

In 2018, key priorities for programming in the region included:

- Supporting security sector reform in Ukraine by way of enhanced intelligence oversight as well as SSG/R capacity development in parliament and civil society;

- Supporting human rights monitoring in the armed forces of Tajikistan, in partnership with civil society and the national Ombuds Institution;

- Supporting parliamentarians in Central Asia by developing knowledge and communication tools, including a handbook on the role of parliaments in SSG and RoL, and a website on SSG tailored to Central Asian states (Kazakhstan, Kyrgyzstan, Uzbekistan, and Tajikistan);

- Supporting capacity building of the Office of the Public Defender in Georgia on SSG and security sector oversight;

- Supporting the parliament, Ministry of Interior, and civil society in Georgia in overseeing the security sector;

- Assisting in efforts to build integrity and prevent corruption in defence and security institutions, in cooperation with NATO Partnership for Peace Consortium of Defence Academies and Security Policy Institutes, by providing access to information and knowledge tools, including the security sector integrity website;

- Continuing support for the SSR Working Group of the PfPC in Eastern Europe, South Caucasus and Central Asia, through two workshops (on Military Justice Reform and Intelligence Reform);

- Supporting the organization of three Rose Roth seminars, in partnership with the NATO Parliamentary Assembly, in Georgia, North Macedonia, and Turkey;

- Supporting efforts to prepare the Ukrainian criminal justice system for implementation of the Council of Europe Convention on preventing and combating violence against women and domestic violence (the Istanbul Convention); and

- Promoting improvements to legislation on the status of women in the armed forces in Ukraine.

In *Eastern Europe*, Ukraine remained the focus of a number of programmes designed to strengthen democratic governance of the security sector in 2018, in close partnership with parliament, ombuds institutions, and civil society in their roles as formal and informal oversight bodies. Moreover, in the context of developing effective and accountable civilian institutions for mine action, DCAF continued its support to strengthening the policy and legal framework for humanitarian demining and the clearance of unexploded ordnance and explosive remnants of war in Ukraine, in cooperation with the Geneva Centre for Humanitarian Demining (GICHD) and the OSCE Project Co-ordinator in Ukraine. Recognizing that the inclusive and equitable provision of security is fundamental to improving security and creating an enabling environment for sustainable development, DCAF also maintained its support to the Ukrainian judiciary system to build capacity to respond effectively to violence against women and domestic violence. DCAF sought to foster donor cooperation on SSR in Ukraine as well, by mapping SSG/R programmes across the country.

In 2018, DCAF also advanced the implementation of activities aimed at enhancing SSG in the *South Caucasus*, with an emphasis on Georgia. There, DCAF continued to build the capacity of the Office of the Public Defender to effectively exercise oversight over the security sector, through the development of guidance products on the monitoring of law enforcement and intelligence services for use in all units within the Office of the Public Defender and for training the staff of the Security Sector Unit. And in *Central Asia*, DCAF programming entailed cooperation with ombuds institutions, civil society, and security institutions. In Tajikistan, DCAF supported the implementation of joint monitoring visits to military facilities by a CSO and the national ombuds institution, as well as the subsequent formulation of recommendations to improve the protection of the human rights and fundamental freedoms of armed forces personnel.

Outcomes in Eastern Europe/South Caucasus/Central Asia

In the area of Eastern Europe/South Caucasus/Central Asia, DCAF contributed to the following key results at the outcome level; all in Ukraine.

Intelligence oversight in Ukraine

Thanks to continued DCAF engagement in the area of intelligence reform, in cooperation with the EUAM and the NATO Liaison Office, intelligence oversight is once again on the agenda of the Ukrainian parliament. When, in early 2018, a draft National Security Bill was submitted to parliament with all intelligence oversight provisions deleted, this matter became the focus of a workshop co-organized by DCAF in May. This workshop contributed to the inclusion, in the Bill that was finally adopted, of a **provision affirming that oversight of the intelligence sector will be addressed in secondary legislation**.

Demining in Ukraine

Another outcome was achieved last year in **legislation on demining** in Ukraine. In November 2018, after several years of debate and several draft laws, a Mine Action Bill was adopted in its first reading. The OSCE, the Geneva International Centre for Humanitarian Demining, and DCAF all contributed extensively to legislative deliberations, and provided expert advice. The newly adopted bill thus contains the much-debated clause that "within the limits of authority granted in accordance with the Constitution of Ukraine, operations of mine action bodies are subject to democratic civic control." Although the legislative process is still ongoing, this is considered an important milestone for security sector governance in the country.

Domestic Violence/VAW in Ukraine

DCAF also continued its work on Domestic Violence and Violence against Women in Ukraine, in partnership with local partner La Strada-Ukraine (LSU). This has resulted, as a first step, in the **development and testing of comprehensive training modules for judges and prosecutors,** which were integrated into the permanent curriculum of the National School of Judges and the Academy of Prosecutors in 2018. These modules are intended to support professionals in the Ukrainian criminal justice system in implementing the Istanbul Convention on Domestic Violence and Violence against Women.

3.1.5. Asia-Pacific

In 2018, DCAF contributed further to improving SSG in the Asia-Pacific region, with a focus on Southeast Asia. Building on work from preceding years, DCAF maintained support for the promotion of good SSG and the facilitation of SSR processes through multi-stakeholder dialogue, as well as capacity building for security providers and independent oversight bodies.

Along with various activities in Thailand, the Philippines, Myanmar, and China, as well as in Geneva, DCAF continued to work in the region by way of two sizeable, longer-term programmes. The first of these provides support at the national level, to reform of the Myanmar Police Force (MPF) and the Myanmar parliament; and the other provides support at the regional level, through the launch of a new programme succeeding DCAF's previous involvement in the Inter-Parliamentary Forum on Security Sector Governance (IPF-SSG).

In 2018, priorities in these programmes included continued support for:

- Parliaments in the Southeast Asian region in the area of SSG and SSR, through the promotion of dialogue and the sharing of good practices among parliamentarians and other interested stakeholders; and

- The MPF in developing reform strategies, and the Myanmar parliament in strengthening capacities for external oversight over the police.

The last year was one of transition in this region. It followed the end of the IPF-SSG (the 14th and final IPF-SSG took place in December 2017) and saw its succession by three sub-regional SSG Forums for South Asia, Southeast Asia, and East Asia, which are expected to deliver initial activities in 2019. Plans for support to the MPF and the Myanmar parliament were also subject to a total revision. Therefore, in both cases, *no significant outcomes* could be achieved.

DCAF has supported the ***Inter-Parliamentary Forum on SSG*** since its start in 2006. The forum has contributed to a considerable increase in knowledge and understanding about SSG/R processes among a large number of parliamentarians and other stakeholders in Cambodia, Indonesia, Malaysia, Myanmar, the Philippines, Singapore, and Thailand. As DCAF's flagship sub-regional activity in Southeast Asia for over a decade, the IPF-SSG fulfilled a strategic role by initiating various in-country programmes (in Cambodia, the Philippines, and Thailand) as well as generating opportunities to reach out to SSG stakeholders in countries where DCAF did not have these programmes or had to scale down its activities.

Experiences from the IPF-SSG served as the basis for new plans to establish three sub-regional networks of SSG experts and partner institutions across the Asia-Pacific region – in South Asia, Southeast Asia, and East Asia. These SSG Forums will allow network partners to meet on an annual basis. The Southeast Asian SSG Forum will be developed from the existing network created and nurtured by the IPF-SSG, while networks in South Asia and East Asia will be built from scratch. Lessons learned and the strong network that exists in the region as a result of the IPF-SSG also inform a new project, initiated in 2018, on "Promoting Good Security Sector Governance in the Asia-Pacific Region." DCAF's multi-year involvement in this area has contributed to debate over new national SSG/R policies in various Southeast Asian countries, although these developments are still in early stages; and new sub-regional forums will contribute further to this process.

Another major focus of DCAF's support to SSG/R in Southeast Asia in 2018 was ***Myanmar,*** where this support is aimed at the creation and development of external oversight mechanisms for the Myanmar Police Force (MPF) as part of a long-term EU programme for its reform. Apart from support to parliament, DCAF is also supporting the Myanmar authorities in modernizing police-related legislation, as well as in developing a comprehensive police reform strategy that includes internal accountability mechanisms.

These are key components of the police reform process, and the fact that they are part of a comprehensive reform programme that incorporates inputs from various other European organizations (Civi.Pol, FIAPP, GIZ, and NICO) allows for potentially larger outputs and outcomes than if DCAF had undertaken them separately, in part because DCAF cooperates intensively with these partners. Still, the need to revise the work plan for the entire EU programme, largely due to a virtual standstill of reform efforts by the main stakeholders, meant that no substantive outcomes could be achieved in 2018, though various successful activities were carried out with both the MPF and parliament.

3.1.6. Latin America and the Caribbean

Recognizing that high levels of violent crime and insecurity in Latin America and the Caribbean are inextricably linked to a lack of democratic governance of the security sector, DCAF's activities in the region have aimed to improve SSG as a means of strengthening citizen security. In 2018, DCAF continued to support national efforts to enhance the governance of the private security sector and increase the gender responsiveness of the security sector, in order to reduce violence and strengthen the rule of law and respect for human rights in the region.

In 2018, this was reflected in the following key priorities:

- Enhancing the integration of gender perspectives in the delivery of police services in historically disaffected regions in Colombia;

- Exchanging legislative experiences on the governance of the security sector in Colombia;

- Supporting the National Police of Honduras through the launch of a comprehensive, multi-year police advisory programme;

- Fostering the application of principles of good governance by public and private security providers and promoting norms and good practices on private security regulation in various countries (see the section on Security and Business, and the Features on the ICoC and the Montreux Document); and

- Supporting private security regulation in partnership with UNLIREC.

DCAF continued to support reform processes in Colombia last year, in particular through assistance to the Colombian Police and the Colombian Congress in implementing and monitoring the peace agreement. In 2018, DCAF completed the first phase of a project to address *gender and security* in Colombia as well, by supporting the Colombian National Police in adapting protocols for responding to gender-based violence (GBV) in special transitional peace zones. This engagement was not only well received by the police and women's groups in the targeted areas but also secured funding from the Norwegian MFA for a second phase, which will expand the scope of the project to other areas and facilitate the creation of dialogue mechanisms between women's groups and security and justice providers at a local level.

In December, DCAF also co-organized a forum with the Colombian Congress on legislative experiences in security sector governance, inviting parliamentarians from Germany, Sweden, and the Philippines to share good practices and lessons learned. DCAF will continue to support these exchanges and promote legislative oversight in the region going forward.

The longer-term support DCAF has provided to international partners involved in SSR programming in the region, especially the Swiss Agency for Development and Cooperation (SDC), resulted in the official launch of a comprehensive, multi-year *police reform programme* for Honduras in the second half of 2018. Through this programme, DCAF aims to support the strengthening of the Honduran police reform process in the areas of strategic and operational management, community policing, police education

and accountability, use of force and firearms, and human resources management. The multi-year approach and well-coordinated design of this project provide safeguards that good outcomes are likely to be reported in performance reports in the coming years. What's more, authorities in Honduras have displayed a keen interest in implementing effective police reform in their country.

Outcomes in Latin America and the Caribbean

In the area of Latin America and the Caribbean, DCAF contributed to the following key results at the outcome level.

Promoting space for dialogue by women on security priorities in Colombia

One key result at the outcome level in Colombia to which DCAF contributed in 2018 was the promotion of spaces for dialogue by women on security priorities. In concrete terms, this outcome is reflected in **better police practices in dealing with the needs and priorities of women living in certain rural areas.** The Colombian Police had created well-regarded protocols and practices for attending to women victims of violence and GBV, but they were developed for urban areas and failed to account for the specificities of rural contexts, particularly the political and social challenges of the special transitional peace zones *(Espacios Territoriales de Capacitación y Reincorporación, or ECTR)*. These zones demarcate areas formerly controlled by the FARC, where the redeployment of state institutions and restitution of the rule of law are key priorities. To address the fact that security protocols did not account for ECTRs, and recognizing the importance of a whole-of-government approach, DCAF and local partner CIASE developed a series of recommendations for the government, the police, and the international community in Colombia on how to adjust the provision of security and justice services to the needs and priorities of women living in these rural areas.

These recommendations, produced through an inclusive consultation process in five affected municipalities (La Guajira, Caquetá, Cauca, Meta, and Tolima) with a total of 363 women from a wide variety of backgrounds, aimed to improve the way the police, the government, and the international community deal with women victims of violence and, in this way, build trust between police and women in the communities they serve. The police responded positively to these recommendations and integrated them into the training curricula of an existing gender mainstreaming project, titled, "Gender focus in the police service." The police also respond to the recommendations in other ways, such as by strengthening training to include topics such as diversity and psychosocial care, while also organizing workshops on the prevention of GBV in 7 different municipalities and translating material on GBV for indigenous communities. The result is that women participating in various consultations and workshops are much more aware of the existence of these police protocols, issues of gender-based violence, and their rights to security, peace, citizenship, and self-care. However, it is too early to measure any increase in the effectiveness of new protocols; an outcome that is hoped for in the second phase of the project in 2019.

Private security regulation in partnership with UNLIREC

In 2018, DCAF continued to strengthen the regulation, oversight, and accountability of PSCs in the region through its partnership with the UN Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UNLIREC). Joint DCAF-UNLIREC programming focused on **promoting regulation of as well as oversight of the use of small arms and light weapons (SALW) by the private security industry**. To this end, support was provided to parliaments, national private security regulatory bodies, private security industry associations and companies, civil society, and other stakeholders, especially in Central American countries and in Peru.

Together with the ICRC, DCAF also initiated the **development of guidelines on the use of force by private security companies**. This process, which benefitted from significant "field-testing" with national legislators and regulators, private security companies, and civil society from Costa Rica, El Salvador, Guatemala, and Peru, was completed in 2018. In the second half of 2018, when the Peruvian national private security regulator SUCAMEC initiated the drafting of its new policy in this area, it requested that DCAF provide it with the finalized guidelines.

This project has stimulated multi-stakeholder dialogue on the topic of private security regulation in each of the countries involved (Costa Rica, El Salvador, Jamaica, Guatemala, Mexico, and Peru). In 2018, the project also reached stakeholders in the Dominican Republic, Honduras, and Nicaragua through a sub-regional workshop for SICA member states. This led to an important and visible outcome in Costa Rica, where the perspective of the government on the benefits of adequate, efficient state regulation of private security stakeholders is undergoing an evolution. **The Costa Rican body INTECO transposed the international ISO norm 18788 ("Management system for private security operations") into a national standard** in a process that was strongly fostered and thematically supported by the national private security regulator, a key partner of DCAF and a participant in all the capacity-building events organized in the framework of this project. This will make it easier for Costa Rican PSCs to incorporate key norms and good practices into their work processes.

An external evaluation of the DCAF-UNLIREC project was published in 2018 and was very positive about key aspects, including project planning, the capacity of DCAF expert advice to strengthen national partners' systems, the sensitization of partners regarding the use of force by private security companies (for which guidelines were finalized in 2018), and the project's sustainability. This may be considered a strong reflection of the outcomes of the project in general in 2018.

3.2. Assisting International Partners

While DCAF assists partner states in reform processes aimed at enhancing good governance of their security sectors, it also works with international partners, such as bilateral donors and multilateral organizations, to enhance their provision of effective and coherent support to national SSR processes. In this context, DCAF support has focused particularly on the work of the UN and other relevant international, regional, and sub-regional organizations, as well as on other formal and informal multilateral governance arrangements at the regional and global levels. In 2018, DCAF continued to provide extensive support to bilateral and multilateral partners to deliver more effective and efficient assistance for SSR through ISSAT, the Policy and Research Division, and increasingly through its operational divisions as well.

The focus in this report is on outcomes achieved. Yet, the nature of DCAF's work in assisting international partners is often such that it produces a multitude of strong outputs, but immediate or intermediate outcomes are harder to measure, especially in individual states. Outcomes that have to do with influencing the policies and practices of bilateral and multilateral donors can also be difficult to prove. Below, only the main outcomes that result from interventions by DCAF are highlighted.

3.2.1. Bilateral Donors

As DCAF's primary instrument for reinforcing the capacity of bilateral donors to deliver more effective and efficient assistance to SSG/R, ISSAT continued to support members of its Governing Board[2] to improve their own support programmes in 2018.

Key priorities and areas of focus in 2018, aimed at providing multidimensional support, included:

- *High quality delivery in response to drawdown requests from pooled funders*, such as the mapping of a number of EU member states within the systems of secondment to Civilian Common Security and Defence Policy (CSDP) missions. Bringing together the knowledge and expertise of Advisory Field Support (AFS) and Professional Development and Training (PDT) capacities, this engagement drew on the networks that ISSAT has created through its Governing Board Member advocacy work, to provide insight that countries such as Ireland have already started to incorporate into their National Implementation Plans for the EU Civilian CSDP Compact.

- *Support to Governing Board Members in the area of SSR and Violent Extremism.* Building on previous briefing notes and panel discussions for its Governing Board Members, as well as inputs to discussions on the interface between SSR and Violent Extremism, 2018 saw the successful implementation of a comprehensive learning and development project to design and deliver a pilot training course on SSR and Violent Extremism, delivered in French (Mali) and English (the Netherlands). The joint mandate for this project brought together France, Switzerland, the Netherlands, Denmark, Norway, and the UK, and incorporated contributions by the UN Standing Police Capacity in order to improve coordinated approaches on the ground. This drew on AFS, PDT, and Outreach, Advocacy and Knowledge capacities (OAK), as well as additional knowledge and experience from other DCAF engagements.

- *The development of an Advising Hub,* which will bring together existing capacities across different services. This was expanded in 2018 with the launch of an Effective Advising course in partnership with Interpeace, which will be finalized and rolled out in 2019.

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2 ISSAT's Governing Board comprises its 16 donor countries (Austria, Belgium, Canada, Denmark, Estonia, Finland, France, Germany, Ireland, the Netherlands, Norway, Slovakia, Sweden, Switzerland, the United Kingdom, and the United States) as well as seven multilateral institutions (the AU, the EU, OIF, OECD, the OSCE, the UN, and the World Bank).

Outcomes of assistance to Bilateral Donors

In the area of assistance to bilateral donors, DCAF contributed to the following key results at the outcome level.

French Strategy on SSR in its aid policies

One immediate outcome of assistance to bilateral donors in 2018 was achieved in relation to DCAF's support for the French government's SSR assistance strategy, which was first developed in 2008. DCAF provided early support through several advanced training courses about SSR and the ways and means to implement SSR policies. In 2015, the *Agence Française de Développement* (AFD) requested that DCAF review its 2008 SSR policy through analysis of its support in Ivory Coast, Guinea, and Burkina Faso. This resulted in a number of recommendations to revise the policy, as some assistance programmes were not fully in line with key principles of SSR. The French government responded positively by following DCAF recommendations, including by revising its relevant training programs and engaging *Expertise France*[3] – the main technical assistance agency in the country – in SSG/R efforts. In 2018, DCAF **contributed further to the work of revising the French SSR strategy**, which will continue in 2019. For this reason, immediate outcomes in 2018 were modest, but were significant in terms of substance.

3.2.2. Multilateral Organizations

In 2018, DCAF remained committed to working closely with multilateral organizations through its Policy & Research Department, ISSAT, and increasingly through its operational divisions. DCAF maintains a focus on the UN system as well as on regional organizations in the Euro-Atlantic area and in Africa, and in 2018, it continued to reinforce its key strategic relationship with the UN, particularly with the Department for Peacekeeping Operations (DPKO), the UNDP, and other members of the UN Inter-Agency SSR Task Force. Priority was especially given to supporting UN efforts to actuate the global implementation plan for Security Council resolution 2151 (2014), the first ever stand-alone resolution on SSR, which DCAF supported through three broad areas of cooperation (echoing those in the UNSCR 2151 implementation plan):

- *Knowledge* – support for the development and review of policy and guidance documents related to SSR and engagement in joint research projects on specific SSR-related issues. Priorities in 2018 included: further elaborating and, where possible, finalizing studies requested by DPKO's Security Sector Reform Unit (SSRU);[4] supporting the SSRU in their assessment framework; and revising the 2008 Gender and SSR Toolkit in collaboration with UN Women and the OSCE-ODIHR.

- *Field Support* – support to UN staff in the field as a part of peacekeeping operations or country teams, through training, advisory field support, and more long-term cooperation on dedicated programmes of support to national stakeholders. Priorities in 2018 included: collaborating with UNDP in supporting the Ministry of Interior of Afghanistan to conduct a gender self-assessment; and providing ongoing support to the development of UNDP's strategic monitoring framework for their Global Programme on Strengthening the Rule of Law and Human Rights.

- *Outreach* – support for UN efforts to engage Member States, including through the UN Group of Friends of SSR, and to strengthen cooperation on SSR with regional and sub-regional organizations. Priorities in 2018 included: supporting the Presidency of the UN General Assembly in mainstreaming SSR into the key theme of "peacebuilding and sustaining peace," including by organizing side-events related to the High Level Meeting of the UN General Assembly in April 2018; and supporting a workshop for multilateral organizations, in particular the UN, the AU, the EU and OSCE, to encourage discussion on recommendations to strengthen the approaches of multilateral organizations to SSR support.

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3 Expertise France will be integrated into the AFD in 2019.
4 These included: Enhancing Multilateral Support for Security Sector Reform: A Mapping Study covering the UN, the AU, the EU and the OSCE; Review of UN Peacekeeping Operations and Special Political Missions Support to Defence Sector Reform from 2006-2016; and Integrating Former Combatants into the Security Sector.

DCAF sustained and expanded its cooperation with regional and other multilateral organizations in 2018, including the EU, NATO, the OSCE, the AU, ECOWAS, and the Inter-Parliamentary Union, as well as the OECD and the International Organisation of La Francophonie (IOF).

In 2018, the following activities were undertaken with these partners:

- **The African Union –** with a focus on the provision of strategic support, work with the AU included continued reinforcement of AU Commission assistance to the national SSR process in Madagascar; lesson identification in Madagascar's SSR process; capacity-building among AU officials; and assistance in organizing the 2nd Africa Forum on SSR.

- **The European Union –** DCAF's work with the EU spanned the globe, in support of PVE efforts in the Western Balkans within the framework of the EU funded iPA II Action (Western Balkan Counterterrorism Initiative/WBCTi); EU-funded police reform in Myanmar; and, at the request of EU-DEVCO, the EU Emergency Trust Fund for Africa, through the completion of three compre-hensive sector-wide assessments (in Niger, Burkina Faso, and Chad) that used a new methodology and innovative tools specifically developed by DCAF ("*un socle de référence et une grille d'analyse*"). Importantly, this was the first year of the EU SSR Facility, for which DCAF is the lead of a Consortium. This is a strategic engagement with the EU to support the implementation of the EU-wide Strategic Framework on SSR.

- **The Inter-Parliamentary Union –** work with the IPU focused on parliamentary capacity building in the area of security sector governance.

- **NATO –** DCAF cooperated with the NATO Political Affairs and Security Policy Division (PASP) on Partnership for Peace programming including on building integrity, defence institution building, defence and related capacity building, NATO military career transition, parliamentary assembly, and the liaison offices. DCAF was also the Chair of the Partnership for Peace Consortium of Defence Academies Security Sector Reform Working Group. Thematic and methodological support to the NATO Committee on Gender Perspectives also continued successfully in 2018, as well as facilitation of NATO's Civil Society Advisory Panel on women, peace and security.

- **OSCE –** the extent of DCAF's work with the OSCE was broad in 2018, and included support to OSCE executive structures in reviewing implementation of the first set of OSCE Guidelines on SSG/R; support to the Conflict Prevention Centre (CPC) on SSG/R trainings and awareness-raising activities for the Code of Conduct on Politico-Military Aspects of Security; cooperation with the Project Coordinator in Ukraine; assistance to the Office for Democratic Institutions and Human Rights (ODIHR) in capacity development for national human rights institutions; partnering with OSCE-ODIHR and UN Women to revise the 2008 Gender and SSR Toolkit; and providing a retreat-type forum for dialogue in the form of the annual OSCE Focus conference, held in Geneva in October 2018 in support of the 2018 Chair (Italy) and the next OSCE Chair in 2019 (Slovakia).

Outcomes of assistance to multilateral organizations

In the area of assistance to multilateral organizations, DCAF contributed to the following key results at the outcome level.

UN: Mapping Study on SSR

One immediate outcome of DCAF's work with multilateral organizations in 2018 was related to the **successful completion of the study, Enhancing Multilateral Support for Security Sector Reform: A Mapping study covering the UN, the AU, the EU and the OSCE.** Drafted at the request of UNDPKO, the study aimed to map the normative and operational approaches to SSR of four multilateral organizations. This resulted in a very first comparative set of data on these SSR approaches, including on the SSR-related mandates of these organizations, as well as their norms and guidance and the nature of their support, in order to contribute to a well-informed discussion about better coordinating their SSR-related activities. The immediate outcome of this process is visible in the fact that this study has already boosted cooperation on SSR among the UN, the EU, the AU, and the OSCE, which was reflected for instance in an agreement among participants from all four organizations at a workshop in March 2018 on a number of priorities for moving forward (*see the Feature on this Mapping Study*).

OSCE: Significant progress in political discussions about SSG/R

Another intermediate outcome in 2018 relates to progress achieved in discussions on SSG/R in the OSCE. DCAF's support for SSG/R in the OSCE started in 2013, when it undertook an extensive mapping study. Since that time, the concept of SSG/R has developed considerably within the OSCE, but a political consensus on the issue is still lacking among participating States. In February 2018, for the first time in OSCE history, a joint meeting of the Permanent Council (the OSCE's key political decision-making body) and the Forum for Security Cooperation (its key decision-making body on politico-military affairs) took place, highlighting that SSG/R is no longer seen as belonging only to the politico-military dimension, but to all three dimensions of the OSCE's approach to comprehensive security. This event was recommended in DCAF's 2013 mapping study and can be considered as a major milestone in developing the concept of SSG/R in the OSCE. At the same time, SSG/R is increasingly seen as a new and important component of conflict prevention in the longer term, which will likely be reflected in revisions to the OSCE's conflict cycle approach. In this way, DCAF has substantially contributed to a more coordinated and strategic approach to SSG/R within the OSCE (*see the Feature on SSG/R in the OSCE).*

OSCE: Annual review and external evaluation of OSCE Guidelines on SSG/R

In 2018, DCAF facilitated a review of the OSCE's internal Guidelines on SSG/R for the second time, resulting in the **identification of several shortcomings in the Guidelines and the proposal of recommendations to address them**. To a large extent, these recommendations were incorporated in an independent external evaluation of the OSCE SSG/R process which drew on DCAF's expertise, and several echoed recommendations already made in DCAF's 2013 Mapping Study. These recommendations have been endorsed by OSCE senior management and are leading to concrete outcomes within the organization. The modest SSG/R support unit, for instance, has been elevated to a position directly under the Director of the CPC, demonstrating the growing recognition of its importance.

Notably, according to this review, the OSCE Guidelines have had a strong impact in all executive structures of the organization, both at Headquarters and in field operations. Moreover, the 2019 Chairman-in-Office, the Slovak Foreign Minister, has tasked the Secretary General with drafting a comprehensive SSG/R report aimed at raising awareness among participating States on the concept, for which support from DCAF has been requested. These are signs that intermediate outcomes are clearly emerging from DCAF's advice and expertise.

NATO: Support to the Civil Society Advisory Panel on Women, Peace and Security

An immediate outcome of DCAF's support to promoting the development of more structural relations between NATO and women's groups was also realized in 2018. DCAF has been instrumental in **cementing more robust relations between NATO and civil society through the external facilitation of the NATO Civil Society Advisory Panel (CSAP) on Women, Peace and Security (WPS).** The Secretary-General's Special Representative (SGSR) on WPS had requested that DCAF act as facilitator, in order to help plan and conduct annual meetings of the CSAP, to consolidate its conclusions and support analysis of its work. The outcomes of this work are impressive, and thanks to input from DCAF, the CSAP has become fully institutionalized in the NATO structure as an external coordination mechanism. In 2018, this was reflected in the fact that NATO adopted a Revised Policy and Action Plan on WPS (endorsed by Heads of State and Government at the Brussels Summit in July 2018), which incorporated almost all the recommendations made by CSAP as initiated and drafted by DCAF. The Office of the SGSR on WPS has secured a dedicated staff member to work exclusively with the CSAP, so that contributions by DCAF will be needed only on an ad hoc basis going forward (*see the Feature on CSAP*).

3.2.3. Other Multilateral Platforms

DCAF also continued to provide institutional and substantive support to various quasi-multilateral institutions in 2018, including:

- *International Code of Conduct Association (ICoCA)* – a multi-stakeholder platform related to the regulation of private security providers, involving over 100 companies, states, and CSOs, with DCAF serving as Secretariat.

- *Montreux Document Forum* – comprising 54 states and three international organizations committed to **obligations under international law and good practices relating to the activities of private military and security companies (PMSCs) during armed conflict,** with DCAF serving as Secretariat.

- *International Conference of Ombuds Institutions for the Armed Forces (ICOAF)* – a trans-governmental network of representatives from over 56 states and five multilateral institutions.

- *Police Cooperation Convention for Southeast Europe (PCC SEE)* – DCAF serves as the Secretariat, based in Ljubljana.

- *Integrative Internal Security Governance (IISG)* – a relatively new framework for internal security cooperation, capacity building, and reform in the Western Balkans that is supported by the IISG Support Group, hosted by DCAF Ljubljana.

To reinforce national government-led processes aimed at enhancing the governance and accountability of PSCs, DCAF continued to support multi-stakeholder mechanisms and instruments for private security governance at the global level, in particular the *ICoCA* and the Montreux Document. This involved promoting the ICoC initiative and its implementation, for example by providing support to the institutional development of the ICoCA as well as to developing procedures to monitor the compliance of member companies with the ICoC and to process complaints on alleged violations of the Code. In addition, DCAF organized outreach events to raise awareness of the ICoC among both public and private stakeholders and to encourage their participation in the multi-stakeholder initiative, particularly in sub-Saharan Africa and Latin America and the Caribbean. In 2018, a Guidance on Grievance Mechanisms, developed by the ICoCA and DCAF, was published and widely distributed, including at the first Forum on Non-Traditional Security and Overseas Interests Protection, held in November 2018 in China.

In the context of the *Montreux Document*, DCAF engaged over the last year in the development of practical tools to support the implementation of more effective regulation of PMSCs. DCAF supported the organization of outreach activities to promote the initiative as well, to ensure that PMSC personnel adhere to existing obligations under international humanitarian law. In its role as Secretariat of the Montreux Document Forum (MDF), DCAF also supported co-chairs Switzerland and the ICRC in convening participants around key issues and developing informative knowledge products on challenges and opportunities of PMSC regulation.

Within the trans-governmental network of the *ICOAF*, DCAF advanced its efforts to promote ombuds institutions as a fundamental means to ensuring that armed forces are governed in accordance with the rule of law and respect for human rights of both armed forces personnel and the civilians with whom they engage. In supporting ombuds institutions, DCAF's engagement in 2018 was focused on fostering international cooperation between these institutions in various countries, documenting best practices and lessons learned, and formulating recommendations to strengthen the functioning of these institutions on the basis of policy-oriented research.

In the framework of the *PCC SEE*, DCAF provided support to enhance the strategic alignment of the PCC SEE implementation process (PCC SEE Plus) and to develop action plans for implementation of the five core clusters of the Convention – data protection, information exchange, operational cooperation, countering terrorism, and the automated exchange of data. DCAF also assisted Contracting Parties in establishing an EU-oriented framework for the automated exchange of DNA profiles, fingerprints, and vehicle registration data within the PCC SEE region, with the aim to increase Schengen integration, strengthen data protection arrangements for the exchange of information within the scope of the Convention, and improve the operational planning and preparation of joint cross-border police operations in accordance with EU standards and best practices.

As part of its support to the *IISG*, which was initiated by the EU in 2015, DCAF coordinated the successful completion of Multi-Annual Integrated Plans of Action for the three pillars of the IISG – the WBCTi, the Western Balkan Counter Serious Crime initiative (WBCSi), and the WBBSi – to provide strategic implementation guidance aimed at enhancing complementarity, reducing duplication, and scaling up cooperation among the EU and other international donors on external assistance in those three fields of internal security in the Western Balkans.

Outcomes of assistance to other multilateral platforms

In 2018, all these partnerships contributed to noteworthy immediate and intermediate outcomes. The PCC SEE and the IISG process are centred in Southeast Europe, and so outcomes in both these areas are included in the section on Southeast Europe; but outcomes of the ICoCA and the Montreux Document Forum are summarized below.

ICoCA: The International Code of Conduct Association

The ICoCA is among the main international actors engaged in the regulation of private security governance. In 2018, a number of interesting immediate outcomes were achieved by the Association.

One immediate outcome, generated through its networking and engagement with international institutions such as the UN and the EU, was DCAF's **further promotion of state compliance with the requirements in the Code.** As a result of these efforts, international institutions have included Code compliance in their official reports. For example, a July 2018 draft report on human rights concerns in the operations of private military and security companies affecting third countries (2018/2154(INI)), by the Committee on Foreign Affairs of the European Parliament, calls for the EU to encourage legislation requiring that all PMSCs registered in, operating in, or contracted by an EU Member State must maintain membership in good standing with the ICoCA.

A second immediate outcome concerns the **increasing number of businesses demanding compliance with the norms and principles of the ICoC when negotiating contracts with PSCs**. In 2018, two more actors are known to have required ICoC compliance, bringing the total to 19. One of these was Maersk Shipping, which has reported that it now requires ICoC compliance as part of its security personnel Standard Guidance.

Finally, a third immediate outcome of DCAF's work in 2018 is related to the ICoC certification process. In 2018, the ICoCA assessed that 8 more member companies had come into compliance with the standards of the ICoC through the Association Certification Process. Currently, a total of 16 companies are ICoCA certified (see the Feature on the ICoC).

The Montreux Document

In 2018, one notable outcome concerning the Montreux Document was a demonstrated **growing ownership of the issue of PMSC regulation by the OSCE**. Importantly, by commissioning a study from DCAF on the regulation of PMSCs in the OSCE region, field missions were engaged in this topic for the very first time. This was followed by a special session on the topic at an OSCE-organized symposium on the OSCE Code of Conduct on Politico-Military Aspects of Security, held in November 2018 in Berlin.

A second outcome relates to the **rising number of states joining the Montreux process.** Since the launch of the Montreux Document in 2008 (with an initial 16 State participants), support has more than tripled. In 2018, following its participation in the MDF Plenary Meeting, Montenegro joined the Montreux Document, making it the 55th State participant. Panama has also expressed political support for the Montreux Document and is expected to join in 2019.

The fact that compliance with the requirements of the Montreux Document is increasingly considered a requirement for contracts with PMCs is a third outcome of DCAF's work in this area. In 2018, a major milestone in terms of the influence of the Montreux Document was demonstrated by a **decision of the US Department of Defense to reserve the future hiring and contracting of private security companies to employees/staff from Montreux State participants.** This decision extends from DCAF's continued engagement with the US DoD and its dialogue with the US via the MDF Working Group, and given that the total value of the five-year contract for the US Central Command Area (which includes countries in West Asia, parts of North Africa, and Central Asia, most notably Afghanistan, Iraq, and Syria) is almost 4 trillion USD, it will clearly have substantial impact.

A fourth outcome in this area is the **incorporation of Montreux Document requirements into national regulations, as national regulatory authorities increasingly understand and apply good practices for private security governance**. Continuous outreach efforts by DCAF in Latin America and the Caribbean have led a growing number of states to amend their regulations in order to incorporate the recommendations and good practices put forth in the Montreux Document, demonstrating that it has become a key normative standard. This is also reflected in the fact that several states have adapted the management system standards of PMSCs to Montreux norms (technically known by designations such as ISO1877:2015, PSC.1-2012, and PSC.4-2013). For example, in Costa Rica, the national PSC certification body INTECO is transposing ISO 18788:2015 into a national standard, and Peru has initiated the drafting of national use of force guidelines. These results demonstrate that the Montreux Document has a real effect on how the functioning of PMSCs is regulated in an increasing number of states. DCAF has been a leader in achieving these results, opening a new and important chapter in the global regulation of these companies in line with international humanitarian law and human rights (*see the Feature on the Montreux Document).*

ICOAF: The International Conference of Ombuds Institutions for the Armed Forces

Over recent years, DCAF has become the foremost international authority on ombuds institutions for the armed forces. In 2009, DCAF initiated the ICOAF in the German Bundestag to gather representatives of ombuds institutions from around the world to establish good practices and lessons learned concerning the mandates, powers, and functioning of their institutions. The importance of the ICOAF then became glaringly clear when a number of allegations came to light of sexual exploitation and abuse and other forms of misconduct by military personnel deployed in international peacekeeping missions. Ombuds institutions can investigate such misconduct and take preventative measures, and since its inception in 2009, the ICOAF has contributed to establishing or strengthening these institutions in Georgia, South Africa, Tunisia, and the United Kingdom. It has also contributed to improving the legal framework for armed forces personnel, for example in Serbia. In November 2018, the first ever ICOAF meeting took place in Africa, in Johannesburg.

Important outcomes were achieved in this area in 2018, related to the oversight of ombuds institutions in military deployments abroad, the adoption of a law to establish a defence ombudsman in Tunisia, and draft legislation to strengthen the powers and capacity of the NHRI of Korea to oversee armed forces.

One key outcome concerns joint missions to troops stationed abroad. A first ever joint mission was undertaken in 2016, by the German Parliamentary Commissioner for the Armed Forces and the Dutch Inspector General and National Ombudsman, to German and Dutch troops participating in MINUSMA in Mali. This mission, motivated by DCAF's support for ICOAF, raised significant issues that required follow up. First, it resulted in complaints from personnel actively stationed abroad, which had never occurred before. The mission also triggered a series of steps taken by the German and Dutch ombuds institutions, as well as those in other countries, after the German Commissioner recommended to the Bundestag that the German Parliament institute "uniform standards for the oversight of the armed forces," noting that, "over the long term, joint rules would be sensible, at least within the EU and NATO." The Bundestag responded positively, recognizing the need for more intensive cooperation between ombuds institutions in international missions, and this resulted in further efforts by the German Commissioner and DCAF to explore how this could be translated into bilateral cooperation (with the Netherlands, Norway, or Austria) and extended to multilateral operations (with the EU and/or NATO). In 2018, the German Commissioner drafted and distributed **a resolution aimed at enhancing cooperation in joint or multi-national missions involving multiple ombuds institutions**. In addition to Germany, ombuds institutions from Austria, the Netherlands, and Norway have expressed their willingness to join and implement the resolution; and DCAF will assist in moving this initiative forward by compiling good practices, to support international cooperation. This immediate outcome represents an important step in reaching out to prospective complainants stationed abroad in the armed forces and could become an effective tool to counter abuse and misconduct. This is still an emerging intermediate outcome, but its prospects are promising.

A second outcome in this area relates to Tunisia. Inspired by different models of ombuds institutions for armed forces on display at the annual ICOAF conference, the leadership of **the Tunisian Ministry of Defence took the initiative to reform its complaints handling mechanism.** In March 2018, this resulted in the passage of a new law establishing the *Médiateur administrative militaire.* This law expands the powers and authority of the General Inspector, expanding its mandate to receive and investigate complaints pertaining to the armed forces. This was a clear immediate outcome of DCAF contributions in this important area.

Another immediate outcome was achieved in 2018 in South Korea. In 2016, new legislation was proposed to grant the National Human Rights Commission of Korea (NHRCK) increased powers and resources to ensure the protection of human rights within the military, yet these changes did not materialize for political reasons. But in July 2018, **the NHRCK established a new Armed Forces Human Rights Investigation Division** with 8 staff members, significantly increasing the number of people tasked with overseeing the armed forces. This development, which will enable greater oversight and ensure that armed forces personnel have the means to file complaints, was guided by policy advice from DCAF.

3.3. Contributing to the Development of International Policy and Good Practices

Last year, DCAF continued playing a major role in shaping the SSG/R policy agenda, particularly through the creation of evidence-based knowledge products and through support for multilateral and national actors in policy and guidance development. In fact, DCAF has become known for its high-quality products concerning a vast range of topics related to SSG/R, and in 2018, this was reinforced by new results. One of DCAF's guiding principles is gender equality, which was reflected not only in policy and research in 2018, but in the means and goals of all operational activities. DCAF also advanced its track record in two programmatic areas related to the private sector – business and SSG/R, and private security regulation. In the following sections, the main activities developed in these areas in the last year are summarized, as well as key outcomes. However, it is important to stress that, no matter how important knowledge products and policy research are to the promotion of SSG/R in different settings, it is not always possible to clearly identify the outcomes of this work through DCAF's present approach to the RBM process; though, a number of outcomes were identified.

3.3.1. Security Sector Governance and Reform

DCAF further consolidated its role as a world leading institution in the area of SSG/R in 2018, especially through policy-oriented and comparative empirical research. As such, DCAF had three strategic priorities:

1. Repositioning SSG/R, on the basis of strong empirical evidence, as a universal concern that addresses different needs, in different ways, and in different contexts;

2. Contributing to relevant new international policy agendas, with an emphasis on the 2030 Agenda for Sustainable Development and the Sustaining Peace agenda, which demands the broadening of its strategic partnerships with the UN system and other relevant multilateral institutions; and

3. Developing governance-driven approaches to new and re-emerging global security issues.

In this context, three dedicated policy and research projects should be mentioned – the first of which was related to the UN 2030 Agenda for Sustainable Development, the second to SSR in the context of Sustaining Peace and Prevention, and the third to SSR and peace processes. This research on SSR in the context of Sustaining Peace contributed to the fact that SSG/R was placed on the sustaining peace agenda in 2018, notably through the organization of a high-level event in Geneva in February, with the participation of the President of the UN General Assembly. DCAF also supported the organization of a high-level meeting on SSR and Sustaining Peace on the side-lines of the General Assembly event in April 2018, which revealed an increasing recognition of the important role played by SSG/R in the prevention of violent conflict.

The UN 2030 Agenda for Sustainable Development is one of the main international policy agendas relevant to DCAF's areas of work, and the 2018 policy and research agenda thus prioritized several dimensions of the Sustainable Development Goals (SDG) framework – in particular SDG 5 (gender equality), SDG 11 (inclusive, safe and resilient cities), and SDG 16 (peace, justice and strong institutions). Given that SDG11 was one of the Goals under review at the High-Level Political Forum (HLPF) in 2018, DCAF conducted related dedicated policy research on *SSR for Safer Cities* (SDG 11). This research filled a gap, as little was known about SSG at the city level. Indeed, an earlier DCAF study had concluded that further research was needed on SSG at this level in practice, especially on the vertical linkages between capital/national SSG and city-level SSG. To date, DCAF has hardly engaged in SSG at the city level, with most of its work focused on national SSG/R processes.

DCAF conducted research on SSR and peace processes in 2018 as well, with a focus on understanding and bridging gaps in approaches that currently silo SSR, mediation, and related security interventions such as DDR, mine action, and SALW control in the context of peace processes. While DCAF continued to consolidate knowledge in its areas of expertise in 2018, it also expanded its body of knowledge on "new" or (re-)emerging global issues, often viewed as *"non-traditional" security threats*, which have implications for SSG/R and may call for specific reforms. In this context, DCAF finalized its policy research on the role of the security sector in preventing and responding to global health crises. One focus of this project, which produced two policy briefs in 2018, is the relationship between health and security sector actors during the Ebola crisis. The final research publication will be issued in 2019.

The SSR Backgrounder series remained DCAF's principal vehicle for disseminating fundamental knowledge on the organization's thematic areas of work. SSR Backgrounders provide concise introductions to topics and concepts in SSG and SSR, summarizing current debates and explaining key terms. DCAF also launched a new version of the SSR Backgrounders App in 2018, which now has a download function and includes all SSR Papers as well as toolkits and handbooks.

Outcomes of contributions to SSG/R policy development

For an overview of outcomes realized under these projects/programmes in 2018, see the section on support to multilateral organizations and the Features on the Mapping Study of multilateral approaches to SSR and the OSCE's approach to SSG/R.

3.3.2. Gender and Security

Advancing gender equality in security sectors around the world remained a key commitment for DCAF in 2018, and activities in this area were focused on three main priorities:

1. The development and publication of various knowledge products, in particular a revised edition of the flagship publication, the *Gender and Security Toolkit*, which was originally developed in partnership with the OSCE/ODIHR and UN Women;

2. Support to national partners in integrating gender in their oversight, management, and delivery of security services, with a geographic focus on Sub-Saharan Africa, the Middle East and North Africa, and Eastern Europe; and

3. Support to NATO in integrating civil society perspectives in the implementation of the Women, Peace and Security agenda within NATO policy.

DCAF's thematic work on gender and security is addressed below, whereas support to national partners is addressed in the various geographic chapters and support to NATO is elaborated in the chapter on assistance to multilateral organizations as well as in a Feature.

In 2008, DCAF's engagement in *policy and research activities* related to gender and security included its work with the OSCE/ODIHR and UN Women on the publication of a Gender and SSR Toolkit – its flagship publication in the area of Gender and SSR. Since its launch a decade ago, the Toolkit has become one of the most widely used resources informing policy and training materials on gender in the security sector, including by UN agencies. In the spring of 2018, a survey was conducted among key audiences of the Toolkit, which users indicated needed to be updated and further developed. As a result, DCAF initiated a process to revise the Toolkit, in partnership with OSCE/ODIHR and UN Women. Various consultations and workshops took place throughout 2018; and in 2019, the research and drafting process continues, to produce nine tools and four policy briefs. This process will lead to concrete outcomes, with the publication and official launch of the new Toolkit expected in 2019.

In 2018, DCAF also published a baseline study identifying key barriers to uniformed women personnel in deploying to UN peace operations as part of the Canadian government's Elsie Initiative. This is the first phase of a larger project that will conduct field assessments in eight countries, with the aim to reduce barriers to deployment for uniformed police and military women to UN peace operations. This research is ongoing, to 2021.

DCAF continued its ***support to national partners*** in the area of gender and security in quite a few countries, contributing to the following operational projects/programmes in 2018:

- NATO Trust Fund III: Enhancing the role of Service Women in the Jordanian Armed Forces (completed at the end of 2017)

- Supporting UNDP Kabul in conducting a Gender Self-Assessment of the Ministry of Internal Affairs of Afghanistan (completed in 2018)

- Addressing Domestic Violence and Violence against Women in the Ukrainian Criminal Justice System (ongoing project), a follow-up to the Assessment of the Readiness of the Criminal Justice Sector to Implement the CoE Istanbul Convention on Preventing and Combating Domestic Violence (published in 2017)

- Facilitating the NATO Civil Advisory Panel (CSAP) on Women, Peace and Security (completed in 2018)

- Supporting the Georgian Ministry of Defence in Conducting an Organizational Climate Assessment concerning Gender Equality, Harassment, and Abuse

Although these have all generated interesting outputs, concrete outcomes were achieved by two projects in 2018 – Addressing Domestic Violence and Violence against Women in Ukraine, and the Facilitation of the NATO CSAP. These outcomes are described in the sections on SEE and multilateral organizations in this report.

Outcomes of contributions to gender and security policy development

For an overview of outcomes realized under these projects/programmes in 2018, see the sections on support to national partners in the relevant regions, support to other multilateral platforms, and the Feature on NATO's Civil Society Advisory Panel on Women, Peace and Security.

3.3.3. Business and Security

Over the course of 2018, DCAF maintained its support to improving governance and oversight of the private security sector and the management of security by the global extractive industry and other multinational corporations, through multi-stakeholder initiatives that bring together government, civil society, and industry representatives and promote respect for human rights. DCAF also expanded its thematic activities in the field of good cyber security governance.

While DCAF was strongly engaged in policy research, its activities in 2018 were also closely linked to ***operational support,*** working with national and international partners to ensure that private actors operate within a framework of the rule of law and respect for human rights and international humanitarian law. DCAF's assistance in the area of private security governance and business and SSR focused on the following key areas:

- Supporting the implementation of the Montreux Document on Pertinent Legal Obligations and Good Practices for States Related to Operations of Private Military and Security Companies during Armed Conflict;

- Supporting implementation of the Voluntary Principles (VPs), especially good practices on addressing security and human rights challenges related to the operations of extractives companies;

- Supporting the International Code of Conduct for Private Security Service Providers (ICoC) and the related ICoCA, which promotes, governs, and oversees implementation of the ICoC.

- Promoting human rights-centred approaches to enhancing the governance of cyber security and the digital domain, including awareness-raising on governance and human rights challenges that Internet platforms may pose in the area of P/CVE.

Support by DCAF to private security sector regulation and oversight in 2018 also included ongoing efforts to implement the ***Montreux Document,*** in close coordination with the Montreux Document Forum co-chairs, the ICRC and Switzerland; the organization of the annual MDF Plenary; the provision of institutional support to the MDF as its Secretariat; and targeted national and regional outreach to build increased awareness of and support for the Montreux Document in various regions in the world. A regional MDF meeting was also organized for the first time in 2018, in San Jose, Costa Rica. DCAF's programming supported the ***ICoCA*** as well, and the establishment and expansion of civil society observatory networks in Francophone and Anglophone sub-Saharan Africa to reinforce the oversight role of civil society and strengthen the institutional capacity of the ICoCA to monitor PSCs through these CSOs. Finally, DCAF supported the regional and national implementation of international norms and good practices regarding private security governance, notably in Latin America and the Caribbean. In all these areas, good outcomes were achieved in 2018.

DCAF also continued to support the implementation of the ***VPs*** at the local level, in particular through multi-stakeholder forums in Latin America (Peru) and Africa (DRC), and to promote dialogue between different groups of stakeholders on security and human rights challenges and needs. In 2018, DCAF further expanded its portfolio in the area of business and human rights by initiating the implementation of activities to strengthen the capacity of police officers deployed in areas of oil and mineral resource extraction in Kenya, to protect the operations of extractive companies with respect for human rights, and to supporting the functioning of a regional VPs Working Group in the Macro Región Sur of Peru to enhance information sharing and communication between local governments, extractive companies, and civil society. Moreover, in July 2018, DCAF and the ICRC published the Mandarin version of the *Addressing Security and Human Rights Challenges in Complex Environments Toolkit,* to support responsible conduct among Chinese companies operating in fragile contexts. DCAF and ICRC are developing relations with China, and the launch of this Toolkit in Beijing was followed by requests for it by Chinese companies based in Africa. Negotiations are underway to develop tailor-made training materials for Chinese actors, but also to support Chinese companies working abroad.

As an integral part of its work, DCAF further consolidated its body of research on challenges and opportunities in this field in 2018, through the production of high-quality publications that bridge the gap between theory and practice. These include: the finalization of an "Operational Guide – Addressing security and Human Rights Challenges in Complex Environments," developed in partnership with the ICRC; training curriculum on General Standards in the context of extractive operations, developed in partnership with the ICRC (available in English, French, and Spanish); translation to Mandarin of the *Addressing security and Human Rights Challenges in Complex Environments Toolkit,* together with the ICRC; guidance on Company Grievance Mechanisms, in partnership with the ICoC; the finalization of Guidelines for the Use of Force by private security companies.

The following operational projects/programmes in support of national partners or other multilateral platforms in 2018 also had a thematic focus on business and security:

- Support to African Private Security Governance Observatories

- Improving the field implementation of the Voluntary Principles in South Kivu, DRC

- Strengthening the Capacity of Public Security Forces Assigned to Areas of Extractive Operations in Kenya

- Strengthening Private Security Regulation in Latin America and the Caribbean in partnership with UNLIREC

- Improving Implementation of the Voluntary Principles on Business and Human Rights in Peru

- Promoting international norms and good practices on private security regulation among public and private stakeholders in Costa Rica, El Salvador, Guatemala, Guyana, Jamaica, and Peru

- Supporting national authorities and legislatures to strengthen legal and regulatory frameworks as well as policies governing the private security sector in Costa Rica, Guyana, and Peru

- Supporting national private security regulatory bodies in increasing the transparency and accountability of PSCs in Costa Rica, Guatemala, Jamaica, and Peru

- Strengthening Security and Human Rights Challenges in Complex Environments

- Collecting lessons learned for in-country implementation of the Voluntary Principles on Security and Human Rights

- Support to the Development of the ICoCA

- Support to the Outreach and Implementation of the Montreux Document

- Support for the development of a good-practices guide on cyber space governance in Senegal

- Support to the Countering Violent Extremism Working Group of the Global Counterterrorism Forum (GCTF), including dissemination of the London-Zurich Recommendations on Preventing and Countering Violent Extremism (P/CVE) and Terrorism Online by the OSCE

In the area of *cyber security*, after the unanimous endorsement of the *Zurich-London Recommendations on Preventing and Countering Violent Extremism (P/CVE) and Terrorism Online* by members of the Global Counterterrorism Forum (GCTF) in September 2017, DCAF provided support for the implementation of these recommendations in 2018. To this end, it developed a Policy Toolkit and organized two workshops. The Policy Toolkit seeks to transform these recommendations into practical tools for States, and its promotion and dissemination is aimed at supporting capacity-building and knowledge sharing between relevant actors by offering examples of good practices and case studies that comply with international law, respect the principle of the rule of law, are context-specific, and gender-sensitive. This Toolkit is expected to be finalized in 2019. The OSCE took the initiative to disseminate the Zurich-London Recommendations, through the organization of regional meetings in which OSCE participating States discussed how to implement them in practice. One such regional meeting took place in June 2018 in Central Asia, which expanded access to audiences outside the GCTF membership. These developments demonstrate that the OSCE has grown to co-own the Recommendations, which is a positive outcome linked to the support provided by DCAF to the OSCE.

Outcomes of assistance to business and security policy development

For an overview of outcomes realized under these projects/programmes in 2018, see the sections on support to national partners in the relevant regions, support to other multilateral platforms, and the Features on the Montreux Document and the ICoC.

4. SUMMARY AND CONCLUSIONS

This third performance report by DCAF provides an overview of the main outcomes of the organization's activities over the past year, in its primary focus areas. As in previous years, it shows the richness of DCAF's work and the impact it has in many places around the globe. However, it must be repeated that this overview does not include *all of* DCAF's work, as many projects/programmes in 2018 did not contribute to outcomes for a variety of reasons. Sometimes, these projects were in too early a stage to realize results, sometimes they produced many interesting outputs but outcomes could not be proven due to a lack of reliable information, sometimes they were delayed for political or other reasons, and sometimes outcomes were simply too difficult or impossible to prove. The development of knowledge products or websites may fall into this last category, which means that some areas of work for which DCAF is well-known internationally (e.g., SSR Papers or training programmes) are not addressed in performance reports.

The RBM process also demonstrated once again that DCAF supports work that is often politically sensitive and seen as belonging to the vital interests of states. The fact that DCAF is accepted as a trustworthy and reliable partner by many states and international organizations in spite of this reveals that these partners see the benefits of the professional inputs delivered by DCAF. Given that several partners have confronted (past) conflict situations in which reform of the security sector was an issue of life and death, their embrace of DCAF as a partner in these sensitive efforts is gratifying for the organization. As a matter of fact, DCAF has built an impressive and unparalleled institutional memory related to SSG/R policies and practices in states and international organizations over the years, which is highly valuable to its partners.

An observation must also be made about the substance of DCAF's work. Although the name of the organization has referred until recently to *Armed Forces*, DCAF's engagement with militaries is quantitatively less than its operational involvement with parliaments, law enforcement agencies, the criminal justice system at large, and private security agencies. This reflects the importance of the roles played by law enforcement, legislative bodies, and oversight institutions when it comes to SSG/R, which are crucial to promoting and ensuring stability within states and regions. The role of armed forces is not less important in this context, but it is logical that an effective and accountable security sector that functions in conformity with the requirements of rule of law and human rights demands first and foremost an effective and democratic way of policing and providing criminal justice, and a well-elaborated legal framework for the security sector at large. If these law enforcement and oversight bodies do not function in line with minimum international standards, societal instability often results; and this awareness underpins DCAF's focus on oversight functions, legal and regulatory frameworks, police reform and law enforcement in broader terms, criminal justice systems, and civil society. Armed forces are of course also subject to the oversight functions of parliaments, ombuds institutions, and civil society, which is also reflected in several reported outcomes in this performance report. Relations with armed forces come strongly to the fore especially in the work of the ICOAF and ombuds institutions.

Results presented in this report cover the three main pillars of DCAF support:

1. Direct support to national partners in efforts to reform their security sectors;

2. Assistance to international actors to enhance the effectiveness of their support to nationally-led and locally-owned security sector reform processes; and

3. Contributions to international policy development and good practices.

The themes of DCAF's work in 2018, each of which is discussed briefly below, followed a familiar pattern seen in previous years. These included:

- Improving legal regulations on SSG/R issues;

- Developing and implementing the policies and strategies of security sector institutions;

- Strengthening democratic oversight mechanisms for the security sector;

- Strengthening the capacity of civil society to monitor and contribute to SSG/R processes;

- Promoting gender equality in the area of SSG/R;

- Strengthening national training capacities related to SSG/R issues;

- Increasing regional cooperation and the exchange of information among states on SSG/R issues; and

- Enhancing bilateral and multilateral support to SSG/R.

Each of these themes will be discussed very briefly hereafter, based on findings presented in this report.

Legal regulations on SSR

As noted above, a well-elaborated system of legal norms and standards is a *sine qua non* for the functioning of a security sector in any country. For many years, DCAF has thus provided support to develop new legislation or to improve existing laws and (internal) regulations relating to all aspects of the security sector, including private security. But drafting and adopting laws is only half the battle, and the implementation of new or amended norms is just as crucial. Recognizing the importance of this aspect of SSR, DCAF has long provided assistance to partners throughout this entire process.

Partnerships with national parliaments are essential to contributing to results in this area. In 2018, DCAF continued its tradition of support in this regard, working with different degrees of success in countries in Southeast Europe, Eastern Europe, the South Caucasus, Africa, Asia, and Latin America. One clear positive outcome of this work was DCAF's assistance to the Macedonian parliament, which adopted a new Law on Interception of Communication, based on DCAF advice. In light of the abuses of such interceptions for political purposes in the recent past, this legislation is a milestone in the pursuit of a more accountable intelligence sector in the country. With DCAF support, actors in Ukraine also made improvements to their legal framework for oversight of the intelligence sector. After regulation of this sensitive issue was at first removed from the draft National Security Bill, it was re-incorporated into the adopted version. This issue will now be further addressed by the *Verkhovna Rada* in secondary legislation.

In Southeast Europe, impressive results were achieved in this area, in the framework of the Police Cooperation Convention for Southeast Europe. Two legal documents were signed among 9 of the 11 participating states, related to the automated exchange of DNA data, dactyloscopic data, and vehicle registration data. This Prüm-inspired framework has enriched the existing (Schengen-inspired) legal framework of the PCC SEE, and these new documents are aimed at more effectively combating cross-border crime, illegal migration, and terrorism.

Developing and implementing the policies and strategies of security sector institutions

Support for security sector institutions in many parts of the world continued to be a key priority for DCAF in 2018. This work was focused on important activities such as support for the development of national strategic plans for SSG/R and the provision of expert advice to assist in formulating the necessary steps to implement such plans in conformity with human rights standards and best practices. Significant progress was particularly achieved in the Western Balkans. For instance, in Serbia, the capacity of the Ministry of Interior to address cybercrime has been greatly enhanced. This has resulted in requests from other states in the region for DCAF assistance in this area.

Important outcomes were also achieved in sub-Saharan Africa, especially in countries like Mali, Niger, Nigeria, and Madagascar. In Mali, for example, the National Council for Security Sector Reform developed a National SSR Strategy, using DCAF advice. The Strategy highlights the main directions for SSG/R in Mali.

Progress was also achieved in developing policies concerning private security companies, and several countries (including Australia, Canada, and the US) have made the compliance of such companies with the ICoC a requirement for contract acquisition. A growing number of states have started implementing the ICoC through the introduction of standards in their national regulations as well. In 2018, this was true in Costa Rica, where new regulations based on the ICoC were enacted. The influence of the Montreux Document was demonstrated further by a decision of the US Department of Defense, with input from DCAF, to reserve the hiring and contracting of private security companies to those from Montreux participating states.

Strengthening democratic oversight mechanisms

Support for the establishment of new oversight mechanisms or the improvement of the functioning of existing ones remained a DCAF priority in 2018. Indeed, this was one of the most successful areas of work for DCAF last year, with support provided to a wide variety of countries, including in North Africa (Tunisia), the Middle East (the occupied Palestinian territories and Lebanon), and Sub-Saharan Africa (Madagascar, Mali, and Niger).

In several states, DCAF provided assistance to national parliaments to strengthen their oversight of the security sector. Very often, parliamentarians lack the experience and procedures to make their voices heard in this area, and the security sector is not always welcoming of such input. In 2018, DCAF supported the Defence and Security Committee (DSC) of the National Assembly of Niger, resulting in more structured monitoring procedures, including field missions to monitor the functioning of the security sector on the spot. This visibly reinforced the ability of the DSC to debate important security questions, including the state of emergency in parts of the country and budget oversight issues. In Nigeria, DCAF also supported the parliament, in passing a second reading of a new Police Bill that includes new guarantees for the rights of suspects during arrest. Progress was also achieved in the area of intelligence oversight in Ukraine, where this type of oversight was at first removed but finally reinstated in the recently adopted National Security Bill. In North Macedonia, politically important progress was also achieved in the area of intelligence oversight.

A number of interesting outcomes in 2018 related to the ICOAF as well. In 2016, this DCAF-initiated multilateral platform of ombuds institutions for the armed forces from over 50 countries undertook a first ever joint German-Dutch mission to the UN operation MINUSMA in Mali, resulting in strengthened cooperation among ombuds institutions in international missions. The German Parliamentary Commissioner for the Armed Forces also successfully recommended that the German Bundestag develop uniform standards for the oversight of armed forces among troop contributing countries within the EU and NATO. With advice from DCAF, the German Commissioner is now actively exploring how this recommendation can be translated into more bilateral cooperation, and the Netherlands, Austria, and Norway have indicated an interest in joining this process. This is an important step forward in reaching out to armed forces stationed abroad and could become an effective tool in countering abuse and misconduct.

Strengthening the capacity of civil society

Because the active engagement of civil society is an essential condition for building an effective and accountable security sector, DCAF has long been assisting CSOs, and this continued in 2018 in all the regions where the organization is active. One interesting example of an outcome in this area is the work of several local CSOs in Mali, which positively contributed to preventing violence between citizens and security forces during presidential elections in 2018, by acting as a channel of communication between them. DCAF provided advice to these CSOs. Significant results were also achieved in Nigeria, where a number of CSOs decided to build an alliance to advocate before the security-related committees of parliament. Similar progress was observed in Madagascar, where CSOs and media increased their capacity for oversight of the national police, including through strengthened relations between civil society and the Inspectorate General of the Police.

Important achievements were also made in the area of private security. A first-ever pan-African meeting of 76 African CSOs took place in Kenya, and not only raised awareness of security norms and good practices but led some CSOs to pick up the challenge and start lobbying their own authorities to implement the ICoC. In the DRC, for instance, pressure mounted on officials in the aftermath of this meeting to join the ICoCA.

Promoting gender equality in SSG/R

In 2018, DCAF continued to contribute to advancing gender equality in security sectors across the world. Priorities for DCAF in the last year included the development or revision of knowledge products (in particular the well-known *Gender and SSR Toolkit*), support to national partners, and support to NATO. DCAF also maintained its role in facilitating the NATO Civil Society Advisory Panel on Women, Peace and Security (CSAP), now institutionalized in the NATO structure as an external coordination mechanism. The CSAP had a significant effect upon NATOs Revised Police and Action Plan on WPS, which incorporated almost all its recommendations.

Support for national partners was focused on the Middle East, North Africa, Sub-Saharan Africa, Eastern Europe, and Latin America. DCAF contributed to promoting the Istanbul Convention on Preventing and Combating Domestic Violence, and one outcome of this work is the increased capacity of both judges and prosecutors to address these issues through the development and integration of sophisticated training modules in the curricula of their training institutions. Another interesting outcome was achieved in Colombia, where visible progress was achieved in relation to the treatment of women in areas formerly controlled by the FARC.

Strengthening national training capacities related to SSG/R issues

DCAF persisted in providing substantive support to build training capacity related to SSG/R in many countries, not only through work with trainers but also by assisting with the development of training courses aimed at security and justice officials in partner states or organizations. This training is often part of more comprehensive SSG/R projects, which enhances its impact compared to stand-alone training programmes that can have limited (if any) impact.

A few interesting outcomes in this area include: the development of context-specific training modules on integrity, based on DCAF advice, in Niger and other countries in the region; community policing programs in countries like Niger and Madagascar, developed by local partners on the basis of DCAF expertise; and the integration of new courses on domestic violence and violence against women in training institutions for judges and prosecutors in Ukraine. Also, the training of police in Kenya on how to protect the operations of extractive companies in line with human rights resulted in some significant changes to police operations relating to mass protests. These are just some examples of improved training capacity on SSG/R-related issues that resulted in 2018 in clear outcomes marked by changed behaviour in partner organizations.

Increasing regional cooperation

DCAF continued to support cross-border cooperation among police services and border management agencies in 2018, to fight cross-border crime, terrorism, and transnational organized crime. Major successes were achieved, particularly in the Western Balkan, where the IISG process and the PCC SEE should be mentioned. For example, the IISG, which aims to coordinate support by various donors on SSR issues, resulted in the decision by a donor state to channel its support through IISG in order to contribute to a common objective instead of developing bilateral projects. The PCC SEE also achieved important outcomes concerning regional intelligence cooperation and the automated exchange of DNA, dactyloscopic data, and vehicle registration data, with 9 (of 11) PCC SEE contracting parties signing new treaties in a process supported by DCAF. This will lead to significantly greater harmonization of regulations in the Western Balkans with relevant EU norms (especially the Prüm Decisions).

Enhancing bilateral and multilateral support to SSG/R

Another major area of DCAF's engagement in 2018 was its ongoing support for bilateral and multilateral actors. Progress was especially achieved in its cooperation with the UN and the OSCE. In 2018, DCAF completed a mapping study of the UN, the AU, the EU and the OSCE. The study, *Enhancing Multilateral Support for Security Sector Reform*, was drafted at the request of UNDKPO and has already resulted in enhanced cooperation among the four mapped organizations. This is a significant outcome. What's more, in the process of developing the study, these four organizations agreed on a range of priorities for the very first time, which was a notable development in relations among them in this niche area. The fact that these organizations have already begun implementing recommendations from the study may also be seen as an outcome.

Considerable progress was achieved in work with the OSCE as well. Although a political consensus on the concept of SSG/R is still lacking in the organization, it has moved forward with internal operational guidelines on SSG/R, which are now being widely implemented in the OSCE, including in its field operations. Slovakia, the 2019 Chair-in-Office of the OSCE, has made SSG/R a key priority on its agenda and has planned a number of activities for 2019. DCAF has also contributed to a Secretary-General report on SSG/R, which is being developed at the request of the CiO and which will be presented to participating States in the spring of 2019. As a result, SSG/R has become well-embedded in the OSCE. This is also due to substantial contributions by DCAF, which makes it possible to see this prioritization of SSG/R as an emerging intermediate outcome of DCAF's policy advice.

This summary of key trends and outcomes can offer only a partial view of the many achievements of DCAF in 2018. The examples provided here are intended to convey a fair impression of the richness of outcomes achieved in all areas of DCAF's work.

Integrative Internal Security Governance: The flagship of Western Balkans SSG/R cooperation

The Challenge

For years, several Western Balkan states have been preparing to join the European Union. This requires significant efforts to harmonize legislation, administrative practices, and policies to the *acquis* of the EU. Western states and international organizations, and particularly the EU itself, have provided substantial assistance to these countries in all important areas. Although regional approaches have been followed in a number of instances, such as in the case of the PCCSEE, this assistance has often been provided on a bilateral basis without effective donor coordination and without a thorough regional needs assessment among beneficiaries. In several cases, a regional approach has also failed to result in long-term sustainable efforts and investment and has generated duplication. In order to address this issue, the EU initiated the Integrative Internal Security Governance (IISG) process in 2015.

IISG has the following goals:

a) Enabling more active involvement by Western Balkan states in determining their needs and priorities for external assistance in the security sector;

b) Facilitating more intensive coordination between national and multilateral donors in order to achieve a more coherent and consistent approach to supporting security needs and compliance with European standards among Western Balkan states; and

c) Conducting gap analysis and proposing policy solutions in consultation with the European Commission and relevant donors.

DCAF's response

From the beginning, DCAF has provided assistance upon request to the development of the IISG process, which consists of three main pillars that address all the key security concerns of the countries involved. The first pillar is the Western Balkan Counter Terrorism Initiative (WBCTi); the second is the Western Balkan Counter Serious Crime Initiative (WBCSCi); and the third is the Western Balkan Border Security Initiative (WBBSi). In September 2017, DCAF was appointed by the ministerial IISG Board as the host of the IISG Support Group and the Lead Partner (coordinator) of the first and third pillars. The Secretariat of the PCC SEE (hosted and supported by DCAF Ljubljana) was entrusted with the role of Lead Partner for the second pillar. This indicates that DCAF has a considerable responsibility to facilitate and support the work of the IISG.

Key Results

With the active support of DCAF, IISG has achieved impressive results in all three pillars, in only a limited amount of time. For one, beneficiaries are now much more involved in the identification of their needs and priorities in discussions with the donor community, and donor contributions have become more transparent and streamlined. Previously, individual donors followed their own priorities in a manner that was more or less independent. Now, the international community has significantly increased the coordination of donor contributions, leading to a much higher level of transparency, coherence, and therefore, effectiveness. An example of one bilateral donor that discontinued planned funding in order to re-channel it through IISG is a clear demonstration that the IISG process is not only functioning but is considered more effective than bilateral donor activities. In another case, a duplication of efforts was prevented when the formal establishment of a thematic regional network of practitioners was set to duplicate a network that had already existed for several years and met regularly.

A key result of the IISG process, co-led and facilitated by DCAF, is the development of integrative Plans of Action (iPAs) 2018-2020 for all three IISG pillars. These plans were endorsed by the Interior Ministers of the Beneficiaries, interested EU Member States, EU entities, and international, regional, and other donors at the 2nd IISG Board Meeting in March 2018. All three iPAs, which outline the needs and locally owned priorities of beneficiary states and a thorough overview of external assistance actions to address them, are used as a basis for disbursing financial assistance in the three policy areas by the EU, multi-lateral organizations, and bilateral donors active in the Western Balkans (with a total volume of funding in excess of 20 million EUR). The iPAs are the first documents ever produced that present the specific needs of beneficiaries in the three IISG policy areas and the actions of all multilateral and bilateral actors including the EU, UN agencies, the OSCE, and regional organizations, providing a frame of reference for ensuring coordination and avoiding overlap and duplication. In 2018, this is undoubtedly the most significant result of DCAF's co-leadership of this programme.

Also important is progress related to the 2nd pillar (WBCSCi). The European Commission decided to channel €21.5 million through IISG in order to implement the iPA for the WBCSCi, as the result of efforts to coordinate donor contributions in this important area. At the same time, this is an example of support for operational IISG activities as facilitated by DCAF. In fact, IISG may be seen as a flagship achievement in the Western Balkans region to which DCAF's contribution has been essential, with clear and impressive results in 2018.

Security Sector Observatories in MENA: Successful outputs, no proven outcomes

Introduction

The RBM reporting system is strictly aimed at demonstrating outcomes achieved by DCAF over the past year. This requires evidence showing inputs delivered by DCAF have an effect on the policies and practices of beneficiaries and it demands a strict adherence to presenting only cases where clear outcomes relate to changes in the SSG/R policies and practices of partner states or organizations, which are beyond the direct control of DCAF. In other words, while DCAF can recommend policies or procedures, outcomes arise only when a beneficiary decides to act accordingly and introduce changes. This Feature on observatories is included to illustrate a relevant DCAF activity that clearly produces important outputs, but for which it is hard to prove results at the outcome level. Strictly speaking, this Feature does not belong in a performance report for this reason, but it is included to highlight the challenge of proving results in certain instances.

The Challenge

Access to information and debate about security sector governance in countries in the Middle East and North Africa is a sensitive issue that suffers from political impediments and/or a lack of effective networks. In some countries, authorities actively try to restrict this type of information and debate because it is considered a threat. In others, the political chaos is such that it is simply impossible to find reliable data or the authorities themselves don't have access to effective means to distribute important documents on SSG/R and stimulate relevant debates.

DCAF's response

To counter perceptions that information on the security sector is so sensitive, DCAF has administered four websites for several years under the Arabic name for observatory, *Marsad,* providing daily and detailed information about the security sectors in Egypt, Libya, the occupied Palestinian territories, and Tunisia, and their main actors. Based on the number of visits to these sites, as well as informal feedback from users, the observatories on Egypt, Libya, and Tunisia are hugely popular.

DCAF has also supported the development of legal databases in Libya and Tunisia, to fill a knowledge gap regarding the legal framework. For instance, in Libya, a combination of political chaos and the conscious strategy of the previous regime left even state officials unaware of which laws were in place. The Libya Legal Database is a searchable online directory of all the legislation governing the Libyan security sector, made widely accessible in both Arabic and English to Libyan and international actors.

Key Results

These observatories fulfil the function of providing extensive information to a wide audience about security sector reform and governance in each of the four countries, through a variety of brief publications on many different aspects of SSR. The most developed site is "Marsad Tunisia," which has published more than 25,000 articles since its 2012 launch, in both Arabic and French. In 2018, almost 2,100 were published. With a total of 672,207 followers last year, the "Marsad Tunisia" Facebook Page was also among the most popular within the Tunisian security sector, with the second highest audience, after the Page of the Tunisian Ministry of Interior. Similarly, the "Marsad Libya" Facebook Page had some 637,000 followers at the end of 2018, a considerable number of which (591,560) were from Libya. This figure amounts to about 9% of the total Libyan population (estimated at just below 6.4 million). Clearly, the "Marsad Libya" site has become a well-known source of information about the security sector, offering balanced analysis of the sector and providing key tools for informed debate on SSR in Libya.

Also in Libya, the Libya Legal Database has become the only effective tool by which to obtain an overview of security sector legislation in the country, or to compare laws, analyse gaps, and identify legislative and other reform needs. The Database had over 29,000 visits as of September 2018, with 74% of these visits originating in Libya, indicating that it is meeting a local demand. At the end of 2018, the Database included some 1,600 transcribed legal texts, including every consolidated fundamental text. Similarly, the Tunisian Legal Database is also widely used. It is the primary source for information on security sector-related legislation for members of the Tunisian public administration and civil society, but also for the international community, including DCAF's TFNA donor countries. In 2018, an informal survey of practitioners in the fields of policy, rule of law, and SSR (conducted from/in Tunis) highlighted the benefits and widespread use of the Tunisian Legal Database within the international community. Informal reports also indicate that the donor community is relying on this unique resource in developing policies and strategies concerning assistance to the Libyan security sector, which correlates to frequent solicitations by these users to translate pieces of new legislation and include them in the Database. The Tunisian Legal Database had over 21,000 visits in 2018, most of them from Tunisia.

It is almost impossible to draw concrete conclusions about the results of these efforts, although the figures indicate that DCAF's support through the observatories fills an urgent need to disseminate information and foster dialogue about the security sector in some of these countries. DCAF plans to conduct a survey to determine the kinds of content users would like to see more of and how they use the information they seek. This should enable DCAF to reach more informed conclusions about the effects of the observatories at the outcome level. So far, successful work on the Marsad sites can only qualify as outputs, as no proof of outcomes can be demonstrated. The extensive use and results of the DCAF-run legal databases for Libya and Tunisia present a similar challenge, producing successful outputs that unquestionably respond to urgent needs but no clear evidence of results at the outcome level (yet).

Mali: Enhancing Security Sector Governance in a post-conflict situation

The Challenge

Until the outbreak of crisis in 2012, the West African state of Mali had managed to develop as a constitutional democracy in a largely unstable environment. Its foreign policy was aimed at controlling and helping to resolve regional conflicts, like the ones in Ivory Coast, Liberia, and Sierra Leone, and it was constantly threatened by the possible spill-over of conflicts from neighbouring countries. Tensions inside Mali were growing as well, in part due to northern aspirations for economic development and political representation. In 2012, crisis resulted from a Tuareg rebellion in the north and was further complicated by *coup d'états* in the capital, the disintegration of the Libyan state, and the infiltration of various armed groups. French intervention and a UN peacekeeping mission returned Mali to relative stability, but the country remains fragile. Opaque governance of the security sector is generally considered one of the primary causes of this fragility.

DCAF's Response

Over the years, DCAF has placed a strong emphasis on enhancing SSG/R in Mali as one of the main tools for restoring peace and stability in the country. At present, DCAF is implementing a comprehensive four-year programme, funded by the Netherlands MFA, aimed at addressing a wide range of SSG/R components. This is very important, given the extent to which opaque governance and security sector impunity were at the root of the outbreak of the 2012 crisis. In recent years, DCAF has focused on supporting the concomitant development of both internal and external control and oversight mechanisms and capacities in Mali, in an effort to foster a culture of effectiveness and accountability in Malian security institutions. DCAF contributes with different levels of support, such as at the strategic level by supporting the development of a strategy and action plan for SSR, as well as by developing a community policing concept for Mali. Besides this, a substantial portion of project activities are focused on the technical and institutional development of Malian security actors, recognizing that increased technical competence among all stakeholders – executive, legislative, and civil society – is essential for a more efficient and goal-orientated political dialogue, which is critical to a peaceful transition towards better security governance. DCAF also works with security actors to promote gender equality within security institutions and in their approaches to security. DCAF engages broadly in Mali with various governmental agencies involved in SSG/R, as well as with parliament, internal and external oversight bodies, and CSOs, and this comprehensive project may be considered a flagship programme in the Sub-Saharan region in terms of its scope, duration, and political expediency.

Key Results

DCAF has been able to achieve concrete progress in its support of SSG/R in Mali. Here, the focus is on results achieved in 2018, in which the following outcomes were realized.

A first outcome in 2018 relates to the development of the National SSR Strategy by the National Council for Security Sector Reform. This strategy, which incorporates DCAF advice, is a first step on the road to developing an SSR Action Plan and highlights the main strategic directions of SSG/R in Mali.

A second outcome concerns the enhancement of the capacity of the Inspectorate General of Security Services (ISSPC) in Mali to conduct internal inspection missions. DCAF provided expert advice in developing new monitoring procedures that have been successfully implemented by the Inspectorate.

Increased cooperation between Malian authorities, the police, and CSOs represents a third outcome. In this context, the example of CSO WANEP is noteworthy. It actively monitored the presidential elections in 2018 with the aim of preventing violence between the population and the security forces. This increased cooperation between police and CSOs is considered a starting point to ensuring more effective oversight of the security sector by CSOs in Mali.

A last outcome in 2018 in Mali was related to the development of a community policing concept for the country. This was achieved with DCAF support, through a unique process in which the police and the gendarmerie – which usually operate separately – jointly developed the concept and identified strategic avenues to put the concept into practice, including by generating ideas for trust-building between the interior forces and the Malian population. This is an important step in the complicated process of restoring public confidence in the security forces, and also represented an achievement by uniting the police and gendarmerie to implement community policing. The concept and operational plan are now in the process of being officially launched and implemented.

UN Mapping Study on Multilateral Support for Security Sector Reform: Fostering enhanced cooperation among multilateral organizations

The Challenge

As the conceptualization of SSG/R developed, beginning in the late 1990s, multilateral organizations followed relatively different approaches to supporting SSG/R processes. Although a more coherent and strategic approach towards SSG/R was and is essential, challenges have existed both within these organizations and in cooperation among them. While policy frameworks concur that international support should be well coordinated, the support provided by these organizations tends to be compartmentalized in practice. As a result, considerable time is often lost while each organization separately assesses a conflict, maps what others are doing, and agrees on a division of labour. In light of the important role that SSG/R plays in sustaining peace and in sustainable development as well as the narrow window of opportunity in which national actors can be engaged in reform efforts, particularly in the immediate aftermath of conflict, there have been strong calls to strengthen cooperation between and among multilateral organizations.

DCAF's Response

From its inception, DCAF has supported multilateral organizations and national partners in developing and strengthening their SSR policies and has contributed to the development of thinking on this crucial concept in international relations. DCAF's initial work focused on supporting the development of the UN's approach to SSR, which involved support to the Slovak Republic's initiative to table SSR on the agenda of the UN Security Council, resulting in the adoption of the first ever Presidential Statement on SSR in 2007, the provision of empirical data for the first UN Secretary-General's Report, and support for regional consultations with Member States. DCAF's activities have since shifted towards supporting the operationalization of this approach. To this end, DCAF supports the UN Inter-Agency SSR Task Force, which is made up of 14 UN entities engaged in support to SSR, and in particular DPKO's SSR Unit (SSRU) – the Secretariat of the Task Force.

One of the significant issues facing the UN in this area in recent years has concerned cooperation on the ground among multilateral actors. Against this backdrop, the UN requested that DCAF undertake a mapping study – *Enhancing Multilateral Support for Security Sector Reform: A Mapping Study covering the United Nations, the African Union, the European Union, and the Organization for Security and Co-operation in Europe* – which was aimed at mapping the normative and operational approaches to SSR of the UN, the AU, the EU, and the OSCE, in order to contribute to a thorough discussion about ways to strengthen coordination among these agencies. The study was officially launched on 13 December 2018 at a meeting of the Group of Friends on SSR in New York.

Key Results

The mapping study requested by the UN clearly outlined problems to be addressed to achieve more effective cooperation and coordination, related in particular to agreements on a division of labour, insufficient capacities to implement SSR mandates effectively, and the challenges of integrating SSR into internal planning processes.

In the context of preparations for the mapping study, relations between the four multilateral organizations that were examined intensified through discussions of the concept of SSR and the main priorities for future cooperation on SSR among them. As DCAF's Director, Ambassador Thomas Guerber, noted at the launch ceremony: "The elaboration of this study was a rewarding process because it brought the four organizations together in an unprecedented and intensive collaboration that has contributed to a greater mutual understanding of the others' approaches to SSR support, and laying the foundations for improved cooperation and coordination in the future." This was demonstrated during two workshops in 2015 and 2018, when representatives of the four organizations started a dialogue on future steps to strengthen cooperation in the area of SSR. In 2018, this gave rise to an agreement among these organizations on a list of ten concrete priorities for moving forward, including the development of a shared assessment methodology for joint needs assessments in the field of SSR and steps to increase information-sharing on guidance development initiatives. The latter has already resulted in an agreement by the UN to contribute to EU efforts to develop guidance on M&E, which is expected to facilitate a shared understanding of evaluation approaches and thus further enable potential joint evaluations in the future.

Although the results of the study *Enhancing Multilateral Support for Security Sector Reform* can be qualified as an emerging intermediate outcome, the boost it has given to more intensive cooperation and coordination is already visible in practice. A concrete example of this cooperation in 2018 was seen in a series of videoconference meetings that took place between the UN and the EU to discuss country-specific SSR support. These consultations are not only designed to exchange information, but also to seek the ways and means to cooperate and coordinate the various activities of these organizations in supporting nationally-led SSR processes in various states. DCAF's contribution to the implementation of this result will continue in the years to come.

Embedding SSG/R in the work of the OSCE

The Challenge

For many years, the OSCE has been known for its unique approach to comprehensive and cooperative security, through which the organization aims to promote peace and stability in the Euro-Atlantic region, prevent conflicts, and assist countries in post-conflict situations. A special feature of the OSCE's functioning has been its cross-dimensional approach, addressing security challenges not only from the political-military dimension, but also from the human and economic-environmental dimensions. Although this approach incorporates many essential elements of SSG and SSR, the organization has never developed a coherent strategic approach to SSG/R. Thus, since 2013, at the request of consecutive OSCE Chairmanships, DCAF has assisted the organization in efforts to develop a common understanding of the concept and develop a strategic SSG/R policy within the OSCE.

DCAF's Response

Through an extensive mapping study requested in 2013 by the incoming Swiss Chair-in-Office, DCAF demonstrated the many ways in which the OSCE is already engaged in SSG/R related activities, making the organization an example of how SSG/R can function in practice. At the same time, however, the study indicated possible new ways forward and recommended various practical steps aimed at developing a consistent strategic approach to SSG/R. The OSCE was receptive to these recommendations and decided to take a number of them on board. This included, for instance, the establishment of a Group of Friends on SSG/R that comprises about half of all OSCE participating States, resulting in structured debates about SSG/R at the political level. At the operational level, a network of SSG/R focal points was created. This network has become instrumental in developing a comprehensive set of Internal Guidelines on SSG/R, which was also recommended by DCAF. An interesting feature of this network is that these focal points are not only in charge of developing and implementing SSR-related activities themselves, but are also essential advocates of the SSR approach among their colleagues. DCAF has also provided further substantive inputs at the strategic and operational levels.

Key Results

Although the OSCE has not yet achieved political consensus on a concept of SSG/R, discussion on this topic has progressed considerably, due in part to positive contributions by DCAF. As noted above, the 2013 mapping study demonstrated that the OSCE is already applying key principles of SSG/R to a significant extent, even if they have not been labelled as such. And, since the release of the study, discussion has focused on achieving a common understanding of the concept of SSG/R and developing a coherent strategic approach. At the operational level, significant progress has been achieved since the implementation of recommendations made by DCAF in the mapping study. For instance, the drafting and adoption of a manual that includes Internal Guidelines on SSG/R has proved an important tool to help OSCE staff design and implement SSG/R-related projects, contributing substantially to an increase in cross-dimensional projects that extend beyond the 'walls' dividing the three traditional dimensions. Similarly, in line with a recommendation in DCAF's study, a joint meeting of the Permanent Council (OSCE's key political decision-making body) and the Forum for Security Cooperation (OSCE's key decision-making body on politico-military affairs) took place in February 2018 for the first time in OSCE history, highlighting that SSG/R is no longer seen as the purview of only the politico-military dimension but is linked to all three dimensions. The Group of Friends, under the auspices of Slovakia, has also contributed significantly at the strategic/political level. And in 2018, the Slovak Foreign Minister, upcoming 2019 Chair-in-Office of the organization, mandated that the Secretary-General draft a report on SSG/R reflecting a whole-of-organization approach. DCAF has actively contributed to the development of this report, which is expected to become a key tool for further developing SSG/R as a strategic approach to the main activities undertaken by the OSCE. At the same time, SSG/R is increasingly seen as a new and important component of conflict prevention in the longer term, making it likely that this will be more strongly reflected in the OSCE's conflict cycle approach.

An evaluation of the SSR process in the OSCE by an independent external expert, including an assessment of DCAF's support to the organization, resulted in a positive report that highlighted DCAF's important role in contributing to progress in conceptualizing and operationalizing SSG/R within the OSCE. Most of the recommendations in this evaluation report have been endorsed by OSCE management and are in the process of being implemented. One result of this has been the restructuring of the OSCE's small support unit for SSG/R into a separate cell that reports directly to the Director of the Conflict Prevention Centre. This indicates a new prioritization of SSG/R in the functioning of the OSCE.

In this way, DCAF has contributed considerably to a more coordinated and strategic approach to SSG/R within the OSCE. The Slovak CiO aims to build on these intermediate results in advancing efforts to raise awareness on the concept of SSG/R among its 57 participating States in 2019.

NATO's Civil Society Advisory Panel on Women, Peace and Security: The increased role of WPS in NATO's functioning

The Challenge

Today's complex security environment has drawn attention to the need to more regularly consider the voices of the men and women directly affected by conflict and insecurity in the functioning of NATO as a political and military alliance. In 2016, NATO Member States and Partners therefore decided to enhance dialogue with civil society in the area of Women, Peace and Security (WPS) through the establishment of the Civil Society Advisory Panel on Women, Peace and Security (CSAP), which held its first meeting in Brussels in October. The main objective of the CSAP is to harness engagement with civil society more broadly and systematically in order to strengthen the implementation of UN Security Council Resolution 1325 and related UN Resolutions on WPS. The CSAP brings together 28 individuals and institutions from countries and areas experiencing conflict, including Afghanistan and Ukraine, as well as countries engaged in supporting peacebuilding.

DCAF's Response

The NATO Secretary General's Special Representative (SGSR) on WPS invited DCAF to provide assistance in planning and conducting the annual meetings of CSAP, helping CSAP consolidate its recommen-dations, and supporting the ongoing work of CSAP members. DCAF's role as external facilitator of the CSAP was supported by the Swiss FDFA, through mid-2018. The Office of the SRSG on WPS has since been able to secure a dedicated staff member to work with the CSAP, so that DCAF is no longer needed as an external facilitator. However, the SRSG WPS has made other overtures to DCAF to support the work of her Office, and DCAF anticipates continued requests and opportunities to assist in developing NATO's approach to WPS and to implement the NATO Women, Peace and Security Policy and Action Plan.

Key Results

After two years of DCAF support to the CSAP, the Advisory Panel has become established in the NATO structure as a significant external coordination mechanism. DCAF's work with CSAP members contributed to a marked increase in their knowledge about NATO's structure, missions, operations, and policies, particularly as they relate to WPS issues. Before the first CSAP meeting in 2016, only 54% of its members rated themselves as 'moderately familiar' with these issues, whereas just one year later, 17% rated themselves as 'extremely familiar', 70% as 'very familiar', and 13% as 'moderately familiar' with them. This indicates a steep learning curve. The growing importance of CSAP's role was also reflected in the fact that NATO was represented at higher staff levels in the second CSAP meeting, including through the participation of NATO's Deputy Secretary General.

CSAP members have provided extensive concrete recommendations for the strengthening of NATO's WPS Policy and Action Plan. These recommendations, as well as discussions with NATO leadership, staff, and the representatives of delegations of NATO Member States and Partners, had a clear outcome in 2018 when NATO's SGSR on WPS stated that almost all these recommendations were incorporated into NATO's draft Revised Policy and Action Plan on WPS, which was endorsed by Heads of State and Government at the Brussels Summit in July. Several of the priorities identified by CSAP and now integrated into the Policy and Action Plan include a stronger focus on monitoring, consultations with civil society in NATO operations, staff training, and the sharing of responsibility for WPS issues between staff at all levels. The Policy reiterates the importance of regular input by CSAP, and the Action Plan provides, among other things, for monthly consultations with CSAP and the identification of further entry points for CSAP engagement with NATO, to enhance the inclusion of gender perspectives into NATO activities. In this way, perceptions of security within civil society, and the needs and views of civil society actors, are becoming better heard within NATO's structures.

Moreover, recommendations produced at NATO's 2017 Annual Conference on Gender Perspectives, which were endorsed by NATO's Military Committee, framed CSAP as a resource for consultation and dialogue on matters included in the WPS Agenda and on gender perspectives. This is evidence that the military side of NATO also recognizes the role of CSAP as a mechanism for coordination with civil society.

Finally, the results of CSAP's work are not only limited to the better integration of WPS within NATO. CSAP members have applied knowledge acquired through their participation on the Panel to support the improvement of security sector governance in their own nations as well, for example through:

- Discussions with home government officials on national commitments to WPS and with NATO delegations;

- Trainings, presentations, and other interactions with national armed forces; and

- Information sharing with other civil society organizations.

As such, DCAF has achieved clear immediate and emerging intermediate outcome on the place and role of WPS within NATO's functioning. And, though a dedicated staff member has been secured to work with the CSAP, DCAF remains ready to continue its support to facilitate CSAP. Without the involvement of DCAF, the sustainability of the CSAP will depend on NATO's continued commitment and on the capacity of the Office of the SGSR to keep CSAP members engaged.

The Montreux Document: Regulating the operations of Private Military and Security Companies

The Challenge

The growing role of private military and security companies (PMSCs) around the world in recent decades has increasingly put the traditional state monopoly on the use of force under pressure. This growth has also given rise to numerous questions about the legal rules for such companies, both in conflict zones and in non-conflict scenarios. To address this, the Swiss government launched a process together with the ICRC that resulted in the adoption of the *Montreux Document on Pertinent International Legal Obligations and Good Practices for States related to Operations of Private Military and Security Companies during Armed Conflict of 17 September 2008*.

The Montreux Document is the first document of international significance to reaffirm the existing obligations of states under international law, especially international humanitarian law (IHL) and human rights law, relating to the activities of PMSCs. It also lists good practices designed to help states institute national measures to implement these obligations. It is an intergovernmental document, but is not legally binding; yet, it not only contains commitments for participating states but obligations incumbent upon PMSCs as well.

DCAF's Response

From the beginning, DCAF provided support to the process of developing and then implementing the Montreux Document. As Secretariat of the Montreux Document Forum (MDF), created in 2014, DCAF supports the work of its co-chairs, the Swiss government and the ICRC. The MDF aims to support national implementation of the Document, and to bring more states and international organizations into actively supporting it. As a platform for informal consultation and coordination, the MDF further seeks to strengthen dialogue on lessons learned, good practices, and challenges related to the regulation of PMSCs. Thanks to ongoing support by DCAF, the Montreux Document has developed from an international document underwritten by a small group of countries to a significant tool to which a growing group of states adhere in order to regulate an important security sector area that was long subject to limited scrutiny and regulation.

Key results

Over the years, the Montreux Document and the MDF have achieved impressive results that have had a clear impact on the functioning of PMSCs in various settings, in particular in Africa, Latin America, and the Caribbean. In 2018, the following outcomes should be mentioned.

The first is the OSCE's demonstrated growing ownership of the issue of PMSC regulation. By commissioning DCAF to complete a study on the regulation of these companies in the OSCE region, OSCE field missions were engaged for the first time on the topic. This was followed by a special session on PMSCs at an OSCE organized symposium on the OSCE Code of Conduct on Politico-Military Aspects of Security, in November 2018 in Berlin.

The fact that the Montreux Document has attracted a rising number of states to join the process is a second outcome. Since its launch in 2008 (with an initial 16 State participants), support for the Document has more than tripled. Following its participation in the 2018 MDF Plenary Meeting, Montenegro has become the latest country to join, making it the 55th State participant.

The third outcome of this work in 2018 is that compliance with the Montreux Document is increasingly considered a prerequisite for contracts with PMCs. In this context, a major milestone was reached when the US Department of Defense, thanks to continued engagement by DCAF and dialogue with the US via the MDF Working Group, decided that all future hiring and contracting of PMCs would be reserved only to employees/staff from Montreux participating states. Given that the total value of the five-year contract for the US Central Command Area (which includes countries in West Asia, parts of North Africa, and Central Asia, most notably Afghanistan, Iraq, and Syria) is almost 4 trillion USD, this decision will clearly have significant impact.

Finally, a fourth outcome in 2018 relates to the incorporation of Montreux Document standards into national regulations. Continuous outreach efforts by DCAF in Latin America and the Caribbean have led an increasing number of states to amend their regulations in order to align them with the recommendations and good practices in the Document, demonstrating that it has become a key normative standard in this area. This has occurred, for instance, in both Costa Rica and Peru. DCAF has been a leading partner in achieving these results, which have opened a new and important chapter in the global regulation of such companies in line with international humanitarian law and human rights.

The International Code of Conduct for Private Security Service Providers: Progress in a new area of SSG/R

The Challenge

The growing utilization of private security providers around the world has started raising important questions in recent years as to the functioning of such companies in conformity with international humanitarian law and human rights, especially because so many of these companies operate in complex political environments where the risks of abuse and the inappropriate use of force are considerable. In 2009, the Swiss government took the initiative to address this issue through a multi-stakeholder process of interested states, companies, and CSOs that was actively supported by private stakeholders as well as other governments. This process came in response to a recommendation in the Montreux Document (see the Feature on the Montreux Document).

DCAF's Response

With the active support of DCAF, this process resulted in the adoption of the International Code of Conduct for Private Security Service Providers (ICoC) in 2010. The Code not only contains commitments for PSCs to function in line with international minimum standards, but also created the basis for an oversight mechanism to ensure that these commitments are implemented in practice. In February 2014, this resulted in the establishment of the ICoC Association (ICoCA). DCAF provides support to the ICoCA Secretariat and contributes to many activities around the world that are aimed at enhancing ICoC implementation.

Key Results

Ongoing support by DCAF has facilitated the achievement of a number of significant results since the adoption of the Code, as demonstrated by the following outcomes.

The first of these relates to the membership of the ICoC. At its adoption in 2010, the ICoC was signed by 58 companies; but in 2018, the ICoCA includes 95 private security company members. Seven governments (Australia, Austria, Canada, Sweden, Switzerland, the UK, and the US) and 30 CSOs have also officially joined the process.

A second outcome concerns growing state compliance with the ICoC. Through its networks and engagement with international institutions such as the UN and the EU, DCAF has promoted the compliance of states with the Code. As a consequence of these efforts, international institutions have included Code compliance in their official reports. In 2018, for example, the Committee on Foreign Affairs of the European Parliament called in a draft report for the EU to encourage legislation that would

require all PMSCs that are registered, operating in, or contracted by an EU Member State to maintain membership in good standing with the ICoCA.

A third outcome in this area is reflected in the fact that a growing number of states have started implementing the ICoC, by promoting its standards in their national regulations. In Costa Rica, where DCAF has been actively engaged on the content of the Code with the Costa Rican national standards body INTECO, this regular engagement led INTECO in 2018 to translate the international ISO norm 18788 ("Management system for private security operations"), largely based on the ICoC, into a national standard.

That an increasing number of state/private sector clients and international organization/other civil society actors are also starting to recommend/require ICoCA membership when selecting private security services is another noteworthy outcome. In 2018, two more actors (Maersk and Ardea International) were known to prioritize ICoC compliance, bringing the total of these known actors to 19.

A fifth outcome relates to the certification process for PSCs, which has already been developed and implemented and which resulted in the admission of eight new member companies in 2018, for a total of 16 ICoCA certified companies by the end of the year.

Finally, a last outcome concerns the effects of the private security observatory network for Sub-Saharan Africa, which was created by DCAF and has played a considerable role in raising awareness about the usefulness of the ICoC and the ICoCA among African CSOs. This has led to a strong interest among these CSOs to develop relations with the ICoCA, and a sub-regional meeting of CSOs in Senegal in 2017 was followed by two more meetings in 2018, involving a total of 76 CSOs, including the first-ever pan-African meeting of CSOs about private security, held in Kenya. A national meeting of CSOs from various regions in Cameroon was also organized. The meeting in Kenya resulted in follow-up meetings by CSOs on their own initiative at the country level, in particular in the DRC, where discussions focused not only on their role in implementing the ICoC but also in advocating for government membership in the ICoCA. Presently, 12 CSOs are part of both the ICoCA and the security sector observatories (4 of which joined ICoCA in 2018).

It is clear that DCAF's work with the ICoC/A has contributed to the achievement of clear outcomes in establishing an increasingly comprehensive system of regulation of PSCs, both in terms of standards and oversight mechanisms and in terms of geographical scope.

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