DCAF Geneva Centre for Security Sector Governance

20TH ANNIVERSARY

2019 PERFORMANCE REPORT

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Acronyms and Abbreviations

AFD	Agence Française de Développement
ASEAN	Association of Southeast Asian Nations
AU	African Union
BI	Building Integrity
BiH	Bosnia and Herzegovina
BSP	Border Security Programme
CAT	Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
CDA	Conseil de Développement d'Andohatapenaka
CDS	Committee on Defense and Security
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CERT MUP	Cyber Emergency Response Team of the Ministry of Interior of Serbia
CIASE	Corporación de Investigación y Acción Social y Económica
CiO	Chair-in-Office
CNDH	Commission Nationale des Droits de l'Homme
CNRSS	Conseil National pour la Réforme du Secteur de la Sécurité
CoE	Council of Europe
CPC	OSCE Conflict Prevention Centre
CRSS	Commissariat à la Réforme du Secteur de la Sécurité
CSAP	NATO Civil Society Advisory Panel on Women, Peace and Security
CSDP	Common Security and Defence Policy
CSO	Civil Society Organization
CSIRT	Computer Security Incident Response Team
CVE	Countering Violent Extremism
DCAF	Geneva Centre for the Democratic Control of Armed Forces
DDR	Disarmament, Demobilization and Reintegration
DGAPR	Délégation Générale de l'Administration Pénitentiaire et de la Réinsertion du Maroc
DPKO	UN Department for Peacekeeping Operations
DRC	Democratic Republic of Congo
DSC	Defence and Security Committee
ECOWAS	Economic Community of West African States
ENP/FP	Ecole Nationale de Police et de la Formation Permanente (National Police School)
ENVR	Ecole nationale à vocation régionale de la cybersécurité
ERW	Explosive Remnants of War
EU	European Union
EUAM	European Union Advisory Mission Ukraine
EUCARIS	European Car and Driving Licence Information System
EU-DEVCO	EU Directorate-General for International Cooperation and Development
Europol	European Union Agency for Law Enforcement Cooperation
FARC	Fuerzas Armadas Revolucionarias de Colombia
FBA	Folke Bernadotte Academy – Swedish Agency for Peace, Security and Development
FIIAPP	Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas
GBV	Gender-based Violence
GCTF	Global Counterterrorism Forum
GICHD	Geneva International Centre for Humanitarian Demining
GIZ	German Association for International Cooperation
HAICA	Haute Autorité Indépendante de Communication Audiovisuelle
HLPF	High Level Political Forum
HR	Human Resources
IBM	International Business Machines Corporation
ICOAF	International Conference of Ombuds Institutions for Armed Forces
ICoC	International Code of Conduct for Private Security Providers
ICoCA	International Code of Conduct for Private Security Providers Association
ICPC	Instance Centrale de Prévention de la Corruption
ICRC	International Committee of the Red Cross
IDB	Inter-American Development Bank
IGPN	Inspection Générale de la Police Nationale
IGSS	Inspection Générale des Services de Sécurité
IHL	International Humanitarian Law
IISG	Integrative Internal Security Governance
INAI	Instance d'Accès à l'Information
INPPLC	Instance Nationale de la Probité, de la Prévention et de la Lutte contre la Corruption
INTECO	Instituto de Normas Técnicas de Costa Rica
iPA	Integrative Plan of Action
IPF-SSG	Inter-Parliamentary Forum on Security Sector Governance
IPU	Inter-Parliamentary Union
ISF	Internal Security Forces
ISSAT	International Security Sector Advisory Team
ISSPC	Inspection Générale des Services de Sécurité et de Protection Civile

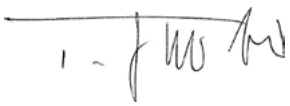
IVD	Instance Vérité et Dignité
LAC	Latin-America and Caribbean
LSU	La Strada-Ukraine
M&E	Monitoring and Evaluation
MD	Montreux Document
MDF	Montreux Document Forum
MENA	Middle East and Northern Africa
MFA	Ministry of Foreign Affairs
MINUSMA	United Nations Multidimensional Integrated Stabilization Mission in Mali
MoI	Ministry of Interior
MPs	Members of Parliament
MPF	Myanmar Police Force
NASS	National Assembly of Nigeria
NATO	North Atlantic Treaty Organization
NBTC	National Broadcasting and Telecommunications Commission
NHRCK	National Human Rights Commission of Korea
NICO	Northern Ireland Cooperation Overseas
NLA	NATO Liaison Office
ODIHR	OSCE Office for Democratic Institutions and Human Rights
OIF	Organisation internationale de la Francophonie
OPCAT	Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment
OPTs	Occupied Palestinian Territories
OSCE	Organization for Security and Cooperation in Europe
OTA	Operational-Technical Agency
PASP	NATO Political Affairs and Security Policy Division
PCC SEE	Police Cooperation Convention for Southeast Europe
PCCC	Police Customs Cooperation Centre
PCPTD	Palestinian Civil Police Traffic Department
P/CVE	Preventing and Countering Violent Extremism
PfPC	Partnership for Peace Consortium of Defence Academies and Security Policy Institutes
PIBP	Police Integrity Building Program
PLAC	Policy and Legal Advocacy Centre
PMSCs	Private Military and Security Companies
pS	OSCE Participating State
PSCs	Private Security Companies
RBM	Results-based Management
ROK	Republic of Korea
RRP	Rapid response plan
SALW	Small Arms and Light Weapons
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SEE	Southeast Europe
SENSEE	Surveillance Expert Network for Southeast Europe
SGBV	Sexual and gender-based violence
SGSR	Secretary General's Special Representative
SHRIM	Security and Human Rights Implementation Mechanism
SICA	Sistema de la Integración Centroamericana
SOP	Standard Operating Procedure
SPCP	Swiss Regional Police Cooperation Programme in the Western Balkans
SSG	Security Sector Governance
SSG/R	Security Sector Governance and Reform
SSR	Security Sector Reform
SSRU	Security Sector Reform Unit (of the United Nations)
SUCAMEC	Superintendencia Nacional de Control de Servicios de Seguridad, Armas, Municiones y Explosivos de Uso Civil
TFNA	Trust Fund for North Africa
UN	United Nations
UNDP	UN Development Programme
UNLIREC	UN Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean
UNMIL	United Nations Mission in Liberia
UNPOL	UN Police Division
UNSCR	United Nations Security Council Resolution
UXO	Unexploded Ordnance
VAW	Violence against Women
VPs	Voluntary Principles on Security and Human Rights
WANEP	West African Network for Peacebuilding
WB	Western Balkans
WBBSi	Western Balkan Border Security initiative
WBCTi	Western Balkan Counter-Terrorism initiative
WBCSCi	Western Balkan Counter Serious Crime initiative
WPS	Women, Peace and Security

Director's Foreword

I am proud to present our 2019 Performance Report. Security sector reform and governance processes are long-term, complex and often politically delicate. They only lead to the desired outcomes when different ingredients come together: political will, methodologically sound advice, training, and a collaborative and inclusive approach with local ownership at its core. Every result you will read about in this report represents many untold hours of hard work on behalf of, and by, our partners. In a way, reading through this report is like looking at the tip of an iceberg: what you will see is a small visible part of a much larger body of work that lies below the surface. Only if you fathom the entire iceberg will you be able to fully appreciate our steadfast commitment to accompanying our partners throughout processes which go through many steps, are often interrupted by unexpected challenges, and can take years before they finally come to fruition.

On the following pages you will read about the ways in which we have supported national partners and international actors through nationally led security sector reform and good governance initiatives around the world, particularly in fragile and conflict-affected contexts. You will also learn more about the impact of our contributions to legal and policy development, both nationally and internationally.

This report reflects our strong commitment to results-based management and documents our continuous efforts to improve and refine our corporate approach to RBM. Through our strong results-orientation we will not only continue to enhance accountability towards our partners and donors, but we will also pave the way for improved strategic steering and lessons learning. I wish to thank and express my appreciation to Dr Arie Bloed who has (once again) gone many extra miles in analysing DCAF's extensive activity reports and prepared this year's Performance Report which we hope you will find informative and stimulating.



Director, Ambassador

1. Executive Summary

From its inception in 2000 DCAF has focused on strengthening security sector governance and reform (SSG/R). Our vision is a world in which human and national security are provided within democratically governed, accountable, and effective security sectors, thus creating an environment which is conducive to sustainable peace and development. We support national partners, assist international actors such as donor countries and multilateral organizations, and contribute to international policy development. Our mission is to improve the governance of security sectors around the world through nationally owned, inclusive, and participatory reforms based on international norms and good practices. Over the years, we have expanded geographically and thematically, developing and implementing an increasing number of programmes and projects, particularly in fragile and conflict-affected countries.

This report demonstrates DCAF's rich variety of work and its impact and is a testimony to the fact that we are considered a trusted partner that is effective in highly challenging environments supporting politically sensitive work that is seen as belonging to the vital interests of states. The report also shows that DCAF embarks into new territories in the vast area of SSG/R by launching research and policy activities in hitherto uncharted areas, such as migration and urban safety, which align with our core mandate.

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

- Direct support to national partners in efforts to reform their security sectors;
- Assistance to international actors to enhance the effectiveness of their support to nationally led and locally-owned security sector reform processes; and
- Contributions to international policy development and good practices.

DCAF'S WORK IN 2019 FALLS WITHIN EIGHT MAIN THEMES:

Legal regulations on SSG/R

A proper legal framework for SSG/R, in accordance with the principle of the rule of law is an indispensable element of the functioning of the security sector in any country; weak legal norms and standards can exacerbate grievances, which can in turn become root causes of conflict. It is, therefore, no surprise that a key theme of DCAF's work is the reform of the legal SSG/R framework in all its dimensions. This includes support for the development of effective laws, the creation of internal regulations, support for the state bodies that oversee their implementation, and the regulation of private security operations. The importance of this dimension of SSG/R processes can hardly be overestimated, since law enforcement and security agencies can only function effectively if the law provides a proper framework of checks and balances.

In 2019 DCAF provided extensive support to legislative and normative processes relating to SSG/R. For example, within the framework of the Police Cooperation Convention for Southeast Europe (PCC SEE) the new Prűm-inspired framework for automatic exchange of data was further strengthened through the ratification of the two agreements by Serbia, Albania, Moldova, Montenegro and North Macedonia. This contributed to the alignment of the legal framework in the Western Balkan states with relevant EU norms and standards. In Niger, DCAF supported the development of a proper institutional framework for the creation of SSR-related legislation which can be seen as a major step forward in providing a modern legislative framework with proper checks and balances on important SSR issues.

Developing and implementing the policies and strategies of security sector institutions

DCAF has been contributing to a strategic approach to SSG/R processes in many countries, which is essential for achieving sustainable results. For instance, in sub-Saharan Africa, Latin America and the Caribbean, and Ukraine DCAF contributed to the development of national strategic plans for SSG/R and assisted its partners in implementing these plans in accordance with human rights standards and best practices. In Jamaica, DCAF assisted the government with the development of its Citizen Security Plan for at-risk communities, which was then adopted by the National Security Council (NSC) with many recommendations put forward by DCAF.

DCAF also contributed to the development of the draft Institutional Strategic Plan for the police in Honduras within the context of the longer-term, comprehensive police reform program in this country that is confronted with high levels of violent crime. In the area of regulating private security companies, the Peruvian national regulator SUCAMEC adopted the standards of the Montreux Document (MD) in all its activities, and the Contact Group on Piracy off the Coast of Somalia officially recognized the importance of the MD in maritime contexts.

In 2019 North Macedonia adopted a new Law on the National Security Agency based on DCAF's advice

Strengthening democratic oversight mechanisms

Support for new and established oversight mechanisms was a priority for DCAF in 2019. Although in principle national parliaments provide oversight of the security sector, in practice this is often hampered by the fact that national security is seen as a taboo subject and members of parliament (MPs) may avoid touching such politically sensitive issues. They also are often unaware of how to perform their monitoring role. DCAF has made a difference by assisting parliaments to elaborate the proper legal framework, and by raising awareness among MPs about the importance of their oversight function.

For example, in Niger the Standing Committee on Defence and Security (SCDS) of the National Assembly has gained a better perspective on its role overseeing the security sector and exercised it in a new way in a budget hearing with the Ministers of National Defence and Justice. The Gambia developed a 3-year strategic plan for the Committee on Defence and Security of the National Assembly, which includes well-elaborated oversight functions. In North Macedonia, DCAF assisted in its adoption of the new Law on the National Security Agency.

DCAF provides support to MPs through the organization of workshops about the nature and techniques of parliamentary oversight, but sustainability is an issue in view of the fact that MPs can change with elections. In Liberia, with the support of DCAF, outgoing MPs took the initiative to transfer their newly learned oversight skills to their successors through informal briefings.

Also in 2019, the 10th meeting of the International Conference of Ombuds Institutions for Armed Forces (ICOAF) resulted in the creation of the African Footprint project to promote good governance in the armed forces throughout the African continent with the establishment of military ombuds institutions.

Strengthening the capacity of civil society

The role of civil society in SSG/R processes is essential for building legitimacy and transparency of the security sector. In particular in this area DCAF has been most successful in 2019 with a special focus on Africa. The African Private Security Governance Observatory has succeeded in enhancing the credibility of its civil society organization (CSO) members in their relations with their authorities and resulted in an Africa-wide network of CSOs. As a matter of fact, thanks to the work of the Observatory, several CSOs have become accepted partners for governmental regulatory authorities, which is a major success as in the past such relations at best were non-existent, and at worst hostile.

Another successful outcome is the multi-stakeholder working groups in which government, companies, and civil society groups in the Democratic Republic of Congo are meeting frequently to address security and human rights concerns. This has had a significant impact both in terms of operational procedures, but also in terms of a change in the behavior, a de-escalation of tensions, and better relations overall.

Promoting gender equality in SSG/R

Advancing gender equality was high on DCAF's agenda in 2019 and support for national partners was provided in all regions, including support for the promotion of spaces for women to talk about their security priorities. For instance, in Colombia DCAF worked to build gender sensitivities into police practices in rural areas previously controlled by FARC through several community initiatives by women to articulate their security and justice concerns to authorities. DCAF also supported gender climate assessments in various security agencies, such as the Ministry of Defence in Georgia and the Colombian National Police. In Colombia the unit in charge of gender mainstreaming, training on gender sensitive police practices, and peace building within the force has even been advocating their new, DCAF-inspired approach to their Peruvian colleagues.

Strengthening national training capacities

Security sector reform requires substantial changes in the behaviour and skills of security and justice officers, which can only be achieved through clear guidance from the leadership that is supported by professional training programmes. DCAF continued this work in 2019 by providing training courses, supporting training institutions with the development of new curricula, and organizing train-the-trainer courses. DCAF's training support is always designed as part of a comprehensive SSG/R approach which increases the chances of sustained impact in comparison to stand-alone training programmes.

For example, in Morocco DCAF assisted the main anti-corruption body with the development of tailor-made training on integrity issues, which are now fully integrated in the regular curriculum of security training institutions. In Niger, DCAF supported the revision of the Police Inspector Program, one of the key in-service training programs for the higher echelons of the force. In Moldova DCAF delivered additional train-the-trainer courses in police integrity based on a new curriculum. The investment in this area since 2017 has paid off through a drastic increase in the number of corruption cases brought against Moldovan law enforcement officers.

Increasing regional cooperation

DCAF continued to support cross-border cooperation among police services and border management agencies aimed at fighting cross-border crime, terrorism, and transnational organized crime. Successes were achieved, particularly in the Western Balkans (WB), where the Integrative Internal Security Governance (IISG) process and the Police Cooperation Convention for Southeast Europe (PCC SEE) continued to play an important role.

2019 saw the consolidation of the IISG-supported Regional Network of National P-CVE Coordinators (RNNC), resulting in a substantial increase in formal and informal cooperation among WB states. Progress has also been achieved in the increasingly important area of the fight against cybercrime. For example, in the Western Balkan region there has been a significant increase in informal exchange of technical information and advice between the national Computer Emergency Response Teams (CERTs)s, a direct outcome of events organized and/or facilitated by DCAF.

Enhancing bilateral and multilateral support to SSG/R

Bilateral and multilateral organizations have a critical role to play in shaping the global SSG/R agenda through policy development and a wide range of support on the ground. When they coordinate their efforts, they can be all the more powerful. Thus in 2019 DCAF continued to promote cooperation between the United Nations (UN), the European Union (EU), and the Organization for Security and Cooperation in Europe (OSCE). The organizations agreed to work together on assessment methodologies and undertake a first-ever joint mapping exercise on international SSG/R assistance in Central Asia. Since joint mapping and assessment exercises are a precondition for enhanced cooperation among these organizations, this decision is an important milestone.

We also contributed to the OSCE Secretary General's first-ever report on SSG/R, which is a significant milestone as it reflects the importance of this issue at the highest political level in the organization. DCAF's role was officially recognized by the Secretary General when he reported that the OSCE's strategic partnership with DCAF "has made a vital contribution" to the SSG/R process.

DCAF also contributed to the establishment of the SSR Steering Committee in the African Union (AU), which is set to be a key institutional structure to coordinate initiatives both within the AU, and in its member states. At the level of bilateral donors, DCAF contributed to the development or amendment of national strategies on SSR aid, in particular for France and Norway.

Looking ahead

As the experience of other organizations illustrates, ensuring the effective implementation of Results Based Management (RBM) is a long-term process that involves continual refinement and improvement. Neither our analysis of what constitutes a desirable outcome, nor our theory of change are static. Such concepts need to be assessed and challenged at regular intervals. Consequently, DCAF will carry out a review of its current RBM process in the next 12 – 24 months. This review should not only ensure that DCAF's mandate delivery continues to contribute to meaningful change for our beneficiaries in the future; it will also help us gather the right empirical evidence, which in turn will allow us to take fully informed strategic decisions. Moreover, the review will help to ensure seamless alignment between our RBM framework on the one hand, and our main strategic vectors as outlined in DCAF's Strategy (2020-24) on the other.

> Thanks to the work of the Observatory several CSOs have become accepted partners for governmental regulatory authorities

As a corollary to this process, we intend to enhance our knowledge management capacity in coming years, which will enable us to develop a more systematic corporate body of knowledge on what works and what does not. Our commitment to breaking down barriers to sharing both successes and failures, and our determination to integrate relevant knowledge into our future research and programs will not only further augment the relevance of our organization and its value proposition; it will also enhance our accountability to all our partners and donors.

2. Introduction

Emphasizing outcomes

This report is based on DCAF's results-based management (RBM) reporting system, which emphasizes outcomes rather than activities. As such, it is not a comprehensive accounting of all our activities in 2019, some of which is ongoing operational support to national and international partners that is paving the way for future success. You can read more about the full range of our activities in DCAF's Annual Report, which is available at www.dcaf.ch. Rather this Performance Report presents immediate and intermediate outcomes to which we have made a significant contribution through policy and research, expert advice, and support to national and international partners.

Data collection and analysis

Throughout the report the outcomes have been briefly positioned within the overall range of activities undertaken by DCAF in various regions and thematic areas, to illustrate the broader context in which they were achieved. For the 2019 monitoring period, a total of around 60 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 Dr. Arie Bloed as an external expert, to enhance transparency, accountability, and independence.

> We are committed to continually finding new and innovative ways to measure progress and outcomes

This report also includes In Focus sections on interesting success stories from our work in particular regions, countries, or organizations. This year, we focus on Niger, the African Private Security Observatory, the Voluntary Principles Initiative with the case of South Kivu (DRC), and the role of joint operations in DCAF's Border Security Programme in the Western Balkan region.

This report, together with our Annual Report 2019, provide a comprehensive overview of our projects, programmes and partnerships, as well as our achievements this past year. In addition, we have prepared a separate overview of the key activities that underpin the outcomes reported in the 2019 RBMs, which is available upon request.

At DCAF we care deeply about helping to make sustainable changes to security at the individual, community and state level. We view these changes as an essential part of creating a solid foundation for peace and development. Therefore, despite the difficulties of facilitating change in a complex and sensitive field, we are committed to focusing on outcomes and continually challenging ourselves and our partners to find innovative ways to measure progress at this level.

3. Key Achievements and Results

This chapter details outcomes to which DCAF contributed through support for national partners in Europe and Central Asia; Asia-Pacific; sub-Saharan Africa; the Middle East and North Africa (MENA); and Latin America and the Caribbean. After this important part of DCAF's operational 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 international 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 2019, 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 was on Europe and Central Asia, MENA, sub-Saharan Africa, and Latin America, where sizeable projects/programmes of a longer duration are being implemented.

3.1.1. Europe and Central Asia

DCAF actively engaged in facilitating regional security dialogue and in providing support to SSG/R efforts of countries in South Eastern and Eastern Europe, South Caucasus, and Central Asia throughout 2019. Its activities were related to many different aspects of the complex process of SSG/R, including support for the development of national policy and legal frameworks, building capacities of institutions, empowering civil society organisations to participate in national and regional dialogue on security policy, providing support to international organizations, and promoting regional cooperation.

In those countries that have fixed alignment with European Union norms and standards as their national strategic objective, DCAF focused on assisting them to build effective security systems that are fully in line with the EU acquis and best practice. This assistance was related, in particular, to police reform, regional police cooperation and border management; strengthening oversight mechanisms of the security sector, including parliaments and ombuds institutions; and finally assisting civil society in playing an active and substantial role in the debates about SSR/G and being engaged in the democratic oversight of security agencies in their respective countries.

In Central Asia DCAF continued its support for security sector reform in a variety of areas, including training for the OSCE Border Management Staff College (BMSC) on border management, police integrity, and adult learning methods.

A significant number of activities were implemented 2019, the main objectives of which can be summarized as follows:

1. Enhancing cooperation and coordination in the security sector among the Western Balkan (WB) states, in particular supporting the Integrative Internal Security Governance (IISG) process.
2. Enhancing regional police cooperation in the framework of the Police Cooperation Convention for Southeast Europe (PCC SEE), and strengthening the capacity of law enforcement agencies to counter transnational organized crime.
3. Improving cooperation and coordination between border police services, in particular 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.
4. 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.
5. Assisting parliaments and independent oversight bodies in the region to effectively oversee the security sector and enhance their accountability.
6. Empowering civil society to play an active role in monitoring the security sector and to participate in an inclusive and informed public debate on security sector-related issues at the national level.
7. 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.
8. Developing national regulatory and policy frameworks in cyber security, and developing the capacities of Computer Emergency Response Teams (CERTs) to respond to threats. In addition, contributing to the effectiveness of multi-stakeholder dialogues on cyber security between the public and private sectors with the aim of creating Public-Private Partnership (PPP) models that are sustainable in a transition context.

> Parliamentary security and defence committees better legislate and oversee their security sectors and promote norms and good practices through regional exchange and dialogue

9. Supporting the Parliament of Ukraine and the International Advisory Group to review draft security sector legislation, followed by deployments of experts to discuss the results of the legal reviews and its implementation. Particularly, DCAF advised on the reform of intelligence sector, consequences of the possible downsizing and demilitarization of the Ukrainian security service (SBU), the creation of robust parliamentary oversight mechanisms, access to confidential information, and anti-corruption mechanisms in the security and defence sector.
10. Supporting civil society to effectively implement and support inclusive and participatory reforms aimed at enhancing democratic oversight of the security and defence sector in Moldova, Georgia, Ukraine, Tajikistan, Kyrgyzstan, Azerbaijan, and Armenia.
11. Contributing to Building Integrity activities (partially in cooperation with the NATO Building Integrity initiative).

DCAF's participation in Partnership for Peace Consortium's Security Sector Reform Working Group resulted in strengthening the capacities of parliamentary security and defence committees in the target countries (with a focus on Ukraine, Moldova, Armenia, Georgia, Azerbaijan, Tajikistan, Kyrgyzstan) to legislate and oversee their countries' security sectors and to promote norms and good practices through parliamentary exchange and dialogue.

One of the unique features of DCAF's involvement in these areas is the facilitation of various common operations with Western Balkan countries and many other international partners in areas such as migration flows and cross-border crime investigation. Such operations turned out to be a major learning opportunity for law enforcement officers from participating countries, as in this pragmatic way they were familiarized with challenges and opportunities which often were unknown to them before. They are effectively translating political and policy commitments of this region into concrete actions with tangible results. They have been a major tool for intensifying the cooperation among law enforcement bodies in the Western Balkans as well as with international partners (such as Frontex and EUROPOL), in fighting cross-border crime.

Outcomes in Europe and Central Asia

In the area of Europe and Central Asia, 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 2019. Although the IISG process was originally initiated by the EU only in 2015, it has achieved already impressive results, leading to a substantially increased level of cooperation and coordination in the security sector among the WB states and assisting them in harmonizing their security systems with EU norms and standards. The IISG process aims, in particular;

a) To involve the WB states more actively in determining their needs and priorities for external assistance in the security sector in the three policy pillars covered by the IISG: border management, fight against serious and organised crime, and countering terrorism and preventing and countering violent extremism;

b) To facilitate more intensive coordination between national and multilateral donors, including the EU itself, in the area of internal security sector reform, especially in view of supporting the region in achieving its EU membership perspective.

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).

A key result at outcome level for 2019 is the fact that DCAF has successfully completed its task in facilitating the formation of the IISG process from its initiation to its more final structure. This is a substantial achievement, as the process itself was not only launched relatively recently but has also booked impressive progress over the past few years. In April 2020 the function of hosting authority of the process will be taken over by the Regional Cooperation Council (RCC), based in Sarajevo, a regional multilateral organization. DCAF will continue its intensive involvement in the IISG process and has offered its assistance to the RCC, whenever needed and desired. Moreover, it will continue to act as the Lead Partner of two IISG pillars, the WBCTi and WBBSi.

The second outcome of the IISG, within the first policy pillar, is the consolidation of regional multilateral networks on counterterrorism and preventing and countering violent extremism in the Western Balkans. The IISG-supported Regional Network of National P-CVE Coordinators (RNNC) has played a key role in achieving alignment between the activities of other existing networks covering this broad policy field. Thanks to the network the formal and informal exchange of information among the WB countries has increased substantially. In 2019 the RNNC met twice, resulting in newly identified needs held in common, primarily occurring challenges of dealing with returnees and the reintegration of their family members, and countering online radicalization. The RNNC has also played an important role in integrating EU best practice into national P/CVE policies and responses and connecting to existing EU mechanisms in the P-CVE area.

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

Created in 2006, the PCC SEE addresses organized and serious cross-border crime in a comprehensive and effective manner, as well as aligning policing standards with those in the EU and Schengen area. The PCC SEE provides a unique regional legal basis for coordinated activities among its parties, which presently consist of six non-EU states and six EU Member States[1]. DCAF Ljubljana has been supporting this process by hosting the PCC SEE Secretariat since 2008, which is the responsible technical body which facilitates the parties in implementing both the PCC SEE and their newly established EU Prüm-like framework for automated exchange of data.

The first outcome of this work in 2019 is related to direct support of criminal investigations. As a response to the need expressed by its parties, the PCC SEE Secretariat in 2019 elaborated a procedurally systematised manner of providing them necessary financial and logistical support during various phases of their criminal investigations. This support is linked to the use of Article 26 of the PCC SEE, which allows the deployment of criminal investigators from one party to the territory of another. Working side-by-side, these officers provide immediate support to the domestic investigators and contribute to the outcomes of a criminal investigation. In mid-2019 the PCC SEE Secretariat launched an open-ended call requesting such support, which was also promoted during regional workshops on the application of PCC SEE provisions as well as in the context of cooperation under the EU Policy Cycle[2]. The first request was received in November 2019 upon which the PCC SEE Secretariat supported the deployment of law enforcement officers in the context of an international investigation linked to trafficking of narcotics.

1 These states are: Albania, Austria, Bosnia and Herzegovina, Bulgaria, Croatia, Hungary, Moldova, Montenegro, North Macedonia, Romania, Serbia and Slovenia.

2 The EU Policy Cycle is an EU methodology adopted in 2010 to address the most important criminal threats affecting the EU and optimise coordination and cooperation on chosen crime priorities within each four-year cycle period (currently 2018-2021).

A second notable outcome relates to the development of the necessary preconditions for the implementation of the legal documents which constitute the so-called new EU Prűm-like framework for automatic exchange of data. These two documents are:

- *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*
- *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.*

Following its signing in September 2018, the documents were ratified by Serbia, Albania, Moldova, Montenegro, and North Macedonia. In view of achieving the first data exchanges in practice, the PCC SEE Secretariat engaged experts to perform fact-finding missions on the state of readiness in the six non-EU Contracting Parties. These missions showed that the countries have made significant efforts in fulfilling the legal, organisational and technical preconditions, with major improvements in the area of DNA and dactyloscopic data. The PCC SEE Secretariat held high-level meetings with each non-EU party and elaborated further steps to be taken. As a result, the PCC SEE Secretariat supported the Albanian Ministry of Interior to organize a roundtable of 16 relevant national authorities, which resulted in the designation of the Albanian entry point for the TESTA network connection[3]. The latter is one of the crucial technical preconditions for automated exchange of data.

Although all this work seems rather technical, the process of making the Prűm-like framework a success in practice is not only a major step forward in developing a regional approach in combating organized crime and terrorism, but it is at the same time an essential step towards fulfilling the requirements of EU membership.

Cyber Security

An increasing number of cyber attacks on states and other entities has put a greater emphasis on the development of policy and skills in this area of security. DCAF has built up a reputation as an organization that assists, in particular to WB states, to combat this relatively new phenomenon.

In 2018 the main outcomes were related to Serbia, where DCAF assisted the authorities with the professionalization of the newly established cyber emergency response unit (CERT MUP) at the Ministry of Interior. The year 2019 saw further progress in Serbia and in other WB states which testifies of the significant developments in this area.

Here the following outcome has to be mentioned for the year 2019:

Based on the progress achieved in the previous years, there has been a significant increase in informal exchange of information between the national CERTs in the WB region which is a direct outcome of the various regional events organized and/or facilitated by DCAF. This exchange concerned especially the sharing of technical information and policy advice. It became clear that these regional events not only provided participants with new knowledge and insights, but also strengthened the regional interaction. This was confirmed by an independent external review of DCAF's Cyber Security Program which reported that the "level of trust among the six countries CERT's staff is increased, as the opportunities to work together were non-existent before the project involved them". The result is that where there was virtually no dialogue, now frequent exchanges among staff of the various CERTs are taking place. Some representatives of CERTs have even begun discussing the establishment of a regional information sharing platform.

3 The Trans European Services for Telematics between Administrations (TESTA) network is the European backbone for a wide variety of data exchange at EU level, including automated exchange of DNA, dactyloscopic and vehicle registration data. A connection to the TESTA network is one of the binding preconditions for EU accession.

Border Security Programme

The Border Security Programme (BSP) is an open-ended, longer-term DCAF programme which has been extensively involved in supporting the WB states to strengthen their border police services through cross-border cooperation. A second main goal of the BSP is to help these states adapt their border management systems to EU requirements in order to facilitate their potential membership of the Union. Moreover, the BSP promotes coordination between donors and beneficiaries in order to avoid duplication. This is also part of the WBBSi pillar of IISG, for which DCAF Ljubljana has been assigned the role of Lead Partner.

In 2019, the BSP undertook major efforts to assist the WB states to be more effective and efficient in border management, including building their capacity to detect and combat cross-border crime patterns. This was done through the organization of various training courses, and by facilitating a variety of operations (as was mentioned already above in the section on the PCC SEE) in which they have the opportunity to apply their new knowledge. This knowledge concerns, among other things, the use of debriefing procedures in migration management and intelligence gathering, coordination of units, and scheduling tasks according to recognized trends.

Concrete outcomes of all this work can be observed in several states: Bosnia and Herzegovina now make use of common operational measures in responding to acute threats, specifically with enhancement of intelligence gathering capacities through debriefing procedures. Moreover, as a result of 'Operation BiH 2019', Bosnia and Herzegovina cooperated with EUROPOL and services from other countries to dismantle a group of migrant smugglers. In total in 2019 four common operations were executed: TUZI II/SUKOBIN I, BiH 2019 and PREŠEVO. DCAF also assisted in the conduct of the Frontex mission in Albania.

The various common operations, facilitated by DCAF, have positively contributed to developing a clear understanding about intense organised crime activity accompanying migration flows in the past few years. There is higher awareness in the countries of transit in the region about the complexity of the phenomenon, and the responsibility of all countries along the route to manage various security and humanitarian aspects of migration flows. The operations have led to concrete improvements in operational approaches and standard procedures, including the ways in which border police manage migrants with serious health problems.

Police Integrity Building Programme (PIBP)

The PIBP is an ongoing, longer-term programme to assist countries to promote 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 building.

The main outcome in 2019 of the PIBP relates to activities in Moldova, where DCAF provided extensive training to various law enforcement agencies since 2017, using its knowledge products (Toolkit and Training Manual on Police Integrity). These courses have been integrated into various Moldovan training institutions.

In 2019 the Ministry of Interior of Moldova increased its police integrity training capacity through the training of a group of 16 new facilitators. DCAF contributed to a training-of-trainers who now have been certified. All this has contributed to a substantial increase of the training capacity within the law enforcement community of Moldova. Regular integrity training courses, based on the methodology and principles of the PIBP training materials, are now delivered by agencies such as the Internal Protection and Anti-Corruption Service, the General Inspectorate of Border Police, the General Inspectorate for Emergency Situations, the General Inspectorate of Carabinieri, and the National Patrol Inspectorate. Reportedly this extensive training programme, as supported by the PIBP, has contributed to a remarkable jump in the number of corruption cases concerning law enforcement officers in Moldova.

Intelligence Sector Reform in the Republic of North Macedonia[4]

Since 2015, DCAF has been intensively involved in the reform of the intelligence sector in North Macedonia. In 2018 it contributed to the adoption of a Law on Interception of Communication. In 2019 another milestone was achieved with the adoption of a new Law on the National Security Agency (NSA) by a two-thirds majority in parliament. DCAF has provided substantive advice about the draft law and several of its recommendations were used by North Macedonian law makers. A new NSA director was subsequently appointed and at the time of writing this report, the staff members from the former agency were applying to positions in the new agency, at the same time being vetted by a vetting panel. The NSA became operational on 1 September 2019 and is expected to have 40% fewer employees than its predecessor. In this way the authorities in North Macedonia hope that potential misuse of intelligence for political reasons will be drastically reduced.

4 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.

IN FOCUS

Closing the gaps on organized crime

DCAF'S BORDER SECURITY MANAGEMENT PROGRAM

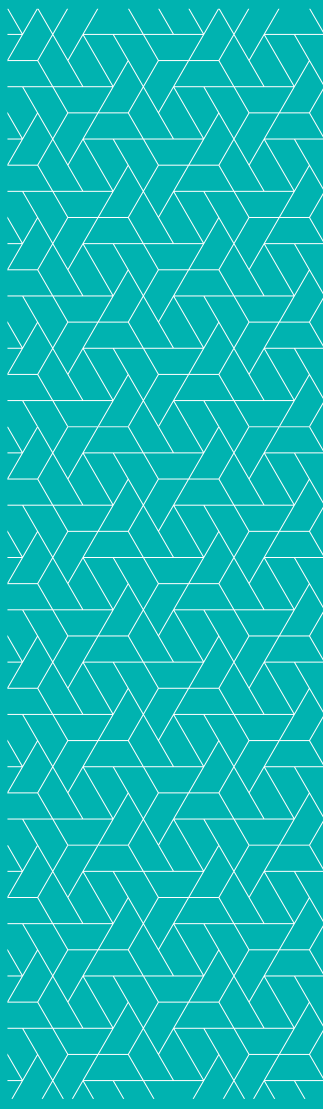
The Context

Organized crime is a particularly serious problem for the entire Western Balkan region, both as an immediate threat to the population and because of its long-term effects on society. It has grown with the wave of migrants when the region became a busy transit route during the mass migration in 2015/16 that passed through the Western Balkan region. The rapidly increasing number of migrants has put significant pressure on both the destination and the transit countries. This has been exacerbated by the increased involvement of organised crime groups which saw great profits in migrant smuggling and human trafficking. Law enforcement authorities in the region were not prepared for the influx of migrants, and lacked both human and technical resources to cope with the challenge. This has been complicated by the gaps and differences between laws, policies, and operational procedures governing the work of different authorities.

DCAF's role

The migration crisis is a multi-dimensional problem for the Western Balkan countries of Albania, Bosnia and Herzegovina, Moldova, Montenegro, North Macedonia, and Serbia. The provisions of the Police Cooperation Convention for Southeast Europe (PCC SEE), which were modelled on the best practices of the EU, provide the necessary legal basis for law enforcement authorities in these countries to engage in joint activities and support one another. Working from that, DCAF provided a platform to exchange information, conduct common risk analyses, and plan the deployment of police officers in a series of seven regional operations that took place through 2018 and 2019.

Recognised international experts deployed by DCAF raised awareness on the importance of regional cooperation in managing border security and migration. They provided specialised capacity building on the identification of victims of human trafficking. The operations provided an opportunity to identify concrete operational and legal gaps within national systems, and DCAF experts, together with their regional counterparts, then worked to develop tailored recommendations for addressing them.



Key results

With the support and expertise provided by DCAF, countries in the region have strengthened their cooperation in combating cross border organised crime, in particular in relation to irregular migration flows. Jointly developed operating procedures and plans, and joint deployments of police officers to exercise full police powers on the territory of neighbouring countries is the key outcome of DCAF's capacity building efforts.

The operations have resulted in the improvement of institutional processes and operating procedures at the national level, for instance when it comes to developing better risk analysis products to enable a more effective deployment of operational resources, or in relation to the protection of vulnerable groups of migrants such as those suffering from health problems. The opportunity for police officers to work together and learn from one another has contributed to a harmonisation of approaches and practices in the region.

One of the most important outcomes of the DCAF-facilitated joint operations is that the countries have established a continuous process of improvement in operational capacities for tackling a wide array of border security threats. In this way joint operations have become a highly effective tool in enhancing the capacity of border security agencies which goes way beyond the results of traditional training programs.

3.1.2. Middle East and North Africa (MENA)

Supporting democratic transitions and promoting good SSG/R has been the primary goal of DCAF in the MENA region in 2019, with a continued focus on improved service delivery, and the accountability and legitimacy of security providers. The main geographical focus of DCAF in the region remained on countries undergoing transition: Tunisia, Morocco, Libya, Lebanon, and the Occupied Palestinian Territories. In 2019, DCAF also expanded its activities to support peace building efforts in Yemen through inclusive dialogues on SSR.

Support to DCAF's engagement in North Africa is maintained through the DCAF Trust Fund for North Africa (TFNA), a pool-funding mechanism established by DCAF member states in 2012. 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. On the margins of the TFNA mechanism, DCAF is also funded by the European Union to implement a multi-year programme aimed at increasing the accountability of internal security forces in Tunisia, through the establishment by the Ministry of Interior of an independent ethics commission. In the Middle East, DCAF's programmes are funded by several donors, including Canada, Germany, Switzerland, Norway, and the United Kingdom.

Across the region, DCAF thus focused on the following objectives: (1) strengthening effective security sector oversight by reinforcing accountability, and building the capacities of parliaments, independent oversight bodies, and civil society; (2) supporting national and local authorities to address structural deficits to strengthen SSG; (3) promoting human rights and prevention of torture and ill treatment; and (4) supporting conflict resolution and peace building through inclusive dialogues on SSG/R.

Highlights of DCAF's work in North Africa in 2019 included:

- In Tunisia, DCAF continued to support government institutions, oversight bodies and civil society to implement reforms in the security sector. The aim is to assist the country's transition to a fully open, democratic and accountably governed society. DCAF has worked on:
    - Parliamentary and independent oversight, with a focus on fighting corruption, access to reliable information, preventing torture and ill-treatment and protecting human rights;
    - Facilitating inclusive dialogue on security needs and policies through local security projects, with a focus on youth and women, security-related root causes of crimes, violent extremism, migration, and prevention measures;
    - Assisting the Ministry of Interior to implement its tri-annual good governance strategy.
- In Morocco, DCAF has strengthened its engagement, emphasising capacity building initiatives, with a focus on the fight against torture and ill-treatment following the ratification by Morocco of OPCAT[5]; as well as renewing its support to the DGAPR[6], and launching the cooperation with the office of the Prosecutor General and the Ministry of Justice.

5 Optional Protocol to the Convention Against Torture (OPCAT)
6 Délégation Générale de l'Administration Pénitentiaire et de la Réinsertion du Maroc (DGAPR)

- In Libya, DCAF focused on contributing to the creation of more favourable conditions for an integrated strategic SSR approach, and on providing support which can contribute to building peace and informing future SSR efforts, e.g. through the online security sector observatory Marsad Libya, the online Libyan Security Sector Legislation Database, and the newly developed online Libyan Criminal Justice System platform[7].
- As part of a regional approach, DCAF worked on 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 in 2019 included:

- In Lebanon, DCAF strengthened its scope of intervention with a number of SSR initiatives, in particular in the area of oversight of the security sector and support for the security and justice sector transparency, including a component to automate the internal information management, workflows, and decision making processes of the Ministry of Justice.
- In Palestine, DCAF's work continued to focus on reinforcing capacities of security providers, and the improvement of public oversight of security Institutions. This work has been undertaken by DCAF since 2011 to enhance civilian oversight of security institutions, through strengthening the complaints system in Palestine. While many achievements have already been accomplished in this area, the work to develop a complaints system in line with international standards and best practices is ongoing. DCAF is also assisting in the implementation of the OPCAT through support to the participatory creation of a National Preventive Mechanism.
- DCAF launched a new initiative in Yemen called "Building peace through SSR". This involves supporting Yemeni parties in the ongoing conflict to conduct inclusive dialogues on security concerns, arrangements and solutions. The aim is to frame short term solutions within a shared understanding of longer term SSG/R needs and options. The series of inclusive dialogues is fully coordinated with the Office of the UN SG Special Envoy to Yemen (OSESGY) and is designed to support existing peace building efforts.

Between 2015 and 2018 the number of disciplinary procedures initiated in Moroccan security forces more than tripled, from 242 to 777

7 Link: https://lcjs.security-legislation.ly/en

Outcomes in the Middle East and North Africa

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

NORTH AFRICA

Libya: the Libya Legal Database

A first outcome in the MENA region relates to the Libyan Legal Database. Libya's legal framework suffers from extraordinary complexity, partly the result of a conscious strategy of the previous regime. Following the fall of Gaddafi, even state officials often did not have a comprehensive overview of the existing legal framework. To address this issue, DCAF developed the Libya Legal Database (https://security-legislation.ly/), an online searchable database of all legislation governing the Libyan security sector. It is freely accessible and contains draft and adopted laws from Libyan independence in 1951 to the present day.

The Libya Legal Database clearly has an impact both in the country itself and in the international community which all make use of it extensively. An informal survey among practitioners in Tunis and Tripoli in the fields of policy, rule of law and SSR, highlighted the utility and widespread use of the legal database within the international community. Similar feedback was received from civil servants in Libya, who apart from the Database frequently have no access to legal texts at all. EU representatives confirmed that they use the database for their legal training courses, whereas the International Commission of Jurists in Geneva indicated using the database for their research activities, reflected in reports covering Libyan issues.

Morocco: Prevention of Torture and Ill-Treatment

The year 2019 showed further outcomes of DCAF's longer-term involvement in assisting the Moroccan criminal justice system in its work against torture and ill-treatment, which was prioritised after Morocco's ratification of the OPCAT. In this context DCAF assisted the prisons administration to improve its procedures and practices to systematically identify torture cases through adequate medical examination. The outcome of this work was significant, as reflected in the largely reduced number of requests to investigate alleged cases of torture and ill-treatment by the judiciary: in 2018, 32 such requests were submitted, in comparison to 145 requests in 2015. This is considered to be a clear reflection of the fact that prison administrations are now more familiar with this phenomenon and know how to identify and prevent this abuse of the rights of detainees.

A second outcome in the same field concerns the creation of a national mechanism for the prevention of torture (NPM), as part of the National Human Rights Council of Morocco (CNDH). This step is in line with the requirements of OPCAT. The NPM was created in April 2019, and the King appointed its members in September. It is mandated to regularly examine the treatment of persons deprived of their liberty in places of detention, make recommendations to the

relevant authorities with the aim of improving the treatment and submit proposals and observations concerning existing or draft legislation. DCAF has provided advice about the creation of this new, important national mechanism, which is expected to further contribute to a decrease in the occurrence of torture in detention facilities.

Morocco: Accountability and integrity building in the security sector

Morocco is one of the countries where alleged corruption in the security sector is still a serious issue and has a negative impact on the public trust. Since 2016 DCAF has been assisting the Instance Nationale de la Probité, de la Prévention et de la Lutte contre la Corruption (INPPLC), the main governmental body charged with combatting corruption in the country. The INPPLC is the successor of the ICPC (Instance Centrale pour la Prévention de la Corruption).

The main outcome in this area is reflected in the substantial increase of cases in which security officers are being prosecuted because of allegations of corruption. This becomes clear from the following statistics in the period between 2015 and 2018: the number of disciplinary procedures initiated in Moroccan security forces more than tripled, from 242 to 777. The imposition of disciplinary measures more than doubled, from 1,523 to 3,782; as did the number of officers dismissed on disciplinary grounds, from 54 to 111. At the time of writing, figures for 2019 were not yet known, but it is expected that they are in line with the pattern of a growing number of cases. DCAF's efforts to assist the INPPLC have contributed to this encouraging outcome.

Another outcome of DCAF's partnership with the INPPLC is related to training. DCAF has assisted in introducing tailored training programs for security officers aimed at enhancing the integrity within the security sector. It is noteworthy that these training programs are now fully integrated in the regular curricula of security training institutions and are planned to be delivered to all security staff in the country.

Tunisia: Improving access to information through independent agencies

In Tunisia, DCAF has been supporting improved access to information in the security sector through two independent institutions: the Instance d'Accès à l'Information (INAI) and the Haute Autorité Indépendante de Communication Audiovisuelle (HAICA). The HAICA is in charge of audio-visual media, whereas the INAI has a broader mandate that includes, among other things, dealing with requests for information on security-related issues from the public, a mandate that is implemented in coordination with the relevant ministries. DCAF supports both the HAICA and INAI in strategic planning and the establishment of dedicated services.

The first outcome of the present project concerns the establishment of the 'fact checking' unit at HAICA which has become active in fulfilling HAICA's oversight role of local websites in order to identify 'fake news' stories, in particular during election periods. Journalists from the three main media groups in the country (national radio, national TV and TAP, Tunis Agence de Presse) participated in this work by verifying the veracity of news at the digital/social media. The HAICA has no power to sanction such sites, but in case of suspicion it alerts the competent state authorities. In this way, DCAF contributed to improve access to information on security sector related matters in the country.

Tunisia: prevention of torture in the criminal justice system

DCAF has been involved in the reform of the criminal justice system of Tunisia for several years now. One of the achievements was the development of a medical-legal guide to improve the use of forensic evidence in cases of alleged torture and ill-treatment. The guide was developed jointly by a team of Tunisian magistrates and forensic doctors.

MIDDLE EAST

The year 2019 demonstrated clear outcomes of this work, as magistrates confirmed that the protocols in the guide did indeed result in a more effective and coherent investigation of cases of alleged torture or ill-treatment. It was also confirmed that the guide has contributed to a more uniform approach in dealing with torture cases.

The increased use and application of the guide was made possible thanks to trainings and exchanges for magistrates and prison staff, where they could share experiences and introduce adjustments in their respective practises. Informal testimonies from magistrates point toward a more uniform way of dealing with cases of alleged torture. DCAF has been contributing to this process from the beginning.

Tunisia: Youth and Security

The relation between youth and security in Tunisia is a complicated one. Although youth constitutes an important part of the population, they are generally sceptical about the way security agencies work, and how their perceived security needs are being met. This growing gap in trust is a potentially dangerous phenomenon, which in certain conditions may lead to radicalization and social unrest. Against this background DCAF has been engaged with partners in Tunisia to address this problem more systematically.

A first outcome of this work in 2019 concerns the establishment of a completely new joint committee between the Directorate General of Child/Youth Protection under the Ministry of Women, Youth and Family, and the Directorate General for Prisons and Rehabilitation of the Ministry of Justice. DCAF substantially contributed to this development, and the joint committee now meets on a monthly basis. The mandate of the committee is to review and identify ways to improve the administration of juvenile detention centres to put a greater emphasis on rehabilitation and reintegration of juvenile offenders. The establishment of this official body between two ministries with the involvement of 12 youth protection delegates from the authorities is considered a major development in the Tunisian context.

Lebanon: Improving oversight of the security sector

In 2019, an important outcome of DCAF's long-time involvement in the reform of the security sector in Lebanon was the development of a three year strategy to strengthen parliamentary oversight of, and legislation for, the security sector. This first strategy of its kind was officially approved by parliamentary leadership in August 2019. The development of the strategy was highly participatory, with DCAF supporting the collaboration of parliamentarians from different political and religious affiliations as well as senior government staffers. This was the first time in history that parliament seriously addressed its oversight function of the security sector on the basis of a longer-term strategy. DCAF contributed to this strategy by establishing a baseline assessment and supporting the development of the substance of the strategy, and is now supporting the parliament to implement it.

> The three year strategy to strengthen parliamentary oversight of the security sector is the first of its kind in Lebanon

Another outcome relates to further building the capacity of the recently established Anti-Torture Committee (ATC) in the Internal Security Forces (ISF) of the country. The ATC is the internal control mechanism of the ISF for the prisons and detention centres. In 2019 DCAF's continued contributing expertise and training programs to strengthen the work of the ATC in monitoring detention facilities. This year, the ATC took further steps to develop an institutional strategy for its work, clearly defining and outlining its vision and mission. Although formal approval by the Director-General of the ISF is still pending, the ATC is already implementing its new strategy.

A third outcome is related to the establishment of an internal automation system within the Ministry of Justice (MoJ) to ensure much more effective access to, and exchange of, information to improve internal information management, workflows, and decision-making processes within the MoJ. Supported by DCAF, the automation has taken the MoJ from an old-fashioned, paper-based system to an advanced system of information flow that is seen as an example for other ministries. The new system increases the ability of the Ministry to respond to public requests for information under the Access to Information Law. The outcome means a substantial step forward in promoting transparency and accountability in the security governance sector.

The Occupied Palestinian Territories (OPTs): Enhancing relations with the community

DCAF has been actively involved in security issues in the OPTs for many years and it continued implementation of its various projects in 2019.

A first outcome of DCAF's work this year concerns the improvement of community safety, aimed at building trust between law enforcement bodies and community leaders. The outcome in this year is related to a change in behaviour of community leaders in the governates of Hebron, Nablus, Jenin and Tulkarem who publicly announced that they will stop interfering in police and justice proceedings in reconciliation cases by ending their practice of jalwa.

In line with this practice, local leaders evicted relatives of a person who had committed serious crimes, thereby hindering the work of the regular law enforcement bodies. Since mid-August, when these announcements were made, there have been no (reported) cases of Jalwa. DCAF contributed to this through the community safety councils, which DCAF supported in many aspects: establishment, regulation, mandate, capacity building, operation, liaising with security agencies to ensure they play a relevant role.

Another outcome concerns the improvement of relations between the public media and the Palestinian security forces. The joint drafting of a guiding manual about police-media relations in 2018, supported by DCAF, paid off in 2019, as reflected in a substantially lower number of complaints by journalists about security forces. From a total of 78 complaints in 2018, the number dropped by more than half in 2019 (until November) to 37 cases, which parties consider to be a result of the better working relations between the media and the security bodies of the Palestinian Authority.

A last outcome of DCAF's work in the OPTs is related to the Palestinian Civil Police Traffic Department (PCPTD). DCAF has been engaged with the traffic police for many years already with capacity building initiatives designed to enhance their legitimacy and public trust. In 2019 the PCPTD has more effectively reached out to the public through traditional and social media. The number of followers of their website has increased considerably. Moreover, the PCPTD started posting short videos on traffic issues on social media. The number of viewers of such videos is impressive. As an example: a video about motorcycle accidents got a total number of more than 94,000 clicks.

3.1.3. Sub-Saharan Africa

In 2019, 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. This is far from easy, as several countries in the region of West Africa and the Sahel are known for their high levels of insecurity, conflict and violent extremism.

Also in 2019 DCAF focused on assisting countries to build stability, human security, and sustainable development with an 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) on the promotion of security, development, and the rule of law.

Among the key priorities and areas of focus in 2019 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;
- Supporting civil society networking across Africa to strengthen private security regulation and oversight.

Beyond West Africa, DCAF continued to support law enforcement officers deployed in resource-rich regions of Kenya to develop their capacity to manage security for extractive companies in a manner consistent with human rights. Moreover, it successfully continued its work on the establishment and strengthening of various multi-stakeholder mechanisms in the DRC aimed at promoting the much-needed dialogue and cooperation among authorities (in particular the police), extractive industries, and private security firms in order to ensure a coherent approach of security and human rights issues.

Outcomes in Sub-Saharan Africa

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

Mali

Although the current political situation in Mali is not particularly conducive for the development of bold SSG/R policies, DCAF contributed to further work on issues like community policing, gender and oversight mechanisms. It also continued its technical support to internal security forces and on politically non-sensitive issues related to the implementation of the Peace Agreement. This is important in that opaque governance and security sector impunity were among the root causes of the 2012 crisis. DCAF puts emphasizes the concomitant development of internal and external control and oversight mechanisms and capacities in an effort to foster a culture of effectiveness and accountability in Malian security institutions.

> It is important to ensure a strong link between the media and the security sector to counter possible false information

These activities are developed in the context of DCAF's comprehensive, longer-term involvement in Mali through a multi-year project funded by the Netherlands that aims to address a wide range of important components of SSR. One of the main partners in the implementation of the project is the National Council for Security Sector Reform (CNRSS), especially its executive arm, the SSR Commissariat (CRSS). In addition, DCAF works closely with other governmental agencies, parliament, the National Human Rights Commission, and CSOs with expertise in peace-building and human rights. The scope of this comprehensive project makes it a flagship programme of DCAF in the Sub-Saharan region.

The main outcome in 2019 relates to a strengthened capacity of the CRSS to reach out to civil society and the media. Since reporting on the security sector in Mali is a very sensitive issue, it is important to ensure a stronger link between the media and the security sector to counter possible false information. The Commissioner of the CRSS himself has been very active in reaching out to the media and civil society which resulted in a more formalized and structured relation now. The Commissioner played an instrumental role in launching a new network of journalists on SSR issues in Mali.

Niger

DCAF has been supporting Niger in transforming its security sector since 2014. In 2019, DCAF launched a new two year programme funded by the German Ministry of Foreign Affairs to take a more comprehensive approach to supporting SSG/R in the country. The work on enhanced security sector accountability, training and internal control mechanisms continued, but the present project also aims at bringing in other vital security sector actors in order to influence a great number of key drivers of change in the sector. For instance, in 2019 DCAF started to assist interior security forces to update their practices in human resources. The year 2019 also resulted in a number of interesting outcomes:

Important outcomes have been achieved in the area of internal and external oversight of the security sector**.** The work of the Inspector General of the Security Services (IGSS), for instance, has been substantially improved in the area of the internal management of investigations arising from complaints about alleged misbehaviour. Also the work of the Médiateur de la République has been further improved, in particular in the area of its complaint management system. The Médiateur has also strengthened relations with other agencies which are mandated to receive complaints from citizens about the security sector. The results are demonstrated in the statistics: in 2017 the Médiateur received only 13 complaints in total, which increased to 35 in the first 9 months of 2019.

Another outcome relates to the strengthening of the oversight function of parliament. The Committee on Defence and Security (CDS) of the National Assembly has gained a much better perspective on its role and mission in overseeing the security sector and started acting accordingly, including conducting on-site inspections in unstable regions of the country.

As part of its implementation of the National Interior Security Strategy (NSIS) the government has started work on improving the legal framework on SSG/R in the country. The NSIS Steering Committee, created by the Minister of Interior Security, took the initiative to work on modern legislation on SSR issues by establishing a special working group. This group – whose members were appointed by the Minister -- developed a first draft law on internal security, based on DCAF's technical advice. This may be seen as a major step forward in providing a modern legislative framework with proper checks and balances on important SSR issues.

Further outcomes are related to the areas of legislation on SSG/R, more professional police training at the Ecole Nationale de Police (ENP), in particular on police integrity, and the strengthened role of mass media relating to SSG/R issues.

The Gambia

DCAF has been supporting the authorities of The Gambia since 2017, when the country experienced the first democratic change of leadership since independence in 1965. Twenty-two years of authoritarian rule of former President Yahya Jammeh ended with the election of Adama Barrow in December 2016. The Barrow administration initiated a series of overlapping reform processes covering transitional justice, constitutional reform, national development and SSR. The present EU-funded project aims at supporting the comprehensive SSR process in the country, as well as strengthening civilian oversight of the security sector. In 2019 we can see the first results at outcome level for DCAF's activities:

A first outcome concerns the role of parliament in the oversight of the security sector. With the assistance of DCAF experts, the Defense and Security Committee (DSC) of the National Assembly succeeded in developing a three-year strategic plan which was a clear reflection of the fact that the DSC members have a clear understanding of the issues at stake in SSR processes and the important role of parliament in overseeing the security sector and its reform efforts.

A second outcome concerns an increasing role for CSOs in the SSR debate in the country. In the past there was no interaction between the authorities and civil society about such issues. In 2019 a structured interaction between CSOs and the Office of the National Assembly was launched, a first step towards effective involvement of CSOs into strategic discussions and decisions pertaining to the SSG/R process. At the same time DCAF's work with civil society also contributed to a more coherent approach by CSOs themselves. As a result of various trainings, a group of CSOs developed a "strategy for CSOs' engagement in the SSR process" to serve as a critical tool to strengthen the inclusiveness of the SSR process by identifying entry points for the Government, security institutions and other oversight actors to influence decision making. Although it is all still in an early stage these outcomes could be important

> The Gambian National Assembly developed a three year strategic plan for the Committee on Defence and Security which includes well-elaborated oversight functions

building blocks for the development of an inclusive and participatory security sector reform process in The Gambia.

African Private Security Governance Observatory

The Private Security Governance Observatory project seeks to reinforce the role of CSOs in Africa in the oversight and accountability of the private security sector. It offers a unique combination of civil society capacity building and promotion of norms, good practices and standards for private security governance. One objective of the DCAF initiated Africa-wide observatory is to ensure that capacity building efforts in Africa are linked to key international initiatives in this field. This provides a positive knock-on effect to international regulatory efforts, as insight into real challenges on the ground is required in order to enable implementation of other DCAF supported initiatives, such as the Montreux Document, the Voluntary Principles on Security and Human Rights, and the International Code of Conduct for Private Security Providers (ICoC). The Observatory presently has 82 members from 18 African states, 12 of which joined the platform in 2019.

Although DCAF has been active in this area for a number of years, the present two year project with Open Society Foundations funding has achieved noteworthy outcomes.

The first important outcome is that an increasing number of CSOs managed to establish and intensify relations with governmental authorities in situations where previously relations were virtually non-existent. This was the case in counties such as Nigeria, Kenya, the DRC, Guinea and Tanzania. CSOs in the latter states initiated the development of high-quality baseline studies which are now widely used and referred to by governmental bodies in charge of regulation and oversight of

Membership in the African Observatory became a 'business card' for CSOs in their relations with authorities

private security companies (PSCs). It is interesting to note that the membership of the African Observatory became a 'business card' for CSOs in their relations with the authorities and clearly provided them with more legitimacy and authority than if they would have acted independently. From this perspective the Observatory has become an impressive success in terms of capacity building, awareness raising, and influencing governmental policies on PSCs in Africa.

Another immediate outcome relates to activities undertaken by local CSOs, in particular four CSOs in DRC that developed a complementary baseline study, addressing private security challenges in the North-Kivu region, one of the DRC regions with mining industries and serious human rights challenges. It has to be noted that in the development of all baseline studies an important supporting role was played by the Practical Guide on the role of CSOs in promoting good governance of the private security sector. This guide was tailor-made by a number of African CSOs, with DCAF's support in 2017.

A third outcome of the project is the fact that some members of the Observatory are now involved in partnerships with national authorities aimed at revising the existing regulations about PSCs**.** In Senegal, for instance, Observatory member SYCOFAS reported that thanks to capacity building through the Observatory and their status as a member, the organization was able to engage with government and industry stakeholders in a non-confrontational way, opening new pathways to constructive dialogue. In Nigeria the NSCDC, the national private security regulator, has reached out to Observatory member AFRILAW to forge a partnership, thereby allowing unique access by a local CSO to the national regulator. Also, the Association of Licensed Private Security Practitioners of Nigeria has opened its doors to AFRILAW, aimed at getting a better understanding of the international minimum standards in this area.

IN FOCUS

Step by step

COMPREHENSIVE REFORM OF THE SECURITY SECTOR IN NIGER

The Context

The Republic of Niger is a land-locked country that has seen a series of changes in regime since its independence in 1960. In 2010 a coup d'état resulted in elections that are generally considered to have been free and fair. However, the country is still confronted with various serious security threats, such as the fallout of the Libyan civil war and the conflict in Northern Mali. Militant groups linked to Al-Qaida have also played a highly destabilizing role, and criminal gangs use the country as a transit route for migrants. Since the elections, the authorities of Niger have made security sector reform a key target of their policies, with the aim of building a transparent and accountable security sector under democratic control.

DCAF's Role

DCAF has provided assistance to the Nigerien authorities since 2014. In the early years the focus was on internal and external oversight mechanisms, but the present phase has broadened in scope to include a range of security sector actors. For instance, in 2019 DCAF assisted interior security forces to update the policies and practices in their Human Resources departments.

Key results

In 2019, with DCAF's support, the Inspector General of the Security Services (IGSS) developed the Practical Guide to the Predisciplinary Administrative Survey Part of a more comprehensive 'Inspector's Kit', it aims to improve the management of internal investigations and the process of investigating complaints. The IGSS has used the new methodological tools in several cases, which has resulted more comprehensive and structured investigation reports.

In 2019, DCAF continued to support the Ecole Nationale de Police (ENP) in the development of its training curriculum by providing support for the implementation of the newly integrated course on police integrity. The ENP also revised its Police Inspector Program which is one of the key in-service training programs for the higher echelons of the police. The ENP has adopted this revised program which is being delivered already as part of the regular curriculum.

Another result relates to the strengthening of the oversight function of parliament to which DCAF contributed. The Committee on Defence and Security (CDS) of the National Assembly has gained a much better perspective on its role and mission in overseeing the security sector and started acting accordingly. This was most visibly demonstrated in a hearing of the Minister of National Defence and the Minister of Justice about issues of the budget for the security sector. This had not been seen before in this way. Moreover, the CDS also initiated the conduct of on-site inspections in unstable regions of the country, about which it delivered comprehensive reports.

Finally, the year 2019 demonstrated progress in the area of reporting on SSR issues by the mainstream media. The various training courses to media professionals on SSR issues has paid off well as can be seen in the increasing number of radio broadcasts with the participation of high-level police officers and CSO representatives to discuss various aspects of security sector reform. Topics covered include the relations between security forces and the public, and the link between customary and state laws.

3.1.4. Asia-Pacific

DCAF has been involved in Southeast Asia for more than ten years through its 'Inter-Parliamentary Forum on Security Sector Governance in Southeast Asia' (IPF-SSG). Building on this experience it launched a new initiative in 2018 which broadened the scope both in terms of partner institutions and in terms of countries. This new initiative is entitled "Promoting Good Security Governance in the Asia-Pacific Region" and brings together partner institutions from 21 countries in South, Southeast and East Asia. These partners are sub-regional and national institutions, including CSOs, think tanks or academic institutions as well as individual experts on SSG/R working at or affiliated with the partner institutions. In the case of Southeast Asia, several partner institutions and experts had been involved in the previous IPF-SSG initiative, or helped identify suitable candidates. This new initiative is based on the fact that in many countries expertise on SSG/R processes is weak or lacking, while at the same time regional institutional cooperation on SSG/R issues is almost absent. The new project aims to fill this gap in two ways:

- Build or improve the national capacity of local partner institution in the area of SSG/R; and
- Build a regional network of partner institutions on SSG/R all over the Asia-Pacific region.

The new network consists of sub-groups in the South Asian, Southeast Asian and East Asian regions. In the year 2019 the following first results have been achieved, which may be considered the first outcomes of the new project:

A first outcome concerns the creation of the network as such, which is a first-time partnership on SSG/R in the Asia-Pacific region. DCAF has brought these partner institutions together formally for the first time, but practice shows that relations among these partners, and the members of national SSG working groups, are developing more or less spontaneously in between official DCAF-organized events.

A second, emerging outcome is the increased capacity on SSG/R processes within and among partner institutions in the new network. Although some of them were acquainted with the complexities of SSG/R for the first time through this new network, several partners have already made use of the newly acquired knowledge to advise their governments or influence national debates through their positions as senior officials or members of parliament. Some have initiated dialogues on new locally-owned SSG/R initiatives in their own countries, informed by regular multi-stakeholder dialogues in national working groups. In this way DCAF has contributed to the start of what appears to be a promising regional network of SSG/R experts and institutions who are in a position to influence national SSG/R policies, while at the same time building a system of external oversight by CSOs, think tanks and academic institutions of the national security sectors in the Asia-Pacific region.

In 2019 DCAF supported the Myanmar peace process with training activities on SSG, SSR and DDR held throughout the year for the main stakeholders of the peace process, namely the Myanmar Armed Forces, military members of Parliament, ethnic armed organizations who have signed the nation-wide ceasefire agreement, political parties and government agencies.

DCAF also continued its work on the long-term, EU-funded project on the reform of the Myanmar police, but due to a virtual standstill of the reform efforts of the main partners in the country and a significant renegotiation of the main project objectives by the project partners and main stakeholders during 2019, no outcomes against the original project objectives have been achieved.

3.1.5. Latin America and the Caribbean

Latin America and the Caribbean is a region where high levels of violent crime and insecurity affect stability in several countries. Usually this is accompanied by a low level of democratic governance of the security sector which is often one of the sources of societal unrest. DCAF's activities in the region aim to improve SSG/R with a strong focus on strengthening citizen security through a comprehensive approach that promotes cooperation between governmental agencies, parliament, and civil society.

In 2019 DCAF continued its work in Colombia, Peru and Honduras. In particular the large program on police reform in Honduras has brought the first significant results which will be presented below. Also in Jamaica important developments in the area of SSG/R can be observed to which DCAF has contributed.

Outcomes in Latin America and the Caribbean

In the LAC region, DCAF contributed to the following key results at the outcome level.

Promoting space for dialogue by women on security priorities in Colombia

In 2016, after four years of negotiations, the Colombian government and the Revolutionary Armed Forces of Colombia (FARC–EP) signed a peace agreement to bring an end to one of the longest armed conflict that raged for over 50 years, cost thousands of lives, and displaced millions of Colombians. Part of the peace agreement was the creation of over 26 transitional zones where the demobilization and disarmament would take place. Once the demobilization and disarmament processes were completed, these areas became Territorial Training and Reintegration Areas *(Espacios Territoriales de Capacitación y Reincorporación or ETCR)* where former combatants would continue their transition to civilian life.

DCAF's continued support for the promotion of spaces for dialogue by women on security priorities in these areas has resulted in some important outcomes in 2019. In the previous year DCAF had been able to contribute to better police practices in dealing with the needs and priorities of women living in rural areas which before had been controlled by FARC (ETCRs). At the same time DCAF, together with its local partner CIASE, were able to empower women and women groups to express their security and justice concerns and needs in their relations with the authorities. These efforts were bearing fruits in 2019, when several community initiatives could be observed by women's groups and individual women. That was reflected in their participation in various workshops which ranged from participation

> After the training programmes Colombian police are dealing with GBV-crimes in indigenous communities with greater sensitivity

processes in public policy issues (such as development plans of municipalities), oversight in their municipalities, and work with local authorities and autonomous self-care activities with other women. Such consultations and workshops took place in Mitú, Fonseca, Aracataca and Apartadó. These activities reportedly had a visible impact on the results of the deliberations with the local authorities, including the police.

A second outcome has been achieved in the area of the training of the Colombian police on gender-sensitive police practices**,** focused in particular on issues like 'masculinities, ethnicity and gender'. Although the training program is still ongoing, the Colombian police are clearly so impressed by the new approaches that they shared the methodologies and knowledge on gender and policing to their Peruvian counterparts during a regional exchange. It demonstrates that the training programmes fell on fertile ground in Colombia, which may lead to a successful sustainability of these project outputs. This is also reflected in the fact that due to the training programmes the Colombian police are dealing with GBV-crimes in indigenous communities with

greater sensitivity. These training programmes focused both on the police at HQ and the police from the areas of project implementation, in particular UNIPEP, the unit in charge of peacebuilding and gender mainstreaming within the police[8].

UNIPEP has not only been actively promoting the newly acquired knowledge to their Peruvian colleagues, but it also was actively applying the new ways of working in practice, leading to a third outcome of this project in 2019 related to the dealings of the police with indigenous communities. An example of this could be observed in the municipality of Mitú, where a conflict was threatening with an indigenous community. In this case, UNIPEP officers were able to apply the tools of the training workshops by supporting the creation of a *"maloca"*, a space for indigenous communities to discuss and settle disputes through rules created by the indigenous communities themselves, in cooperation with the UNIPEP. This is another outcome to which DCAF has actively contributed by sharing knowledge and skills with the UNIPEP partners.

Police reform in Honduras

Honduras remains strongly affected by high levels of violence and insecurity. According to official statistics, it shares the highest crime rate in the world with El Salvador, Venezuela and Jamaica.

While this critical security situation is mainly driven by gangs and organised crime, Honduras is also affected by institutional weakness. Efforts of the Honduran authorities to address these issues are reflected in the creation in 2016 of a special commission for the process of purge and reform of the National Police. Since the creation of this commission, more than 5.000 police officers have been expelled from the National Police of Honduras PN (PN). This has left the PN with a little more than 15,000 officers who must provide security to a population of 9 million Hondurans, in a context where crime rates and crime are exceptionally high. Apart from the operational pressures that this creates, it has also impacted on the PN's ability to sustain the ongoing reforms.

In order to support these reform efforts, DCAF started in the second half of 2018 with the implementation of a large, multi-year comprehensive police reform program, supported by the Swiss Agency for Development and Cooperation. Through this programme, DCAF supports strategic and operational management, accountability, confidence building and community policing, police education, use of force and firearms, and human resources management. Authorities in Honduras have displayed a keen interest in implementing effective police reform in their country and warmly welcomed DCAF's support. That is clearly reflected in the first outcomes which have been achieved in 2019, only a year after the official launch of the project.

> The Honduras National Police created a Gender Working Group to lead the design and implementation of gender policies in the force

A first important outcome is that the various activities which are part of the large DCAF programme are directly included in the Annual Operational Plans (POA) of the Modernisation Directorate of the National Police (NP). This is not only an impressive demonstration of local ownership of the Programme, which increases the chances of significant impact and sustainability. It also offers a guarantee that the Honduran police are fully on board in working with the project team in the implementation of the activities in the remaining three years of the programme.

Likewise, the NP has included the concepts of institutional governance in its draft Institutional Strategic Plan (PEI) and specifically mentioned the importance of institutionalising governance tools and systems, which were a result of the recommendations made by DCAF. These include ensuring that the organization institutionalises not only quantitative operational indicators based on crime levels, but also qualitative indicators based on efficiency and effectiveness. Another element of this outcome is the creation of a Gender Working Group within the NP with the formal approval of the senior management. This high-level working group will lead the design and implementation of gender policies throughout the police, including conducting a gender self-assessment using the DCAF methodology. Further outcomes of this work will very likely follow in 2020.

8 The Police Unit for the Building of Peace (UNIPEP) is a strategic unit that was created within the National Police force, before the signing of the Peace Agreement between the national Government and FARC-EP, in order to address the main challenges that arise from the agreement.

A second important outcome of the project is related to strengthening the oversight of the functioning of the police through the official establishment of an internal control working group comprised of the Sub Director General of the Inspectorate General and the heads of each department of the National Police. This new working group aims to improve the oversight function of the police, in particular through conducting inspections of the various police departments and units. The work of the Inspectorate-General (IG) is mandated to evaluate the operational readiness of the National Police and to supervise strict compliance with laws, regulations, orders, guidelines and instructions from the high police command and other legal authorities. If serious offences by police officers are noticed, the IG reports these to the external oversight body DIDADPOL. Through the creation of the working group the Honduran police have made a clear step forward in ensuring effective police professionalism and integrity in the organization.

DCAF has also launched intensive cooperation with DIDADPOL, the main external oversight body of the police, and interesting outcomes of this work may be expected in 2020.

Support to the development of a Citizen Security Plan in Jamaica

Within the framework of the EU Security Sector Governance Facility, DCAF provided support to the Government of Jamaica in the development of its Citizen Security Plan. Key areas of DCAF support included the identification of gaps and good practices in existing security plans and programmes, the provision of recommendations on possible governance structures for the Plan's implementation, and some initial work on the development of a monitoring and evaluation framework for the Plan. The Plan was adopted by the National Security Council (NSC) in October 2019 and contained many of the recommendations put forward by DCAF, for example, the inclusion of civil society groups in the drafting and consultation processes, greater focus on offender management systems and reintegration programmes for youths and adults involved in criminal activity, as well as improved problem solving by police on crime, violence and disorder issues. The Plan aims to improve citizen security in at-risk communities and is a key component of Plan Secure Jamaica (PSJ).

3.2. Assisting International Partners

In the previous chapter DCAF's support to partner states in their SSR reform processes has been highlighted. DCAF also cooperates closely 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 2019, 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 (PRD), 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. It can also be difficult to prove outcomes that are related to influencing the policies and practices of bilateral and multilateral donors, not least because these processes very often require several years to materialize. Below, only the main outcomes to which DCAF has contributed are highlighted.

3.2.1. Bilateral Donors

With its mandate to support the SSG/R capacity of the international community in the provision of coherent and effective support to national SSG/R processes, DCAF's ISSAT undertook a series of activities in support of its Governing Board Members[9] (GBMs) in 2019. Primary beneficiaries of this support included bilateral donors and multilateral, regional and sub-regional organizations such as the United Nations, the African Union and the European Union.

The support focused on four primary areas:

1) **Advisory field support** – assistance with assessments, programme design, monitoring and evaluation, mentoring, and short-term backstopping;
2) **Professional development and training** – provision of face-to-face training and online courses;
3) **Outreach and Knowledge services** – development of methodologies, guidance and practical tools; management of an online community of practice and resource library; facilitation of panel discussions and briefings to government and international officials; and dissemination of good practice on SSG/R through weekly digests and bi-weekly bulletins;
4) **Strategic support to GBMs** – Support to GBM strategy and process development, facilitation of coordination, convening around common areas of interest for GBMs.

9 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

French Strategy on SSR in its official international assistance policies

In 2019 DCAF continued its work with the French authorities to support the design of a new governmental SSR assistance strategy which in turn led to some further outcomes. France first developed its SSR assistance strategy in 2008 but decided to update it in order to bring it fully in line with key principles of SSR. DCAF provided support to the Agence Française de Développement (AFD) by proposing a framework for analyzing the contribution of the areas of "justice" and "security" to the AFD strategic objectives of reducing fragility and increasing resilience. The support also included a comprehensive review of projects and subsequent systemic and operational recommendations for the strategic positioning of *Expertise France*, the country's main technical assistance agency. At the end of 2019, several of DCAF's recommendations had already been implemented, such as the engagement with other potential financial donors, the creation of new positions in Expertise France to address methodological issues, and the definition of regional strategies. The result has been commended by French authorities who stress its importance for to the country.

Support to Norway

In 2019, DCAF supported the evaluation of the Norway funded Social Adaptation Project for Veterans**.** As a direct result of the evaluation, the project has reformulated a significant part of its activities and management systems. This includes revising its definition of veterans and primary beneficiaries, focusing on helping the newly established Ministry of Veterans Affairs create a coherent policy on support to veterans, and re-focusing efforts at documenting evidence of impact of the programme overall. The various recommendations of the evaluation are reflected in the new project proposal for 2019-2022.

Another outcome been achieved by DCAF's evaluation of the Norway-funded Norwegian Rule of Law Advisors in Ukraine (NORLAU) project. As a result of the evaluation, the project has narrowed its scope of work, focused on activities that best utilise its added value by applying a cross criminal justice chain approach, and overall applied more project management principles in its theory of change, planning, and monitoring. The majority of the project evaluation recommendations are reflected in the revised project proposal and next phase of work.

3.2.2. Multilateral Organizations

In 2019, DCAF continued its long-term tradition of working closely with the main multilateral organizations that are active in the SSG/R area. In this context its Policy & Research Department and ISSAT played a leading role, but DCAF's operational divisions are also increasingly involved. DCAF maintains a focus on the UN system as well as on regional organizations in the Euro-Atlantic area and in Africa. In 2019 it continued to reinforce its key strategic relationship with the UN. The intensive cooperation with the OSCE has also witnessed highly encouraging results. SSG/R has been further consolidated as an important tool in the organization's toolkit to achieve its goals in strengthening stability and security in the Eurasian region. At the same time, DCAF continued its efforts to support a greater coordination and cooperation among key multilateral organizations. These efforts have brought some encouraging results, which indicate closer operational coordination among the EU, the OSCE and the UN.

Outcomes of assistance to multilateral organizations

UN-EU-OSCE: Steps to improve multilateral coordination and cooperation

In the 2018 Performance Report reference was made to the UN Mapping Study which aimed at mapping the normative and operational approaches to SSR of the UN, the EU, the OSCE and the AU. Since the official launch of the study further progress has been achieved.

In 2019 a first outcome materialised in the form of a joint endeavour to explore the commonalities and differences in the existing SSG/R assessment methodologies of the UN, EU and OSCE. This initiative was launched by the organizations themselves as a direct follow-up to the recommendation in the mapping study on the need for more joint assessments based on a common approach. The workshop, moderated by DCAF at the request of the OSCE, brought together representatives from the OSCE, EU, UNDP, DPO SSRU and UNODC in May 2019. Beyond its value in enabling an initial dialogue on how to overcome existing differences in respective assessment methodologies, the workshop has also resulted in a concrete decision to conduct a joint mapping of SSG/R assistance in Kyrgyzstan and Tajikistan. While further steps remain to be discussed, this exercise is already expected to contribute to enhanced coherence between the approaches of the UN, EU and OSCE. Indeed, the mapping exercise to be conducted in 2020 is likely to contribute to informing the organisations' approaches to the provision of assistance in these two countries. This is a significant step forward, as joint mapping and assessments exercises are a precondition for enhanced cooperation between international organizations. However, tangible results in this area will always take time due to the complexity of the multilateral organizations involved.

UN: Drawing on a study on the integration of ex-combatants into the security sector to provide expert advice

One immediate outcome of DCAF's work with multilateral organizations in 2019 was related to the DCAF study on the integration of ex-combatants into the security sector which provides lessons from a selection of integration processes in Africa and elsewhere. Although the study has not yet been officially released, it has been reviewed several times by the UN SSR Unit, and has already contributed to the work of the UN. In January 2019, for instance, the draft study was used by SSRU to advise their colleagues in the field on how to address certain challenges being faced in the integration of ex-combatants into the security sector. This is a first immediate outcome of the DCAF study on this topic.

AU: Establishment of the AU SSR Steering Committee

DCAF's long-term engagement with the African Union contributed to an important outcome in 2019: the creation of the AU SSR Steering Committee in September 2019. It is now the key institutional structure to work on coordination of SSG/R initiatives within the organization and in the AU member states across the continent.

DCAF provided support for the design and development of this committee over a period of several years. The Steering Committee was established following recommendations on coordination put forward during the first and second Africa Forum on SSG/R. These forums were hosted by the AU Commission in 2014 and 2018 respectively and organized

with DCAF support. Through assistance to the implementation of these recommendations, in 2019 DCAF provided support in the design and development of this Steering Committee. The Steering Committee aims to provide a platform where the different AU bodies, regional economic commissions (RECs), regional mechanisms (RMs), the UN, and international partners can devise effective means to coordinate and consolidate efforts and approaches to advance SSR across the continent, in line with the principles set out in the AU Policy Framework on SSR. To this end, the inaugural meeting of the Committee, besides clarifying processes and procedural matters, focused on the sharing of lessons from the AU assistance provided to member states in carrying out SSR in contexts of fragility and armed conflict. The Steering Committee is scheduled to meet on an annual basis.

OSCE: Further strengthening of SSG/R on OSCE agenda

The OSCE has shown remarkable progress in developing its own approach towards support for SSG/R in its region and within individual participating states. The development of this approach can be traced back to the initiation of an extensive mapping study by DCAF which was launched in 2013 at the request of the Swiss government. From that year on impressive progress has been achieved. The concept of SSG/R is now widely shared within the organization, not only in the political-military dimension as in the past, but also in the human and economic-environmental dimensions.

While there is still no consensus among the OSCE states on the definition of the concept and how it should be reflected in the OSCE agenda - mainly due to political dynamics beyond the remit of SSG/R - the year 2019 has nonetheless shown significant progress in this regard, thus highlighting clear intermediate outcomes of DCAF's work.

A first major outcome in this area in 2019 is the launch of the first-ever OSCE Secretary General Report on Security Sector Governance and Reform. This report is a significant milestone as it reflects the importance that is being granted to this issue at the highest political level, and embodies the commitment to ensuring that SSG/R transcends the three OSCE dimensions of security which was called for in DCAF's original mapping study. The report, prepared with the support of DCAF, provides an overview of the organization's efforts made to develop an OSCE approach to SSG/R and sets out recommendations on how the OSCE's support in this field could be strengthened.

Second, Slovakia as the 2019 OSCE Chair-in-Office placed SSG/R on its list of Chairmanship priorities, reflecting a growing interest by participating states in further advancing the discussions in this field. As a consequence, SSG/R became an integral part of the OSCE agenda, as reflected in a series of events that took place in the OSCE in the course of the year. That included, first and foremost, the second joint meeting of the Permanent Council and the Forum for Security Cooperation on SSG/R in March. The only agenda item for this meeting was "Security Dialogue: Security Sector Governance and Reform (SSG/R) in the context of the OSCE: Perspectives and examples". It was at this joint PC/FSC meeting that the SG presented his report on SSG/R. Other events included the joint meeting of the three committees under the PC, and two regional workshops on SSG/R in South Eastern Europe and in the Euro-Atlantic Area. Particular importance should be attributed to the regional workshop in Western Europe, which explicitly acknowledged for the first time the growing consensus that SSG/R is not only relevant for countries in post-conflict situations or for countries in transition, but also for the more developed states. Finally, the Conflict Cycle Seminar on 'the contribution of SSG/R to Conflict Prevention' was the first time that a dedicated discussion on linking SSG/R to the conflict cycle took place. It is also worth mentioning that the agenda for the Annual Security Review Conference of the OSCE contained the item of SSG/R on the agenda. This had not happened before and the fact that this went ahead unchallenged in the OSCE decision-making forums can be considered another milestone.

> The OSCE's strategic partnership with DCAF "has made a vital contribution" to the SSG/R process in this field

Finally, the increasing commitment to SSG/R is also evident by 45 states joining the statement of the Group of Friends of SSG/R at the Ministerial Council in December, 12 more states than in the Statement made in 2018. The statement included some powerful language and guiding principles for the OSCE's SSG/R support. It drew on discussions at the High-Level Conference on 'Security Sector Governance and Reform: Preventing Conflict, Sustaining Peace and Promoting Comprehensive Security for All' which was organised by Slovakia in September with DCAF support.

More broadly, it is worth noting that DCAF's contribution to the OSCE's approach to SSG/R was recognized by the Secretary-General in his report where it was stated that the OSCE's strategic partnership with DCAF "has made a vital contribution" to the SSG/R process in this field[10].

10 "The OSCE Approach to Security Sector Governance and Reform (SSG/R) – Report by the Secretary General of the OSCE" (March 2019), p. 3 (SEC. GAL/42/19).

3.2.3. Other Multilateral Platforms

Apart from support to various intergovernmental organizations, in 2019 DCAF also continued to provide institutional and substantive support to various quasi-multilateral institutions, including:

- International Code of Conduct Association (ICoCA) – a multi-stakeholder platform related to the responsible provision of private security in accordance with human rights, involving 95 companies, seven states and 34 CSOs, with DCAF providing implementation support;
- The Voluntary Principles Initiative - a multi-stakeholder initiative that promotes the implementation of a set of principles that guide companies on providing security for their operations while respecting human rights, including 10 governments, 29 companies and 15 CSOs with DCAF serving as preferred implementation partner for on the ground projects carried out in the framework of the initiative;
- 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 56 states and five multilateral institutions.

DCAF also provides substantive support to two regional arrangements in the Western Balkan region, i.e. the Police Cooperation Convention for Southeast Europe (PCC SEE), where DCAF serves as the Secretariat, based in Ljubljana, as well as the Integrative Internal Security Governance (IISG) – a framework for internal security cooperation, capacity building, and reform which in 2019 is supported by the IISG Support Group, hosted by DCAF Ljubljana. The outcomes for these latter two platforms are presented in the chapter on Europe and Central Asia (see above 2.1.1).

Outcomes of assistance to other multilateral platforms

Also in 2019 DCAF contributed to a number of noteworthy immediate and intermediate outcomes in supporting these various platforms. Here the outcomes of the ICoCA, the Montreux Document Forum, the Voluntary Principles, and the ICOAF will be summarized.

ICoCA: The International Code of Conduct Association

The Association advances, governs and oversees implementation of the International Code of Conduct for Private Security Service Providers (the Code). DCAF actively contributed to promoting the Code and its implementation, for example by providing support to the institutional development of the ICoCA as well as in developing procedures to monitor the compliance of member companies and to process complaints on alleged violations. In addition, DCAF organized outreach events to raise awareness of the Code among both public and private stakeholders and to encourage their participation, particularly in sub-Saharan Africa and Latin America and the Caribbean. In 2019, the Association continued its work successfully which was reflected in a number of interesting immediate outcomes.

A first immediate outcome is related to the fact that the Colombian Superintendencia de Vigilancia y Seguridad Privada (the Colombian national regulatory authority on private security agencies) developed an 'Implementation Guide for Private Security and Surveillance Services'. This new guide is heavily inspired by the Code in many provisions. It also refers directly to DCAF as an entity which had influenced the creation of this document. This outcome followed efforts by DCAF to promote international standards, and in particular the Code, in the preceding years. In this context there have been several contacts and exchanges of information with the Colombian authorities, including the Superintendencia de Vigilancia y Seguridad Privada. This has resulted in a process of strengthening regulatory processes.

A second outcome relates to the growing involvement of CSOs in the oversight of private security companies in Africa, in particular through the African Private Security Governance Observatory. Three baseline studies (Kenya, Nigeria and DRC) recommending ICoCA CSO membership were published. Thanks to DCAF's work, two DCAF Observatory members joined ICoCA in 2019 and two other Observatory members (one from DRC and one from Nigeria) requested to join the Association in 2019. DCAF's civil society capacity-building work through the Observatory has allowed for CSOs from three states to engage with private security regulators and advocate for the adoption of Code standards in these states (Kenya, DRC, Nigeria). For instance, following the invitation by DCAF of the DRC regulator to an event organized in Pretoria, a relationship between the DRC regulator and a local CSO from Haut Katanga was fostered. As a result, the baseline study on private security in Haut Katanga and Lualaba developed by this CSO with support from DCAF was endorsed by the regulator through the signing of the foreword, participating in the study's launch, and facilitating working groups during the launch. This study recommends adherence of DRC to private security initiatives like ICoCA and to increase DRC national stakeholders' knowledge of Code standards. These engagements have led the regulator to request that follow-up activities be organized in Kinshasa.

> 93% of PSCs completed their company self-assessments and submitted them to the ICoCA

A third outcome highlights the important role of the media in promoting basic standards in the work of PSCs. This happened, for instance, in Cameroon, Guinea and the DRC through newspaper articles and radio and television broadcasts about the need to uphold the Code's standards in national private security governance.

A fourth outcome sheds light on the highly important ICoCA monitoring role: 93% of PSCs completed their obligatory company self-assessments and submitted them to the ICoCA Secretariat. This is a major achievement, as the company self-assessment process is an essential component of ICoCA's monitoring function. In this context it is worth mentioning that companies

reported on sensitive aspects related to Code compliance, which is an indication of PSCs' good faith in seeking to comply with the Code.

A fifth outcome is related to the certification process. At the end of 2019, ICoCA had certified 23 companies which is seven more than the year before. This is another sign of progress because the certification process is far from easy. It also shows that the growing number of countries and international organizations which recommend compliance with Code standards when signing contracts with PSCs may have an influence.

Finally it has to be mentioned that in 2019 four new CSOs joined ICoCA (one from China, one from Guatemala, one from Cameroon and one from the DRC). The total number of CSOs which are now officially affiliated with the Association is 34.

The Montreux Document

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 so that states ensure PMSCs adhere to 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 to convene participants around key issues and developing informative knowledge products on challenges and opportunities of PMSC regulation.

> The Contact Group on Piracy off the Coast of Somalia officially recognized the Montreux Document as a useful instrument to regulate private military and security companies

In 2019, a first outcome concerns the use of the Legislative Guidance Tool for States to Regulate Private Military and Security Companies which DCAF has launched in 2016. The tool provides guidance to parliamentarians to develop or update national legislation about the work of PMSCs in their countries. It also raises awareness about existing national legislation, policies and good practices. This resulted in a successful use of the tool in Peru, where SUCAMEC (the national regulatory authority) considers this tool to be central to their legal review work, in fact essential enough to promote it through their website. SUCAMEC is a long-time partner of DCAF.

A second outcome is related to the Contact Group on Piracy off the Coast of Somalia (CGPCS). This Contact Group was created pursuant to UN Security Council Resolution 1851 in 2009. This voluntary, ad hoc international forum brings together countries, organizations, and industry groups with an interest in combating piracy. Its four working groups meet regularly to develop and implement national counter-piracy policies and programs. Nearly 80 countries and several international organizations participate in the Contact Group, including the African Union, the Arab League, the European Union, the International Maritime Organization, the North Atlantic Treaty Organization, and various departments and agencies of the United Nations. In 2019 the Group officially recognized the MD and its tools as a useful instrument to regulate private military and security companies in maritime contexts. This is a significant development, as it was the first time that this international body acknowledged the importance of the MD for its own mandate.

A third outcome concerns the growing number of states which have officially joined the MD. The number grew to 56 states with Panama and Montenegro joining in 2019. This is an important development, as there remains a misperception that the MD is only applicable in armed conflicts, as a result of which some states have been reluctant to participate in the MD process. The increasing number of states joining the MD testifies that the document is also relevant in countries which are not confronted with armed conflicts.

A fourth outcome concerns the Organization of American States (OAS). It is significant that the OAS in 2019 used the MD when it advised the government of Honduras on private security legislation.

Voluntary Principles in Challenging Environments: the case of South Kivu

The Voluntary Principles Initiative (VPI) addresses the challenges that occur in the extractive industries in many countries where serious human rights violations have been linked to the security forces (public or private) assigned to protect companies. The VPI provides platforms where the various parties can address such issues through dialogue and cooperation. See In Focus on page 47

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

Over the years of its functioning ICOAF has become the major platform on the role and functioning of ombuds institutions in the armed forces all over the world. It has not only strongly contributed to a better understanding of the importance of such institutions in well-functioning security sectors, but it has also substantively contributed to building the capacity to strengthen or initiate such ombuds institutions. At a relatively low cost, DCAF has established itself as the global authority on such institutions, and the place to go to seek further assistance on a specific issue, such as strengthening one's mandate or how to enhance international cooperation.

Also seen from the perspective of the relatively low costs involved, ICOAF has been able to achieve important outcomes at immediate and intermediate level again for 2019.

A first outcome is related to the Malaysian Human Rights Commission, which is mandated to visit all places of detention and has regularly visited civilian prisons and detention centres to inspect the quality of the facilities and to enquire about detainees' treatment. Given that prisoners and detainees are deprived of certain liberties, they may not be able to file grievances or raise problems about their mistreatment. However, following discussions at the 9th ICOAF meeting in London, the Malaysian Human Rights Commissioner was motivated to visit several military detention facilities in addition to civilian ones. During these visits, the Commissioner spoke with military personnel and inspected the facilities but did not discover any serious deficiencies. Nevertheless, the Commission will continue to monitor these installations.

The African Footprint project promotes good governance in the armed forces through the creation of military ombuds institutions

A second outcome brings us to South Africa, where the Military Ombud initiated an "African Footprint" project as a direct result of discussions and recommendations at the 10th ICOAF meeting in Johannesburg, South Africa. The purpose of the African Footprint project is to promote the establishment of military ombuds institutions, good governance in the armed forces, and observance of human rights in the military all over the African continent. In 2019 the South African Military Ombud Office paid visits to Botswana, Lesotho, Namibia, Mozambique, the Democratic Republic of Congo, the SADC Secretariat in Botswana and finally also to the African Union in Ethiopia. The former South African Military Ombud, Lt. Gen. Temba Matanzima, stated: "This African footprint initiative is taking forward the recommendations made during the tenth International Conference of Ombud Institutions for the Armed Forces (10ICOAF) Africa Day Symposium in October 2018."[11] His remarks were supported by Ambassador Smail Chergui, the African Union (AU) Commissioner for Peace and Security, who said that the AU had encouraged member states to strengthen instruments such as ombuds institutions to enhance democratic oversight of the security sector[12].

A third outcome concerns the creation of a help desk at the Zambian Office of the Public Protector that deals with specific complaints and cases related to maladministration in the armed forces. The Office is also in the process of signing a MoU with the Ministry of Defense to arrange how the two institutions will handle cases of maladministration in the army.

11 Mthulisi Sibanda, "SADC plays influential role in reforming security sector," The Southern Times, 11 May 2019, https://southerntimesafrica.com/site/news/sadc-plays-influential-role-in-reforming-security-sector

12 Ibid.

IN FOCUS

From confrontation to cooperation

MULTI-STAKEHOLDER WORKING GROUPS HELP PREVENT HUMAN RIGHTS ABUSES IN THE DRC

The Context

For many countries, especially those less developed, the extractives sector (ie. mining, oil and gas, forestry) presents unparalleled opportunities for job creation and economic growth. However, along with this opportunity has come incidents of human rights abuses by the private military and security forces working to secure extractive operations. Common allegations include threats, excessive use of force, sexual harassment and gender-based violence, and even extra-judicial killings.

To address this problem a group of governments, companies, and civil society organizations came together in 2000 to set up the Voluntary Principles Initiative on Security and Human Rights (VPI). It is a multi-stakeholder initiative that promotes a set of guiding principles for companies to conduct their security operations while respecting human rights.

DCAF's Role

Since 2012, DCAF and the International Committee of the Red Cross have been in a strategic partnership to support the VPI and the implementation of its principles. Together we have produced practical guidelines for companies and are supporting implementation through a multi-donor trust fund that DCAF set up in 2016 - the Security and Human Rights Implementation Mechanism (SHRIM).

The SHRIM notably supports national and local multi-stakeholder working groups where government, companies, and civil society groups meet to discuss issues as they arise and come up with a prevention-based approach. Since 2016, DCAF has supported working groups in Peru, Nigeria, and the Democratic Republic of Congo (DRC). In recognition of the key role DCAF has played in implementation of the VPs, we have now been made the 'preferred organization' to support VPs in-country implementation.

Key results

DCAF supports two VPs working groups in the DRC, one in the province of South Kivu, and the other in the province of Haut Katanga.

Thanks to these local VPs working groups, companies, local authorities and community groups who were not talking to each other in the past now meet on a regular basis to respond to challenges linked to the provision of security in the mining sector. They have jointly identified and mitigated security risks that, if not addressed, might have led to human rights violations by private security forces. Equally importantly, this initiative has built confidence and increased trust.

In South Kivu, elements of the army illegally entered one remote mining site and extorted money from artisanal miners. The working group proved critical as an early warning system, enabling an intervention that directly led to the withdrawal of the army, thus securing the livelihood of miners and their community. This is one example of how support to multi-stakeholder mechanisms can contribute to good security governance within the extractive sector.

Another benefit of these working groups is that CSOs and private companies have established constructive working relationships with military, police and civilian authorities. This is not only reflected in regular meetings of the multi-stakeholder mechanisms, but also in joint missions to the field, aimed at fact-finding, sensitization (e.g. towards the military) and monitoring. The very fact that such joint missions are taking place shows a higher level of trust and has helped to improve the current, and future, security situation in South Kivu.

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

DCAF is well-known in the security sector for its increasing number of empirically-based knowledge products and policy research as well as for its support for multilateral and national actors in policy and guidance development relating to SSG/R. In 2019 new results have been achieved in this area, adding to the already vast range of topics related to SSG/R.

One of DCAF's guiding principles is gender equality, which was reflected not only in policy and research activities in 2019, but also mainstreamed in many of its operational activities with often remarkable results.

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.

It is important to stress however, 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. Nevertheless, it is important to highlight the main developments in this area in this performance report in order to show the context of DCAF's multi-faceted work in the SSG/R domain.

3.3.1. Security Sector Governance and Reform

DCAF further consolidated its role as the world's leading institution in the area of SSG/R in 2019 through policy-oriented and comparative empirical research. As such, DCAF had three strategic priorities:

1) Repositioning SSG/R on the basis of strong empirical research, 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, the following are examples of the policy and research engagement of DCAF in 2019:

- The UN 2030 Agenda for Sustainable Development is one of the main international policy agendas relevant to DCAF's areas of work, and the 2019 policy and research agenda thus prioritized the dimension of the Sustainable Development Goals (SDG) framework most relevant to SSG/R – SDG 16 on peace, justice and strong institutions. While SDG16 took central stage at the High Level Policy Forum in 2019 in New York and is a focal point for the international community, national governments, and donors, the 'governance' targets 16.6 and 16.7 receive relatively little attention. However, these targets are crucial in creating legitimate stability, especially in fragile contexts. In 2019, DCAF piloted a three-year project on SDG16 focusing on the link between good SSG and peace, justice and strong institutions. The aim of this project is to establish a clear relationship between security sector oversight actors and their contribution towards good governance and accountability, allowing these actors to realign their strategic priorities with the 2030 Agenda.
- DCAF finalized research on SSR and peace processes in 2019, focused 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. Using a mixed-methods approach, the project considered how these activities have been integrated, neglected, or ignored in recent peace processes. The research culminated in two thematic briefs: a research report, including two case studies on Colombia and the Central African Republic, and a mapping of SSR and DDR provisions in peace agreements between 2000 and 2015; and a collection of insights for a training module.
- While DCAF continued to consolidate knowledge in its areas of expertise in 2019, 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. As part of DCAF's expanding portfolio of activities on SSG/R and migration, DCAF hosted the annual joint seminar with the United Nations Office in Geneva (UNOG) under the theme 'The role of good governance of the security sector in safe, orderly and regular migration' .
- 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. In 2019 seven new SSR Backgrounders were published in English and French on Defence Reform, Police Reform, Ombuds Institutions for the Armed Forces, Gendarmeries and Constabulary-type Police, Civil Society, Peace Processes, and Urban Security.

Outcomes of contributions to SSG/R policy development

For an overview of outcomes realized under these projects/programmes in 2019, see the section on support to multilateral organizations.

3.3.2. Gender and Security

Advancing gender equality in security sectors around the world remained a key commitment for DCAF in 2019, 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 to integrate gender into 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 a project on reducing barriers for uniformed women in UN peace operations as part of the Canadian government's broader Elsie Initiative.

DCAF's thematic work on gender and security is addressed below, whereas support to national partners is addressed in the various geographic chapters.

In 2019, DCAF's gender and security policy and research activities included its work with the OSCE/ODIHR and UN Women on the publication of the revised *Gender and SSR Toolkit* (1st edition 2008). Nine tools and four policy briefs authored by experts in the field were written, reviewed internally and externally, and finalised in 2019. Several documents are already available online, and the Toolkit will be officially launched in February 2020, when launch events will be held in Geneva, New York, Tbilisi, Melbourne, Banjul and Skopje.

DCAF moved into the second phase of its project on Reducing Barriers for Uniformed Women in UN Peace Operations project (2018-2021), which aims to, in the long term, contribute to increasing uniformed women's deployment to UN Peace Operations as part of the Canadian government's broader Elsie Initiative. Following its publication of a baseline study identifying barriers to uniformed women's deployment to UN peace operations in the first phase, DCAF partnered with Cornell University, and research institutions in the eight selected countries to conduct country-based barrier assessments and compile the results into a Barrier Assessment Report, with country specific sections and recommendations for policy and programmatic action.

DCAF continued its support to national partners in the area of gender and security in quite a few countries, including the following operational projects/programmes in 2019:

- Partnering with judges and prosecutors to address Domestic Violence and Violence against Women in the Ukrainian Criminal Justice System (2018-2020), 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);
- Supporting the Georgian Ministry of Defence in to conduct an organizational climate sssessment concerning gender equality, harassment, and abuse;
- Supporting the Niger Police Academy to develop an anti-sexual harassment policy and an accompanying sensitization guide that would outline an implementation plan;
- Conducting and publishing a Gender Survey of the Security Services of The Gambia, in partnership with seven national institutions, which provides a baseline for gender-responsiveness of each institution at the time of publication, within The Gambia's SSR process.

Outcomes of contributions to gender and security policy development

For an overview of outcomes realized under these projects/programmes in 2019, see the sections on support to national partners in the relevant regions, and support to other multilateral platforms.

3.3.3. Business and Security

Over the course of 2019, DCAF maintained its commitment to improving governance and oversight of the private security sector and addressing security and human rights challenges relating to multinational corporations by supporting multi-stakeholder initiatives that bring together government, civil society, and industry representatives and promote respect for human rights. DCAF also finalised important policy projects in the field of good cyber security governance.

While DCAF was strongly engaged in policy research, its activities in 2019 were also closely linked to operational support, working with national and international partners to ensure the business community operates within a framework of the rule of law, respect for human rights, and international humanitarian law. DCAF's assistance in the area of business and security focused on the following key areas:

- Supporting outreach and 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 on Security and Human Rights (VPs), especially good practices on addressing challenges related to the operations of extractive companies;
- Supporting the International Code of Conduct for Private Security Service Providers (ICoC) and the related Association (ICoCA), which promotes, governs, and oversees implementation of the ICoC;
- Promoting human rights-centred approaches to enhance 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 in 2019 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. DCAF supported the ICoCA as well as the establishment and expansion of civil society observatory networks in sub-Saharan Africa to reinforce oversight of private security. The Observatory also contributes to 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, notably through the development of a policy brief on *Gender and Private Security Regulation* as part of the *Gender and Security Toolkit*, and multiple engagements in Latin America and the Caribbean. In all these areas, good outcomes were achieved in 2019.

DCAF continued to support the implementation of the VPs at the local level through forums in Latin America (Peru) and Africa (DRC and Nigeria) to promote dialogue between different groups of stakeholders on security and human rights challenges and needs. In 2019, DCAF expanded its programme in Kenya, including a human rights training-of-trainer initiative for police officers deployed in areas of oil and mineral resource extraction.

DCAF contributed a supplement on Private Security Governance to the toolkit for National Actions Plans on Business and Human Rights

Moreover, following the publication in July 2018 of the Mandarin translation of *Addressing Security and Human Rights Challenges in Complex Environments Toolkit*, DCAF and ICRC signed a MoU with the China Chamber of Commerce for Metals, Minerals and Chemicals (CCCMC), an industry association composed of more than 6000 companies mainly operating in complex environments. The objective of this partnership is to disseminate good practices to Chinese companies operating abroad. DCAF and the ICRC are also working on a training curriculum targeted specifically to the Chinese audience.

As an integral part of its work, DCAF further consolidated its body of research on challenges and opportunities in this field through the production of high-quality publications that bridge the gap between theory and practice. Published research includes *Guidelines for the Use of Force by Private Security Companies, the DCAF-Fund for Peace Study – From Commitment to Impact: Experiences from Local Working Groups on Business, Security and Human Rights,* and a study on *Promoting Policy Coherence between the OECD and the Voluntary Principles on Security and Human Rights.* Finally, a Thematic Supplement on Private Security Governance was contributed to the National Action Plans on Business and Human Rights Toolkit of the Danish Institute for Human Rights.

In 2019 many operational projects/programmes in support of national partners or other multilateral platforms had a thematic focus on business and security. The outcomes of this work can be found in the previous chapters of this report.

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 and 2019. To this end, it developed a policy toolkit that sought to transform these recommendations into practical tools for states. Its promotion and dissemination aimed to support capacity-building and knowledge sharing 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. DCAF also completed a Guide on Cyber Security Governance for a new regional cyber training school based in Dakar (Senegal).

Outcomes of assistance to business and security policy development

See the previous chapters of this report.

IN FOCUS

A platform for community action

AFRICAN PRIVATE SECURITY GOVERNANCE OBSERVATORY

The Context

Private security in Africa is booming. It is a fast-growing industry serving everything from small-scale local enterprises to major multinational companies and operations. Despite its growing impact, policy makers in these countries rarely address the private security industry and national legal and policy frameworks are not always inadequate to regulate it. Complaints of human rights abuses in local communities has spurred civil society organizations to voice their concern and call for great involvement in the good governance of the sector.

DCAF's Role

Responding to this call from CSOs, DCAF supported the creation of the African Private Security Governance Observatory (the Observatory). Created in 2014 with 20 members from eight countries, it now has 82 members from 18 countries, 12 of which joined the platform in 2019. It raises awareness, conducts capacity-building activities, fosters knowledge sharing, and provides tailor-made tools to support CSOs to take a more proactive role in security sector governance.

The Observatory also contributes to enhancing the awareness of, and knowledge about relevant international norms, standards and good practices, such as the Montreux Document, the International Code of Conduct for Private Security Service Providers, and the Voluntary Principles on Security and Human Rights.

Key Results

The Observatory has been successful in establishing a sustainable, locally-driven CSO network across Africa. As knowledge building was identified as one of the biggest impediments for civil society action, CSO members from Nigeria, Kenya, the DRC, Guinea, and Tanzania have developed baseline studies on private security in their respective contexts in the framework of the Observatory. These studies have been widely disseminated and have in some case been referred to by governmental bodies in charge of regulation and oversight of private security companies. These studies fill important knowledge gaps from the point of view of the communities.

Even more importantly, the research undertaken by CSO members has led to sustained, constructive relationships and dialogue with key stakeholders such as regulatory authorities, companies, and business associations.

In Senegal, for instance, Observatory member SYCOFAS reported that capacity building through the Observatory and their status as an Observatory Member have enabled the organization to engage with government in a non-confrontational way, opening new pathways to dialogue.

In Nigeria, following the development and launch of the baseline study on private security, CSO member AFRILAW has been approached by the national private security regulator, as well as the Association of Licensed Private Security Practitioners of Nigeria, to work together on the implementation of the recommendations of the study.

Annex: 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 that illustrates how activities are believed 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, 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):

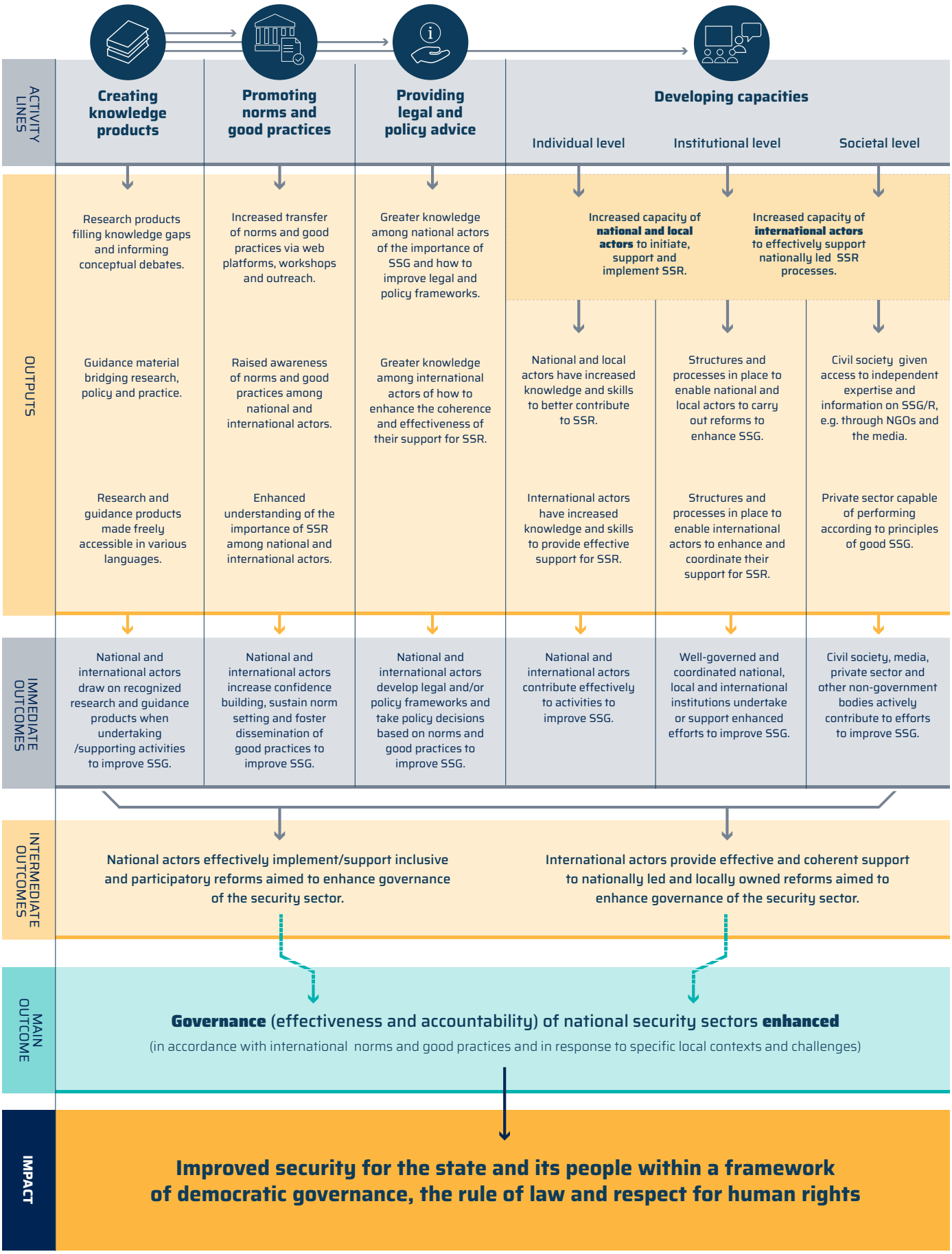
1) Directly supporting national actors to effectively implement and/or promote inclusive and participatory reforms aimed at enhancing security sector governance (SSG), while maintaining the principle of local ownership at all times.

2) 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).

FIGURE 1. DCAF'S CORPORATE RESULTS FRAMEWORK



Direct causality versus contribution to results

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.

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.

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