



DCAF

a centre for security,
development and
the rule of law

Overview of DCAF's support to the European Union in the area of security sector reform

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Background and overview

The European Union (EU) engages in security sector reform (SSR) as part of its development cooperation, conflict prevention and crisis management support as well as forming part of EU pre-accession assistance. Efforts to develop a common, coherent and comprehensive approach to SSR began in 2006 with the release of an overarching policy framework for SSR support which brought together instruments across several EU policy areas and bridged the fields of security and development.

All EU Member States are members of the DCAF Foundation Council. DCAF supports the EU from its Headquarters in Geneva, directly in field locations, and also has a DCAF office located in Brussels.

DCAF benefits from secondments from EU members while a significant proportion of DCAF's activities are also supported by member states. In relation to the development of the EU's approach to SSR, DCAF has supported a number of EU Presidencies in advancing this agenda.

While the EU concept papers highlight the great deal of progress made, it is acknowledged that this is only the beginning of the EU's efforts to shape its support in this area. To fulfil a key strategic objective of the Centre, DCAF has provided significant support to developing the EU's emerging approach to SSR through policy advice, policy research and operational activities.

DCAF continues to receive important EU policy research mandates in our core business of security sector reform. Increasingly prominent in DCAF's cooperation with the EU has been a wide range of operational activities. An approach that seeks to bridge policy and practice enables DCAF to contribute to a holistic EU agenda for SSR. This paper summarises DCAF's EU SSR-related activities to date.

In addition to supporting the EU's SSR activities outside the Union, DCAF also works to strengthen security sector governance (SSG) within the EU. Notably, the Centre has been involved in a number initiatives designed to enhance parliamentary oversight of the EU's own internal security, justice and home affairs agencies, as well as its overseas missions.

DCAF Brussels

Pursuant to DCAF's Strategy Paper, DCAF Brussels was established in September 2005 to enhance cooperation with the EU and the Brussels-based international community, underlining the key role of these institutions in promoting democratic governance of the security sector. As an *association sans but lucratif* (ASBL), DCAF Brussels is a legally and financially independent actor under Belgian law. <http://www.dcaf.ch/Project/DCAF-Brussels>

The key mission of DCAF Brussels is to provide a platform for deepening DCAF's cooperation with the EU and the international community. DCAF Brussels is intended to fulfil three principal objectives:

- i) to promote the SSR and SSG concepts within the Brussels community;
- ii) to establish DCAF's input into the development of EU policy in these areas; and
- iii) to provide research and advice on SSR/G, in particular on oversight and accountability, to the European institutions.

As such, DCAF has briefed committees of the European Parliament and produced commissioned papers on SSR.

Some specific recent activities include:

DCAF Brussels manages an ongoing series of papers on Crisis Management. This range of papers began in 2011 and initially investigated crisis management in the EU institutions, in three papers in cooperation with ISIS Europe. The series now continues with other partners, in a broader spectrum of analysis - investigating global conceptualisations of crisis management and international responses to current crises and development of security systems and human security. www.dcaf.ch/Project/DCAF-Brussels

Under a Swiss Cooperation Agreement, DCAF is supporting projects on migration, asylum and trafficking in Romania and Bulgaria, to harmonise with EU legislation in preparation for Schengen accession and to participate in input to EU strategies and policies.

Finally, DCAF Brussels is a founding partner of the CSDP Mission Analysis Partnership (www.csdpmap.eu), a highly regarded and comprehensive platform with independent analysis and critique of EU CSDP and related SSR policies and activities. With nearly 30 research institutes, think tanks and NGOs from across Europe and the US providing papers and briefings, this platform is used by EU staff, policy makers, practitioners and independent stakeholders alike.

DCAF Brussels also provides the hosting for the related CSDP MAP *Perspectives* series – a high level discussion group on SSR with Ambassadors of countries that host CSDP missions.

DCAF Brussels Director, Dr. Philipp Fluri
Place du Congrès 1
1000 Brussels,
Belgium
Tel: +32 (2) 229 39 66
Fax: +32 (2) 229 00 35

Policy research activities

EU policy development

In November 2005, based on the findings of Chaillot Paper No. 80 on *Promoting Security Sector Governance in the EU's Neighbourhood*, DCAF provided key input to the development of an overarching EU SSR concept at the joint Council-Commission conference on SSR held in Brussels.

In 2006, discussion papers presented by DCAF in support of the Austrian and Finnish Presidencies of the EU identified the key challenges the EU might face in the implementation of its regional SSR agenda and provided policy recommendations suggesting, in particular, possible actions to help mainstream security sector governance in the EU enlargement strategy.

The European Union's counter-terrorism policy and responses to the challenges of terrorism was the subject of a study on *The European Union and Terrorism* published in association with DCAF in 2007.

In February 2008, DCAF published a comprehensive study entitled *The European Union and Security Sector Reform*. The study explains the origins and evolution of SSR as a concept and its adoption into EU policy, demonstrating the relationship between SSR and the EU's development, enlargement, justice and home affairs, international cooperation and other key policy concerns. The study also provides a series of detailed case studies of EU support for SSR in Southeast Europe, the former Soviet Union, Africa, the Middle East and Southeast Asia.

European Parliament

In spring 2007, the Sub-Committee on Security and Defence (SEDE) of the European Parliament (EP) mandated DCAF to conduct a study on parliamentary involvement in decision-making processes for Common Security and Defence Policy (CSDP)¹ missions, at both the European and national levels. The SEDE requested DCAF to analyse current practices across the EU in scrutinising CSDP operations and then to provide concrete recommendations for improving the EU-level oversight of CSDP. The Report was launched at a public hearing in the parliament in February 2008.² In addition, on various occasions DCAF has advised the EP on matters related to security and defence. For example, DCAF experts participated in European Parliament hearings on intelligence accountability (September 2006) and on the privatisation of security (May 2008).

In September 2010, DCAF (in partnership with the European Union Institute) was awarded a major mandate from the European Parliament's Directorate General for Internal Policies to examine 'Parliamentary Oversight of Intelligence Agencies in relevant EU Member States and other Major Democracies'. This study examines oversight of security and intelligence agencies on a national level with a view to providing recommendations for strengthening the EP's oversight of the EU's security, justice and home affairs bodies, including Europol, Frontex, Eurojust and the Situation Centre. The study will provide a valuable input for the EP in drafting new legislative provisions on parliamentary oversight of Europol and Eurojust, as required by the Lisbon Treaty. The study was completed in June 2011 and was presented to the Committee on Civil Liberties, Justice and Home Affairs in October of the same year.

¹ Common Security and Defence Policy (CSDP) was formerly known as the European Security and Defence Policy (ESDP). The change in the name occurred as a result of the Treaty of Lisbon, which was signed on 1 December 2009. For easy reference this fact sheet will refer only to the CSDP

² See: http://www.europarl.europa.eu/meetdocs/2004_2009/documents/dv/pe348610_/PE348610_en.pdf

EU-UN Cooperation on SSR

In view of the Czech Presidency of the Council of the European Union, the Czech Republic mandated DCAF to support the organisation of a seminar on ‘Enhancing EU-UN Co-operation in Crisis Management: Focus on Security Sector and Reform (SSR)’ hosted in New York on May 21, 2009. The seminar examined two key themes: 1) harmonizing EU and UN approaches to SSR; and 2) operationalising EU and UN co-operation on SSR. The seminar drew from the experience of EU-UN SSR co-operation in Guinea-Bissau and the Democratic Republic of the Congo. DCAF led the drafting of the seminar report and recommendations that were presented in New York and Brussels as food for thought for the subsequent EU-UN Steering Committee meeting of June 2009.

DCAF/ISSAT activities

DCAF’s International Security Sector Advisory Team (ISSAT) reinforces the international community’s efforts to improve security and justice primarily in conflict-affected and fragile states. Since 2008, ISSAT with its rapidly deployable teams of experts has been supporting its Governing Board Members to enhance the effectiveness and quality of security and justice reform programming, coordination, as well as the collection and dissemination of SSR good practices. ISSAT’s membership is composed of 14 countries, of which 11 are EU Member States (namely Austria, Belgium, Estonia, Finland, France, Germany, Ireland, Netherlands, Slovakia, Sweden and the United Kingdom) and 7 multilateral actors, including the Council of the EU and the European Commission as well as UN DPKO, UNDP, UN DPA, OIF, and OECD. The African Union has permanent observer status on ISSAT’s Governing Board. Since 2009 ISSAT has been supporting the EU institutions in security and justice reform. Activities include:

Advisory Field Support

Support to the initiative of the Swedish Presidency of the Council of the EU to develop an SSR Assessment Framework. Upon the request of Swedish Presidency of the Council of the EU in 2009, ISSAT joined the advisory panel, along with other EU member states, and representatives from the Council and the Commission, tasked with developing a EU SSR Assessment Framework.

Review of joint, multi-disciplinary SSR team in Central African Republic for the EU/UNDP. An ISSAT team was requested by the EU Delegation in the Central African Republic (and in consultation with UNDP) to undertake a rapid evaluation mission in December 2009 to review the use of multidisciplinary teams providing SSR support to national authorities. The review extracted lessons for similar engagements and made recommendations for harmonizing future joint deployments.

Support to a joint EU/UN/ECOWAS assessment of the security and justice sector in Guinea. The Directorate General for External Relations (RELEX) requested DCAF/ISSAT to support ECOWAS and the joint SSR Working Group for Guinea to conduct an SSR assessment to inform future programming to strengthen the rule of law, security and development in Guinea. ISSAT provided two senior justice experts to support two missions that took place in April and May 2010.

Support in the design of a programme for justice sector reform in Guinea. DCAF/ISSAT was requested to support the EU delegation in Conakry in the preparation of the design and implementation strategy for a programme to support reform of the justice sector. This was a

follow up to the assessment report of the justice sector carried out with ISSAT support in July 2010. During October/November 2010, ISSAT provided a justice expert to support the analysis of the needs and constraints to implement the EU programme in Guinea.

Support the Thematic Evaluation of the European Commission Support to Justice and Security System Reform. DCAF/ISSAT was requested to support the ADE external evaluation of the Commission's work on justice and security system reform over the period 2001-2009. ISSAT will provide expertise and support to the EU Evaluation Unit that is overseeing the process throughout the period of the review 2010-2011.

Providing expert advice to a study on EC support to the justice sector. DCAF/ISSAT was requested to provide support to the reference group for a review on the EC support within the justice sector. This group will meet twice, at the beginning of the process to discuss the inception report and at the end in a workshop. It will comment on the current review focusing on ACP countries and give advice on the writing and method of the review.

Support to the development of the EU strategy on military justice in the Democratic Republic of Congo. In March 2011, ISSAT was requested to support the EU delegation in Kinshasa in defining how to support the military justice sector in DRC. The support will include the development of a strategy, based on a needs assessment of the military justice sector, and the identification of entry points for possible future intervention.

Support to the facilitation of a DEVCO workshop on EU support to justice and security sector reform programmes. In May 2011, ISSAT was requested to assist in the preparation and facilitation of a workshop in Brussels for the EC Directorate-General for Development Cooperation. The gathering assembled participants from EU delegations around the world that work on JSSR issues to talk about how to improve their engagement in terms of substance and existing procedures.

ISSAT High Level Panel held in Brussels on "A common approach for building international capacity to support security and justice sector reform". Representatives from the EEAS and the former CSDP SSR mission in Guinea Bissau acted as panel speakers at the High Level Panel held in May 2011 in Brussels, focusing on capacity gaps and opportunities to meet needs in supporting SSR.

Support to a workshop on police accountability in the Palestinian Police run by the EU CSDP mission in Palestine EUPOL COPPS in partnership with UNDP. In March of 2012, ISSAT provided three experts to share experience of good practice on police ombudsman practices, anti-corruption and police codes of conduct as part of an initial workshop developed to launch an 18-month EU/UNDP programme to assist the Palestinian Police to enhance accountability within their structures.

Advice to the EU delegation in Guinea Conakry in developing and designing several programmes of support to Security and Justice Sector Reform in Guinea Conakry. The EU requested ISSAT to provide advisory support on: the programme design process of the justice and security programmes as well as the the identification of a potential programme supporting police reform. In addition, this mandate included support for the facilitation of a seminar on National SSR processes. Two experts in the fields of justice and another in police reform, were tasked with overseeing and coordinating the work of experts designing the aforementioned programmes.

Support to EU on Justice and Security Sector Reform in Latin America and the Caribbean (LAC) ISSAT has been requested to support DEVCO G and other relevant EU services in the

preparation of the future EU support to the security and justice sector in the LAC region under the next financial framework 2014-2020. More specifically, ISSAT has been requested to carry out an independent study on the main characteristics (general features, strengths and weaknesses,...) and needs of the security and justice sectors in the LAC region. The second component of the mandate includes a request to provide a set of concrete recommendations on objectives and types of activities which could be envisaged by the EU in terms of future support in this area in the LAC region under the financial framework 2014-2020, which would address in particular the regional/sub-regional level under the DCI and also cover an analysis on possible implementation options.

Training

Training Workshop for middle and senior-management level representatives from the European Commission, the Secretariat of the Council of the EU and EU Parliament. In November 2009, on the request of the European Commission (DG Development), ISSAT conducted a two-day SSR training workshop in Brussels for representatives of various EU institutions, including DG Development, RELEX, Secretariat of the Council of the EU and the EU Parliament. The training, among other things, examined how the EU works with other national and international actors in supporting SSR programmes and provided the participants from different departments with opportunities to develop ways of enhancing the comprehensive EU approach to supporting SSR.

Support to the Expert Workshop on Training for SSR. DCAF/ISSAT contributed to the development of a roadmap to harmonise European SSR training programmes, standards, and curricula through a workshop held in the Austrian Study Centre for Peace and Conflict Resolution (ASPR) in 2009. The workshop sought to enhance the EU's development of a comprehensive approach to supporting SSR that could be implemented by its experts in the field, and brought together the different training institutions throughout the EU.

Trainings for the ESDC Course on Security Sector Reform in Stadtschlaining, Austria. ISSAT was requested by Austria to assist in the running of SSR training courses in April 2010 and March 2012 at the Austrian Study Centre for Peace and Conflict Resolution. The introductory SSR training course focused on EU SSR experiences, and brought together participants from the various countries, including EU candidate states, as well as representatives of EU institutions.

Facilitation support for an internal EU training on SSR in cooperation with IHEDN (Institute des Hautes Etudes de la Defence Nationale France) and (Instituto Defesa Nacional Portugal). ISSAT provided facilitation support in April 2012 to discussions on SSR and EU capacities as part of an internal EU training. The workshop brought together EU staff working on security and justice issues to review issues relating to the EU policy framework for supporting SSR, available instruments and capacities and examples from the field.

South Eastern Europe activities

Police Cooperation Convention for Southeast Europe (PCC)

DCAF hosts the permanent secretariat of the Police Cooperation Convention for Southeast Europe (PCC) at its regional office in Ljubljana. As part of its work implementing the PCC, DCAF has established fruitful cooperation with several EU agencies. The Swedish EU Presidency sponsored the November 2009 Ministerial meeting of the eight PCC signatories, and agreed that a reference

to the Convention be made in the official report from the EU – Western Balkans Ministerial Forum on Justice and Home Affairs, thus providing official recognition by the EU of the Convention’s contribution to the enhancement of police cooperation in SEE. The cooperation involves the EU Council Secretariat, the European Commission DG of Justice, Liberty and Security, TAIEX, and agencies such as FRONTEX, EUROPOL and EUROJUST. The latter two agreed that their manual on joint investigation teams be included in the Convention Manual. In 2011, the states parties to the PCC mandated DCAF to participate in the “post-visa liberalisation monitoring mechanism”, established by the European Commission. Five EU Member States are Contracting Parties to the PCC alongside the Western Balkan states and Moldova. The Convention, which was originally designed to transfer EU standards and best practice to the region, has become an important instrument for security cooperation both inside the region and with the EU.

Border Security Programme

DCAF runs a multi-year Border Security Programme, which assists the governments of Albania, Bosnia and Herzegovina, Croatia, Macedonia, Montenegro and Serbia in creating efficient and effective border police structures and enhancing border security cooperation. The ultimate objective of the programme is to enable the participating countries to meet the EU’s Integrated Border Management standards. This objective is closely linked with DCAF’s work on the implementation of the Police Cooperation Convention for Southeast Europe. Activities within the three main components of the Programme – EU Integration, Police Education and Training, and Common and Coordinated Operations – focus on transferring EU standards and best practice to the region and on enhancing practical cross-border police cooperation.

The annual objectives of the Programme are fixed at the highest political level at Annual Ministerial Review Conferences (seven Conferences have taken place thus far; the most recent was in Tirana in March 2010). The Ministerial Declarations signed at the Conferences have endorsed a number of practical measures for increasing border security cooperation in the Western Balkan region. High-level EU representatives have regularly taken part at the Conferences.

The Programme is implemented by 6 Working Groups that gather border security experts from all of the Western Balkan countries. In order to guarantee full coherence with relevant EU standards and practice, all Working Groups (Legal Reform, Leadership and Management, Logistical support, Education and Training and Risk Analysis, Criminal Intelligence and Investigation) are permanently led by acting professionals from HQ or regional branches of border security authorities from EU Member States (Estonia, Finland, Germany, Hungary and Slovenia). The Working Groups cover a wide range of issues, including the legal harmonisation with the EU acquis, harmonisation of training curricula for border guards, increasing technical interoperability between participating border police services etc. The Programme also runs two regional advance distance-learning courses: the International Training Course for Station Commanders (ITSCS) and the International Training Course for Regional Commanders (ITCRC).

DCAF has developed a working arrangement with FRONTEX. FRONTEX has requested cooperation from DCAF in developing border security related modules of the Common Mid-Level Curricula for Border Guard Officers from EU Member States. Common delivery of International Courses for Station and Regional Commanders; and the coordinated involvement in introducing/promoting/assisting the implementation of the Risk Analysis concept on the tactical, operational and strategic level in SEE will also be considered. In January 2011, DCAF and FRONTEX formalised relations through an exchange of letters. Cooperation will be strengthened

through increased information exchange as well as through designing and implementing joint modules and training activities.

Developing E-Learning Modules on Cross-Border Police Cooperation Tools for Police Education

The project, funded from the EU ISEC fund and led by DCAF Ljubljana, will enhance cross-border operational police education and training in the EU and wider, by developing E-Learning modules in three thematic areas of police cooperation – *Hot Pursuit, Mix Patrols, and Data and Information Exchange*. The project aims to strengthen cooperation and mutual understanding among police officers within the EU and to facilitate the dissemination of knowledge about different operational tools to non-EU countries and regions such as the Western Balkans. The project will engage a total of 18 experts from three co-beneficiaries of the project – Slovenia, Bulgaria and Romania – as well as from CEPOL, EUROPOL and DCAF Ljubljana in the development of new study modules. The project will use the established CEPOL methodology for ICT learning.

Border security cooperation with the European Union Border Assistance Mission for Moldova and Ukraine

DCAF, mandated by the Minister of Internal Affairs of the Republic of Moldova, is working in close cooperation with the European Union Border Assistance Mission (EUBAM) for Moldova and Ukraine in supporting capacity building for the Ministry and Border Guard Service of the Republic of Moldova. DCAF supports the development of a strategic vision for sustainable development in the field of internal security, including strategic planning, guidelines, goals, objectives and budgetary allocations. This work supports the implementation of Integrated Border Management Concept adopted by the Government of the Republic of Moldova in November 2010. In addition, DCAF and EUBAM are developing a tailored, practically oriented training programme targeting mid-level commanders from Moldova and Ukraine. The objective of the programme is to enhance capabilities for planning, organisation and control. It will also create a basis for future operational cooperation between participating countries.

Middle East and North Africa activities

In December 2012, the EU granted a two-year contribution to the DCAF country programme in the occupied Palestinian territory. The objective of the two-year project is to strengthen public oversight in the security sector through assisting three different target groups: i) Council of Ministers to develop legislation that is in line with international standards; ii) civil society organisations and assist them in strengthening their informal oversight role iii) strengthening financial oversight in the security sector targeting the relevant Palestinian institutions, such as the State Audit and Administrative Control Bureau.

Gender and security sector reform

As the integration of gender in peacekeeping and stability operations has become a priority for the EU, the need for capacity-building and external expertise has grown accordingly. DCAF has had a prominent role in shaping the approach to security sector reform of the presidencies of France, Sweden and Belgium, through individual meetings, input into strategic planning

documents and participation in symposia and seminars organised by the rotating presidency and the EU Commission. In September 2010, DCAF helped the Belgian presidency to organise a conference in Geneva on occasion of the 10th anniversary of UNSC Resolution 1325.

DCAF has also supported the integration of gender in EU CSDP missions through its participation in the 1325 EU Partnership and other initiatives such as a 2007 gender and CSDP course organised by the Hungarian Ministry of Defence in Budapest. In addition, ISIS Europe hosted the launch of the gender and security sector reform (GSSR) Toolkit in May 2008 with the participation of prominent Commission officials. Also in May 2008 the toolkit was introduced during a public hearing organised by the European Parliament's commissions on development and on women's rights and gender equality. Finally, in September 2008 the Toolkit was introduced on invitation of the CIVCOM committee.

As the EU adopted its comprehensive approach to UNSCR 1325 and 1820, DCAF participated in several conferences, seminars and working groups to plan implementation and identify performance indicators. The participation included including high-level conferences in October 2008 and 2009, as well as two seminars on how to build the capacity of CSDP missions in gender and SSR.

In 2008 the EU Commission mandated DCAF and ISIS Europe to organise a series of three roundtables on gender and SSR for EU staff responsible for the development of SSR policy and programming. Held over 2009, the roundtables aimed at building the capacities of EU Commission, CSDP, Council of the EU and experts from CSDP field missions, to integrate gender in their security work. In 2010, DCAF participated in different follow-up events and capacity-building workshop with the EU Commission.

The 2011- incoming Hungarian presidency has approached DCAF to support them in conducting a one-day seminar on 1 June on implementing 1325 in EU-led operations and in EU-support to NATO- and UN- missions.