GENEVA CENTRE FOR THE DEMOCRATIC CONTROL OF ARMED FORCES (DCAF)

Intergovernmental Approaches to Security Sector Reform (SSR)

Background paper for the workshop on "Developing a SSR Concept for the United Nations", to be held on 7 July 2006 in Bratislava and co-hosted by the Ministry of Foreign Affairs and the Ministry of Defence of the Slovak Republic, with the assistance of DCAF

This document has been prepared by DCAF to provide background information for participants at the above-referenced meeting. It draws substantially on information available on the websites of the intergovernmental organisations whose SSR approaches are reviewed here. As this information may not always be comprehensive or current, readers are invited to consider this document as work in progress and are encouraged to bring any corrections or additions to the attention of David Law at d.law@dcaf.ch.

I. INTRODUCTION

SSR programmes tend to be driven by external actors. These comprise national governments in their capacity as development donors; non-governmental organisations, whether local, national, regional or global in their origins or range of activity; private military and security companies; and regional and global intergovernmental organisations, the focus of this paper.

Intergovernmental organisations have assumed an increasingly important role in shaping the SSR agenda. They have played a central role in designing and delivering programmes for reform in several countries, and a number of them have developed, or are in the process of developing, policy frameworks to guide their various SSR activities.

This document reviews the approaches of intergovernmental organisations with a significant role in this field except for those of the UN and its agencies, whose SSR activities are dealt with comprehensively in a separate background paper drafted by DCAF.

This document is divided into four parts. Following this introduction, the second section describes the main features of intergovernmental organisations' involvement in SSR. The third section offers a table illustrating the SSR activities of these organisations. The fourth section provides a brief profile of each organisation in the table.

II. INTERGOVERNMENTAL ORGANISATIONS' INVOLVEMENT IN SSR

There is a broad range of intergovernmental organisations whose activities fall under the rubric of SSR. Accordingly, the concept has been shaped by a variety of policy experiences. These organisations

- o tend to approach SSR from either a development (e.g., World Bank), security (e.g., NATO) or democratic governance perspective (e.g., Council of Europe),
- o have a global (e.g., World Bank), regional (e.g., African Union) or sub-regional focus (e.g., ECOWAS),
- o may be active in field activities such as capacity building and technical assistance (e.g., Stability Pact), norm development (e.g., OECD), or both (e.g., OSCE), and
- o may concentrate on SSR in different country contexts: developing, transition, post-conflict and developed.

Some international organisations, such as the EU and the UN, bring together all or almost all of the elements mentioned above. Most intergovernmental organisations deal only with developing and/or transition countries, which in some cases are also post-conflict environments. Some international organisations are also concerned with SSR in

developed countries, but there are as yet no SSR programmes explicitly elaborated for mature democracies.

The fact that SSR has been shaped by a variety of policy experiences has a number of implications. Intergovernmental organisations can be active in a range of SSR activities, but may not recognise these as being part of the SSR agenda, either because of a lack of familiarity with the concept and/or the absence of an overarching framework for their SSR programmes. SSR definitions and approaches can vary considerably from organisation to organisation; for example, the OECD uses the term *security system reform* while the UNDP prefers *justice and security sector reform*, reflecting the specific concerns of individual organisations. Until very recently, intergovernmental organisations focusing on security and development had little contact with one another, notwithstanding the fact that in the 1990s they found themselves increasingly involved in the same countries and regions. Within individual organisations, the material, administrative and personnel resources required for SSR activities may not be organised in away that is conducive to pursuing the holistic approach that is at its core.

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In view of these considerations, intergovernmental organisations face several challenges in shaping and implementing their SSR agendas.

One challenge is to elaborate a SSR concept that effectively gives an overarching framework and orientation to the range of SSR activities in which the intergovernmental organisation is involved. This is essential if SSR programmes are to be conceived and implemented in a comprehensive manner.

Second, if such policy frameworks are to be effective they need to be supported by robust implementation guidelines. These should be based on an in-depth understanding of how SSR has been approached in different country and regional environments and in different contexts, which policies have worked well in these different settings, which less so and why.

Third, in order to carry out effective SSR activities, international organisations may have to review the way the human and material resources at their disposal are organised as well as their internal procedures. The cross-cutting nature of SSR programmes may make it necessary to bring together expertise from various departments, some of which may not be accustomed to working together. Financial instruments available to international organisations may have to be consolidated to ensure that sufficient resources can be brought to bear. Different skill sets, greater multi-disciplinary experience and new kinds of managerial, sector and country expertise may also be required for SSR work. This can have repercussions for recruitment and training policies.

Fourth, it is necessary to ensure that intergovernmental organisations can work synergistically together, both in the field and at home, as well as with other entities engaged in SSR, for example, with the national governments and non-governmental

actors mentioned above. Such multi-actor involvement puts a premium on effective cross-jurisdictional communication, coordination and cooperation. To overcome inefficiencies caused by compartmentalisation of responsibilities and to instil a sense of joint stakeholdership of programmes, innovative approaches may be required. International organisations may need to take inspiration from the "joined up government" approaches practiced by a number of national governments, whereby ministries of defence, foreign affairs and development come together to implement SSR.

Finally, international organisations have a responsibility to ensure that their SSR activities are carried out in a transparent and accountable manner. This can be particularly challenging where oversight is weak or only indirectly exercised by member states. Demonstrating openness and responsiveness to stakeholders is of fundamental importance to the overall legitimacy and credibility of SSR programmes – critical factors in determining their prospects for success.

III. MAIN FEATURES OF INTERGOVERNMENTAL ORGANISATIONS INVOLVED IN SSR

Intergovernmental Organisation	SSR Focus	Geographical Scope	Country Contexts
AU	Norm development	Regional/ Africa	Developing, post-conflict
Council of Europe	Capacity-building and technical assistance Norm development	Regional/ Europe	Post-conflict, transition
ECOWAS	Norm development	Regional/ West Africa	Developing, post-conflict
EU	Capacity-building and technical assistance Norm development	Global	Developing, post-conflict, transition; developed through members' ESDP activities
NATO	Capacity-building and technical assistance Norm development	Regional/ Euro-Atlantic	Developing, post-conflict, transition; developed countries as concerns defence reform
OECD DAC	Norm and policy development	Global	Developing, post-conflict, transition
OSCE	Capacity-building and technical assistance Norm development	Regional/ Euro-Atlantic & Euro-Asian	Developing, post-conflict, transition; developed countries as concerns norm development and implementation
Stability Pact for South Eastern Europe	Capacity-building & technical assistance	Regional/ Western Balkans	Post-conflict, transition
World Bank	Capacity-building & technical assistance	Global	Developing, post-conflict, transition

IV. PROFILES OF INTERGOVERNMENTAL ORGANISATIONS INVOLVED IN SSR

AFRICAN UNION (AU)

General

The African Union is an international organisation consisting of 53 African member states. Founded in July 2002 in South Africa, the AU was formed as a successor to the African Economic Community (AEC) and the Organisation of African Unity (OAU). The purpose of the organisation is to help secure democracy, human rights and a sustainable economy, especially by bringing an end to intra-African conflict and creating an effective common market.

Understanding of SSR

The organization does not have a SSR concept, but its multidisciplinary approach points to the possibility that it may eventually develop a broad SSR concept and agenda.

The Declaration on the Framework for an Organization of African Unity (OAU) includes the following elements of importance to SSR:

- Rejection of unconstitutional changes of government
- Agreement on elements of a Framework of Action for an OAU (now AU) response to unconstitutional changes of government
- Framework of Action provides a set of common principles for democratic governance, definition of unconstitutional change, measures and actions to be taken in response to such change as well as an implementing mechanism

The *Constitutive Act* of the African Union stipulates the following:
- Principles of the Act include 'condemnation and rejection of unconstitutional changes of governments'
- 'Governments which shall come to power through unconstitutional means shall not be allowed to participate in the activities of the Union'

SSR-related documents

Declaration on the Framework for an Organization of African Unity (OAU), Response to Unconstitutional Changes of Government, Lome, July 2000, AHG/Decl. 5, XXXVI/(AHG/Dec. 150 XXXVI)

African Union, *Constitutive Act*, Lome, July 2000

COUNCIL OF EUROPE

General

The Council of Europe, created in 1949, has 46 member states. The main focus of the organisation is democratic security, protection of human and minority rights, and promotion of parliamentary democracy and the rule of law. After the collapse of the Soviet Union, the Council of Europe was the first European organization to accept the Central and Eastern European and former Soviet Union countries as members. The organisation is active in assisting the countries of Central and Eastern Europe in carrying out and consolidating political, legal and constitutional reform in parallel with efforts to establish a market economy.

Understanding of SSR

The Council of Europe does not have a SSR concept, but resolutions of its Parliamentary Assembly (PACE) have established important norms concerning the democratic control of armed forces in member states.

The basis for the Council of Europe's SSR activities was established in 1993 when the member states set new goals for the organisation as a guarantor of democratic security, seeing this as an essential complement to military security and a pre-requisite for stability and peace.

The Council of Europe's Recommendation 1402 (1999) refers to "control of internal security services in Council of Europe member States [*sic*]".

The most important norm-setting document of the Council of Europe in the field of SSR is a Recommendation on the "Democratic Oversight of the Security Sector in Member States", adopted by PACE in 2005.

SSR activities

The Council of Europe plays an important role in norm development and standard setting through the European Court of Human Rights and the various conventions and treaties agreed by its members.

The Council of Europe's SSR-related field activities concentrate on the following areas:

- Police accountability and human rights
- Democratisation
- Institutional reform
- Justice reform
- Organised crime, corruption and terrorism
- Civil society, media

SSR-related documents

Recommendation 1402 on *Control of internal security services in Council of Europe member states*, 26 April 1999

The Code of Police Ethics, 2001

Recommendation 1713 on *Democratic oversight of the security sector in member states*, 23 June 2005

ECONOMIC COMMUNITY OF WEST AFRICAN STATES (ECOWAS)

General

The ECOWAS is a regional group created by sixteen West African countries in 1975. Its main mission was originally to promote the economic integration of its member states, but it has gradually developed activities in the security field as well.

The ECOWAS Monitoring Group (ECOMOG**)** is a West African multilateral armed force established by the ECOWAS. The ECOMOG is not a standing army, but a formal arrangement for separate armies to work together.

The ECOWAS also has a Defence and Security Commission (DSC) that comprises chiefs of defence staff and a Committee of police chiefs.

Understanding of SSR

Various activities of the ECOWAS in the area of conflict prevention and management may eventually form the basis of a comprehensive SSR approach.

SSR activities

In 2004, the ECOWAS participated in a workshop in Dakar that developed project proposals on SSR for West African countries.

In 2005, ECOWAS member states started working on a Code of Conduct (inspired by the OSCE Code of Conduct) for their region with the support of DCAF. The ECOWAS Parliament and DCAF have also signed an MOU on the preparation of a Western African version of the IPU-DCAF Handbook on Parliamentary Oversight of the Security Sector.

SSR-related documents

ECOWAS, *Declaration of Political Principles*, 1991

ECOWAS Treaty, 1993

The Protocol relating to the Mechanism for Conflict Prevention, Management, Resolution, Peacekeeping and Security, December 1999

The Dakar Protocol on Democracy and Good Governance, 2001

ECOWAS, *Declaration on a Sub-Regional Approach to Peace and Security*, 2003

Draft Code of Conduct for Armed and Security Forces in West Africa, April 2006

EUROPEAN UNION (EU)

General

The EU, created in 1957 by virtue of the Treaty of Rome, is an economic and political union of 25 member states committed to pursuing an 'ever closer union'.

Understanding of SSR

The EU made reference to "the legal accountability of police, military and secret services" in its *Resolution on the Communication from the Commission Agenda 2000: For a stronger and wider Union.*

The European Security Strategy (ESS) of December 2003 underlines the importance of SSR in improving the EU's capabilities for peace support activities and in achieving its strategic objectives in third countries.

The Council of the European Union in its *EU Concept for ESDP Support to Security Sector Reform* (November 2005) underlines the importance of SSR in "…putting fragile states back on their feet,…enhancing good governance, fostering democracy and promoting local and regional stability".

A Concept for European Community Support for Security Sector Reform developed by the Commission of the European Communities (May 2006) holds that SSR "is an important part of conflict prevention, peacebuilding and democratisation and contributes to sustainable development. SSR concerns reform of both the bodies which provide security to citizens and the state institutions responsible for management and oversight of those bodies".

SSR activities

The EU is potentially the most important resource provider for SSR programmes. Both the Commission and the Council are major players in SSR. The Commission's SSR

activities derive from its Conflict Prevention programmes for developing countries, its mandate for justice and home affairs (by virtue of which it addresses public security issues in member states) and its responsibility for the EU's enlargement and neighbourhood programmes, which involve it in SSR activities in potential member countries and neighbouring states. The Council's activities concern measures to enhance the EU members states' capacity to prevent, manage and stabilise conflict situations as well as to provide for their own security.

The Communication from the Commission to the Council and the European Parliament *A Concept for European Community Support for Security Sector Reform* (2006) defines the following areas of SSR support in which the EC has primarily been engaged:

1. *Civil Management Bodies* (including support to executive branches of government concerning planning and execution, security policy development and personnel management of SSR bodies)
2. *Civil Oversight Mechanisms* (including support to legislatures in their exercise of democratic and civilian control, and to civil society organisations in their capacity-building and watchdog functions)
3. *Justice reform* (including support to justice ministries, institutions belonging to the judiciary and penal system, human rights commissions, ombudsman functions, etc.)
4. *Law enforcement* (including support to police or other law enforcement agencies such as border guards, customs police, etc.)
5. *Armed Forces* (limited support in the areas of training and certain aspects of army integration)
6. *Support to Disarmament, Demobilisation and Reintegration of former combatants and efforts to address the proliferation of Small Arms and Light Weapons*
7. *Regional Capacity Building*

Some examples of projects

- Justice reform, law enforcement and civil management programmes (Africa, Western Balkans, Latin America, Eastern Europe amd Central Asia, South and East Mediterranean and the Middle East)
- Civilian oversight mechanisms (Asia, Latin America, Eastern Europe and Central Asia)
- Public financial management reforms (ACP group of states)
- Police reform (Western Balkans, Latin America, South and East Mediterranean and the Middle East)
- Military aspects of SSR (EUFOR RD Congo)
- EU SSR mission (DRC)
- DDR (Angola, Burundi, Guatemala)
- European Police College (CEPOL)
- Borders and migration management (Western Balkans, South and East Mediterranean and the Middle East, Asia)

SSR-related documents

The European Community Communication on Conflict Prevention, 2001

European Security Strategy: A Secure Europe in a Better World (ESS), December 2003

The Commission Communication on Governance and Development, 2003

Commission of the European Communities, *European Neighbourhood Policy (ENP)*, Strategy Paper, May 2004

The European Consensus on Development, December 2005

Council of the European Union, *EU Concept for ESDP Support to Security Sector Reform* (SSR), November 2005

Commission of the European Communities, *A Concept for European Community Support for Security Sector Reform,* Communication from the Commission to the Council and the European Parliament, May 2006

Council Conclusions on a Policy Framework for Security Sector Reform, Meeting of the General Affairs Council, Luxembourg, 12 June 2006

NORTH ATLANTIC TREATY ORGANISATION (NATO)

General

NATO, created in 1949 as a defence alliance of Western democracies, is now a military and political organisation with 26 member states. NATO has established partnership relations with 20 countries through the Euro-Atlantic Partnership Council and the Partnership for Peace (PfP) programme.

Understanding of SSR

NATO does not have an official SSR concept agreed by its member states; however, it has developed an operational understanding of SSR that it uses in its programming activities in partner countries: see, for example, the Decalogue of norms developed for the *Partnership Action Plan on Defence Institution Building (PAP-DIB)* programmes (http://www.nato.int/docu/basictxt/b040607e.htm).

Defence reform and SSR are mentioned in some NATO Partnership programmes documents as necessary requirements to prepare countries in transition for eventual membership in Euro-Atlantic organisations and participation in peace support operations.

NATO's Partnership for Peace (PfP) programme lists "ensuring democratic control of defence forces" as one of its five objectives. PfP also promotes transparency in national defence planning.

The Membership Action Plan (MAP) for aspirant NATO members includes detailed requirements for membership. These include settling any international, ethnic or external territorial disputes by peaceful means; demonstrating a commitment to the rule of law and human rights; establishing democratic control of their armed forces; and promoting stability and well-being through economic liberty, social justice and environmental responsibility. In addition, the country must have the ability to contribute to collective defence and to the Alliance's new missions.

The NATO Partnership Work Programme for 2000-2001 includes democratic governance of the security sector among its activities and makes reference to the OSCE Code of Conduct. The Partnership Action Plan against Terrorism links terrorism and SSR. The Partnership Action Plan on Defence Institution Building promotes democratic and civilian control of defence institutions in the Caucasus and Central Asia.

SSR activities

Programmes within the NATO cooperation and partnership frameworks focus on the following areas:
– Democratic control of armed forces
– Parliamentary oversight of defence budgets
– Democratic governance of the security sector
– Defence reform

SSR-related documents

Partnership for Peace (PfP) Framework Document, 1994

Study on NATO Enlargement, September 1995

Membership Action Plan, April 1999

Partnership Work Programme for 2000-2001

Partnership Action Plan on Defence Institution Building (PAP-DIB), 7 June 2004

ORGANIZATION FOR ECONOMIC COOPERATION AND DEVELOPMENT (OECD)

General

The OECD, founded in 1961, comprises 30 member countries sharing a commitment to democratic government and market economy. The organisation has relationships with some 70 non-member countries. The OECD's SSR agenda focuses on developing and transition countries and is developed by its Development Assistance Committee (DAC).

In March 2005, as a result of a review of the activities in the field of conflict prevention and peacebuilding that can be counted as *official development assistance* or ODA, the DAC agreed that technical cooperation and civilian support for the following items of relevance to SSR programming can be included: management of security expenditure; enhancing civil society's role in the security system; supporting legislation for preventing the recruitment of child soldiers, improving democratic governance and civilian control; civilian activities for peacebuilding, conflict prevention and conflict resolution; and control of the proliferation of SALW (OECD, *Conflict Prevention and Peacebuilding: What Counts as ODA?,* 2005*)*.

Understanding of SSR

The OECD believes that a functional security sector is a precondition for effective conflict prevention, poverty reduction and development.

The OECD uses the term 'Security System Reform', explaining the use of this term in the following way: "Some donors use the term security sector reform, but this had led to confusion about whether this pertains only to the armed forces ("the security sector") or to the whole system of actors working on security-related issues. The DAC has therefore chosen the term "security system reform" to describe this policy agenda".

The OECD defines SSR as "the transformation of the 'security system' – which includes all the actors, their roles, responsibilities and actions – working together to manage and operate the system in a manner that is more consistent with democratic norms and sound principles of good governance, and thus contributes to a well-functioning security framework" (*The DAC Guidelines: Helping Prevent Violent Conflict*, 2001).

Security system reform "'seeks to increase the ability of partner countries to meet the range of security needs within their societies in a manner consistent with democratic norms and sound principles of governance and the rule of law". "SSR is a key component of the broader "human security" agenda" (OECD, *Security System Reform and Governance. DAC Guidelines,* 2005).

SSR activities

DAC has been working on the development of the SSR concept since the late 1990s. In 1997, it carried out a review of DAC members' approaches to dealing with military

issues, which linked a number of security issues to development concerns. The DAC then developed a conceptual framework for security assistance entitled "Security Issues and Development Cooperation: A Conceptual Framework for Enhancing Policy Coherence." This subsequently led to the incorporation of key security concepts into *The DAC Guidelines: Helping Prevent Violent Conflict,* 2001. Security issues are also addressed in *The DAC Guidelines: Poverty Reduction,* 2001.

In 2004, the DAC approved a key document related to SSR entitled *Security Sector Reform and Governance: Policy and Good Practice. DAC Guidelines.* This document advances a holistic (whole-of-government) approach to SSR and emphasises the nexus between security and development. The guidelines constitute the only internationally agreed document on SSR to date. In 2005, the OECD commissioned a new study entitled *Implementation Framework for Security System Reform (IF-SSR).* The study develops implementation steps for each security sector component based on several case studies and best practice.

SSR-related documents

OECD, 'Security Issues and Development Cooperation: A Conceptual Framework For Enhancing Policy Coherence', *Conflict Prevention and Development Cooperation Papers*, *The DAC Journal*, vol.2, no.3, 2001

OECD, *Guidelines: Helping Prevent Violent Conflict*, 2001

OECD, *Security System Reform and Governance* – DAC Guidelines and Reference Series*, 2005

OECD, *Implementation Framework for Security System Reform (IF-SSR)* (forthcoming)

ORGANIZATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)

General

The OSCE, which began in 1975 as the CSCE, a forum for East and West to address security issues in Europe, was transformed into a permanent security organization at the Budapest Summit in 1994. The OSCE has 55 participating states.

Understanding of SSR

The OSCE has not developed a SSR concept; however, it conducts many SSR-related field activities.

The OSCE Code of Conduct on Politico-Military Aspects of Security (1994), adopted as a 'politically binding' instrument, contains a number of innovative positions on the democratic political control of military, paramilitary and internal security forces, as well

as of intelligence services and the police. It links the behaviour of security actors within a country to its external security relationships and considers their effective oversight and democratic control to be an indispensable element of stability and security.

SSR activities

In addition to its important role in norm development, the OSCE has a number of SSR-related field activities in the following areas:
- Democratic control of armed forces
- Arms control
- SALW
- Border management
- Combating terrorism
- Conflict prevention
- Military reform
- Policing and police reform
- Human rights
- Democratisation
- Media, civil society building
- Crisis management
- Post-conflict rehabilitation

SSR-related documents

The Code of Conduct on Politico-Military Aspects of Security, 1994

OSCE Document on Small Arms and Light Weapons, November 2000

STABILITY PACT FOR SOUTH EASTERN EUROPE (STABILITY PACT)

General

The Stability Pact for South Eastern Europe, created on 10 June 1999 at the EU's initiative, marked an effort on the part of the international community to replace the then prevailing reactive crisis intervention approach in South Eastern Europe with a comprehensive, long-term conflict prevention strategy. In the founding document, more than 40 partner countries and organisations undertook to strengthen the countries of South Eastern Europe "in their efforts to foster peace, democracy, respect for human rights and economic prosperity in order to achieve stability in the whole region".

The Stability Pact has three working tables. Working Table III deals with questions of both internal and external security (fighting organised crime and corruption, migration and integrated border management, SALW and defence reform, in particular defence conversion). Its objective is to support the establishment of a stable security environment

in the region and to promote regional cooperation in fighting organised crime and corruption and in dealing with migration issues. It is divided into two sub-tables. The first one deals with Justice and Home Affairs, and the second one with Defence and Security Sector Reform issues.

Understanding of SSR

The Stability Pact does not have a SSR concept; it relies in its activities on the concepts and programming principles developed by donor countries and organisations.

SSR activities

The Stability Pact is involved in the Ohrid Process on Border Security and Management, has launched a police forum initiative and has other field activities in the following areas:
   – Police training and reform
   – Post-conflict reconstruction
   – Demobilisation and retraining
   – Defence conversion
   – Justice, home affairs and migration
   – Organised crime, corruption and terrorism
   – Cooperation on defence and military issues
   – Border management and security
   – Police training
   – SSR inventory

Some examples of projects
   – The Ohrid Process on Border Security and Management (a joint effort by the five countries of the Western Balkan region, as well as the EU, the OSCE, NATO and the Stability Pact).
   – The Police Forum initiative
   – The Organised Crime Initiative (SPOC)
   – The Defence Conversion and Security Sector Reform Initiative (with RACVIAC)
   – The Disaster Preparedness and Prevention Initiative (DPPI)
   – Security Sector Reform in South Eastern Europe: An Inventory of Initiatives

SSR-related documents

Common Platform of the Ohrid Regional Conference on Border Security and Management, May 2003

The Way Forward Document, the Ohrid Regional Conference on Border Security and Management, May 2003

WORLD BANK

General

The World Bank, established in 1946, is an international development agency providing loans, advice and other services to over 100 countries. It is owned and operated by its 180 member countries. Its funds are raised through world markets and contributions from member governments. Its divisions include the International Bank for Reconstruction & Development, The International Development Association, The International Finance Corporation, The Multilateral Investment Guarantee Agency and The International Centre for Settlement of Investment Disputes. The World Bank seeks "to reduce poverty and improve living standards through sustainable growth and investment in people."

Understanding of SSR

While by virtue of its Charter, the WB has no security role, the organisation has become increasingly involved in security-related issues that have an impact on development, such as security expenditure and post-conflict reconstruction.

As regards security expenditures, the Bank traditionally focused on how resources spent on the armed forces might detract from other types of social investment. Today, the Bank recognises the provision of security as being crucial for economic development. It continues, however, to be concerned about the impact of the lack of proper scrutiny of such expenditure on its efficiency. As such, the Bank increasingly approaches the issue a the good governance perspective. In operational terms, the appropriateness of military expenditure is an issue in the context of Public Expenditure Reviews.

In the area of post-conflict reconstruction demobilisation and reintegration, the Bank developed a comprehensive framework in 1997. In addition to the promotion of economic recovery, the evaluation of social sector needs, support for institutional capacity building and the revitalization of local communities and restoration of social capital, its approach includes specific efforts to support mine action, demobilise and reintegrate ex-combatants, and reintegrate displaced populations. The Bank's Conflict Prevention and Reconstruction Unit has also been involved in taking stock of various demobilisation and reintegration programmes with a view to developing 'best practices' for future activities.

SSR activities

The World Bank plays an aid-coordination role by managing multi-donor trust funds (for example, in Afghanistan, Iraq, Sudan, West Bank and Gaza, etc.) and operates a Post-Conflict Fund for countries recovering from conflict.

Some examples of projects
   – Demobilisation and reintegration of ex-combatants in countries such as Cambodia, Chad, Djibouti, Ethiopia, Mozambique, Sierra Leone, Uganda and

Rwanda; and the reintegration of displaced populations in Azerbaijan, Liberia and Rwanda
– Mine action programmes in Azerbaijan, Bosnia, Croatia, Sri Lanka and Ethiopia, using the Bank's Operational Guidelines for Financing Landmine Clearance

SSR-related documents

World Bank, *Operational Guidelines for Financing Landmine Clearance*, 1998

World Bank, *Assistance to Post-conflict Countries and the HIPC Framework*, April 2001

World Bank, *Breaking the Conflict Trap: Civil War and Development Policy*, 2003

World Bank, *Legal and Judicial Reform: Strategic Directions*, Legal Vice Presidency, 2003

World Bank, *Legal Services for the Poor. Best Practice Handbook*, 2003

World Bank, *Initiatives in legal and judicial reform*, 2004

World Bank, *World Development Report 2006*, 2005

World Bank CPR, *Conflict Analysis Framework*, April 2005