the
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nations SSR
perspective

Sustainable Peace Through Justice and Security

About the SSR Unit

The SSR Unit, located within the Office of Rule of Law and Security Institutions, Department of Peacekeeping Operations (DPKO), serves as the focal point and technical resource capacity on SSR for the United Nations system, as well as national and international partners. Specifically, the SSR Unit supports the rapidly expanding range of field Missions involved in assisting national SSR efforts, primarily at the sector-wide level of SSR. In addition, the SSR Unit serves as a global centre of excellence by developing guidance and fostering an international normative basis for SSR. Part of this specific role includes the facilitation of discussion and debate between Member States, regional organizations and civil society representatives. The SSR Unit provides the secretariat for the United Nations Inter-agency SSR Task Force, which is co-chaired by DPKO and United Nations Development Programme (UNDP). This system-wide Task Force seeks to facilitate a comprehensive and coherent "One-UN" approach to SSR, with the goal of enhancing the United Nations capacity to deliver more efficient and effective support to national and regional SSR efforts.

A WORD FROM:

Mr. Ban Ki-moon
Secretary-General

Over the past five years, security sector reform (SSR) has become an integral part of United Nations assistance to countries and regions affected by conflict. SSR features prominently in the mandates of United Nations peacekeeping operations, and is increasingly recognized as an essential element in post-conflict peacebuilding.

The reasons for this growing global emphasis on SSR are clear. SSR helps build more accountable, effective and efficient institutions, thereby facilitating early recovery in the aftermath of conflict, political instability or other upheaval. SSR also has a strong preventive aspect, as those institutions provide the foundations for resilient societies based on the rule of law and respect for human rights.

The United Nations continues to sharpen its SSR tools and to seek innovative solutions that can support national reconstruction processes.

A well equipped and well trained security force is necessary but not sufficient. We also need to help national authorities to build a culture of accountability and effective oversight mechanisms. All too often, ill-disciplined security institutions become a party to or cause of conflict, victimizing the very populations they have been entrusted to protect.

SSR is not palliative or short-term. It is a core element of multidimensional peacekeeping and peacebuilding, essential for addressing the roots of conflict and building the foundations of long-term peace and development.

As demands for SSR support rise, it will be imperative for the United Nations family to work closely with Member States and regional organizations to understand their particular needs. This publication, coinciding with the annual observance of the International Day of UN Peacekeepers, highlights important SSR achievements in Liberia, Côte d'Ivoire, Timor-Leste, South Sudan and elsewhere. I look forward to working closely with all partners to draw the appropriate lessons from these experiences, to strengthen our SSR efforts, and to build a safer, more just and prosperous world for all.

UN Photo/Eskinder Debebe

"SSR IS NOT PALLIATIVE OR SHORT-TERM. IT IS A CORE ELEMENT OF MULTIDIMENSIONAL PEACEKEEPING AND PEACEBUILDING, ESSENTIAL FOR ADDRESSING THE ROOTS OF CONFLICT AND BUILDING THE FOUNDATIONS OF LONG-TERM PEACE AND DEVELOPMENT."

KEY DEFINITIONS

Security sector

Acknowledging that there is no one model for a security sector, the Report of the Secretary-General on SSR (A/62/659) defines the security sector as "a broad term often used to describe the structures, institutions and personnel responsible for the management, provision and oversight of security in a country. It is generally accepted that the security sector includes defence, law enforcement, corrections, intelligence services and institutions responsible for border management, customs and civil emergencies. Elements of the judicial sector responsible for the adjudication of cases of alleged criminal conduct and misuse of force are, in many instances, also included. Furthermore, the security sector includes actors that play a role in managing and overseeing the design and implementation of security, such as ministries, legislative bodies and civil society groups. Other non-State actors that could be considered as part of the security sector include customary or informal authorities and private security services".

Security sector reform

The United Nations refers to security sector reform (SSR) as "a process of assessment, review and implementation as well as monitoring and evaluation led by national authorities that has as its goal the enhancement of effective and accountable security for the State and its peoples without discrimination and with full respect for human rights and the rule of law".

UN Photo/Fred Noy

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The fundamental
objective of SSR is to
make people feel safer.
Throughout this SSR
Perspective, a number
of "SSR Illustrated"
articles provide
the reader with
personal stories from
a range of people
on what SSR means
in practice – from their
perspectives.

Securing a Nation:
The Transformation of a
Soldier and his Country

In 1995, shortly after assuming control of the Republic of Sierra Leone Military Forces (RSLMF) Mr. Kellie Conteh, the then Chief of Defence Staff of the RSLMF, wrote an unusual letter to his Government. In this letter, Mr. Conteh expressed concern over the state of affairs of the armed forces – not with regard to arms and equipment, but to governance and management.

"I needed clarity", Mr. Conteh says. In his view, Sierra Leone lacked proper systems for command and control of the uniformed personnel, and suffered from insufficient management structures and inadequate civilian oversight of the Armed Forces. In response to these deficits, Mr. Conteh called for the establishment of a National Security Council to provide stronger civilian leadership of the security sector.

At the time, Sierra Leone was engulfed in a civil war that lasted from 1991 to 2002. "It was a very unfortunate time in our country's history" Mr. Conteh notes. As the Chief of Defence Staff, he found that military operations were uncoordinated resulting in the Government and Armed Forces working at cross purposes. Orders from military headquarters were often countermanded at the political level. "There was much confusion and people fought and fended for themselves", Mr. Conteh explains. "The motivation to send the letter was based on my realization that while the Armed Forces had a significant role to play in security provision, the Government ultimately had to be responsible for security management".

The war made any reform efforts impossible. But Mr. Conteh continued to stress the importance of an effective and accountable security sector to ensure peace and prosperity. He repeatedly advocated to his colleagues in the Armed Forces and the Government that "without security there couldn't be development, and without development, security would be temporary".

As the war drew to an end, attitudes also started changing. "By 2002 we were ready to initiate the reforms and we went ahead with our programmes" Mr. Conteh explains. "These efforts were spearheaded by a democratically elected government who sought to restore its authority and legitimacy by putting in place a more responsive security sector". Mr. Conteh was put in a unique position to push for the reforms when he was appointed the National Security Coordinator in charge of overseeing activities across the security sector. He now found himself in a civilian position through which many of his previous recommendations as a military commander could be implemented.

"While the reforms were necessary, we met some resistance at first", Mr. Conteh notes. "However, as people started understanding the benefits of a clear national security vision and strategy, supported by an effective National Security Council responsible for coordination of the security institutions, things went bet-

ter". In the end, there was a growing understanding both in the Government and the Armed Forces that "military leaders and other security sector stakeholders could benefit from a focused civilian leadership and vice versa." Mr. Conteh says.

For more than ten years, Mr. Conteh served as the National Security Coordinator and saw his country emerge from the ashes of the war to re-establish functional security institutions accountable to civilian authorities while undertaking two democratic elections. "Senior Commanders have come to me and expressed gratitude that Sierra Leone has managed to build a strong foundation for the Armed Forces, which are now responsible to the population and the Government and enjoy more collaboration and cooperation across the security sector", Mr. Conteh notes.

Reflecting over his service to Sierra Leone, Mr. Conteh notes: "Making the security sector more effective and accountable was a challenging journey for my country and me. And I'm proud to have been a part of this transformation, because it opened up my eyes". In early 2012, Mr. Conteh left Sierra Leone to assist the authorities in South Sudan reform their security sector, as part of the mandate of the United Nations Mission in South Sudan.
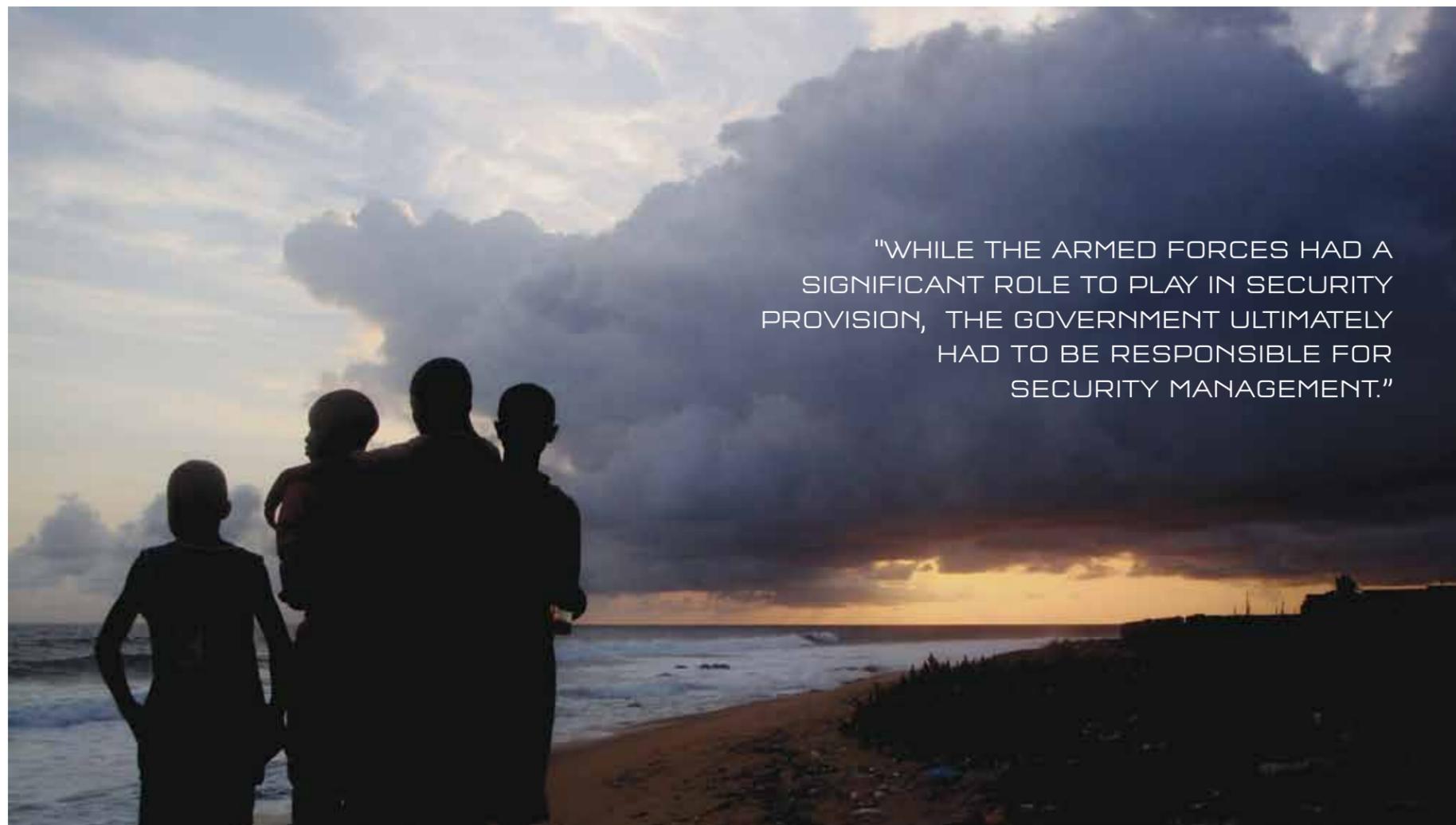
UN Photo/Thorodd Ommundsen

"WHILE THE ARMED FORCES HAD A SIGNIFICANT ROLE TO PLAY IN SECURITY PROVISION, THE GOVERNMENT ULTIMATELY HAD TO BE RESPONSIBLE FOR SECURITY MANAGEMENT."

UNITED NATIONS
SSR APPROACH

This section introduces key **definitions, principles and concepts** that guide United Nations SSR support to Member States and regional organizations. It describes the **SSR Unit** and the United Nations **Inter-agency SSR Task Force**.

A WORD FROM:

Mr. Hervé Ladsous Under-Secretary-General for Peacekeeping

In countries recovering from conflict, there is a pressing need for the Government, political parties and all segments of society to establish a strategic and common vision for their security. The United Nations sees its task in facilitating the establishment of that vision. For SSR to be transformative and sustainable, it must therefore take place – first and foremost – in the context of national ownership and true partnership amongst host countries, with international and regional organizations and key donors.

The theme for this year's Peacekeeper's Day is "Global Partnership". It is fitting that this edition of "SSR Perspective" offers an overview of the many innovative ways in which the United Nations is engaged in supporting SSR, in partnership with Member States, civil society and many others.

SSR has rapidly evolved as a core element of many United Nations Peacekeeping and Special Political Missions. This publication solidly demonstrates that United Nations assistance to national SSR processes goes beyond critical, yet narrow, exercises like "right-sizing" the security services or "training and equipping" uniformed personnel. The aim of SSR is to strengthen the entire security sector architecture and values, including by enhancing sector-wide oversight and governance.

The country-specific scenarios described in this magazine illustrate the breadth of our work in several countries across four continents. For example, in Timor-Leste successive United Nations Peacekeeping Missions have worked actively with national authorities, the UN Country Team and bilateral actors to build the institutional capacity and governance of the security sector, as well as preparing the country for the departure of the Peacekeeping Operation at the end of 2012. In South Sudan, the world's newest nation, the Mission is already working closely with national authorities and bilateral partners to address many challenges with a view to establishing an effective and accountable sector.

Earlier this year, I travelled to Liberia and Côte d'Ivoire. Each country faces unique SSR challenges, and in both contexts United Nations Peacekeeping is playing a very important role, together with donors. In Liberia, UNMIL is working hard to strengthen the national police and other security institutions, while aiming to enhance civilian oversight and management of the sector. Côte d'Ivoire has come through a protracted crisis and has identified SSR as a key to sustainable peace; we are actively assisting in this. Yet, there are still fundamental challenges in this strategic sector in such peacekeeping settings as the Democratic Republic of the Congo and Haiti.

I recommend this publication to a diverse audience of practitioners, academics, policy-makers, and donors who are interested in how UN peacekeeping could more effectively and in a focused manner support national SSR efforts in pursuit of security, justice and sustainable development.

> "THE AIM OF SSR IS TO STRENGTHEN THE ENTIRE SECURITY SECTOR ARCHITECTURE AND VALUES, INCLUDING BY ENHANCING SECTOR-WIDE OVERSIGHT AND GOVERNANCE."

SSR Concept and Approach

The reform of a country's security sector is essential in post-conflict contexts. In those settings, making people feel safe and secure and (re)-building confidence between the State and its peoples is vital for sustainable peace and development. In other contexts, SSR can even prevent conflicts or crises from emerging or resurging and it is also a process that many States undertake on a regular basis to respond to emerging threats or potential internal or external pressures.

Acknowledging that there is no one model for a security sector, the Report of the Secretary-General on SSR (A/62/659) defines the security sector as "a broad term often used to describe the structures, institutions and personnel responsible for the management, provision and oversight of security in a country. It is generally accepted that the security sector includes defence, law enforcement, corrections, intelligence services and institutions responsible for border

management, customs and civil emergencies. Elements of the judicial sector responsible for the adjudication of cases of alleged criminal conduct and misuse of force are, in many instances, also included. Furthermore, the security sector includes actors that play a role in managing and overseeing the design and implementation of security, such as ministries, legislative bodies and civil society groups. Other non-State actors that could be considered as part of the security sector include customary or informal authorities and private security services".

The United Nations defines SSR as "a process of assessment, review and implementation as well as monitoring and evaluation led by national authorities that has as its goal the enhancement of effective and accountable security for the State and its peoples without discrimination and with full respect for human rights and the rule of law".

Ten basic guiding principles are set out for the United Nations in its SSR support:

i. The goal of the United Nations in SSR is to support States and societies in developing effective and accountable security;

ii. SSR processes should be based on a national decision and/or Security Council mandate;

iii. The sustainability of SSR depends on the ownership and commitment of the States and societies involved;

iv. A United Nations approach to SSR must be flexible and tailored to the needs of specific environments;

v. A gender perspective is critical in all stages of an SSR process;

vi. A SSR framework is essential at the outset of a peace process, in early recovery strategies and in post- conflict contexts;

vii. A clearly-defined SSR strategy is essential;

viii. The effectiveness of international support to SSR will be shaped by integrity of motive, accountability, resources and capacity;

ix. The efforts of national and international partners must be well coordinated;

x. Monitoring and evaluation are essential to track and maintain progress in SSR over time.

UN Photo/Jérôme Mellon

SSR ILLUSTRATED

The Eyes and Ears of the People

Timor-Leste first declared its independence as a Portuguese colony back in 1976, but it was not until 20 May 2002 that it finally received international recognition as a sovereign State. The United Nations played a significant part in this story.

Mr. David Ximenes, as leader of the Clandestino movement was imprisoned and tortured during the 24 year occupation. "This was a long and terrible struggle and we lost a third of our population fighting for our freedom. Fighting for democracy. We owe it to the thousands who died, to the men and women and children that our freedom lasts forever," he says.

Today Mr. Ximenes is a Member of Parliament and takes particular pride as a senior member of the all party Parliamentary Committee B, responsible for Security, Defence and Foreign Affairs. "My job as Member of Parliament is to represent the people of my district, but as a member of Committee B, I have a second job to keep watch over the security forces of my country. We are the oversight mechanism", he notes.

Mr. Ximenes goes on to explain how the Committee is empowered to invite, question and seek answers from the Secretaries of State of both Defence and Security, as well as the Army Commander and the Police Commander. "For democracy to grow, the work, responsibilities and limits of the security sector must be clear to the people, and the men and women in uniform have to act lawfully and account for their actions."

"We are the eyes and ears for the people", Mr. Ximenes says. "People come to speak to us here in the Parliament and when we travel to the districts, they ask questions. Sometimes we are approached by civil society organizations and sometimes we react to reports in the newspapers."

Recently Committee B, using its powers invested under Decree Law No. 9/2008 has been scrutinizing the intelligence services to provide checks and balances on the activities to safeguard the rights, liberties and guarantees of citizens as provided for in the national Constitution.

Today, even as a senior citizen, Mr. Ximenes spends most afternoons at law school where he is studying for his degree. "To be a good Parliamentarian, not only must you be experienced and wise but, you must know the law. We need to educate more of our young people so they can contribute to Timor-Leste"

Mr. David Ximenes, Member of Parliament in Timor-Leste. (Photo/Raymundo Padua)

"FOR DEMOCRACY TO GROW, THE WORK, RESPONSIBILITIES AND LIMITS OF THE SECURITY SECTOR MUST BE CLEAR TO THE PEOPLE, AND THE MEN AND WOMEN IN UNIFORM HAVE TO ACT LAWFULLY AND ACCOUNT FOR THEIR ACTIONS."

SSR Unit

The SSR Unit, located within the Office of Rule of Law and Security Institutions, Department of Peacekeeping Operations (DPKO), serves, as directed by the Secretary-General, as the focal point and technical resource capacity on SSR for the United Nations system, as well as national and international partners (ST/SGB/2010/1). Specifically, the SSR Unit supports the rapidly expanding range of field Missions involved in assisting national SSR efforts, primarily at the sector-wide level of SSR. In addition, the SSR Unit serves as a global centre of excellence by developing guidance and fostering an international normative basis for SSR. Part of this specific role includes the facilitation of discussion and debate between Member States, regional organizations and civil society representatives. Finally the SSR Unit provides the secretariat for the Inter-agency SSR Task Force, which is co-chaired by DPKO and UNDP. This system-wide Task Force seeks to facilitate a comprehensive and coherent "One-UN" approach to SSR, with the goal of enhancing the United Nations capacity to deliver more efficient and effective support to national SSR efforts.

Field Support

The SSR Unit leads planning processes related to the design and implementation of sector-wide SSR support to national authorities. Sector-wide security sector support goes beyond critical yet narrow exercises like "right-sizing" the security services or "training and equipping" uniformed personnel. In addition, sector-wide assistance addresses the combination of effectiveness and accountability in all security structures and processes. To that end, the SSR Unit assists Peacekeeping and Special Political Missions in support of efforts by national authorities to:

- facilitate national SSR dialogues
- develop national security and defence policies, strategies and plans
- strengthen oversight, management and co-ordination capacities
- articulate security sector legislation

- mobilize resources for SSR-related projects
- harmonize international support to SSR
- monitor and evaluate programmes and results

The Unit currently supports 14 peacekeeping and special political missions, as well as peacebuilding-support offices. The Unit works in close partnership with the Department of Political Affairs to provide strategic, technical and administrative support to SSR teams on the ground. The Unit also supports other United Nations entities and Member States upon request. The work is coordinated with partners in the United Nations Secretariat, as well as those in United Nations agencies, funds, offices and programmes.

A Centre of Excellence

The SSR Unit serves a global centre of excellence for the development of an international normative basis for SSR in line with Member States' perspectives. In addition to leading the development of guidance in this area, the SSR Unit also organizes events on themes at the forefront of the SSR debate, identifies best practices and delivers training on UN support to SSR. The SSR Unit has *inter alia*: initiated an analysis of the United Nations footprint in SSR, in collaboration with the Geneva Centre for the Democratic Control of Armed Forces (2012); developed guidance on United Nations Support to National Security Policy and Strategy Making Processes, as well as Defence Sector Reform (2011); co-hosted, in partnership with the World Bank, a conference on citizen-focused SSR in fragile, conflict and violence-affected situations (2011); and facilitated a High-level Forum on African Perspectives on SSR (2010).
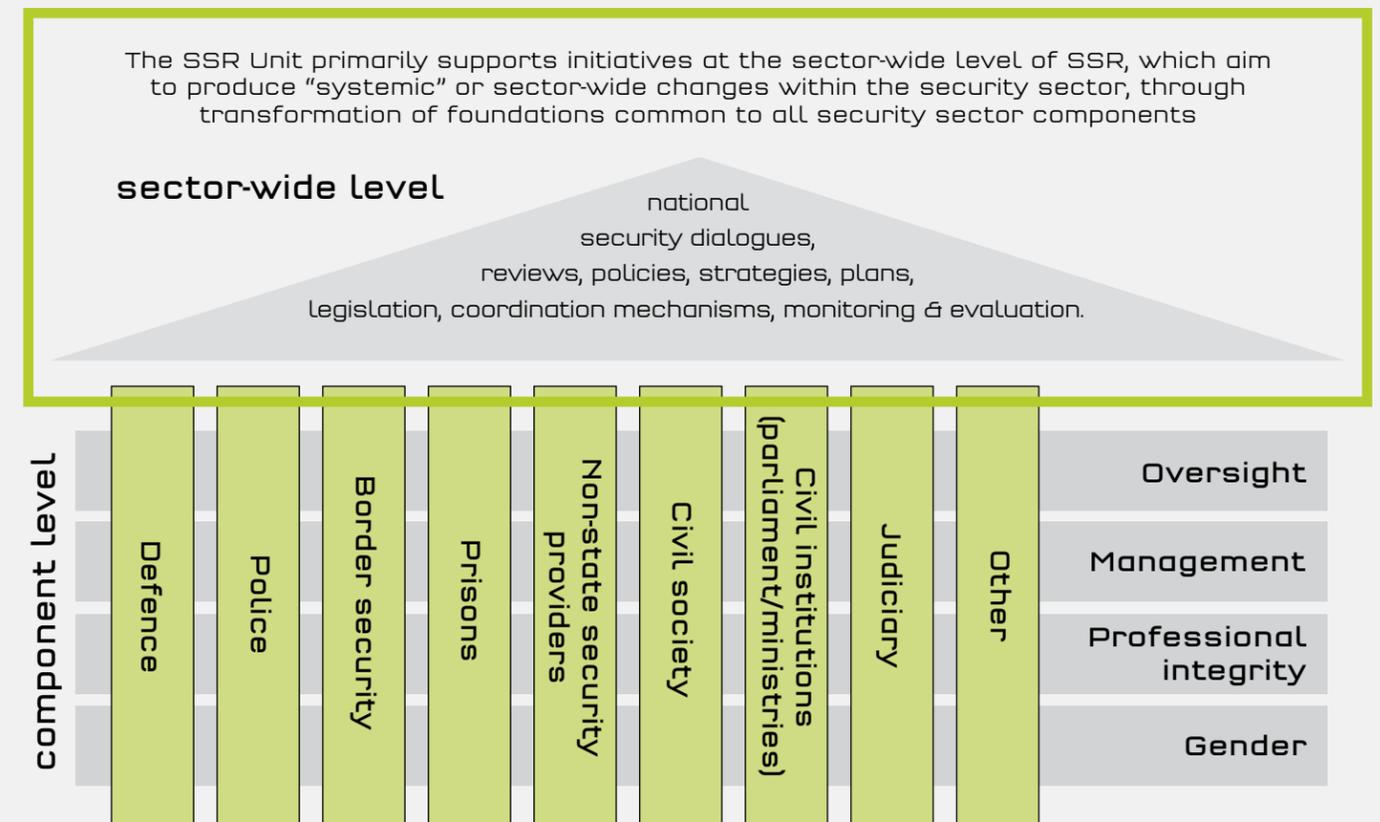
Developing a System-wide Approach to SSR

The SSR Unit provides the secretariat for the Inter-agency SSR Task Force (IASSRTF), which is co-chaired by DKPO and UNDP. In this capacity, the SSR Unit coordinates monthly meetings at the expert-level as well as yearly meetings at the principal-level. In addition, the SSR Unit also

maintains a Community of Practice for United Nations SSR practitioners. Between 2008 and 2011, the SSR Unit administered and managed the inter-agency capacity building programme entitled "Developing a System-wide United Nations Approach to Security Sector Reform". In this regard, the SSR Unit, on behalf of the IASSRTF, specifically led the development and delivery of Sensitization Briefings on the United Nations approach to SSR, undertook regional consultations on SSR in Latin America, Africa and South-East Asia, established the United Nations Roster of Senior SSR Experts, organized an Annual Inter-agency Senior SSR Practitioner's Workshop (2009, 2010, 2011), and developed a United Nations Strategic Partnership on SSR with the African Union.

Sector-wide SSR Approach

In the early years of United Nations support to national authorities, efforts were primarily focused at component-level reforms, such as those in the area of police and defence forces, taking into account a few cross cutting issues such as human rights and gender. Many of these activities were ad-hoc and disjointed, with little strategic or programmatic coherence. In recent years, requests and mandates have become even more complex to include a number of other core security providers and strategic sector-wide issues in which the United Nations can provide value added. This emphasis has grown out of the realization that security sector governance is best placed within a broader policy framework and national agenda, if SSR is to be transformative and sustainable.

The SSR Unit primarily supports initiatives at the sector-wide level of SSR, which aim to produce "systemic" or sector-wide changes within the security sector, through transformation of foundations common to all security sector components

sector-wide level

national security dialogues, reviews, policies, strategies, plans, legislation, coordination mechanisms, monitoring & evaluation.

component level

Defence | Police | Border security | Prisons | Non-state security providers | Civil society | Civil institutions (parliament/ministries) | Judiciary | Other

Oversight
Management
Professional integrity
Gender

Better Together: The United Nations Inter-agency SSR Task Force

The United Nations experience in SSR dates back decades and spans a number of technical specialties. A range of United Nations departments, offices, funds, agencies and programmes have provided diverse SSR support to national authorities and developed specific expertise and capacity in assisting Member States to maintain and enhance security.

In 2007, as part of the broader efforts to foster system-wide coherence, the Secretary-General established the Inter-agency Security Sector Reform Task Force (IASSRTF) to develop and promote an integrated, holistic and coherent United Nations approach to SSR. When it was first established, the Task Force consisted of seven United Nations entities: The Department of Political Affairs, the Department of Peacekeeping Operations, the Office of High Commissioner for Human Rights, the Peacebuilding Support Office, the United Nations Development Programme, the Development Fund for Women (now part of UN Women) and the United Nations Office on Drugs

and Crime. Today, the membership of the IASSRTF has increased to 13, including five new members: the United Nations Office for Disarmament Affairs; the Office of the Special Advisor on Africa, the Office of the Special Representative on Sexual Violence in Conflict, the United Nations Children's Fund, the United Nations Institute for Training and Research; and the United Nations Population Fund. The IASSRTF is co-chaired by DPKO and UNDP, while the SSR Unit, located within the DPKO Office of Rule of Law and Security Institutions, provides its secretariat.

With the aim to inform and deliver a coordinated and coherent United Nations support to national SSR processes, the IASSRTF has been responsible for developing United Nations guidance, standards and practices in a number of areas of SSR; undertaking consultations with regional organizations; managing a roster of SSR experts and delivering training to United Nations personnel, external partners and Member States. The Task Force has a joint strategic Framework through which it pursues joint goals.

The principal-level Co-chairs of the SSR Task Force, Dmitry Titov (DPKO) and Jordan Ryan (UNDP). (UN Photo/JC McIlwaine)

Co-chairs

Department of Peacekeeping Operations	United Nations Development Programme

- United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)
- Office of the Special Representative on Sexual Violence in Conflict
- Office of High Commissioner for Human Rights
- Office of the Special Adviser on Africa
- United Nations Institute for Training and Research
- United Nations Office for Disarmament Affairs
- United Nations Office on Drugs and Crime
- Department of Political Affairs
- United Nations Population Fund
- Peacebuilding Support Office
- United Nations Children's Fund

Secretariat (DPKO - SSR Unit)

From War to Peace

In 2004, when Adjiratou Touré joined the Forces nouvelles, a coalition of rebel movements that controlled 60 percent of the territory of Côte d'Ivoire from 2002 to 2007, the country was torn by a violent civil war. Based in Séguéla, in the Northwest of Côte d'Ivoire, Ms. Touré worked within the police element of the Forces nouvelles.

The conflict, born out of deep-rooted political tensions and resentments in the face of ethnic marginalization, had reached a critical point with heavy fighting, deadly airstrikes and hundreds of casualties. In the turmoil, statutory security institutions had been politicized and had lost their republican ethos.

After peace finally broke out in the spring of 2007, it was time, as section 3 of the peace agreement stipulated, to reform and restructure the defence and security forces. Within that process, the Forces nouvelles had to be transformed.

"Not long after the process started," Ms. Touré recalls, "our commander said that we had to choose sides. He told us: 'There is a time for war, and there is a time for peace. Now is the time to choose'."

The decision to transition to new lives and livelihoods was a difficult one, but the reasons to return to civilian life were compelling for many.

"Many of us laid down our weapons because of our kids, our spouses," Ms. Touré explained. "Life has no price."

Soon after, Ms. Touré was receiving UN-delivered training on small business management and, as hundreds of other men and women were also accompanied in their transition, Ms. Touré was operating a small clothing business with seven other women.

"We received training and start-up funding," Ms. Touré further mentioned. "Some elements of the project were perhaps not perfect, but it greatly helped us – there was so much damage in the country!"

"THERE IS A TIME FOR WAR, AND THERE IS A TIME FOR PEACE. NOW IS THE TIME TO CHOOSE."

UN Photo/Patricia Esteve

UN Photo/Martine Perret

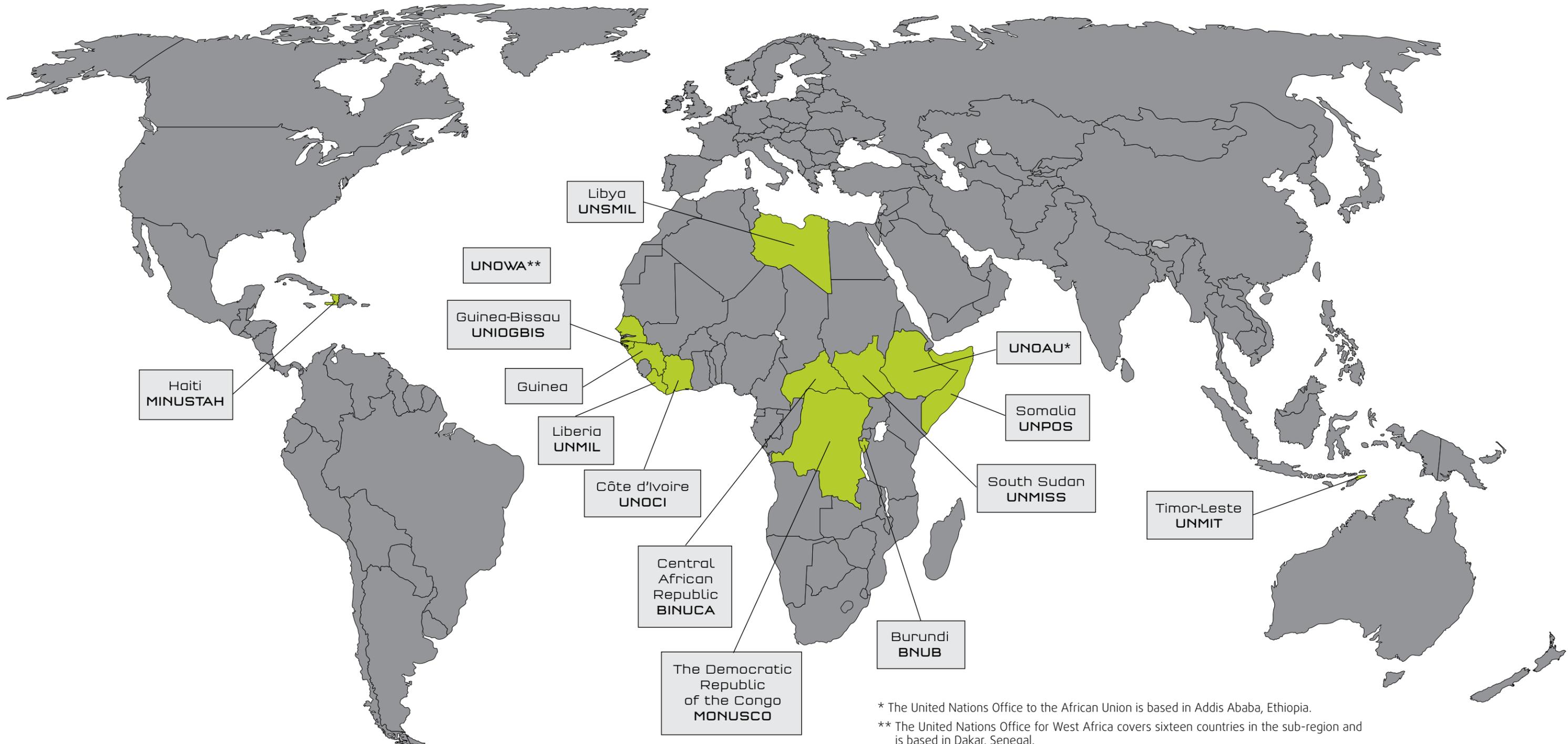# UNITED NATIONS SSR FOOTPRINT IN EARLY PEACEBUILDING

This section outlines key contributions by the United Nations in the area of SSR, particularly with regard to **supporting the reform processes** of Member States and regional organizations, developing **guidance** to United Nations staff and forging **partnerships** within and outside the United Nations system.

INCREASE IN DEMAND FOR SSR SUPPORT

Demand for SSR support has soared in the past few years. In 2007, following the establishment of an SSR ca-pacity in DPKO, only three Missions included a designated SSR team. SSR has been recognized as an essential element of multi-dimensional peacekeeping and peace processes. It is now part of the mandate of many United Nations peacekeeping and special political Missions, as well as peacebuilding support offices.

The SSR Unit currently provides support to 14 Missions and offices around the world assisting national and region-al SSR processes. The work is coordinated with partners in the UN secretariat, as well as those in United Nations agencies, funds, offices and programmes.

Libya
UNSMIL

UNOWA**

Guinea-Bissau
UNIOGBIS

UNOAU*

Haiti
MINUSTAH

Guinea

Somalia
UNPOS

Liberia
UNMIL

South Sudan
UNMISS

Côte d'Ivoire
UNOCI

Timor-Leste
UNMIT

Central
African
Republic
BINUCA

Burundi
BNUB

The Democratic
Republic
of the Congo
MONUSCO

* The United Nations Office to the African Union is based in Addis Ababa, Ethiopia.

** The United Nations Office for West Africa covers sixteen countries in the sub-region and is based in Dakar, Senegal.

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

A WORD FROM:

Mr. Dmitry Titov, Assistant Secretary-General for Rule of Law and Security Institutions

UN Photo/JC McIlwaine

The persistence of fragility and violent conflict in many parts of the world necessitates a stronger emphasis on the reform of rule of law and security institutions. In this endeavour, there are no blueprints or quick fixes. It requires, in the words of the Secretary-General, that "peacekeepers are early peacebuilders".

As an essential component of multidimensional peacekeeping, SSR facilitates early recovery from conflict and lays the foundation for long-term peacebuilding. This support is based on building partnerships with national and regional actors to identify appropriate and context-specific solutions. It also means concentrating our support on gap areas where the United Nations can offer a distinct added value. This includes the provision of strategic sector-wide SSR support to Member Sates, which aims to build a legitimate and sustainable security sector by inter alia: facilitating national SSR dialogues; developing national security policies, strategies and plans; articulating legislation; and strengthening oversight, management and coordination capacities. It also involves working closely together with other members of United Nations family, particularly our colleagues in the funds, agencies and programmes, to improve coordination and delivery on the ground.

This publication seeks not only to highlight the United Nations principles and approach to SSR, but also to take stock of our contributions in this regard. As this section illustrates, the United Nations SSR footprint in early peacebuilding is becoming increasingly complex. From training and technical support on security sector strategies in Burundi to capacity-building for management and oversight of security institutions in Liberia and Timor-Leste; from review of the security sector in South-Sudan to strategic advice for the articulation of national priorities and the development of national security policies, strategies and plans for Somalia and Côte d'Ivoire, the United Nations undertakes a multitude of tasks in support of national SSR efforts.

We are engaged in constant search for new and innovative approaches to make our support more efficient, flexible and sustainable. For example, a United Nations Roster of SSR Experts has been established and guidance material in a number of SSR areas has been developed to support UN staff engaged in SSR activities. In addition, partnerships have been forged within and outside the United Nations family, illustrated by the strategic partnership on SSR with the African Union, through which the United Nations supports the development of a continental SSR policy framework and is helping to build capacities for its implementation.

Much more needs to be done, and this SSR Perspective provides an engaging overview of progress made and remaining challenges.

"AS AN ESSENTIAL COMPONENT OF MULTIDIMENSIONAL PEACEKEEPING, SSR FACILITATES EARLY RECOVERY FROM CONFLICT AND LAYS THE FOUNDATION FOR LONG-TERM PEACEBUILDING."

BNUB

Burundi: Contributing to Maintaining the Peace

In Burundi, reform of the security sector – particularly the military and the police – has long been recognized as central to the country's stabilization and the consolidation of peace. The 2000 Arusha Peace and Reconciliation Agreement and subsequent ceasefire agreements include important provisions on the organization, structure, mandates and composition of post-conflict security forces that will act professionally and apolitically, adhere to human rights norms, and provide defence and security to all Burundians. These commitments are reinforced in the 2005 Burundian Constitution.

The United Nations has been involved in supporting national SSR efforts in Burundi since 2004. In December 2010, the UN Security Council established the United Nations Office in Burundi (BNUB) to replace the United Nations Integrated Office in Burundi (BINUB). BNUB is mandated to continue to support the government of Burundi's efforts to professionalize and enhance the capacity of the national security forces, with a view to strengthening security sector governance.

BNUB Political Governance Section, in which the Mission's SSR capacity is situated, is focusing on providing technical advice to the Government on the development of a national vision for the security sector and a comprehensive SSR strategy. On the military side, this has led to the Mission to support the Government and international partners to undertake a Defence Review, including by funding a media awareness-raising workshop on the process prior to its launch in July 2011. BNUB also plans to support the development of a financial assessment for the transformation of the Army.

BNUB has been supporting SSR capacity-building efforts for the security forces, including in the areas of human rights and gender. In 2011, for example, BNUB organized training sessions on human rights and international humanitarian law for the military and police and, together with the German Cooperation, provided trainings on sexual and gender-based violence for the police. On the coordination side, BNUB is also an active participant in meetings of international partners providing support to the military and the police to ensure a harmonized approach.

BNUB has supported capacity-building of security institutions in Burundi, including in the areas of human rights and gender. (UN Photo/Martine Perret)

Central African Republic: Re-launching the SSR process

The Central African Republic (CAR) is located in the heart of Africa. Yet, unlike a number of its neighbors – including for example the Democratic Republic of the Congo and South Sudan – CAR has historically received relatively limited international attention, despite its great need for international support. For its part, the United Nations has been involved in CAR for more than a decade and has existed in its current configuration – the United Nations Integrated Peacebuilding Office in the Central African Republic (BINUCA) – since January 2010.

One of the main challenges to stability and peacebuilding in CAR is the limited capacity of the military, police and gendarmerie to provide effective, efficient and account-able security to the population, particularly outside of Bangui, the country's capital. This leaves many civilians vulner-able to violence, including in the hands of rebel groups and bandits, thereby undermining stability and development.

National authorities have recognized these and other weaknesses in the country's security architecture and launched a nationally-driven SSR process in CAR. This pro-cess was broadly consultative and focused on developing a short-term programme plan and the establishment of follow-up mechanisms. While the process advanced signif-icantly between April 2008 and December 2009, it slowed considerably over the next two years due, in part, to a lack of resources and political challenges.

However, recently the Government of CAR explicitly re-quested BINUCA Security Institutions Unit (SIU) – the Mis-sion lead in implementing the UN's SSR mandate in CAR - to support the re-launching of the SSR process through the elaboration of a medium-term national SSR strategy. In addition to providing this important strategic and tech-nical advice, the SIU Unit also seeks to enhance the opera-tional capacities of CAR security institutions by providing training to the military, police and gendarmerie as well as implementing practical projects, including the establish-ment of a computer centre in the National Police School.

The Minister Delegate for Defence congratulates officers for completing BINUCA-supported trainings in emergency assistance. (UN Photo)

Côte d'Ivoire: Facilitating a Common Vision for Reform

Côte d'Ivoire suffered from a protracted crisis for the major part of the last decade. Constantly post-poned presidential elections exacerbated econom-ic and social tensions and led to violent clashes, significant casualties and large displacements of the population. When presidential elections could finally be held in November 2010, the country lurched back into civil war as the incumbent leader refused to step down, using troops, paramilitar-ies and mercenaries to entrench his position and crush dissent. With the support of the international community, Ivoirians put an end to the five-month impasse by arresting the recalcitrant leader, and inaugurated the new legitimate President on 21 May 2011.

Building on its previous work, the United Nations Operation in Côte d'Ivoire (UNOCI) continues to assist the peace and reconciliation process in the country. Since July 2011, under a revised man-date, UNOCI is aiming at supporting that process through strategic assistance on the reform of the Ivorian security sector.

Initial efforts focused on re-establishing dialogue among the various components of the security sector with a view to developing a common and sector-wide vision for the reform. With the recent creation of a new team of SSR experts within the Mission, UNOCI is expected to support a security sector review, a national security strategy, the co-ordination of international support, the training of security sector institutions, and the vetting mecha-nism for security personnel, among other tasks.

While the political will seems favorable to sus-tainable reform efforts, important challenges lie ahead. Among them, the risk of a disproportionate emphasis on the reform of the military to the detri-ment of other components, and the large number of young combatants, estimated at 23,000, who were mobilized during the 2011 crisis.

UN Photo/Patricia Esteve

Guinea:
Promoting Reform as an
Avenue for Peaceful Transition

In December 2008, after 50 years of authoritarianism and military rule, Guinea experienced a painful political transition as a military junta took over the reins of the country, following the death of President Conté. Against a backdrop of extreme political tension, widespread abuse by security institutions culminated in the violent repression of a demonstration in September 2009 during which soldiers went on a rampage of rape, mutilation, and murder. Less than four months later, the Ouagadougou Declaration was signed, paving the way "for a peaceful transition in Guinea".

At the centre of the agreement was the reform of Guinea's defence and security forces, a process that was initiated with the launch of a broad security sector assessment during the fall the same year. Led by the Economic Community of West African States and supported by the African Union and the United Nations, the three-month assessment identified structural deficiencies in the functioning of the army, police and judiciary which contributed to a culture of impunity as well as increased mistrust between security institutions and the population. SSR had become an integral part of the mediation process towards a return to democratic rule and of broader national reconciliation.

The report stemming from the security sector assessment provided recommendations that had been validated through a public consultation process and that were subsequently discussed and turned into action plans during a national seminar on SSR. Today, the SSR process, supported jointly by the United Nations Office for West Africa, United Nations Development Programme, Department of Peacekeeping Operations and Peacebuilding Support Office, is making steady progress. While strategic and political advice is provided by the Special Representative of the Secretary-General for West Africa, the Government is implementing a number of concrete projects, including a census of the military and the retirement of close to 4,000 personnel from the Guinean Army, funded by the United Nations Peacebuilding Fund.

The Minister Delegate for Defence congratulates officers for completing BINUCA-supported trainings in emergency assistance. (UN Photo)

Guinea-Bissau:
"Rightsizing" the Security Forces

For many years Guinea-Bissau faced serious security challenges as a result of the military's interference with civilian rule. Security forces habitually disregarded the rule of law and undermined civilian oversight of the sector and constituted a destabilizing factor in the political life of the nation. Illegal drug trafficking by transitional organized crime networks using Guinea-Bissau as a transit country has threatened to further destabilize the country.

In 2009, the Security Council created the United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS) to support the Government of Guinea-Bissau in a number of strategic and technical areas, including SSR. The SSR Section in UNIOGBIS is assisting efforts by national authorities to professionalize the defense and security agencies, enhance the operational effectiveness of uniformed personnel, mainstreaming SSR into development work and enhancing democratic governance of the security sector.

A key initiative supported by UNIOGBIS is to make the security agencies more affordable by "rightsizing" the units through by providing the members of the military and police forces with option for socio-economic reintegration opportunities to allow them to be demobilized and reintegrate to civilian life. UNIOGBIS is presently conducting the Vetting and Certification Process for policing and internal security agencies in Guinea Bissau through support to the National Mixed Technical Independent Commission, a body comprising government and civil society representatives.

The vetting and certification process, which was originally planned for about 300 officers from the Public Order Police, has since been expanded at the request of the Government and is expected to cover about 3,600 personnel from different police institutions. Authorities have also requested the implementation of a similar process for Armed Forces.

Recently, the UN Peacebuilding Fund has allocated US$ 5 million to support the national SSR efforts projects targeting in particular reform of the defence forces. In addition, US$ 5 million has been allocated to support SSR projects focusing on law enforcement projects, including on improving policing and judicial. UNIOGBIS and the United Nations Development Programme are jointly implementing these projects, which were initiated in 2011.

UN Photo/ Vladimir Montero

Open for Business

Women play an integral part in the day-to-day trade and commercial activities taking place at markets in villages and towns across the West African country of Guinea Bissau. In addition to her full-time job as an administrative assistant for the Ministry of Energy, Industry and Natural Resources, Mrs. Anita Djaló Sani trades in textiles, shoes, jewelry and cosmetics in the markets of the capital city Bissau.

On Fridays, after leaving her job at the Ministry, Mrs. Sani travels to the neighboring country of Senegal or to the Gambia to purchase merchandise for resale in Guinea-Bissau. "The minimum salary in Guinea-Bissau is low, only US$100 a month, and I therefore started trading to supplement my monthly income and meet the needs of family", Mrs. Sani explains.

But having a business that necessitates traveling and leaving the children behind is difficult. Memories from the civil war in 1998 still haunt her, "I was studying abroad at the time, and even if I was safe, it was a painful time – I constantly feared for the safety of my family and friends and I didn't know whether they were dead or alive".

However, over the past few years, Guinea-Bissau has embarked on important reforms to strengthen its security institutions and make them more accountable to the citizens. Mrs. Sani views the ongoing reforms as the foundation for security, peace, sustainable development and economic growth of Guinea-Bissau.

Through her volunteer work for the non-governmental organization Association of Women practitioners of Economic Activities (AMAE), she is advocating for women's participation in spurring economic activities in Guinea-Bissau: "The women in Guinea-Bissau have an important role to play in the reforms of security institutions and we should support the process by raising awareness about its importance among family, friends, and colleagues", Mrs Sani says.

Recent investments in solar energy and electric infrastructure have visibly reduced the number of crimes on the streets of Bissau, according to Mrs. Sani, "Nowadays, we can keep our businesses open until late, without fear of being robbed or assaulted, which contributes to the increase of daily sales". Mrs. Sani also feels more comfortable leaving the country to buy goods: "I'm not afraid that my shop will be vandalized, and most importantly, I know that my children are safe at home in my absence".

As a business woman, Mrs. Sani has experienced firsthand the importance of creating a secure environment for trade to occur and businesses to flourish. "Making society feel safer will over time improve the business environment, which again will allow small businesses to grow and offer more job opportunities for women", Mrs. Sani argues.

> "MAKING SOCIETY FEEL SAFER WILL OVER TIME IMPROVE THE BUSINESS ENVIRONMENT, WHICH AGAIN WILL ALLOW SMALL BUSINESSES TO GROW AND OFFER MORE JOB OPPORTUNITIES FOR WOMEN."

Mrs. Anita Djaló Sani. (Photo/UNIOGBIS)

Haiti:
Reconstruction and Reform
Amid a National Disaster

Security sector reform is a vital component of stability and longer-term development in Haiti. Unlike many other contexts where the UN is engaged in peacekeeping, Haiti has not recently been involved in a large-scale armed conflict. Instead, gang violence, organized crime and drug and human trafficking constitute some of the main threats to security and development in Haiti.

In addition, although a national commission recently recommended its re-establishment, Haiti does not currently have an army, having disbanded the Forces Armées d'Haïti in 1995. At present, the Haitian National Police (HNP) is the sole State security institution in this Caribbean country. For these reasons, the UN approach to SSR in Haiti differs considerably from other peacekeeping contexts.

The UN has been involved in supporting SSR by building the capacities of the police in Haiti since 1993. The current UN Mission (the United Nations Stabilization Mission in Haiti/MINUSTAH) through its UNPOL component has been mandated by the Security Council "to strengthen the capacity of the Haitian National Police in order for the HNP to take full responsibility for Haiti's security needs" (S/Res/2012 (2011)).

The last five years has seen progress in increasing the strength of the HNP through the provision of training and equipment as well as building its internal control capacities. Importantly, according to a number of sources, public confidence in the HNP appears to be on the rise.

However, the tragic earthquake of January 2010, which claimed an estimated 250,000 lives and devastated much of the country's infrastructure, also severely affected the capacities of the HNP. With earthquake recovery efforts still underway, MINUSTAH has focused its SSR support on strengthening the HNP's human resources and operational capacities as well as enhancing mentoring and supporting the implementation of the new HNP reform plan (2012 to 2016).

Haitian Police conduct security operation in Croix-des-Bouquets. (UN Photo/Marco Dormino)

Defence Sector Reform Policy

In 2011, DPKO released the Defence Sector Reform (DSR) policy, which guides United Nations staff engaged in support to Member States undertaking reform of their defence sectors. The document was prepared by the SSR Unit in close coordination with the Office for Military Affairs (OMA). It represents the first policy published by the United Nations in the area of DSR.

While the policy is new, the United Nations support to national DSR efforts dates back years. Since 2003, Security Council mandates have included DSR tasks in at least five peacekeeping operations, while other United Nations actors have provided support on the basis of requests from Member States. However, this support was often times ad hoc and suffered from a lack of common principles, norms and approaches. In response to this deficit, and following the request by the United Nations General Assembly, the DSR policy draws upon lessons learned and best practices from past endeavours and outlines the parameters and components of the United Nations support to national DSR efforts, including elements for any mission concept, core tasks and constraints. The policy also highlights linkages between DSR and the broader processes of SSR, rule of law, early peacebuilding and longer-term development, among other priorities.

From the Organization's experience, it has become evident that an effective, efficient, accountable and affordable defence sector – an important component of the broader security sector – is essential for sustainable peace and development and should be considered an important dimension of United Nations assistance to Member States. Going forward, the policy will be implemented and sensitization and pre-deployment training packages for United Nations staff will be developed.

UN Force Commanders meet in New York. (UN Photo/Rick Bajornas)

Liberia: Enhancing Security Sector Coordination and Oversight

From 1989-2003, violence raged across Liberia in a 14-year civil war that left hundreds of thousands dead, and many more injured and displaced. Under the rule of Charles Taylor, the country was pulled into a wider regional conflict, fuelled in part by the trade in "blood diamonds". The war destroyed most of the structures and institutions of the state, ruined the economy and disrupted society at large.

Following the signing of the Comprehensive Peace Agreement in 2003, the United Nations Mission in Liberia (UNMIL) was established to monitor the peace process, assist in immediate reconstruction efforts, and support democratic elections. In 2005, the new Government, led by Ellen Johnson Sirleaf, faced pressing political, economic and security challenges. The need for SSR became evident, as did a shift away from viewing national security as regime security.

In collaboration with international partners, UNMIL has supported the Government in building the ca-pacity of the Liberia National Police, Bureau for Corrections and Rehabilitation, and other major security agencies. In addition, the Mission's SSR Advisor has assisted national authorities to undertake a variety of sector-wide activities, including support to the development of a national security strategy and plans for its implementation, undertaking a public expenditure review of the security sector, and strengthening parliamentary oversight of the sector.

With the re-election of President Sirleaf in the fall of 2011, and the subsequent inauguration of the new Government, UNMIL is preparing to transition its current responsibilities to the Liberian authorities while intensifying SSR efforts to secure the gains that have been made. Going forward, UNMIL will support the Government to enhance the capacity of key security institutions, including the Drug Enforcement Agency, address challenges related to the long-term affordability of the security institutions, and strengthen civilian oversight of the security sector.

The Liberian Legislature. Supporting the enhancement of security sector governance and accountability is key priority for UNMIL. (UN Photo/Mark Garten)

More than a Number's Game – The Role of Gender in Liberia Police Reform

Ms. Asatu Bah-Kenneth is well known in Monrovia and is currently the Assistant Minister for Administration and Public Safety at the Liberian Ministry of Justice. Previously, for more than two decades, Asatu Bah-Kenneth served with the Liberia National Police (LNP) moving up the ladder to become the Deputy Inspector-General of police for administration. In addition to her heavy work schedule, she is a senior student at the Louis Arthur Grimes School of Law in Monrovia as well as the long standing president of the Liberia Female Law Enforcement Association.

"During Liberia's civil war I was inspired by the work of the Christian women's peace initiative and therefore, as a Muslim woman, I decided to form the Liberian Muslim Women's Organization so that we could work together for peace." Because of this critical peace work Asatu (known to everyone by her first name) featured in the award winning documentary film Pray the Devil Back to Hell together with Nobel laureate Leymah Gbowee.

She is candid and to the point when our conversation in humid downtown Monrovia turns to the issue of a woman's role in the Liberian security sector. "In the past when I heard the word security, I immediately thought of men. Today increasingly the provision of security is provided through a partnership of women and men". Stressing that it is important to integrate gender perspectives into SSR, Asatu points out that women bring a special flavour to the profession, notably commitment and dedication. In her view, "women know better how to respect human rights and are less likely to be involved in abuse of the system."

Addressing the question of how a gender perspective can help inform and improve police reform, she adamantly points out that a gender perspective is not about numbers, but is about ensuring that female officers have the quality and skills required to do a good job. Her eyes reveal a glint of hope when the conversation turns to the issue of bringing more female officers into the police. Evidently she is especially proud of the Joint Accelerated Women Programme that was put in place a few years ago between the LNP, United Nations Police, the Ministry of Gender and the Ministry of Education. The programme provided fast track education for women, so that they would be eligible and capable of sitting and passing exams to join the police. While the programme was successful in bringing more women into the police, she feels that Liberia now needs to take the next step in providing more specialized training for women, such as report writing and investigation skills. Such an approach is about equality and in her words "it will help to put women officers on a par with male officers".

As our conversation turns to the future of women in policing in Liberia she become more pensive, but then clearly affirms, "I want female police officers to be motivated". In her opinion this can be achieved by giving them specialized skills and by putting a merit based system in place so that women can climb the professional ladder. If some female officers manage to successfully work themselves up the chain and break the so-called glass ceiling she is convinced that other female officers will be motivated to follow. In stressing the importance of a merit-based system she notes the central role to be played by the Professional Board that deals with recruitment.

UN Photo/Christopher Herwig

Libya:
Assisting National SSR Efforts

Following the formation of Libya's new Government in November 2011, the United Nations Support Mission in Libya (UNSMIL) initiated a field-based integrated Mission planning process in full cooperation with the United Nations Country Team, and in consultation with the Government of Libya. In early January, the SSR Unit was asked to deploy to Libya to assist this process, and to contribute security sector-specific guidance and lessons learned. At the request of national authorities, the SSR Unit also presented lessons learned in the area of military integration to senior army officers and Thuar brigade commanders, in both Tripoli and Misrata.

The planning process and the consultations with Libyan interlocutors reaffirmed the continuing relevance of the Mission's mandate, as set out in Security Council resolutions 2009 and 2022, and recommended that UNSMIL focus on a range of areas over the next 12 months, including security sector assistance. Specifically, UNSMIL will support Libyan

efforts to develop an effective and accountable security sector that respects human rights, upholds the rule of law and has the confidence of the people. To this end, the Mission's role will include the provision of strategic and technical advice to national stakeholders on security sector issues, including those pertaining to civilian oversight and management and to the demobilization and integration or reintegration of ex-combatants.

Subsequently, on 20 – 21 February, UNSMIL facilitated an inter-ministerial retreat on security sector challenges ranging from public security provision, border security, arms proliferation and defence architecture and coordination issues. The retreat resulted in a number of action points as well as a commitment by the Libyan security sector actors to meet on a regular basis to discuss common challenges. An additional two technical support and planning visits by the SSR Unit are planned during the first half of 2012.

Graduation ceremony for officers of Libyan National Police. (UN Photo/Jason Foounten)

Partnership with external experts:
United Nations Roster of
SSR Experts

When it comes to supporting the reform of a security sector, finding the right expertise is crucial. In his 2008 report on SSR, the Secretary-General recognized the global shortage of expertise in SSR and noted that the development of a roster of experts could help in addressing this gap. Launched on 1 February 2010, and managed by the DPKO SSR Unit on behalf of the Inter-agency SSR Task Force, the United Nations Roster of SSR Experts provides a pool of pre-screened qualified specialists for quick deployment upon request for assistance by United Nations entities or Member States. To complement the existing United Nations staff expertise, and in support of national SSR efforts, experts from the Roster might be called upon to support, for example, security sector needs assessments, the development of national security strategies, or the drafting of security sector development plans.

Today, the Roster consists of 41 world-renowned experts within 21 areas of expertise, sensitized in the United Nations principles and approach to SSR. Geographical and gender balance was and remains an important consideration in the selection process. In total, 35 requests for Roster assistance have so

far been received, an average of one request every three weeks.

Following a request for assistance from the United Nations Development Programme, the SSR Unit identified Nigerien expert Amadou Mahamane Ousmane as the most suitable Roster specialist for the assignment and deployed him to Guinea for a three-month period. Mr. Mahamane Ousmane recalls the speed at which he was deployed, "only ten days after the first e-mail from the SSR Unit". The expert contributed significantly to the security sector assessment of Guinea, led by the Economic Community of West African States and supported by the United Nations and other partners. Undertaken in a tense political and security environment, following a coup d'état, abuses and exactions by the military, and violent unrest in the country, the assessment proved a key factor for stability and reconciliation. In fact, upon receiving the report of the assessment, the interim President stated that "the Guinean Army is reconciled with itself and with its people through this report". The Roster expert was later on recruited on a full-time basis to continue supporting SSR in Guinea, and was even decorated by the President, January 2012, for services rendered.

UN Photo/Martine Perret

Somalia: Helping Shape the Future Security Sector

More than 20 years after the fall of President Siad Barre's regime in 1991, most of Somalia is still plagued by widespread and violent armed conflict in addition to extreme poverty and frequent famine. In the absence of a central government, institutions and public services have collapsed, with Somalis reverting to community-based systems for education, health, justice, security and other basic services. From the onset, the United Nations has been involved in delivering and protecting humanitarian aid, restoring law and order, fostering political dialogue among parties and belligerents, and rebuilding the capacity of new and emerging institutions.

In that context, the United Nations Political Office for Somalia (UNPOS) was established in 1995, building on the work and achievements of previous United Nations Missions and operations, to advance the cause of peace and reconciliation through contacts with Somali leaders, civic organizations and the States and organizations concerned. Within that mandate, UNPOS and its Security Sector Development Office support the coordination of international assistance to Somalia security institutions and provide advisory support to the Transitional Federal Government Council of Ministers to help them develop national security policies and plans, strengthen governance structures, and capacity-build Somalia military and police.

Over the last two years, UNPOS helped conduct comprehensive assessments of the capabilities and gaps of the security sector in various parts of Somalia, in drafting and supporting the implementation of a new security strategy for the country- the National Security and Stabilization Plan (NSSP) - and in developing a harmonized training curriculum for military and police. Thanks to the dedicated efforts of UNPOS and its partners, the security infrastructure of the country is slowly being rebuilt: hundreds of military and police have been trained, equipped, deployed and paid; police stations around Mogadishu have been rehabilitated; the establishment of regional and district security coordination committees to enhance community security is underway. In addition, the Joint Security Committee and its working groups have been reinvigorated and mobilized over US$ 25 million in support of security sector reform through the Somali Security Sector Institutions Trust Fund.

UNPOS assists in the development of security sector plans and governance capacities for Somalia (UN Photo/Stuart Price)

Guiding the United Nations SSR Efforts

The United Nations Inter-agency SSR Task Force (IASSRTF) relies on the comparative advantages of its members to ensure the development of guidance and training in a number of SSR-related areas. The IASSRTF recently finalized a first set of Integrated Technical Guidance Notes (ITGN) on SSR. Within the context of United Nations support to nationally-led SSR processes, the objective of the ITGN is to provide guidance to United Nations staff, whether based in field operations (either at the country or regional level) or at United Nations Headquarters for their support in the following areas:

Democratic Governance of Security Institutions, led by UNDP; This guidance note outlines the characteristics of democratic governance of the security sector. The note sets out the key areas of United Nations support to national efforts to establish and strengthen the democratic governance of the security sector. The guidance is separated into strategic and operational aspects of security governance.

Peace Processes and SSR, led by DPA; The objective of this guidance note is to provide guidance on opportunities and challenges for integrating SSR in peace agreements and/or processes. The note emphasizes important issues and potential dilemmas when addressing SSR in peace processes.

Gender-Responsive SSR, led by UN Women; This guidance note is aimed at facilitating the inclusion of women and women's perspectives in SSR and ensuring UN-supported SSR initiatives respond to the different needs and capacities of women, girls, men and boys.

National Security Policy and Strategy Making Processes, led by DPKO; This guidance note discusses the purpose, scope and core elements of national security policies and strategies and highlights potential roles and steps for United Nations support, as well as important challenges and opportunities likely to be faced by United Nations personnel, as well as national and international actors.

The Task Force continues to develop and disseminate guidance in other key areas of SSR, including national ownership, transnational organized crime and children and SSR.

UN Photo/Martine Perret

South Sudan: Building Governance Structures for the Security Sector

In January 2005, the Comprehensive Peace Agreement ended more than 20 years of war in Sudan, the second largest African country. After a six-year interim period supported by a United Nations peacekeeping operation, a referendum led to the secession of the southern part of country which became, on 9 July 2011, the newest country of the world, South Sudan.

On the same day, the United Nations Mission in the Republic of South Sudan (UNMISS) was established to consolidate peace and security, and to help establish the conditions for development in the new country. At the core of that mandate lies the task of supporting the new country in transforming its security policies and institutions.

For that purpose, the UNMISS Security Sector Reform Section is working closely with the South Sudanese to develop a National Security Strategy, conduct a review of the capabilities and gaps of the security sector, strengthen the ten state security committees and their link to the central level, develop the capacity of State and non-State actors in overseeing the activities of security institutions and support the control of small arms and light weapons. Already, UNMISS has established solid relationships with the Government at the strategic political level in addition to delivering concrete assistance, such as the provision of 45,800 rules of engagements cards for the South Sudan Armed Forces.

With an overly large army of more than 150,000 elements, a fledgling police service, fragile and insufficient infrastructure, and an illiteracy rate of some 75 percent, South Sudan is facing tough challenges for the transformation of its security sector into a fully effective and accountable system.

At the core of UNMISS mandate lies the task of supporting South Sudan in transforming its security institutions. (UN Photo/Paul Banks)

The DRC: Harnessing the International Community's Support for Reform

SSR in the Democratic Republic of Congo (DRC) has been an essential – if challenging – dimension of stability and development in this Central African country. With uneven success, national authorities and their international partners have undertaken a number of efforts to advance SSR in the DRC since the transition in 2006.

The United Nations has supported SSR in DRC since 2003, when the peacekeeping Mission assisted the Government with the implementation of the Global and All-inclusive Agreement on the Transition, which included important provisions on power-sharing in the army. More recently, the Security Council mandated the United Nations Stabilization Mission in the DRC (MONUSCO) to support national authorities to prepare and implement a comprehensive national security sector development strategy in order to establish democratic, accountable and professional national security institutions. It also urges the Government to coordinate, with the support of MONUSCO, the efforts of the international community.

To support these and other SSR-related efforts, the MONUSCO Security Sector Development Unit facilitates a number of coordination mechanisms that aim to create space for dialogue and harmonization among national authorities, international partners and other stakeholders on SSR. The Unit is also working with national authorities to map information on the capacities of justice and corrections institutions in order to identify gaps and requirements. In addition, it leads one of the five components of the Comprehensive Strategy on Sexual Violence. Key aspects of this undertaking are focused on the training and sensitization of Congolese security institutions.

MONUSCO facilitates a number of coordination mechanisms that aim to create space for harmonization of SSR efforts. (UN Photo/Martine Perret)

Regional Partnerships

The United Nations approach to SSR is built on the understanding that regional perspectives on SSR are critical building blocks of any viable United Nations SSR agenda. The legitimacy and sustainability of the United Nations approach to SSR depends on the extent to which it is informed by and reflects regional perspectives and approaches.

In turn, regional organizations are only legitimate if they are informed by and respond to the voices of those States and societies they seek to serve.

Regional organizations can also often act as a vital bridge between global norms and principles on the one hand, and regional or national specificities on the other. In addition, many security threats require a regional response as they cannot be contained by any single country. This has been indicated, for example, by the fact that a number of African countries are working together to end what has now become the regional and terrible impact of the Lord's Resistance Army.

In order to learn from and to enhance the SSR capacities of regional organizations, the United Nations Inter-agency SSR Task Force facilitated the organization of regional consultations in Addis Ababa with the African Union, in Buenos Aires with Organization of American States and Jakarta with Association of Southeast Asian Nations.

The African Union

The African Union – supported by a number of its Regional Economic Communities – is at the forefront of developing a regional approach to SSR. With support from the United Nations SSR Unit, the African Union Commission has drafted a Policy Framework on SSR in response to a request from African Union Heads of State and Government.

The African Union draft policy framework notes that despite the fact that Africa is generally recognized as the theatre where the vast majority of SSR processes take place, such processes have been mostly informed by externally-generated policy frameworks and assumptions that do not necessarily align with the realities and sources of insecurity of African States and societies.

The policy is therefore a major step in addressing the lack of African ownership in current SSR approaches and in lending an African character to and ownership of prevailing SSR approaches, in peacekeeping, post-conflict reconstruction and peacebuilding contexts.

The United Nations support to the African Union in policy development is part of a broader partnership between the two Organizations aimed at building the African Union capacities in the area of SSR.

UN Photo/Fred Noy

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UNOAU

The UN Office to the AU: Identifying Continental SSR Solutions

The United Nations and the African Union are vital partners in the maintenance of peace and security in Africa. From peacekeeping partnerships in Darfur and Somalia to joint mediation efforts in a range of African countries, AU-UN collaboration has intensified considerably over the past decade.

The DPKO SSR Unit has been supporting the African Union Commission in the area of SSR for several years. However, until recently, the African Union did not have a dedicated UN SSR capacity based in Addis Ababa that it could rely on for proximate technical advice and support. The establishment of the United Nations Office to the African Union (UNOAU) in Addis Ababa in July 2010 served to rationalize and focus the UN support to the African Union in the area of peacekeeping - including SSR - and led to the creation of a dedicated SSR Officer post.

As mentioned in our earlier article on partnerships, the African Union has developed a draft Policy Framework on SSR and is building its capacities to implement this framework. The African Union Commission in Addis Ababa, Ethiopia has a small but dynamic SSR team based in the Defence and Security Division of its Peace and Security Department.

Through its UNHQ and UNOAU SSR capacities, the UN is supporting the implementation of a number of SSR capacity-building activities which aim to operationalize the AU SSR Policy within the context of an African Union-United Nations strategic partnership on SSR. These include the elaboration of the AU draft SSR policy framework and related policy tools and guidance; joint assessments to countries undergoing SSR; and advocacy and training, among other activities. In addition, the UN has supported the African Union Commission to conduct SSR orientation workshops in Ethiopia, Ghana, Zimbabwe and South Africa.

UN Photo/Stuart Price

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The UN Office for West Africa: Pioneering a Regional Response to SSR

The United Nations Office for West Africa (UNOWA) is the first conflict prevention and peacebuilding regional office of the United Nations, established by the Secretary-General in January 2002, upon recommendation by the United Nations Security Council. The Office covers sixteen countries in the sub-region. Its overall mandate is to enhance the contribution of the United Nations towards the achievement of peace and security priorities in West Africa.

A major objective of the Office is to enhance the region's capacities to address cross-border and cross-cutting threats to peace, human security and stability. Such challenges include election-related crises and violence, and transnational crime, notably drug trafficking, and terrorism.

The SSR Section in UNOWA oversees developments in the sub-region focusing on SSR processes, drug trafficking, piracy and terrorist activities. Reporting to the Director for Political Affairs, it provides advice to the Special Representative of the Secretary General for West Africa in connection to his good offices mandate. The DPKO SSR Unit provides technical and strategic support to the SSR Section, in coordination with the Department of Political Affairs (DPA).

UNOWA SSR strategy is fourfold: (1) Supporting the establishment and implementation of sub-regional approaches on transnational SSR issues, especially through ECOWAS; (2) Strengthening national processes related to SSR and security sector governance particularly at the strategic and political levels; (3) Facilitating the UN system's internal cooperation and harmonization of its approach on SSR in West Africa; and (4) Providing SSR inputs into mediation processes, as a result of UNOWA political and good offices mandate.

Being a DPA-led Office with a strong focus on conflict mediation, UNOWA is in a unique position to advocate the utility of SSR as a preventive tool in peacebuilding contexts, in addition to its application in post-conflict contexts. The office supports the implementation of the West Africa Coast Initiative (WACI) and has been actively involved in peacebuilding efforts in Guinea and the most recently in the Sahel region.

UN Photo/Thorodd Ommundsen

Timor-Leste: Addressing Security Sector Governance

In 1999, after 24 years of Indonesian occupation, and following a United Nations sponsored act of self-determination, Indonesia relinquished control over Timor-Leste, setting the Timorese on a path towards independence, which took place on 20 May 2002. However, in the years following independence, political crises and violence put the hard-fought gains at stake and threatened the country's stability.

In response to the prevailing insecurity, the United Nations Security Council established in 2006 the United Nations Integrated Mission in Timor-Leste (UNMIT) with the objective of assisting the Government of Timor-Leste in its efforts to bring about a process of national reconciliation, support the 2007 presidential and parliamentary electoral process; and contribute to the restoration and maintenance of public security.

The proximate cause of the crises was a breakdown in the security sector. The 2006 crisis revealed significant gaps, particularly with regard to a lack of governance and oversight, necessitating a vigorous SSR effort and the creation of the Security Sector Support Unit (SSSU) within UNMIT. Together with United Nations Development Programme and other partners, the SSSU assisted the Government to undertake a variety of sector-wide activities, including support to a comprehensive SSR review, the development of a national security policy, the articulation of laws, strengthening parliamentary oversight, as well as component level reforms in the areas of police, correction and civil protection.

Since 2006, much has been done to improve the overarching policy and legislative architecture for the security sector. A package of security laws (internal security, national defense, and national security laws) were passed by Parliament in 2011 and a revised draft national security policy is under consideration. Timor-Leste has made significant progress in establishing security institutions, including both the main security providers and oversight bodies. Generally, Timor-Leste is safer and more stable today than at any time since 2006 with crime rates relatively low, illegal weapons virtually non-existent, and no recent cases of large-scale unrest.

Timor-Leste has made significant progress in establishing security institutions and oversight mechanisms (UN Photo/Martine Perret)

Building Bridges Between the People in Uniform and the People They Serve

In Burundi, civil society organizations have traditionally played an important role in providing a bridge between the Burundian population and the country's policy-makers. The Centre for Alert and Conflict Prevention/ Centre d'Alerte et de Prévention des Conflits (CENAP), an independent non-governmental organization based in Bujumbura, is working toward developing a better understanding of the relationship between the population and uniformed personnel in order to influence security sector reform and to further consolidate peace in this Central African country.

Mr. Charles Ndayiziga, Director of CENAP, notes that CENAP "principal objective is to contribute to peace in Burundi through the promotion of social and political dialogue based on participatory research. One of CENAP four areas of focus is the achievement of human security through security sector reform."

Specifically, CENAP has undertaken a number of public perception surveys to generate a better sense of the Burundian population's perception of their security institutions and their reform priorities.

"The results from the survey were used to nurture spaces for dialogue between the police and the population. For example, in 2007, the General Directorate of the Police delegated the Director of the Higher Police Institute [the principal police training academy in Burundi], with support from CENAP, to travel to the provinces to discuss the survey results with the population and to work toward finding solutions to problems identified in the survey," explains Ndayiziga.

In early 2012, CENAP launched a third SSR-related study that will survey the population as well as the military and the police. Results from this survey, which is supported by the Governments of Burundi and the Netherlands, will be presented to the Government and its partners in order to help ensure that SSR in Burundi continues to respond to the concerns and priorities of the population.

For more information on CENAP visit www.cenap.bi.

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Mr. Charles Ndayiziga, Director of CENAP. (Photo/CENAP)

A WORD FROM:

Mr. Adedeji Ebo
Chief, SSR Unit

The New Frontiers for the SSR Agenda

It has been five years since the United Nations Security Council and General Assembly formally placed SSR on the Organization's agenda. Several steps have been taken since then: an SSR Unit, serving as the focal point and technical resource capacity on SSR for the United Nations system, has been established; definitions and principles guiding the United Nations approach to SSR have been formulated; an inter-agency coordination mechanism bringing together thirteen United Nations partners engaged in SSR support has been created; guidance and polices in the area of SSR have been – and are being – developed; a Roster of SSR Experts has been created; partnerships have been fostered with regional organizations; and SSR teams in the field have been deployed to meet the rapid growth in demand for SSR support by Member States and regional organizations.

This SSR Perspective, the first of its kind, has sought to describe the evolution of the United Nations SSR agenda and showcase activities being undertaken in the field and by the SSR Unit at Headquarters. While our approach addresses challenges at the sector-wide level, including assisting governments to develop legislation, policies, strategies and plans for the reform of security institutions – strengthening the governance architecture of the security sector – the objective of our support is fundamentally to help ensure that people feel safer through enhanced effectiveness and accountability of security institutions. The five personalized perspectives contained in this publication demonstrate the multifaceted ways in which SSR can enhance the effective, efficient and accountable delivery of security.

In taking stock of lessons learned during the course of the five last years, a few key challenges emerge which may influence the future direction of the SSR agenda within the framework of the United Nations.

First, we have learned that national ownership of SSR processes is not only a normative imperative but is also a pragmatic necessity; national ownership is vital for the legitimacy and sustainability of national SSR ef-

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forts. However, beyond the rhetoric, there is a dearth of clarity on what national ownership means in practice and how it can be operationalized, particularly in contexts where national capacities have been weakened by conflict and/or persistent fragility. For us, therefore, the essential components of national ownership include the facilitation of a common national vision of security, predication of the implementation of reform on national participation and capacity, nationally-led monitoring and evaluation, and also ensuring the commitment of some national resources to the reform process.

Second, we have learned that the State is necessary but not sufficient for the security of individuals and communities. The 2008 Secretary-General's report notes that "[t]he goal of the United Nations in security sector reform is to support States and societies in developing effective, inclusive and accountable security institutions so as to contribute to international peace and security, sustainable development and the enjoyment of human rights by all." In most contexts where the United Nations operates, the host Government serves as our main interlocutor given that our primary role is to support national authorities in developing and implementing national SSR priorities. Yet, we have less clarity when it comes to engaging "societies" beyond national governments. In many contexts, informal and customary providers offer crucial support to the state in delivering security and justice to the population. In other contexts, these actors may undermine the important role of the state. In both cases, these actors need to be engaged one way or another. Yet an overly state-centric approach to SSR may result in the exclusion of key stakeholders in security sector governance. It is therefore evident that national ownership needs to move beyond a partnership with formal authorities, towards supporting a more inclusive and consultative process. Thus, we need to find more effective ways of integrating a wide range of actors into SSR processes, while continuing to reflect and reinforce the host Government's primary role.

Third, we have learned that the legitimacy and effectiveness of the United Nations approach to SSR depends on the extent to which it is informed by and responds to regional approaches. Experience has also demonstrated that many security threats can only be contained through regional approaches as evidenced by current joint efforts by African countries to end the scourge of the Lord's Resistance Army in Central Africa. In addition, the global mandate and legitimacy of the United Nations uniquely positions the Organization as the most suitable partner to provide SSR support to many regional organizations. The United Nations is therefore building partnerships with regional organizations, particularly the African Union, and has consulted more broadly with regional consultations in Asia and Latin-America. There is a need to deepen these initiatives in an effort to build a global SSR architecture and normative framework capable of providing consistent and effective support to national SSR priorities.

Fourth, while the bulk of United Nations assistance in the area of SSR is directed to, and takes place in post-conflict countries and regions, a number of these recipient countries are also becoming crucial providers of SSR assistance. A recent Presidential Statement by the Security Council (S/PRST/2011/19) recognized these developments as an important emerging trend in SSR cooperation. Some of the most useful lessons learned for a conflict-affected society might be found among neighboring

"WE NEED TO TRANSFORM AND REBUILD THE SOCIAL CONTRACT UPON WHICH RULE OF LAW AND SECURITY INSTITUTIONS ARE PREDICATED. SUCH FOUNDATIONS ARE ESSENTIAL FOR SUSTAINABLY ADDRESSING THE FRAGILITY OF RULE OF LAW AND SECURITY INSTITUTIONS AND THUS TO SOLIDIFY THE GAINS OF PEACEKEEPING AND PEACEBUILDING MORE BROADLY."

countries and other providers of SSR support in the region. The United Nations work on civilian capacities in the aftermath of conflict (CivCap) should help us make progress in this regard and we will continue to work toward capturing the lessons of "south-south" cooperation in prevailing SSR policy and practice.

Faced with the complexity and dilemmas of contemporary peacebuilding, we must continue to sharpen our tools and seek innovative SSR solutions in support of national priorities. While building the technical capacities and effectiveness of security institutions is vital, we also need to focus more on the facilitation of a common national vision and strategy that aims to build organic and accountable national institutions that are capable of withstanding political and socio-economic shocks. We need to transform and rebuild the social contract upon which rule of law and security institutions are predicated. Such foundations are essential for sustainably addressing the fragility of rule of law and security institutions and thus to solidify the gains of peacekeeping and peacebuilding more broadly.

AFTERWORD BY:

Judy Cheng-Hopkins
Assistant Secretary-General
for Peacebuilding Support

SSR is a key peacebuilding priority for many countries emerging from conflict. It is usually one of the first issues that need to be addressed, and is essenti`al for ensuring a sustainable peace process. However, transforming the security sector is a complex and challenging undertaking. It involves the reconfiguration of power structures in a context of fragility or even political turmoil. It requires a thorough knowledge of the security sector but is also highly political.

But, with each challenge, we learn and continue to improve our practices. This SSR Perspective is therefore a timely addition to the ever-growing United Nations SSR community of practice's tools and knowledge-sharing products, following the series of SSR guidance notes. It will contribute to greater communication on SSR practices within the United Nations family and offer a unique platform to practitioners to present their findings and exchange ideas while keeping SSR high on the peacebuilding agenda.

To date, the United Nations Peacebuilding Fund (PBF) has provided fast and flexible funding support to national peacebuilding priorities in 22 countries. With US$ 95 million dedicated to activities in the areas of SSR and Rule of Law, the PBF has over the last few years positioned itself as an important funding source in this area. The Fund works with United Nations leadership, Governments, civil society and their partners to identify, country by country, which sector or issue would best benefit from additional catalytic resources.

My office has been keen to support cross-fertilizing of ideas among the SSR community of practice and I am delighted to see the publication of this first SSR Perspective with such a diverse content. However, much more still needs to be done as challenges are many on the road to peace consolidation. But we do believe that the United Nations dedication to SSR, as shown in this publication and other ongoing joint initiatives, will contribute to internally shaping our response and acting as one.

The Peacebuilding Support Office values the partnership with DPKO and OROLSI and is deeply committed to continue exploring new innovative activities in support of our SSR work.

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Sustainable Peace Through Justice and Security

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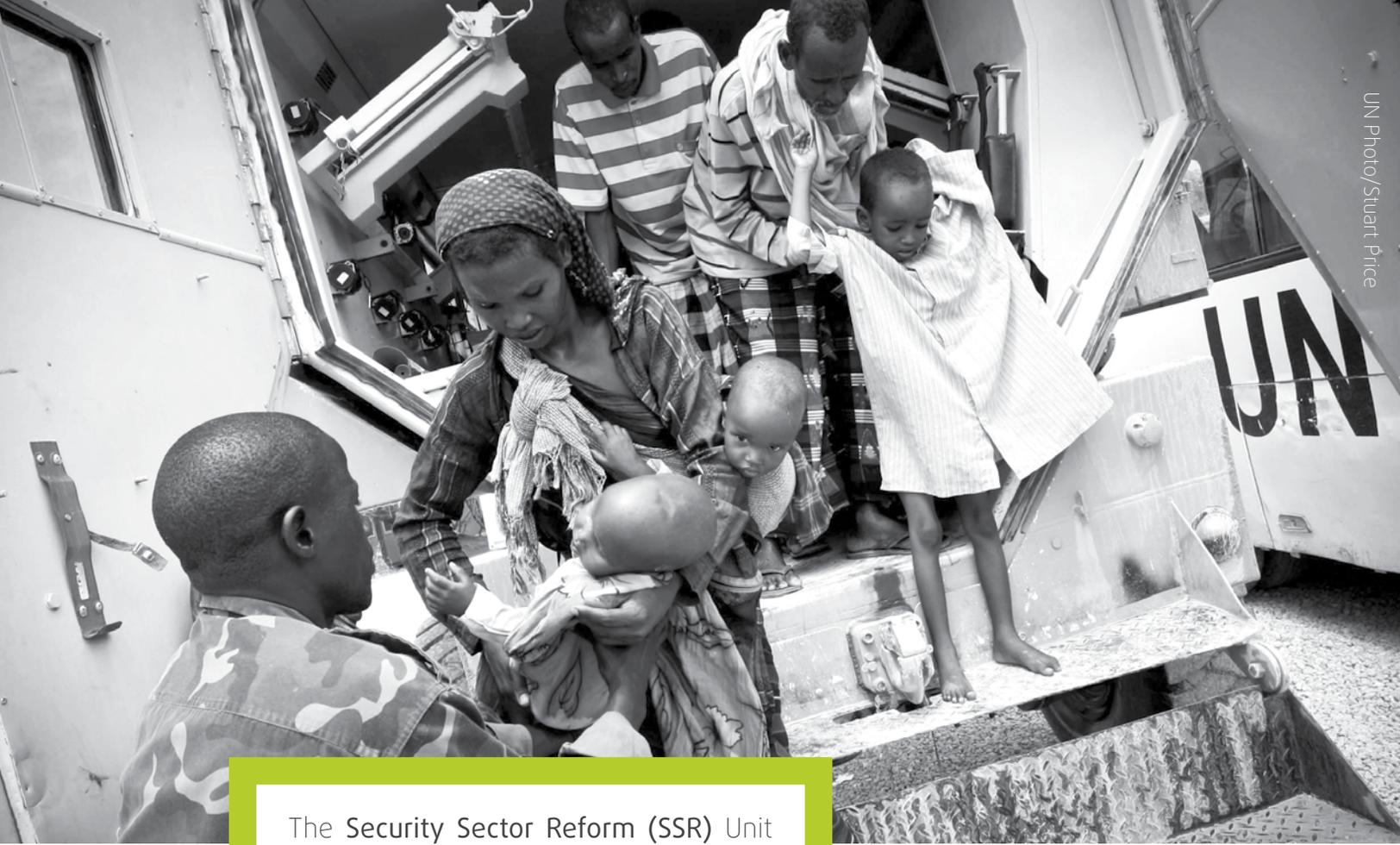
The **Security Sector Reform (SSR)** Unit of the Office of Rule of Law and Security Institutions (OROLSI), Department of Peacekeeping Operations (DPKO), is pleased to present the first United Nations Security Sector Reform Perspective. This publication introduces, explains and discusses the role and contribution of SSR in multidimensional peacekeeping and broader peacebuilding efforts. The publication highlights achievements and challenges in supporting national SSR efforts, presents the many important partnerships in this area and describes what SSR means for its beneficiaries and contributors.

For information on UN peacekeeping visit:
www.un.org/peacekeeping/