GCPP SSR STRATEGY 2004-2005

SECURITY SECTOR REFORM STRATEGY

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Ministry of Defence   Foreign & Commonwealth Office   DFID Department for International Development

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INTRODUCTION

i.   In its Policy Document on Security Sector Reform (SSR)[1], the UK Government set out its policy objectives regarding support to conflict prevention, management and resolution through security sector reform to help those countries either recently affected by conflict or facing the prospect of conflict in the near future. The point of departure for the UK policy on SSR is that security is a necessary and important function of the state that should be seen as a 'common good' for all and delivered in an appropriate and accountable way. If such a security environment is lacking, efforts to reduce poverty are unlikely to have any prospect of real or sustained impact, and the country itself is unlikely to prove a reliable partner in terms of development or conflict prevention.

The main **objective** of the SSR Strategy is to support governments of developing and transitional countries so that they can fulfill their legitimate security functions through reforms that will make the delivery of security more effective and democratic, thereby reducing the potential for both internal and external conflict.

UK support is provided through the following strategy **outputs**:

- Analysis and Research for policy development;
- Effective Institutional Reform through advice and technical assistance to partner countries;
- Capacity Building through networking and strengthening partner country and multilateral agency capabilities; and
- Mainstreaming SSR into, and informing policies and activities of, multilateral institutions and other donors.

ii.   SSR addresses policy, legislative processes, structural and oversight issues at a broad level. The UK seeks to provide tailored programmes that respond to the particular security needs of a country.

iii.   The UK SSR Strategy for 2004/05, which draws on expertise from the Department for International Development (DFID), the Foreign and Commonwealth Office (FCO) and the Ministry of Defence (MOD), aims to strengthen and build on the work already underway in each of the above areas. This document explains how the UK intends to address the many challenges of SSR in a dynamic and increasingly complex arena.

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[1] Security Sector Reform Policy Brief – ISBN 1 86192 576 X (Crown Copyright 2003) Available from DfID website www.dfid.gov.uk

1.   A JOINT DFID/FCO/MOD SECURITY SECTOR REFORM STRATEGY

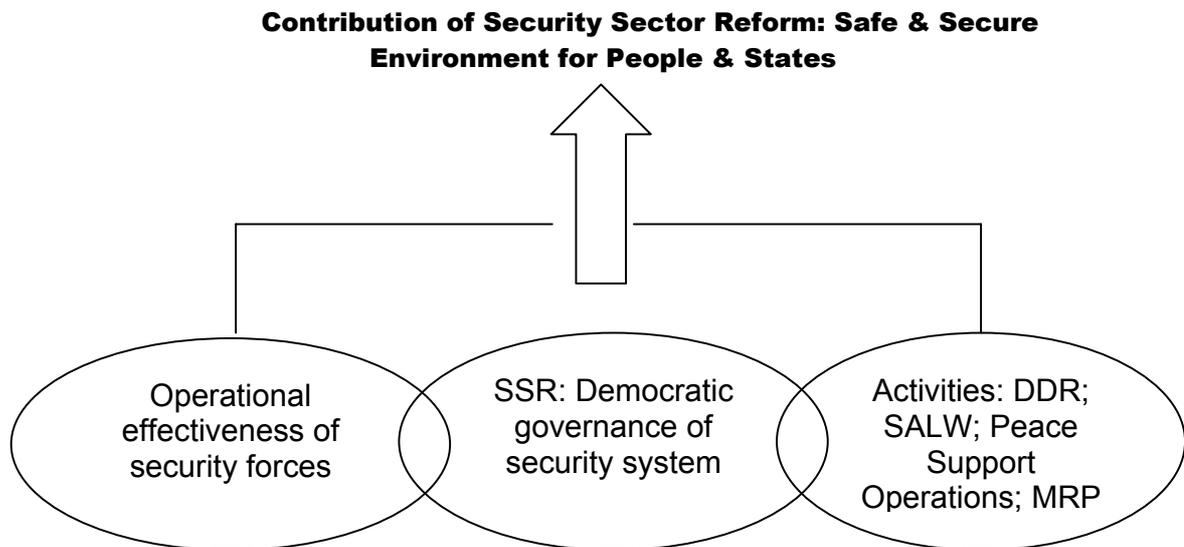**The Rationale for Security Sector Reform**

1.1.   Badly managed and unprofessional security sectors can lead to governments becoming unable to guarantee the security of their citizens and to state structures losing their authority. As a result civilian populations may seek security guarantees by other means, which can lead to the spread of non-statutory security forces and the proliferation of weapons to equip them. Security forces may usurp power in order to impose solutions that restrict democratic civil oversight mechanisms from ensuring accountability and transparency. An effective security sector therefore requires well-managed and competent personnel operating within an effective institutional framework, defined by law.

1.2.   A democratically run, accountable, competent, effective and efficient security sector helps to reduce the risk of conflict and enhance the security of the citizens of the country, and in the process helps to create the necessary conditions for development. It follows therefore, that a properly managed security sector is a precondition for stable development by strengthening investor confidence in the greater accountability in institutions and better, more efficient use of resources. In addition, building democratically controlled and effective armed forces increases the pool of potential donors for regional and international peace support tasks.

1.3.   The UK has pioneered work in the area of SSR believing that security and development go hand in hand. The knowledge and experience of the UK's civil and military actors places us in a strong position to assist partner governments in the transformation of their security sectors. UK knowledge and experience can also be effective in building capability within other donor countries and thus improving overall SSR capacity.

Defining Security Sector Reform

1.4.   SSR is a broad concept that covers a wide spectrum of disciplines, actors and activities. In its simplest form, SSR addresses security-related policy, legislation, structural and oversight issues, all set within recognised democratic norms and principles. The UK recognises security as a necessary and important function of the state and works from the premise that security should be provided in an appropriate, accountable and affordable way. The UK accepts a wide definition of the security sector and aims to support activities across the disciplines covered by the sector.

Contribution of Security Sector Reform: Safe & Secure Environment for People & States

| Operational effectiveness of security forces | SSR: Democratic governance of security system | Activities: DDR; SALW; Peace Support Operations; MRP |

Principles of Engagement

1.5.   Reform implies change and this is the key concept behind SSR. SSR is based on the premise that change in the security sector is necessary in order to remain relevant but that there should be a recognised reason for change. The reason, or trigger, will influence the nature of reform. For example, the end of the cold war, a significant change in geo-political circumstance, resulted in a major strategic defence review (SDR) of UK's armed forces. This response would not be appropriate in all circumstances. However, there are occasions when reforms are required - to support ceasefire agreements, to rebuild military forces from former combatants after conflict, to gain international support for reform efforts, to improve defence or police management, to improve security efficiency, to improve accountabilty - and the responses required must match the circumstances. In its simplest form, SSR is change management in the security sector to meet changing circumstances.

1.6.   UK has adopted the agreed OECD (DAC) principles for SSR. These are:
*   The Security Sector should be considered as a whole;
*   Programmes must be owned by the country in question;
*   Government commitment is required;
*   Parliamentary Oversight should be addressed;
*   Civil management of the sector is essential;
*   Civil Society should be encouraged to be engaged.

1.7.   In supporting SSR, the UK seeks to provide individually tailored programmes that respond to the needs of the security sector in the country or region concerned. As a result, no two SSR programmes are the same. The process that guides UK engagement in an SSR programme will generally start with inter-departmental agreement that reform is necessary, or should be pursued as a result of a request from the country concerned. This is likely to be followed by a joint and possibly a multi-discipline (police, military and intelligence) needs assessment or scoping mission. Policy decisions can then be taken as a result of the report produced by the scoping mission.

1.8.   Programmes that emerge from a security sector needs-analysis may be specifically targeted towards an individual security agency, such as the military, police or Customs, or may address more general security issues across a spectrum of actors, e.g. the development of national security policy. However, the overarching UK approach is based on the need to ensure effective coordination across all relevant activities, including finance. UK SSR assistance is therefore closely coordinated with a range of relevant local actors, both governmental and non-governmental, and with donors. UK SSR activities should assist partner countries with their efforts to reduce conflict or the conditions in which conflict takes place and promote the sort of secure environment necessary for sustainable development.

<u>Progress to Date</u>

1.9.   A strategy for SSR was agreed by Ministers from the three departments (DFID, FCO and MOD) in 2001, drawing on funds from the Global Conflict Prevention Pool (GCPP) to which each department contributes, as a means of achieving greater coherence and co-ordination across Whitehall on the development and implementation of SSR policy. At a time when there is growing awareness of the importance of SSR as an instrument of conflict management and prevention, the strategy has pushed the UK to the forefront of the international debate on SSR policy and has ensured that the UK is now seen as one of the key providers of advice and assistance to developing countries on SSR. In its first two years, the SSR strategy has made a significant contribution to UK conflict reduction efforts both through influencing international

conflict prevention policy and through guiding and supporting UK SSR activities in a range of contexts, including Iraq, Afghanistan, Sierra Leone, Uganda, Latin America and the Balkans.

1.10.   As a thematic strategy within the GCPP, the SSR strategy provides crucial support and guidance to the geographical strategies under the GCPP and the Africa Conflict Prevention Pool (ACPP) - in many of which, SSR plays an increasingly important role. The SSR strategy provides an essential, central base for resources, policy advice and information, that would otherwise be duplicated between different geographical strategies. These resources include:

- The Defence Advisory Team (DAT);
- The Global Facilitation Network for Security Sector Reform (GFN-SSR);
- Defence Education and Training courses through the Defence Academy; and others.
- Police and Intelligence advice and training making use of police training bodies such as the Central Police Training and Development Authority (CENTREX) and other resources.
- To seek synergies with Customs through International Assistance Branch, HM Revenue and Customs

1.11.   As well as providing advice and capacity support to geographical strategies within the UK Conflict Prevention Pools, the SSR strategy also seeks to interact in a mutually reinforcing manner with the UK's work on a number of other thematic security related issues and initiatives. For example the SSR strategy has worked to ensure that SSR needs and requirements are integrated into the UK's considerable work on:

- Post-conflict reconstruction
- Safety, Security and Access to Justice,
- Enhancing International and Regional Peace Support Operations (PSO),
- Disarmament Demobilisation and Reintegration (DDR) Programmes
- Small Arms and Light Weapons (SALW)
- Private Security Providers
- Trafficking and Maritime Security,
- Migration, International Crime, Counter Terrorism

1.12.   Although progress has generally been very positive since the inception of the SSR strategy, inevitably some areas have been identified, both through internal review processes and through external evaluation, that require attention. In particular there is a need to:

- Develop a more strategic approach by considering programmes rather than projects.
- Increase coherency within departmental programmes by agreeing on priorities and outcomes.
- Improve co-ordination between SSR strategy and geographical strategies of the GCPP and ACPP.
- Strengthen mechanisms to ensure that lessons learned from the field are fed back into the policy making process.
- Improve SSR response to crises, e.g. Iraq
- Encourage other bilateral and multilateral agencies to engage in broader aspects of SSR and adopt a more holistic approach to SSR.
- Adopt an expanded regional approach. This is already happening in Sub Saharan Africa but could be extended to other regions.
- Develop closer integration between SSR and other security related issues as outlined under 1.11. above.
- Integrate police work more fully into the UK SSR strategy - measures have already been taken to address this through recruitment of a police and justice adviser to the DAT, and involvement of Centrex in SSR meetings.

- Integrate Intelligence work into the strategy - the addition of an Intelligence/Security advisor to the DAT is one such measure.
- Intergrate HM Customs and Revenue work more fully into the UK SSR strategy – consider HM Revenue and Customs support to the DAT.
- Develop better conceptual links between Peace Support Operations (PSO) and SSR

Summary of SSR Achievements

1.13.   The major achievement of the SSR Strategy to date has been the creation of a multi-disciplined Defence Advisory Team (DAT) located at Shrivenham and the Global Facilitation Network for SSR, also located at Shrivenham. In essence, the DAT provides GCPP and ACPP strategies with the expertise to develop and implement SSR programmes; and the GFN provides the intellectual engine to support forward thinking, and networking and capacity building to complement the work of the DAT in supporting country and regional programmes.

1.14.   The first Output of the current SSR strategy is to improve analysis and research on SSR issues with a view to further policy development and as a resource for UK and non-UK actors working in SSR. Several papers have been produced and conferences and seminars faciltated by the GFN. A database of analysis and research on SSR, including key UK government policy papers can be found at the Global Facilitation Network SSR website (www.gfn-ssr.org), which is funded under the SSR strategy. Important papers published since the inception of the SSR strategy include the 'UK SSR Policy Brief', 'Understanding and Supporting SSR', 'SSR in Africa, Asia, Latin America, the Caribbean', 'Lessons Learned from Sierra Leone', 'UK Survey of SSR Activities', 'Survey of Regional Networks', 'Providing Security for the People - SSR in Africa'. Also, a wider variety of internal material has been produced which aims to inform UK SSR efforts e.g. Ethiopia scoping study.

1.15.   The second Output of the existing strategy focuses on practical implementation. The DAT has been involved in over 25 different country programmes, including a significant involvement in the Ugandan Strategic Defence Review, the development of a national security policy for Afghanistan, a joint US, Canada and UK security reform exercise in Jamaica, a long term defence reform programme in Indonesia, a comprehensive reform programme in Ethiopia and numerous scoping missions and output to purpose reviews. The DAT enjoys a worldwide reputation within the conflict prevention domain.

1.16.   The third Output has involved capacity building. Here the Defence Academy and Cranfield University have played a significant role in defence education. The GFN has developed capacity building networks and pioneered work in distance learning on security issues.

Delivering SSR

1.17.   Each of the Government Departments involved in the GCPP strategy brings its own distinct perspectives, expertise and interests to the SSR strategy:

a.   SSR supports Foreign and Commonwealth Office (FCO) objectives by helping to promote peace and stability, to foster international action to counter crime, to underpin good governance including democratic control of security actors and respect for human rights, and because it encourages economic growth and development. The FCO sets the political framework for the UK's engagement with countries requesting SSR assistance and provides the diplomatic network for multilateral and bilateral lobbying and influencing on SSR issues. The FCO leads on a number of activities which support SSR or which are closely related to SSR. The FCO is the lead department in policy development for UN, EU, OSCE and other bilateral/multilateral peacekeeping missions globally. The FCO provides the Whitehall expertise in the operational and policy aspects of international policing. The FCO promotes

democracy, rule of law and human rights, and support for efforts to strengthen international and regional peace support operations and conflict prevention efforts.

b.   SSR is a key element of Defence Diplomacy, a core mission for the Ministry of Defence (MOD). The UK's comparative advantage in this area stems from its involvement with numerous peacekeeping missions and its extensive experience with military training and assistance programmes provided through British Military Advisory and Training Teams (BMATT) and British Peace Support Teams (BPST), short term training teams, in-country advisers, and defence education programmes. Through the DAT, the MOD provides support for National Security and Defence Reviews, for strengthening defence resource management, for increasing accountability in defence procurement, for strengthening military personnel management and for training on human rights and democratic accountability. The UK's own successful reform and Defence Review process is widely recognised. In many regions where the UK is engaged, the credibility and success of its support for reform efforts is enhanced through direct defence practitioner-to-practitioner contact. This contact, sustained over time, has engendered useful bilateral military relationships that can be used in the conflict prevention context. The DAT, which now includes a DFID governance advisor, a police and justice reform adviser, and an intelligence reform adviser, provides the resources for implementing SSR programmes. More recently, the DAT has been expanded to include two individuals from the Personnel Management Advisory Training Team and one individual from the Defence Management Consultancy Services, whom, though currently focusing on Eastern Europe, will from 2005 be more widely deployable.

c.   The Department for International Development (DFID) has long been engaged in supporting governance and police reform activities as part of its overall efforts to contribute towards sustainable development and poverty reduction. Governance advisers are involved at the confluence of defence reform and public sector reform. Engagement with public sector policy is a key dimension of SSR that can help to strengthen the institutional arrangements required for effective civil control. The UK already provides extensive support for initiatives to strengthen financial management systems, promoting the rule of law and procedures for oversight of government decision-making. In each of these areas, there is scope to extend public sector management activities further into the security sector in order to increase transparency and accountability. DFID's role includes the following key elements:
• Advising on governance and development issues;
• Diagnosing and proposing sector solutions for police and justice reform;
• Assessing the effect of conflict on the wider development opportunities;
• Providing emergency response measures for crisis intervention;
• Encouraging the civil society input to the public sector;
• Support to oversight mechanisms;
• Advocating longer-term solutions for sustainable development; and
• Providing support for conflict assessments

d.   Although not part of the Conflict Prevention Pool arrangements, the Home Office brings its own important interests and expertise to the UK's SSR strategy. Its role includes: training on how to work with individuals and groups to build a safe, just and tolerant society; education on how the protection and security of the public is maintained and enhanced; advice and support on crime prevention; advice on police, judicial and penal systems; support to peacekeeping missions; police training, and assistance to developing and transitional countries in providing safety, security, and access to justice.

e.   The cross cutting nature of SSR, and the linkages with other Global and ACPPs activities, mean that Cabinet Office involvement is essential. The Cabinet Office is therefore

part of the Whitehall SSR Policy Committee (SSRPC) - details of the SSRPC can be found at Annex B.

Strategy and Policy Development and implementation

1.18. SSR Strategy development is the responsibility of the SSR Steering Group, details of which can be seen at Annex C. DFID is responsible for the day-to-day management of the Strategy. Strategy developments are endorsed by the SSR Policy Committee. Refer to TORs for steering group processes – Annex D

1.19. Policy development for individual and regional engagements are the responsibility of the country desks involved in the SSR programme. This will normally be the country desks in each of the three GCPP or ACPP departments either in UK or in the country itself. Normally one department takes the lead and acts as the programme manager. The programme manager will manage how the programme is implemented.

1.20. Implementing a SSR programme will normally fall to the DAT and, possibly for some aspects, to the GFN. Other implementing partners may also be involved (e.g. CENTREX), especially for police training programmes. Implementing agents will get policy direction from the programme manager.

Other key Stakeholders

1.21. The success of the SSR strategy depends not only on the development and implementation of a coherent and co-ordinated policy on SSR within the UK Government but also on a coherent international approach.

1.22. Key multilateral organisations, including the United Nations (UN), World Bank, Organisation for Economic Cooperation and Development (OECD) and the European Union (EU), are becoming increasingly aware of the importance of SSR as a tool of conflict prevention and as an important condition for sustainable development. Several other important donors, including the US, France, Germany and other Utstein countries have also moved towards adopting elements of the SSR agenda. The US is a key player and carries out a broad range of security sector activities in many parts of the world but does not appear to have a holistic approach to SSR. No donor or multilateral has been able to adopt a fully co-ordinated and holistic approach to SSR along the lines of that advocated by the UK's SSR strategy. Many donors are still unable to fund projects that involve defence or intelligence work as these activities fall outside the Official Development Assistance (ODA) eligibility criteria.

1.23. In the current international security environment, post 9/11 and Iraq, it is essential that key partner governments and multilateral organisations keep a close focus on SSR and that they adopt a common approach. To this end, the SSR Strategy will endeavour to foster a common approach amongst relevant donors and institutions.

2.   OBJECTIVES

Overarching objectives

What?	Why?	How?	Who?	Outcome?
Help governments of developing and transitional countries fulfill their security functions through reforms that deliver an appropriate, efficient and effective, affordable, democratically accountable, security sector	Capable and accountable security sector required to prevent conflict or ensure sustainable peace e.g. after withdrawal of PSO. UK interest in international peace and security.	UK assistance frequently requested - UK acknowledged leader in field and can provide training and technical support.	DFID/FCO /MOD (including SSR strategy stakeholders) and wider Whitehall network, international donors and multilaterals, Civil Society groups.	Improved capacity of security sectors in target countries to carry out duties in conformity with agreed human rights and accountability standards, leading to reduced conflict and reduced risk of conflict.

Overall Objective

2.1 The overall objective of the SSR Strategy is:

"to help governments of developing and transitional countries fulfill their legitimate security functions through reforms that will make the delivery of security more democratically accountable, as well as more effective and efficient, thereby reducing the potential for both internal and external conflict."

2.2 .   UK support for SSR will help the governments of developing and transitional countries to improve their policy making - including through engagement with wider civil society; establish mechanisms which will strengthen security sector accountability and transparency; enhance efficiency and effectiveness in the development and utilisation of security sector capacity.

2.3   These in turn will reduce the potential for internal instability and regional and international tension that may result in violent conflict and thus contribute to the achievement of the shared (DFID/FCO/MOD) PSA target.

Outputs

2.4 The overarching objective of the SSR strategy will be achieved through the following outputs:
Output A: Analysis and Research for Policy Development.
Output B: Effective Institutional Reform.
Output C: Capacity Building.
Output D: Mainstreaming and Information Exchange.

2.5 .   Programmes and activities to deliver on the overarching objective may fall under one or more of the outputs listed above - a full list of programmes and activities to support the outputs is provided in the Implementation Plan at Annex A.

2.6. The main instrument related to the goals under Analysis and Research for Policy Development (Output A) is the GFN-SSR. The main instrument for the achievement of the goals under Effective Institutional Reform (Output B) is the DAT.   The main instruments for the achievement of goals under Capacity Building (Output C) are the GFN and the Defence Academy. Mainstreaming and Information Exchange (Output D) will require a contribution by the full range of UK actors guided by the SSR Steering Group.

Analysis and research for policy development

What?	Why?	How?	Who?	Outcome?
1. Strengthen capacity to provide policy advice and analysis to HMG 2. Increased coherence with HMG on analysis, prioritisation and programme implementation 3. Increased coherence between SSR and geographical strategies of ACPP/GCPP 4. Further integration of SSR with SALW, DDR, PSO, SSAJ, PMC efforts.	Effective work on SSR requires sound policy analysis and an agreed, coordinated and coherent HMG approach	Improve understanding of security sector issues – draw on research and analysis including lessons learned, that lead to more effective and appropriate policy responses	DFID/FCO /MOD with support from GFN-SSR. Also DAT through lessons learned in the field.	Develop generic and region/country specific policy and strategy papers for DFID/FCO/MOD use. Develop 'joined-up' approach to SSR. Dissemination of key messages through programme of seminars and workshops which in turn should feed into policy making.

2.7. SSR, though now recognised as a vital component of conflict prevention, conflict reduction and peace building, is still at an early stage of conceptual thinking. It is a dynamic process and strategy development has to be adapted to changing requirements.   Policy responses need to take into account the most recent analysis, research and lessons learned from the field. The SSR Strategy, through the GFN, provides the opportunity to continually update UK thinking on SSR issues and it provides a service to country desks and to the DAT to support analysis prior to scoping missions or engagement on SSR activities.

2.8.   As SSR accounts for an increasing proportion of the funds spent on the geographical strategies of the GCPP and ACPP, and policy makers are increasingly turning to SSR as a mechanism to address conflict and security problems, it is essential that proper analysis is carried out prior to engagement. It is also important that officials involved in decision making have a good understanding of SSR and its associated activities. For this reason, the GFN, together with the DAT, have introduced periodic SSR Practitioners Courses on which practical experience can be shared.

2.9. There is room for further work under this pillar on the issues identified in 1.20 above guided by the SSR Steering Group. These and other issues will be developed during the period and reported ona t the Whitehall SSR Seminar planned for early September each year. At this Seminar, SSR programme managers and the Steering Group will review requirements for the following year. Activities envisaged for this year under this Output are shown in Annex A.

Effective institutional reform

What?	Why?	How?	Who?	Outcome?
1. Support to partner governments, int'l institutions and NGOs to develop and implement SSR programmes 2. Integrate SSR objectives into UK provided education/training to overseas military/police/peace-keepers	Weak/unaccountable Security sector actors represent an obstacle to conflict prevention management and resolution	Support through the DAT to SSR (including DDR) programmes in GCPP/ACPP priority countries and regions	DAT, CENTREX, GFN-SSR, [HM REVENUE & CUSTOMS]	Measurable improvement in accountability and effectiveness of Security sector actors. Relevant training courses including follow-up activities. Completion of National Security Reviews

2.10.   Most UK technical support in developing and transitional countries, whether at risk of conflict or emerging from conflict, is funded through geographical country or regional strategies (usually under the GCPP or ACPP).   The SSR thematic strategy will support these efforts through the provision of expert technical advice and co-ordination, principally through the DAT. Policy issues remain the responsibility of the programme managers as advised by the DAT.

2.11.   Support to SSR programmes in country is available through the GFN or through Cranfield University or CENTREX. Support will normally take the form of targeted export courses aimed at underlining reform issues.

Capacity Building

What?	Why?	How?	Who?	Outcome?

1. Building capacity and expertise on SSR issues at all levels of the SSR chain i.e. international agency through to community level. 2. Integrate SSR awareness into international development and poverty reduction strategies	A common understanding of SSR issues and needs should lead to stronger more sustainable collaborations and a more effective deployment of resources and expertise with a commensurate improvement in the security situation of partner countries.	Defence diplomacy training to security sector personnel through the RCDS and ACSC. UK Secondment EU Council Secretariat. SSR Practitioner courses and events delivered through the GFN-SSR. Engaging with international institutions.	GFN-SSR, DAT, DFID/FCO /MOD, [HM REVENUE & CUSTOMS.]	Greater local capacity to affect and shape SSR leading to a more accountable and effective security sector. Increased knowledge and expertise of SSR issues within the development community. Resource centre to support SSR practitioners.

2.12   The success of UK efforts on SSR depends to a large degree on developing an understanding and a consensus on the importance of SSR in conflict prevention, conflict reduction and peace building. The GFN, CENTREX, HMS Dryad, the Defence Academy and Cranfield University play an important capacity building role.   The main purpose is to create the environment for change and to lay the foundations for sustainable reform.

2.13.   To this end, the GFN has facilitated the development of a network of networks involving SSR practitioners, academics, institutions and organisations as a vehicle for capacity building and information sharing. The GFN has also begun to develop distance learning courses which will enable individuals to further their education up to post degree level on security and defence subjects.

2.14.   An important part of the Capacity Building programme is provided by the courses run by the Defence Academy and Cranfield University.   The SSR strategy also supports the development of the capacity of civil society in transitional countries and regions to advocate, debate and develop SSR policies through supporting regional networks of practitioners and experts. The GFN-SSR is the main means of delivering this.

Mainstreaming and Information Exchange

What?	Why?	How?	Who?	Outcome?
1. Raising the profile of SSR within the international community. 2.Encourage a common approach to international SSR efforts	A common understanding of SSR issues and needs should lead to stronger more sustainable collaborations. Creating a pool of knowledge drawn from across the	Identify opportunities for engagement with bilateral and multilateral partners. Maintain dialogue on SSR issues, including the exchange of	GFN-SSR, DAT, DFID/FCO /MOD.	Increased knowledge and expertise of SSR issues within the development community. Development of common SSR policies and strategies.

from policy through to delivery.	development arena will better inform policies and maximise resources.	information, best practice, emerging trends.		

2.15.   The SSR strategy assists the UK to address the issue of SSR in its dealings with key bilateral partners and with international and regional organizations and to encourage and support international momentum to address SSR in a co-ordinated effort.

2.16.   The third and forth pillars of the SSR strategy are therefore to develop effective strategies to promote SSR among key allies and in key multilateral institutions, to co-ordinate SSR policy with the main international and regional actors and to mainstream best practice among practitioners from the international level right down to the local level.

3.   Management Structure

3.1 The day-to-day responsibility for managing the SSR strategy lies with the steering group consisting of representatives from each of the Conflict Prevention Pool spending Departments which meets monthly, DFID holds the secretariat for the steering group. The members of the steering group maintain regular contact to discuss priorities and approve projects for support under the SSR programme. Policy input and wider participation will be through the policy committee, which meets quarterly and includes representatives of all interested Departments as well as the GFN-SSR. (Terms of Reference of the Steering Group are at Annex D)

Who	Dept.	Role	Time spent on SSR
Senior Conflict Adviser	DFID	SSR adviser - supervise and implementation of SSR strategy	65
Strategy Manager	DFID	Management of strategy and assisting with policy development. Implementation of GFN-SSR project	100
Administrative Support	DFID	Secretary to the SSRSG and SSRPC. GFN-SSR tasking.	80
Desk Officer	MOD	MOD lead on SSR.	60
Assistant Dir of Defence Diplomacy Cell	MOD		15
Desk Officer	MOD	Conflict Prevention lead for MOD	15
Desk officer UND	FCO	FCO SSR focal point	20

3.2 The Whitehall SSR Policy Committee consists of members of the steering team plus representatives of the DAT, the Global Facilitation Network, policy advisers from the Africa and Global Conflict Prevention Pools, including from some of the Pools' geographical strategies.

4.   Resources

4.1 The SSR budget for 2004/05 is set at £5.15 million (up £0.1 million on the previous year). The scope of work under the SSR strategy demonstrates sound management of the budget. However, this should not obscure the fact that current funds are inadequate for all the activities that the strategy wishes to pursue and leave little room for flexibility (detailed information on funding can be found in the Implementation Plan at Annex A).

4.2 Despite the pooling of funds for SSR activities, it is recognised that this still does not go far enough to support all SSR requirements hence the need to prioritise projects. However, given the increasing importance of SSR in the broader development agenda, and in particular its role in supporting post conflict reconstruction efforts in Afghanistan and Iraq, there is a strong case for further funding. The SSR strategy will continue with its efforts to persuade Ministers of the need for further financial support that reflects the enormity of the task at hand, and in turn for Ministers to make the case to HM Treasury for appropriate funding.

4.3 A successful SSR strategy depends as much on human resources as it does on programme resources. Many of the goals of the strategy depend on input from the three departments, principally the work of the steering group which is funded from departmental budgets (mostly from DFID) rather than from the GCPP. Such activities include monitoring of programmes and reviewing and updating the strategy, the importance of which should not be underestimated.

5.   Monitoring, Review and Evaluation

5.1 Monitoring and review are undertaken by the strategy steering team. It has the on-going responsibility to monitor progress on projects/activities and to raise any issues as soon as they arise –this may be addressed through monthly steering group meetings or ad hoc meetings with implementing partners.

All projects are monitored and evaluated in accordance with standard departmental procedures (including project completion reports and project scoring) and against the overall objectives of the strategy. A mid-terms review of each project is also undertaken. Quarterly narrative reports on implementation and progress and financial reports are also produced and reviewed.

A review of the strategy is carried out on a less frequent basis but in any case before the allocation of funds from the pool. The review may be contracted to outside consultants reporting to the strategy team if it is deemed necessary so to do.

Responsibility for monitoring and review lies with the DFID budget holder. The aim of monitoring and review is to verify that:
- The assumptions/assessments on which planning was based are still valid;
- The objectives and/or programmes require adjustment;
- The various activities required to achieve the desired results are on track to be implemented effectively, and are having the intended effects.

5.2 The SSR strategy was evaluated externally in late 2003 as part of the overall evaluation of the GCPP and ACPP. Evaluation has similar aims to reviewing but is less frequent and is not undertaken by those responsible for the strategy, rather independently, usually by external consultants. Evaluation looks at both the management processes of the strategy and measures progress against the indicators of achievement. Indicators of achievement shall be agreed by the SSR steering group feeding into the GCPP and ACPP process in advance of any such evaluation.

5.3 Recommendations from monitoring, review and evaluation will be discussed both by the steering group and the Whitehall SSR Policy committee and are then, if there is agreement between departments, fed back into the strategy and programme implementation to ensure active management and development of the strategy. The Policy Committee also has a responsibility to comment on progress of the strategy and to make recommendations for the improvement of the strategy and to comment on activities.

6.   Risk Assessment and Management

Risk	Assessment - high, medium, low	Responses to mitigate risk	Risk review plans
US fails to integrate SSR into strategic approach to conflict prevention because of focus on counter terrorism.	Medium	Develop influencing strategy to promote SSR as an essential plank of longer term counter terrorism efforts	Review every six months
UK Ministerial, Senior management interest in SSR wanes	Low	Keep ministers senior managers informed of the importance of SSR in addressing conflict prevention, conflict reduction and peace building – e.g. lessons learned from Iraq where SSR was not factored into plans early enough. Engage ministers senior managers on international initiatives on SSR Demonstrate read across between SSR strategy and other GCPP, ACPP strategies – as well as HMG strategies outside of conflict prevention pools	Review every six months
SSR strategy lacks capacity to respond to growing level of interest in SSR across Whitehall and requests for assistance in developing policies and strategies.	High	Better prioritisation of countries and regions Press argument that GCPP should fund some of the costs of capacity building within strategy management. Seek greater capacity support from departments (especially FCO).	Review every six months
Geographical strategies fail to make impact in implementing SSR programmes through lack of commitment in target countries/regions.	High	Develop better co-ordination with other external actors to put pressure on target countries. Monitor, review and evaluate SSR programmes in geographical strategies thoroughly and continuously to ensure that lessons are learned properly and best practise followed.	Review every six months.

7.   Ensuring sustainability

7.1. As a thematic strategy, the SSR strategy's approach to sustainability is somewhat different from that of geographical strategies. Because the main purpose of the strategy is to provide advice and support to SRR programmes in specific geographic conflict prevention and reduction strategies, the onus in this case is on those programmes to ensure the sustainability of the security sector work being supported within the country or region.

7.2 .   Where the SSR strategy supports generic activities, such as policy orientation and co-ordination within HMG, capacity building, and working with international and regional partners on developing multilateral consensus on SSR issues, sustainability is built into stand alone projects or is dependent on continued funding. For example, the project to develop distance learning requires that it becomes self-sustaining at the end of the agreed funding period. On the other hand, the sustainability of the DAT and the GFN depends on funds being made available.

8.   Conclusion

8.1. The UK is committed to preventing violent conflict and to building peace in fragile post conflict countries. This requires a coherent response across the UK government. The SSR strategy helps to ensure the achievement of such coherence of approach between the Whitehall departments primarily concerned on security issues (the FCO, MOD & DFID) in this important area of activity, which is fundamental to the promotion of peace, stability and thus future sustainable development. Through such joint working they will continue to develop and refine agreed overarching policies, the efficient prioritization of tasking and the effective delivery of programmes on the ground.'

8.2.   SSR plays a key role in helping countries to deliver security in an accountable, affordable and appropriate way. By doing so, it promotes security, enhances professionalism and sets the environment for sustainable development. The SSR Strategy provides the generic support to allow UK to help countries deliver their legitimate security obligations.

8.2.   The SSR strategy covers the breadth of disciplines and activities that reform of this broad sector entails. It has put in place mechanisms to provide academic as well as professional support in order to cover both the underpinning understanding of the need and purpose of reform but also the methodology for implementing reform.

8.3.   The SSR Strategy has developed a well structured management process for developing both strategic thinking as well as policy development.   Regular meetings of the inter-departmental Steering Group and Policy Committee make this possible. An annual review process has been built into the process to coincide with the GCPPs bidding round. It should be recognised however the opportunity costs are extremely high and human resources are inadequate if this programme is to reach its true potential.

8.4.   The Strategy aims to take account of recommendations from the external evaluation, many of which are already being implemented. Work has been done on priorities and on strengthening the relationship with country programmes.

8.5.   The delivery of SSR through improved analysis and research to better inform decision making, through stronger support to institutional reform, through more innovative capacity building, and through greater mainstreaming and cooperation with key allies and international institutions, will keep UK's work in this area at the cutting edge.

8.6.   DFID, FCO and MOD all have a common interest in promoting peace, security and stability and will continue to work together towards the achievement of this common interest in the spirit of close cooperation.

ANNEX A

Implementation Plan (confidential)

Appointments to the Security Sector Reform (SSR) Policy Committee:

- Security Policy Team Leader, DFID – Chair
- Deputy Head CHAD, DFID
- Senior Security Adviser, DFID
- SSR Strategy Manager, DFID
- SSR Programme Officer, DFID
- Senior Conflict Adviser on Africa, DFID
- ACPP Conflict Officer, DFID
- GCPP Theme Manager, DFID
- GCPP Programme Officer, DFID
- Asia Directorate, DFID
- Police and Criminal Justice Adviser, DFID

- UND Strategy Manager, FCO
- UND Desk Officer, FCO

- Policy Planning Strategy Manager, MoD
- Head of Policy Planning, MoD
- Deputy-Director, Defence Diplomacy, MoD

- Head of DAT, DAT
- Director of the GFN
- Deputy-Director for Africa in the GFN

- Head of Faculty, CENTREX

- Business Development Manager, IA, HMR&C

Africa Conflict Prevention Pool (ACPP)
Central Police Training and Development Authority (CENTREX)
Defence Advisory Team (DAT)
Department for International Development (DFID)
Foreign & Commonwealth Office (FCO)
Global Conflict Prevention Pool (GCPP)
Global Facilitation Network (GFN)
Ministry of Defence (MoD)
HM Revenue and Customs (HMR&C)
International Assistance (IA)

Appointments to the Security Sector Reform (SSR) Steering Group:

- Senior Security Adviser, DFID
- SSR Strategy Manager, DFID
- SSR Programme Offcier, DFID
- ACPP Conflict Officer, DFID
- UND Strategy Manager, FCO
- UND Desk Officer, FCO
- Policy Planning Strategy Manager, MoD
- Head of Policy Planning, MoD
- Director of Defence Diplomacy, MoD
- Deputy-Director of Defence Diplomacy, MoD

- Head of DAT, DAT
- Director of the GFN
- Deputy-Director for Africa in the GFN

- Head of Faculty, CENTREX

Africa Conflict Prevention Pool (ACPP)
Central Police Training and Development Authority (CENTREX)
Defence Advisory Team (DAT)
Department for International Development (DFID)
Foreign & Commonwealth Office (FCO)
Global Conflict Prevention Pool (GCPP)
Global Facilitation Network (GFN)
Ministry of Defence (MoD)

GCPP Security Sector Reform Steering Group – Terms of Reference

<u>**Overall Objective:**</u> Oversee the development and implementation of the GCPP Security Sector Reform Strategy by:

Coordinating, scrutinizing and bidding for GCPP funding for appropriate strategy thematic activities;

Regularly monitoring progress of those activities against objectives and spend;

Ensuring dissemination of lessons learned from activities to Whitehall partners to feed into subsequent GCPP rounds and to the wider SSR community.

Ensuring that implementation of the SSR strategy is effectively mainstreamed through relevant institutions and agencies of CPP partner departments.

<u>**Working arrangements**</u>

- The SSR Steering Group shall comprise representatives from DFID, FCO and MoD, and the DAT. From time to time members of the Steering Group may invite implementing partners (e.g. GFN), other Whitehall representatives, consultants, etc to attend meetings of the Steering Group where there is a need for wider input. Further details of the Steering Group at Annex C.

- The Steering Group shall normally meet every 4 – 6 weeks.

- The Chairmanship and Secretariat shall reside within the DFID SSR Strategy team. The Secretary will be responsible for taking and distributing minutes and co-ordinating the meetings;

- Members will ensure: that all relevant stakeholders are consulted fully on decision points presented to the Steering Group; the good use of expert regional or generic conflict advice; and full consultation with overseas offices/Whitehall as appropriate.

- Minutes and reports of the SSR Steering Group should be distributed to the Steering Group members, SSR Policy Committee Members, and the GCPP Steering team who may transmit minutes/reports or abstracts thereof to Pools geographical strategy managers and conflict advisers.

- Steering Group members shall provide ministers and senior officials with briefing on the strategy's progress and help answer PQs etc. as required.

- Steering Group members, to fulfill their responsibilities, will keep up to date with: developments in relevant conflicts, countries and regions; evolving conflict theory; work of other organisations involved in SSR; GCPP strategies and other relevant Whitehall developments.

<u>**Formulating and implementing a strategy**</u>

The SSR Steering group shall:

- Develop a jointly agreed Conflict Pool strategy, coherent with HMG policy on conflict prevention as formalized through the Pool arrangements and consistent with strategy development guidelines;

- Base its contents on a shared understanding of conflict dynamics, and focus on areas in which the UK can make a difference.

- Identify and agree priorities in order to direct the strategy.

- Monitor progress, including through the conduct of an annual review of the overall strategy.

- periodically review Strategy publications to ensure they remain relevant and reflect emergent lessons learned.

- Maintain effective liaison with relevant Whitehall institutions and agencies to ensure mainstreaming of SSR principles and approaches.

Agreeing funding for projects*

- The SSR Stg Group will jointly consider the approval of funding for conflict prevention projects appropriate to thematic strategy support through consensual decision-making.

- Other than in exceptional circumstances agreed in advance with the Chairman, project proposals shall be submitted no later than two weeks in advance of the meeting at which they are to be discussed. Proposals should cover background information, details of the activity proposed (including aims, objectives, outputs and where possible how these relate to the aims and objectives of the Strategy and GCPP), the argument for supporting such activity, plus any other relevant material. The organisation/person submitting the proposal may be asked to give a presentation of the proposal at the meeting. The proposal will then be discussed in detail by the Steering Group.

- The Steering Group (FCO/MoD/DFID representatives) may agree in principle whether or not to support the proposal at the meeting at which it is being discussed. The Steering Group or any member thereof may request that the proposal originator leave the meeting at this time. Where this is not appropriate or practicable, members of the Steering Group will provide in writing (email) comments/feedback to the proposal to the Steering Group as soon as possible following the meeting and not later than two weeks from the meeting. The Steering Group may request further clarification/information or amendments to the proposal before making a final decision on whether or not to support the proposal, which should be received by the Steering Group members within 2 weeks of the meeting.

- The Steering Group should aim to have a decision on whether or not to support the proposed activity within 2 weeks of the meeting or where additional information and/or amendments have been requested, within two weeks of receipt of the same.

- The Steering Group should seek advice from the relevant sections of the wider SSR Whitehall network, including but not limited to Country Strategy managers, in order to inform its decision.

- The final decision on whether or not to support a proposal shall be taken by the representatives from the three Whitehall departments (FCO/MoD/DFID) in unanimity.

- A decision will be provided to proposing organisations at the meeting, where appropriate, or within 2 weeks of the meeting. Written feedback will be provided on request.

* In place of discussions of proposals at meetings of the Steering Group, the Steering Group, at its discretion, may choose to comment on and agree proposals out of committee by email.

Project management

- The project officer, from the lead department, will be responsible for the overall management/oversight of the project ensuring that it proceeds within the agreed timescales and costs.

- The implementing partner may be invited to attend subsequent meetings of the Steering Group to update members on progress.

- The project officer will be responsible for ensuring that all necessary project documentation is completed.

- The project officer will be responsible for ensuring the proper monitoring and evaluation of projects.

- The project officer will be responsible for ensuring that all the Steering Group members are aware of progress on individual projects.

Financial management duties

- Conduct ongoing monitoring of project spend, using GCPP spreadsheets.

- Provide, through the Strategy Manager, timely financial reporting to GCPP central finance (FPPD in the FCO) and individual departments.