

SLOVAKIA'S PRESIDENCY OF THE SECURITY COUNCIL IN FEBRUARY 2007

Maintenance of International Peace and Security – Role of the Security Council in Supporting Security Sector Reform (SSR)

Concept paper prepared for the Security Council open debate

Background

1. Security Sector Reform (SSR) is a concept that has acquired increasing recognition from the international community, with external actors assuming an important role in supporting SSR programmes. For many years now, the United Nations system has also been engaged in a wide range of SSR activities although not necessarily under the label of SSR. What has been absent to date is a comprehensive, coherent and co-ordinated UN approach to SSR. There is, however, **increasing interest within the UN system** and strong calls from the field for such an approach, which would serve as a valuable planning, coordination and implementation tool for various UN institutions working on SSR and in related areas such as DDR and rule of law.
2. It is against this backdrop that an Open Debate of the Security Council is being held on 20 February 2007 to provide members of the Security Council and the wider membership of the United Nations with the opportunity to articulate their views and propose concrete recommendations to **enable the Security Council to formulate its role** in the development of a comprehensive, coherent and co-ordinated UN approach to security sector reform.
3. The open debate will be chaired by His Excellency Ján Kubiš, Minister of Foreign Affairs of Slovakia.

Security Sector Reform (SSR)

4. Security Sector Reform (SSR) is driven by the understanding that an ineffective and poorly governed security sector represents a decisive obstacle to peace, stability, poverty reduction, sustainable development, rule of law, good governance and the respect for human rights. The **security sector** – or the security system as it is referred to by developmental actors – is defined as including all those institutions, groups, organisations and individuals – both state and non-state – that have a stake in security and justice provision:
 - *Core security actors including law enforcement institutions:* armed forces, police, gendarmeries, paramilitary forces, presidential guards, intelligence and security services, coastguards, border guards, customs authorities and reserve and local security units.
 - *Security management and oversight bodies:* parliament/legislature and its relevant legislative committees; government/the executive, including ministries of defence, internal affairs and foreign affairs; national security advisory bodies; customary and traditional authorities; financial management bodies; and civil society actors, including the media, academia and NGOs.
 - *Justice institutions:* justice ministries; prisons; criminal investigation and prosecution services; the judiciary (courts and tribunals); implementation justice services (bailiffs and ushers), other customary and traditional justice systems; human rights commissions and ombudsmen; etc.
 - *Non-statutory security forces:* liberation armies; guerrilla armies; private bodyguard units; private security companies; political party militias.

5. The security sector shares many of the characteristics of other service delivery systems (although it has unique characteristics as a result of the central role that the use of force plays in this sector). As the United Nations Secretary-General noted in 1999, the security sector “should be subject to the same standards of efficiency, equity and accountability as any other [public] service”. Thus, the **overarching objective of SSR** is to ensure that the security institutions perform their statutory functions – to deliver security and justice to the state and its people – efficiently and effectively in an environment consistent with democratic norms and the principles of good governance and the rule of law, thereby promoting human security.

6. SSR depends on **national ownership** because reform of the most sensitive sector of the state must be shaped and driven by local actors and supported, if necessary, by external actors. This may be extremely difficult in some countries, particularly those in post-conflict environments, but it is a pragmatic imperative as well as a matter of respect. SSR that is not locally shaped and driven is not sustainable.

7. SSR is **holistic** because (1) it provides a framework for military and defence reform as well as reforms in non-military parts of the security sector such as the police and judicial institutions; (2) it links measures aimed at increasing the efficiency and effectiveness of the security and justice institutions to overriding concerns of good governance, rule of law and democratic accountability; and (3) it aims at building state capacity to deliver security and justice and simultaneously engaging non-state actors relevant for security sector governance.

8. SSR is **context-specific** because each country engaged in SSR constitutes a special case and hence a different reform context. Consequently, the way SSR is approached and implemented very much depends on whether a country finds itself in a long-term democratisation process, in transition from war to peace or in a post-conflict setting. Another important contextual factor is the regional security environment which may be amenable or not to national SSR. Thus, SSR cannot be undertaken in a mechanical fashion and there is no one-size-fits-all.

9. SSR is a **long-term** endeavour that takes place over several years if not decades, and requires substantial resources. A host of security needs might be urgent but there is never a quick-fix solution. Short-term targets lead to dysfunctional and unsustainable outcomes. Institutional capacity, affordability and sustainability of programmes, sequencing, timing and flexibility are all aspects of SSR which need to be balanced against each other.

Towards an UN Approach to SSR

10. Given its mandate, legitimacy, experience and presence on the ground, the UN has a crucial role to play and a special responsibility in promoting comprehensive, coherent and coordinated international support to nationally-led SSR programmes, in close cooperation with member states, regional organisations and other international actors. However, there is **no common understanding**, much less a comprehensive policy framework, that would guide UN support to SSR programmes in a coherent, co-ordinated and thus sustainable way.

11. Although a comprehensive, coherent and co-ordinated UN approach to SSR has been lacking to date, security sector reform is very much on the agenda of the UN system. UN support to SSR cuts across a **wide range of policy areas** from peace and security, to poverty reduction, economic and social development, human rights, rule of law and democratisation. There is a strong consensus that SSR is **particularly relevant in post-conflict environments**, and that it is key for ensuring transition from peacekeeping to longer-term reconstruction and

development. It is also agreed that SSR is inextricably linked with other stabilisation and reconstruction priorities such as transitional justice, rule of law and human rights; disarmament, demobilisation, repatriation, reintegration and rehabilitation (DDR) of former combatants; equal and full participation of women; and children in armed conflict among others.

12. An **increasing number of UN organs, departments, programmes, funds and agencies** are involved in one aspect or another of SSR support activities – even if they do not explicitly recognise them as such. For example, the UN system has been involved in SSR through the provision of funds; stimulation and facilitation of dialogue and transformation; technical advice on security issues; training and education activities; and generation of lessons learnt and best practices. The UN system’s record of SSR related activities is particularly extensive in the context of multidimensional peacekeeping operations and development programmes.

13. In this sense, it is self-evident that the UN is closely involved in SSR and related activities, even if it does not necessarily carry them out in a co-ordinated fashion or refer to them as such. Various UN entities – including the Security Council – repeatedly, and increasingly, refer to SSR. The absence of an adequate system-level capacity for planning, co-ordination and implementation is likely to hinder UN efforts to support nationally-led SSR programmes in an effective, efficient and accountable way. All this calls for the **development of a comprehensive, coherent and co-ordinated UN approach to SSR**.

14. The UN’s predominant role in the maintenance of global peace and security implies that such an approach should be commensurately broad but, at the same time, give special attention to the distinct features of SSR in post-conflict environments. This view has been vindicated by a number of **recent developments** such as:

- In July 2005, the Security Council acknowledged “that SSR is an essential element of any stabilization process in post-conflict environments” and stressed the need for more coherent approaches by the UN and the international community.
- The annual report of the General Assembly’s Special Committee on Peacekeeping Operations, adopted in February 2006, acknowledged the significance of SSR in peacekeeping and requested that the Secretariat conduct “a process of joint policymaking on security sector reform best practices”.
- SSR has become an important item on the agenda of the Peacebuilding Commission as illustrated by the central role SSR plays in Burundi and Sierra Leone.
- With the establishment by the Secretariat of the United Nations Inter-Agency Working Group on Security Sector Reform, there is another opportunity to take forward the development of a policy framework for UN system support to nationally-led SSR.

15. In promoting comprehensive, coherent and co-ordinated international support to nationally-led SSR programmes, the **immediate priorities** for the UN are as follows:

- To reach consensus on a concept of SSR;
- To determine an appropriate allocation of roles and responsibilities for SSR among the various UN entities;
- To generate lessons learnt, norms, standards and best practices;
- To establish co-ordinating mechanisms within the UN family;
- To establish co-ordinating mechanisms with other external actors and with internal actors in partner countries.

Open Debate

16. In dealing with these priority themes, some of the following key issues and specific challenges could merit special attention and may be considered during the open debate:

- a) The potential role of the UN in helping to frame and articulate **norms and standards for SSR**; in this domain, while drawing on the work carried out by other international actors such as OECD DAC, the UN has a special role to play by virtue of its operational experience, global outlook and resulting legitimacy.
- b) Importance of developing **system-wide UN guidelines and best practices** for SSR support, which can be tailored to specific country and regional contexts, particularly post-conflict contexts, given that the point of departure and reform trajectory may differ substantively from one SSR-implementing country to another.
- c) The need for the UN to ensure **consistency** of its approach to SSR **with related areas of activity** such as DDR, rule of law and transitional justice, and with cross-cutting issues such as human rights, humanitarian law, gender balance and equal participation of women, and children in armed conflict, among others.
- d) The **role of the UNSC**, through its mission mandates, in setting the parameters for SSR in post-conflict countries, particularly in the transition from an initial peacekeeping activity to long-term peace-building and development programmes.
- e) The important **role that the Peace-building Commission** can play in ensuring continuous international support to countries emerging from conflict.
- f) Importance of ensuring **sufficient UN capacity for supporting SSR**; establishing a dedicated support capacity to facilitate and co-ordinate UN assistance in this area; and creating an inter-agency co-ordinating mechanism.
- g) Need to take into account the different rules and regulations that govern the United Nations Secretariat on the one hand, and funds and agencies on the other, and consequently, the extent to which a **co-ordinated approach to SSR** is feasible or can be improved upon. In this context, it may be worthwhile to explore the relevance for a UN approach to SSR support of the recommendations concerning “Delivering as One” put forward by the Report of the High-level Panel on UN System-wide Coherence in the areas of Development, Humanitarian Assistance and the Environment.
- h) The potential role of the UN in leading efforts aimed at minimising duplication and competition; enhancing co-operation and synergy, and ensuring **proper co-ordination among intergovernmental organisations** and other international actors involved in SSR assistance. This is clearly vital but often remains poor in practice, whether because mandates of international actors cover SSR only partially or because other actors are reluctant to co-ordinate.