



The
Federal Government



Interministerial Strategy to Support Security Sector Reform (SSR)

in the Context of Crisis Prevention, Conflict Resolution and Peacebuilding



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1. Introduction

Effective and democratically controlled security sectors are an important precondition for peace, security and sustainable development, especially in fragile and conflict-affected states. In keeping with this, security sector reform aims to strengthen security institutions that provide security for the public effectively while acting transparently and with respect for human rights and the rule of law. Security sector reform also ensures that these institutions are subject to civilian oversight and are embedded in political structures that function well and enjoy public acceptance. Along with state security forces, ministries, parliaments and oversight authorities, civil society actors also play important roles in national SSR processes, as do NGOs and the media.

The Federal Government's commitment to supporting the security sector of partner countries represents an important field of action in foreign, security and development policy. In addition to this proven commitment, the Enable & Enhance Initiative of the German Federal Government (E2I) that was established in 2016 created a funding mechanism to bolster partner countries' capacity to safeguard their own security and stability, as well as regional security and stability. In 2017, the Federal Government's military equipment assistance programme was supplemented by a police training and equipment assistance programme. With the new strategic framework, this area of activity is also continuing to gain in importance in the European Union's Common Foreign and Security Policy (CFSP).

In its 2017 Guidelines on "Preventing Crises, Resolving Conflicts, Building Peace", the Federal Government commits to advancing an interministerial political strategy to support SSR processes in partner countries, thereby also building on the 2016 "White Paper on Security Policy and the Future of the Bundeswehr". The previous interministerial framework concept for supporting security sector reform in developing and transition countries from 2006 was replaced by this strategy.

The present strategy fulfils two functions: first, it describes interministerial objectives and principles of action, thereby creating a framework for improving coherence among ministries in the planning and implementation of SSR measures. Second, the strategy defines concrete interministerial measures to achieve these goals.

In 2025, the Federal Government will review this interministerial strategy for supporting SSR and will adjust it as needed.

2. Conceptual foundations and principles of action

The Federal Government supports holistic reforms of the security sector primarily in the context of UN, EU, OSCE, NATO and AU missions. Bilateral measures often supplement multilateral engagement and serve shared political reform objectives that have been agreed between the Federal Government and a partner government. Bilateral measures often rest on long-standing, confidence-based relations between the Federal Government and the partner government. Suitable instruments are generally selected in a context-specific way and in close coordination with the partner government.

2.1. Interministerial understanding

The Federal Government's measures to support SSR are carried out by the Federal Foreign Office (AA), the Federal Ministry of the Interior, Building and Community (BMI), the Federal Ministry of Justice and Consumer Protection (BMJV), the Federal Ministry of Defence (BMVg) and the Federal Ministry for Economic Cooperation and Development (BMZ). While each ministry holds functional responsibility for its own measures, in the area of SSR they are guided by the Federal Government's common principles of action and overarching goals for the country in question. Here the boundaries between the ministries' measures can be fluid: short- and medium-term measures can run concurrently with long-term projects and programmes, supplementing them, or can transition into them sequentially. An individual programme can also, where appropriate, be taken over by a different ministry. Bolstering the Federal Government's work in the area of SSR in line with this strategy requires close coordination among the participating ministries to distribute tasks or coordinate measures among them. Participation in the missions of international organisations is discussed at the state secretary level within the framework of existing exchange formats.

2.2. Risks, tensions and challenges

Support for the SSR of a partner country goes to the core of processes that are highly sensitive and involve power politics; these processes concern the legitimate exercise of the monopoly on force. Such reform efforts, which seek to fundamentally change the distribution of power and resources, often face resistance from established elites. Beyond that, non-state and semi-public actors play ambiguous roles in many contexts, acting as violent conflicting parties, as guarantors of security for certain groups, and as challengers or temporary supporters of the government. Political alliances and loyalties among groups of actors are complex and subject to constant flux. Recognising the interests and networks of the participating actors and continually incorporating current political dynamics into the evaluation of SSR contexts are key challenges for international actors who seek to support SSR in partner countries. Not least, every partner country has its own history, out of which its security sector has arisen. Special challenges for external support in this sector also stem from different understandings of law and different military and police cultures on the part of the participating international actors, as well as within the partner country. In this context, only a highly precise understanding of these structures and processes in the partner country can contribute to recognising the Federal Government's concrete options for management and striking realistic agreements with the partners. Even with careful risk assessment and a conflict-sensitive approach, there is no guarantee of success when it comes to supporting SSR processes. Thus, ultimately, the Federal Government may also consider discontinuing SSR measures in some cases.

2.3. Guiding principles

The Federal Government is committed to the tenets of support for SSR that are enshrined in the UN, the EU, the OSCE, NATO and the OECD. In addition to the overriding principles of German engagement (see Federal Government Guidelines: Germany's commitment to fundamental values in its engagement, primacy of universal human rights, the priority of crisis prevention), this strategy specifies and operationalises the principles of action that are particularly significant for supporting SSR and implementing the strategy.

2.3.1. The nexus of security and development

SSR touches on aspects of foreign, security and development policy as well as law enforcement. As part of an overarching political process, SSR measures are particularly characterised by the nexus of security and development, which are mutually dependent. Security on the ground is a crucial precondition for devising and creating political solutions, and there can be no long-term stability without development prospects for the population. On the whole, sustainably constructing an effective, transparent security sector that is governed by the rule of law and is consistent with human rights depends on the overall development of the government, the administration, the judiciary, democratic structures, civil society, infrastructure, education and employment.

2.3.2. Human security, inclusivity and gender equality

The Federal Government pursues an expanded understanding of human security that focuses on the protection and well-being of the individual (2017 Guidelines, p. 83; 2016 White Paper, p. 62). It seeks to ensure that state security sectors take into account the security experiences of different segments of the population and that they address all citizens' needs for security and justice. At the project level, the ministries can implement these principles in different ways: measures can, for example, be directly aimed at the protection of disadvantaged and particularly vulnerable segments of the population (e.g. minorities, groups of victims), but they can also focus on national governments' responsibility to protect their citizens as well as on dialogue and constructive cooperation between security sector actors on the one side and population groups and communities on the other. The foundations for such endeavours are, in the first case, improved safeguarding of human rights and international humanitarian law and, in the second case, the long-term strengthening of political participation and good governance. Effective and sustainable crisis and violence prevention is inconceivable without gender equality. Pursuant to the aims and principles of the "Action Plan of the Federal Republic of Germany on the Implementation of United Nations Security Council Resolution 1325 on Women, Peace and Security for the Period 2017 – 2020", in reforming security sectors the Federal Government strongly advocates for the equal participation of women at all levels and in all phases of conflict resolution as well as greater emphasis on the specific concerns and interests of women and girls.

2.3.3. Local ownership of national SSR processes

Reform efforts in the security sector require a broad consensus on the aims of the reform process in the partner country. The Federal Government supports national SSR processes when the responsible actors advocate for reforms to the security sector that are in harmony with international SSR principles and with the Federal Government's security policy interests. Local ownership is a key guiding principle of cooperation: the partner country is fundamentally responsible for the planning and implementation of reforms. Furthermore, for the Federal Government local ownership means that German engagement draws on the existing political and social structures of the specific partner country, and thereby operates in a context-specific way. In addition, the concerns and security needs of the broadest possible swathes of society are taken into account in the planning of SSR measures along with the interests of the partner government, and a variety of societal actors are actively involved in the reform process. Effective SSR processes are inconceivable without the inclusion of civil society. It is equally essential to fit transformation approaches and implementation measures into the multilateral framework as much as possible, which means above all acting in coordination with the strategies of the relevant regional organisations.

2.3.4. Conflict sensitivity and the do-no-harm principle

SSR processes often take place under politically volatile circumstances. In many cases, power struggles and risks first emerge during the implementation of SSR measures. Like any external influence, SSR measures can produce unintended consequences. These can be particularly grave: materiel can fall into the wrong hands, where it can escalate conflicts or be turned against civil society protesters. SSR measures can also inadvertently strengthen webs of corruption. Furthermore, support for certain actors that is perceived as one-sided can reignite tensions among rival groups. The Federal Government will scrutinise the political environment of national SSR processes, the role of its local partner institutions in the context of conflict, and the opportunities and risks entailed in its support measures; it will seek to counteract potential negative impacts at an early stage. This can mean that existing measures will have to be adjusted, suspended or, if necessary, cancelled.

2.3.5. Political integration of SSR measures



Don't subcontract the politics of SSR-Aid contractors cannot hold the same political relationship as states, nor share the same intended political end goals."

THAMMY EVANS IS AN SSR ADVOCACY AND OUTREACH COORDINATOR AT THE GENEVA CENTRE FOR THE DEMOCRATIC CONTROL OF ARMED FORCES' (DCAF) INTERNATIONAL SECURITY SECTOR ADVISORY TEAM (ISSAT)

Reform strategies in the security sector call for a long-term approach to transformation. Sustainable support for SSR processes requires a political management architecture which, through collaborative dialogue, continually ensures that the national reform process is pursuing the agreed political aims and is following precepts of human rights and gender equality as well as principles of good governance and the rule of law. German missions abroad play an important role in providing political support and guidance for SSR measures on the ground. They help with the early recognition of impending undesirable situations, conflicting goals and risks of engagement in the security sector, which can then be dealt with using a coordinated, interministerial approach.

The Federal Government capacities that are necessary for SSR-specific political support are being bolstered through the expansion of interministerial training in the area of SSR.

3. Goals, fields of action and instruments of the Federal Government's SSR engagement

3.1. Goals

The Federal Government advocates worldwide for peace, security and a rules-based international order (see Guidelines 2017; White Paper 2016, The Federal Government's 15th Development Policy Report 2017). The United Nations' 2030 Agenda is a definitive frame of reference for this engagement. The Federal Government supports its partner countries in fostering peaceful and inclusive societies that practice sustainable development and are free of fear and violence; providing all people access to justice; and developing effective, accountable, inclusive security institutions that are free of corruption (Sustainable Development Goals, SDG 16). To this end, the Federal Government supports international organisations such as the UN, the EU, the OSCE and NATO in their efforts at crisis prevention and peaceful development, strengthening justice and improving the protection and well-being of citizens of partner countries. The Federal Government contributes its own expertise and capabilities both within these organisations and at the bilateral level.

Providing support for SSR is a means of achieving the overarching goals of societal peace, sustainable development and the reliable safeguarding of security for citizens of the partner countries.

Additionally, the Federal Government's SSR measures aim to put partner countries in a position to assume greater responsibility for regional and international security. The Federal Government thereby helps to curb terrorism, cross-border organised crime, violence and the causes of displacement and irregular migration effectively and in accordance with principles of human rights and the rule of law.

3.2. Fields of action

The Federal Government utilises SSR measures first and foremost to prevent crises and build peace. In cases of protracted armed conflict, SSR measures often focus on support for civil society actors, human rights work and political dialogue in order to contribute to stabilisation. For more comprehensive SSR measures in the public security sector to have a chance of success, certain factors must be present: a minimum level of security in the project regions, basic institutional functionality and a government willing to undertake reform measures.

3.2.1. Public access to security



SSR measures should aim to guarantee people-focused security and justice and to overcome discrimination and gender-based inequalities.” JULIE BRETHFELD IS AN EXPERT ON PEACEBUILDING, GENDER AND LOCAL SECURITY, AND IS CURRENTLY A MEMBER OF THE WORKING GROUP ON PEACE AND DEVELOPMENT (FRIENT)

Public security sectors are responsible for ensuring all of their citizens access to security and public order. In doing so, they contribute to peaceful and inclusive development in the partner countries. The effectiveness, administration and exercise of civilian oversight over a given security sector influences the relationship of trust between citizens and government. In this context, the Federal Government contributes to improving the effectiveness, transparency and accountability of governmental action in the security sector and bolstering the principles of good governance to help promote human security in partner countries. In volatile conflict and post-conflict situations, entire population groups are often excluded from access to security. Women in particular are frequently affected disproportionately by this exclusion. The Federal Government will thus utilise specific gender-sensitive analytical tools to identify the different needs of all segments of the population and in particular to make access to security possible for those people who otherwise would run the risk of becoming or remaining excluded from such access. If

public security functions are severely limited, either structurally or following a conflict, non-state actors can also play an important role in providing populations with basic security in this field of action. In general, the Federal Government can support non-state actors in consultation with the relevant government when these actors operate in a way that is oriented towards the common good, respectful of human rights and inclusive, and when they do not call into question the government's monopoly on the use of force. This basic security can represent a peace dividend for the public, especially in regions where the government does not (yet) fully administer its own security. Ideally, this approach supplements measures to strengthen state capacities. For each specific context, the Federal Government considers the extent to which it supports the inclusion of non-state actors in state security structures.

3.2.2. Strengthening the government's legitimate monopoly on the use of force

In situations in which the government's monopoly on the use of force has been substantially curtailed, and in which organised crime and violence jeopardise public safety, the Federal Government works to ensure that this monopoly on force is strengthened once again. In general, a necessary condition for this is for the government's monopoly on force to possess at least a minimum, fundamental level of legitimacy in the eyes of the population and the international community. Measures to strengthen the government's legitimate monopoly on the use of force are accompanied by measures that embed principles of human rights and the rule of law in the security sector for the long term, and that contribute to transparent state action in the security sector (e.g. by fostering good governance).

3.2.3. Relations of trust between citizens and government

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Recognise the important role of the police as an ‘immune system’ for every society and prioritise them correspondingly during conflict prevention, not only later.” STEFAN FELLER WAS

CHIEF POLICE ADVISOR TO THE UN SECRETARY-GENERAL FROM 2013 TO 2017

Positive experiences in the relationship between society and the state are of key importance for the effective and socially accepted provision of security in partner countries and for the well-being of the population. In particular, a trust-based relationship with security forces such as police, armed forces and civil defence is vitally important for citizens in their everyday lives.

Especially in the period after armed conflicts, positive experiences with security forces can help build trust. This becomes possible when security forces engage in needs-oriented and citizen-oriented action that adheres to human rights principles. Central, regional and local security actors should be included in this. Public perception that the operations of actors in the security sector are legitimate and effective should not be limited just to the area around the capital city, but should extend throughout the country.



Moreover, actively confronting and grappling with the role of security forces after violent conflict or a phase of state repression is a fundamental requirement for restoring relations of trust among citizens, government and society. Sensitive issues such as sexualised and gender-based violence should receive particular attention.

3.2.4. Strengthening regional security cooperation

Conflict and violence increasingly exhibit a cross-border character. Correspondingly, SSR measures are conceived across national boundaries ever more, for example, in the context of the African Peace and Security Architecture. The Federal Government is thus working to ensure that the security forces of partner countries are able to participate together in international peace missions of the UN and the AU, including their regional organisations. It also strengthens regional security architectures when there is a local desire for further regionalisation of responsibility for security – for example, to combat cross-border crime and the financing of terrorism.

3.3. Instruments

3.3.1. International contributions



“Networks amplify impact: the new SSR strategy should call for closer links and establish the conditions for coordinated action and interministerial goal-setting (closer cooperation and coordination among German and international political, development and security actors).” DR DIRK ASSMANN

IS DIRECTOR GENERAL OF THE SECTORAL DEPARTMENT AT THE DEUTSCHE
GESELLSCHAFT FÜR INTERNATIONALE ZUSAMMENARBEIT (GIZ) GMBH

Federal Government measures to support SSR in partner countries take place primarily in the context of international organisations. Coordination within these organisations is thus of vital importance. In multilateral forums such as the UN, the EU, the OSCE and NATO, Germany contributes to the further conceptual development of a holistic approach to SSR. The Federal Government takes an active part in shaping and harmonising international SSR engagement in the relevant forums, such as the UN and OSCE groups of friends (e.g. Group of Friends of SSR, Forum for Security Co-operation). In addition to this, the Federal Government supports reforms in the UN context in order to empower the UN to carry out its responsibilities more effectively in the area of SSR. At the EU level, the Federal Government works to strengthen and further develop the common security and defence policy (CSDP). The development of a European Defence Union, which brings together all of the initiatives relevant to defence policy, especially Permanent Structured Cooperation (PESCO), and the Civilian CSDP Compact in the civilian realm, means that binding frameworks are being established to expand EU member states' crisis management capabilities. Furthermore, the Federal Government is striving to ensure that in future, there will be a European framework for ownership in line with equipping and training third countries. Likewise, the Federal Government is advocating for the future continuation of support for peace missions by partners, which has taken place to date within the framework of the Peace Facility for Africa.

UN, EU, OSCE and NATO missions with SSR components

Germany provides civilian, police and military capabilities to support UN international peace missions, EU missions in the context of the CSDP, and OSCE and NATO missions with SSR components (see also 2017 Federal Government Guidelines, 2016 White Paper, 2016 Guidelines for International Police Missions). German contributions focus on the area of training and advising. Germany engages in EU training missions that promote rule-of-law controls over security forces in partner countries and that empower state security forces to guarantee security more effectively and to assume regional responsibility for security. Moreover, we support approaches through which the senior management of security ministries and agencies are advised on overarching national SSR processes. The Federal Government thus posts

German specialists in the areas of policing, armed forces, customs and civilian SSR expertise to missions abroad, where they serve as mentors, trainers and observers, for example.

Germany supports all three dimensions of the OSCE's holistic approach to improved security and cooperation among participating states: political and military security, the economy and environment, and adherence to and enforcement of human rights and democratic and rule of law principles. Germany does this by providing political and financial support for workshops, training courses and on-site training of security forces in the 57 participating states and the Mediterranean and Asian Partners.

Germany is striving to increase its personnel contributions to European and international missions with SSR components, especially in high-level consulting and in positions with leadership responsibilities. The Center for International Peace Operations (ZIF) and the Federal Government's capacity to post police officers abroad should also be strengthened further. Gender-equitable human resources development should be implemented in the posting of German specialists. In its implementation of the Civilian CSDP Compact, Germany will establish a European competence centre in Berlin. The competence centre will complement the ZIF, providing services to the EU and its Member States: it will help work out and implement practical proposals to make EU civilian missions swifter, more flexible and more targeted.

NATO partnership programmes

NATO's cooperation with partner countries and its international crisis management touch on aspects of SSR. NATO supports states and organisations in its region in establishing and expanding the capacities of security institutions (Defence Capacity Building Initiative). Additionally, as part of its partnership programmes, NATO supports partner countries in the implementation of SSR processes. The armed forces of partner countries are encouraged to protect themselves against threats (such as terrorism) and to assume responsibility for the security of their population. Democratic control and the rule of law are important cornerstones of this NATO engagement.

3.3.2. National contributions

Advising on national reforms and security strategies

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There is no one ‘correct’ combination of instruments that can be defined universally. Processes need to be shaped in rigorous and conflict-sensitive ways.” DR ANDREAS WITTKOWSKY IS

HEAD OF PROJECT PEACE AND SECURITY AT THE CENTER FOR INTERNATIONAL PEACE OPERATIONS (ZIF) IN BERLIN

The Federal Government advises partner governments on the development and coordination of security strategies and reforms in the areas of the military, the police, the judiciary and intelligence services, and supports the implementation of these strategies and reforms. These strategic advisory processes are often embedded in national peace processes and dialogues. Accompanying measures are oriented to expanding the capacities of state institutions for coherent strategy development and for planning and budgeting security policy measures at all levels (national, regional and local). Furthermore, the Federal Government promotes interministerial dialogue and exchange among state security institutions and civil society actors on approaches to security policy reforms.

Capacity- and institution-building

The Federal Government strengthens the capabilities and good governance principles of governmental institutions in the security sector so that national reforms and security strategies can be effectively implemented in partner countries. By providing training and delivering material goods, Germany seeks to improve the administrative capacities of institutions in formulating, implementing and enforcing laws and regulations in the realm of security. Advisors and mentors are posted to national security institutions and downstream authorities (on the job training), and people are trained as multipliers (“train the trainer”). German engagement also deals with institutions’ human

resources management: professional access to institutions in the security sector is to be transparent, fair and inclusive. Measures to this end include developing codes of conduct and advising partners on disciplinary mechanisms and on how to verify their personnel's suitability and professionalism. In particular, these measures are intended to improve women's professional access to state institutions in the security sector, including leadership and decision-making positions.

Training measures for security forces

While institution-building measures are generally implemented through multilateral engagement, Germany also engages bilaterally at the level of training measures. Federal Government ministries offer partner countries the opportunity to train personnel both locally and in Germany. The range of training offerings encompasses short-term participation in training courses, mobile and temporary training support, and in some cases multi-year management or specialist training (military training assistance, bilateral yearly programmes). Beyond that, the Federal Government supports the creation of national training institutions and advises partner governments on training concepts in the security sector. The long-term Technical Advisory Groups play an important role in planning and continually guiding training measures in partner countries.

Bundeswehr Advisory Groups:

Bundeswehr advisors are posted to partner countries to facilitate and support equipment aid programmes on the ground. The Advisory Groups are often stationed for several years and enjoy a high level of trust from their partners in the local armed forces. Due to their close cooperation with national armed forces, Bundeswehr Advisory Groups are important resources for the Federal Government in planning and supporting SSR measures.

Equipping security forces

Equipment measures aim primarily to improve the effectiveness and efficiency of security actors' work in order to improve the population's access to security and to strengthen the government's legitimate monopoly on the use of force.

Federal Government Equipment Aid Programme for Foreign Armed Forces (AH-P):

The AH-P is a military instrument that is planned jointly by the Federal Foreign Office (AA) and the Federal Ministry of Defence (BMVg). Its measures aim primarily to support regional peacekeeping capacities. The traditional four-year project cycle consists of a construction and procurement phase, the partner institutions' own contribution, a training phase and finally a phase of handover of responsibility. Weapons and ammunition are not procured with AH-P resources.



Federal Government police training and aid programme (AAH-P):

This four-year programme, which began in 2017, bolsters police forces in priority countries. The Federal Ministry of the Interior (BMI) posts advisors for the programming period and the Federal Foreign Office (AA) funds the German contributions to the agreed projects. Along with equipment measures to accompany training, the police specialist training courses currently focus on the areas of the criminal police force, border management and aviation security.

Enable and enhance initiative of the German Federal Government (E2I):

The Enable and Enhance Initiative of the German Federal Government was launched in 2016 and is jointly administered by the Federal Foreign Office (AA) and the Federal Ministry of Defence (BMVg). The goal of enable and enhance measures is to empower partner countries and partner organisations to engage in crisis prevention, crisis management, post-crisis rehabilitation and peace-building at all stages of conflict and with consideration for human rights standards. Measures are planned on a yearly basis and aim to flexibly bolster partners' capacity for political action and security forces' response capacity. Enable and enhance measures can also be oriented to civilian and military actors and cover the fields of training, equipment and advising. Current enable and enhance measures include to some extent partner countries' civil society and civil protection.

Equipment measures include infrastructure engineering and equipment assistance, which are accompanied by structured training measures. Equipment measures can also be utilised in the short term to react directly to acute security shortcomings in partner countries. The Federal Government takes overarching SSR goals into account when planning and implementing equipment measures with a short-term impact.

Equipment measures can also be suited to establishing working relationships with partners in the security sector and initiating a political dialogue on further reform processes.

In order to ensure that short-term equipment measures can connect with the overarching goals of SSR, the Federal Government will in future, alongside its close coordination with missions abroad, also focus more on the expertise of military advisors, Technical Advisory Groups, and representatives of the German police force within the liaison officer context and multilaterally. It will also focus more on using specialised expert teams on the ground.

Bolstering the transparency and democratic oversight of the security sector

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Measures in the security sector entail redistributing power; political influence should be used.” PHILIPP ROTMANN IS ASSOCIATE

DIRECTOR OF THE GLOBAL PUBLIC POLICY INSTITUTE (GPPI) IN BERLIN, FOCUSING ON PEACE AND SECURITY GOVERNANCE.

The Federal Government contributes to strengthening democratic oversight, good administration and civilian control in the security sector institutions of partner countries. Members of legislatures, supervisory bodies, the media, academic institutions and civil society are encouraged to monitor the behaviour of security forces. In addition to this, institutionalised participation and complaints procedures should be made accessible to all segments of the population. This helps to combat and prevent corruption and nepotism. Measures encompass, for example, advising and training people on



constitutional reform, the use of watchdog agencies, media skills and confidence-building through the decoupling of an institutional hierarchy from exertion of influence on decisions about budgetary means.

In order to contribute even more to the firm establishment of democratic oversight, accountability and transparency in partner countries' security sectors in the future, the Federal Government will intensify its cooperation with civil society partners.

Furthering the mainstreaming of Resolution 1325 on Women, Peace and Security

The specific security concerns of women and girls as well as gender-sensitive perspectives on security are embedded in processes of analysis and all national SSR processes as cross-cutting issues. Consideration for gender equality and strengthening of women's political participation are crucial to improving the effectiveness, ownership and supervision of the security sector. In addition to this, sensitisation of security forces to human rights and sexualised and gender-based violence is an important element of the German approach to training in the area of SSR.



Constructive relations between state and society

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The new strategy needs to attach importance to representing and listening to local communities and individuals, including minorities. Local actors and the public should be integrated into SSR projects starting from the development stage.”

DR NADINE ANSORG IS A LECTURER IN INTERNATIONAL CONFLICT ANALYSIS AT THE UNIVERSITY OF KENT AND RESEARCH FELLOW AT THE GERMAN INSTITUTE OF GLOBAL AND AREA STUDIES (GIGA) IN HAMBURG

Efforts to address civilian concerns in the security sector's performance of its tasks aim to facilitate positive cooperation experiences and confidence-building between security forces and the public – for example, through training courses on security forces' youth contact work and community-oriented policing. Measures are carried out in the understanding that external contributions to peace, stability and development can only be effective when the local population perceives security actors as legitimately and effectively establishing human security. Against this backdrop, the Federal Government pursues a human rights-based approach that centres on individuals and groups affected by violence, insecurity or despotism, and their needs and rights to be protected. Civil society actors act as intermediaries between the public and the security sector in order to promote transparency, articulate security needs and (re-)build confidence. Both the human-rights capacities of partner institutions in the security sector and concrete mechanisms for accountability should be strengthened to prevent security sector reform from taking place at the expense of political and civil rights.

Disarmament, demobilisation and reintegration (DDR)

The Federal Government contributes to enabling a path for armed groups and combatants to reintegrate into society through a political agreement after the resolution of an armed conflict. In particular, the integration of combatants into state security forces has far-reaching consequences for national SSR processes, which must be taken into consideration in the planning of SSR

measures. The Federal Government supports DDR in political processes of stabilisation and peacebuilding. Measures include but are not limited to information campaigns, monitored disarmament and registration, and the organisation of professional and social reintegration measures. All DDR measures must analyse the different roles and positions that combatants have held, and in doing so must also consider less visible groups. The Federal Government gives priority to supporting community-based reintegration measures, which benefit the entire host community. Medical, psychological and psychosocial care, as well as economic reintegration measures, particularly for survivors of sexualised and gender-specific violence and former child soldiers, can also be important elements of DDR measures. Because of the potential involvement of armed forces in human rights violations, DDR measures need to be coordinated closely with measures in the area of transitional justice and reconciliation.

Political dialogue measures

The Federal Government conducts targeted dialogue on SSR with selected partner countries, even where no underlying SSR processes are taking place, in order to instil the importance of SSR in the perception of political decision-makers and convey the added value of regular reviews and reforms of national security sectors. Political dialogue measures are oriented to the establishment of solid working relationships and mutual confidence, the early recognition of favourable developments for reform processes in the security sector, and if necessary the needs-based provision of resources for targeted support of these reforms. The German missions abroad play an important role in recognising sites of potential reform and preparing and supporting SSR measures in partner countries.

3.3.3. Activities in related fields of action

Promoting the rule of law

SSR measures also aim to establish rule-of-law principles firmly in the security sector for the long term. In keeping with this, SSR and promotion of the rule of law are closely linked fields of action. They intersect, for example, in the shaping of control over armed forces in constitutions, parliamentary oversight committees, and military jurisdiction. SSR and promotion of the rule of law are likewise relevant to the delimitation of police and military tasks as well as the enforcement of military and international law. Finally, these are also complementary elements that are to be taken into account for the task fields of the police and judiciary within the scope of law enforcement and prosecution. Through close coordination among participating ministries, the Federal Government ensures that potential conflicts between objectives are recognised early and synergy effects can be realised as well as possible.

Transitional justice and reconciliation

In situations of violent conflict and state repression, state security forces can behave as conflict actors or human rights violators or can be perceived as such. Necessary conditions for sustainable approaches to transformation in the security sector that aim to (re-) establish the accountability of state action include recognition of experiences of violence, as well as prosecution in accordance with rule of law of those unjust actions that state security forces have taken against the population or segments of the population. They also make it possible for trust to be rebuilt between the population and security forces. In this context, the Federal Government advocates for human rights abuses by all involved conflict actors, especially security forces, to be confronted and dealt with in national SSR processes in a suitable way.

(Small) arms control and preventing the recruitment of child soldiers

The uncontrolled proliferation of small arms and ammunition can cause social and political conflicts to escalate into lengthy periods of violence. The availability of small arms leads to increased violence, notably sexualised and gender-based violence against women. Beyond that, it can play into the hands of organised crime and terrorist groups. If state security forces are empowered to take care of the protection of all citizens, the population's striving for self-protection measures can be expected to decrease. This can be a starting point for Federal Government training and equipment measures. The Federal Government is also striving to ensure that important aspects of prevention and arms control are taken into account in the negotiation of national SSR processes. These include elements such as the creation of national small arms commissions; the secure storage, management and labelling of small arms and ammunition; and the prevention of recruitment of child soldiers in particular. These activities can also be important starting points for more extensive SSR measures.



4. Measures to strengthen interministerial action

In order to strengthen the interministerial approach to supporting national SSR processes in partner countries, the Federal Government will promote links with civil society and academia, develop the specialist expertise of participating ministries and reinforce and further expand interministerial coordination processes specifically in the areas of analysis, strategy development, and monitoring and evaluation.

4.1. Establishing a cross-strategy working group

To strengthen interministerial action and to implement this strategy, the Federal Government will continue its practically oriented, interministerial exchange on its actions in the areas of SSR, promoting the rule of law, and dealing with the past and reconciliation by merging the three strategy-specific working groups into one shared cross-strategy working group. It will develop interministerial approaches and initiatives further.

The cross-strategy working group will commence its work in 2019.

One of its key tasks is to assist the interministerial implementation of courses of action that have been worked out in the strategies on security sector reform, promotion of the rule of law, and dealing with the past and reconciliation (transitional justice), as well as to provide impetus for interministerial action. In particular, links with country-specific interministerial task forces as well as with other relevant bodies and working groups should be furthered, and their work should be made more effective.

Instruments, approaches and initiatives should be developed further, building on lessons learnt and drawing on the national and international specialist discourse.

4.2. Promoting links with civil society and academia

The Federal Government strives for stronger links with national and international SSR actors, and correspondingly seeks to enhance its consultation mechanisms. Notably, the contacts and networks among scholars, civil society, SSR practitioners and political decision-makers that have been established within the PeaceLab should be used in the future to develop German SSR engagement further. The aim here is to cement the specialist dialogue on risks of SSR measures and conditions for their success, which is based on current scholarly and practical knowledge. Moreover, the specialist exchange among the fields of action of SSR, promoting the rule of law, and transitional justice and reconciliation should be strengthened in the scope of these consultation mechanisms.

The Federal Government will organise at least one specialist exchange per year with representatives of international organisations, civil society, academia and the sphere of everyday practitioners.

4.3. Capacity building to promote an interministerial approach to SSR



Build the capacities of your personnel first. Suitable personnel can rely on country-specific knowledge in their field and must be trained.” LAURA R. CLEARY IS HEAD OF THE CENTRE FOR INTERNATIONAL SECURITY AND RESILIENCE AND PROFESSOR OF INTERNATIONAL SECURITY AT CRANFIELD UNIVERSITY

The Federal Government will also focus on its own training measures in order to strengthen the interministerial approach and the participating ministries' expertise in SSR measures. These measures can include interministerial analysis and strategy development as well as monitoring and evaluation approaches tailored to SSR. The ministries will propose priorities for these

training measures. Training measures will be addressed to both the responsible staff at the ministries and experts who are commissioned by the Federal Government to work on SSR. Instructional and training content will take gender-sensitive perspectives on SSR into account in a cross-cutting way. As these training measures are opened up to international SSR personnel in the medium term, the Federal Government will also be contributing to strengthening international specialist expertise as well as raising the international profile of the German approach to SSR.

International recognition of the SSR training curriculum – for example, by the UN – is being sought so that Germany can promote international capacity building in the area of SSR by admitting international course participants.

The Federal Government will review how the people who have been trained can be identified and consulted for specific SSR tasks.

4.4. Analytical capabilities

In its work, the Federal Government is increasingly taking an interministerial understanding as a foundation for analysing the contexts of specific countries. Analyses conducted by missions abroad as well as by individual ministries, which set their own priorities according to their portfolios (e.g., analyses of critical developments, actor analysis, conflict analyses, politico-economic analyses and strategic foresight), form an essential foundation for coordinated action in the area of SSR. These country analyses should be compiled and evaluated with greater consideration for SSR. As needed, ministries can also initiate the drafting of SSR-specific analyses that reflect the special sensitivity of the security sector. Such analyses would examine, for example, the political conditions for reform in partner countries, concrete security deficits for different segments of the population and potential impacts of external SSR measures on power and conflict constellations in partner countries. The goal for the future is to increasingly arrive at a shared assessment of regional and country-specific needs for action, risks and possible courses of action. Furthermore, the skill sets of international, national and local civil society actors (e.g. international organisations, academia, NGOs, think tanks) as well as the implementation experiences of SSR practitioners should be incorporated

more into interministerial analyses. In the field of action of SSR, too, an integrated approach to conflicts and crises is supported at the EU level; this approach envisages joint analysis and planning. All the analyses mentioned should take into account the specific circumstances of women and children as well as the different challenges and needs of all segments of the population.

For selected countries in which multiple ministries are active to a significant extent in the area of SSR and related fields of action, the Federal Government endeavours to create interministerial analyses on the basis of individual ministries' contributions, along with potential further SSR-specific analyses as a foundation for coordinated action in the area of SSR.

4.5. Interministerial strategy development



If you want reform to be strategic, your planning needs to be interministerial.” PROF. DR URSULA SCHRÖDER IS DIRECTOR OF THE INSTITUTE FOR PEACE RESEARCH AND SECURITY POLICY AT THE UNIVERSITY OF HAMBURG

On the basis of shared analyses, the ministries agree on shared objectives for their SSR engagement and coordinate the measures closely and coherently in a way that corresponds to each ministry's area of responsibility. To the extent that it is sensible and possible to do so, detailed SSR-specific strategies for countries and regions can also be developed (possibly in coordination with similar strategic processes on transitional justice and reconciliation as well as promotion of the rule of law). This communication should help improve the Federal Government's contribution to SSR in international organisations and its own bilateral measures while implementing the Federal Government's political objectives for specific country contexts in interministerially coordinated steps to support SSR measures. Depending on the country's context, strategies can contain short-, medium- and long-term (eight- to

ten-year) elements, which, if needed, incorporate measures coordinated with international organisations and partner countries and clarify the ministries' contributions.

If interministerial country strategies are already in place for countries that are relevant for SSR, or if these strategies are being developed in other Federal Government forums for coordination, the participating ministries work towards supplementing them with SSR-specific operational logic and, if applicable, with interministerially coordinated impact indicators that monitoring and evaluation measures can draw on in shaping SSR strategy. If short-term measures are considered to be necessary in contexts of crisis and stabilisation, this is possible regardless of the objectives formulated here.

The Federal Government will thus develop shared objectives and SSR-specific strategies for selected countries and regions in which multiple Federal Government ministries are significantly engaged in the area of SSR and related fields of action.

4.6. Conflict-sensitive monitoring of SSR measures

In principle, the responsibility for conflict-sensitive monitoring of SSR measures lies with each implementing ministry. In future, the Federal Government will increasingly work towards taking into account interministerial objectives in the area of SSR in conflict-sensitive monitoring and, where possible, applying consistent standards to the security sectors of partner countries in this monitoring. The aim is to pursue shared objectives for SSR measures, counteract undesirable developments, recognise scope for innovation more quickly and thereby improve the conditions for learning at the project and programme levels. This also includes developing an interministerial definition of criteria for correcting, reorienting or, if necessary, terminating cooperation.



Additionally, the Federal Government will strengthen its approaches to inter-ministerial monitoring of SSR measures in countries and regions in which multiple Federal Government ministries are significantly engaged in the area of SSR and related fields of action. To that end, the ministries will increase their exchange of relevant monitoring reports on SSR measures specific to a single ministry. Beyond that, the Federal Government is reviewing whether multiple ministries can selectively carry out interministerial monitoring missions in these countries and regions in future in order to review progress in the implementation of Federal Government SSR measures together with the partner countries.

4.7. Impact monitoring and establishment of good practices

The relevant ministries are fundamentally responsible for procedures for monitoring success and the achievement of objectives, as well as for evaluating Federal Government SSR measures and for conflict-sensitive monitoring. In future, the Federal Government will ensure that the long-term impacts of German SSR engagement are better elucidated from an interministerial

perspective. The evaluation of SSR measures should also particularly take into account the perspectives of local civil society. In such evaluations, the Federal Government pursues an approach that considers the perspectives of both women and men, and that also takes into consideration the needs of particularly vulnerable groups and of a variety of other relevant segments of the population.

In this context, the Federal Government will identify SSR measures that are suited for the exemplary review and consolidation of realigned interministerial coordination processes. Experiences of cooperation among ministries will be systematically evaluated in order to establish good practices and foster interministerial learning. The evaluation will feed into the review of this strategy and will be made available to the public.

4.8. Support for international approaches

Organisations such as the UN, the EU, the OSCE and NATO are continually developing their approaches to SSR. The Federal Government can only take part in this further development substantively and from an early stage if German experts are represented among the staffs of organisations and centres of excellence.

The Federal Government will evaluate how the proportion of German experts in these international staffs and centres can be increased. Initially, the EU and NATO will be given priority in this area.

List of abbreviations

AH-P	Military Aid Programme of the Federal Government
AAH-P	Police Training and Aid Programme of the Federal Government
APSA	African Peace and Security Architecture
AU	African Union
CFSP	Common Foreign and Security Policy
DDR	Disarmament, Demobilisation and Reintegration
EDU	European Defence Union
EPF	European Peace Facility
OECD	Organisation for Economic Co-operation and Development
OSCE	Organisation for Security and Cooperation in Europe
PESCO	Permanent Structured Cooperation
SSR	Security Sector Reform

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