Report

of the

Security Sector Reform (SSR)

Joint Orientation Workshop for AU Member States in North Africa

Tunis, the Republic of Tunisia

16 - 18 September 2014

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LIST OF ACRONYMS

AU	African Union
APSA	African Peace and Security Architecture
ASSN	African Security Sector Network
AUHQ	African Union Head Quarters
CADSP	Common African Defense and Security Policy
CAR	Central African Republic
CENSAD	The Community of Sahel-Saharan States
CISSA	Committee for Intelligence and Security Services in Africa
CSDP	Common Security and Defense Policy (of the EU)
CSO	Civil Society Organizations
DPKO	United Nations Department of Peace Keeping Operations
DRC	Democratic Republic of Congo
DSD	Defense and Security Division
EC	European Commission
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EU	European Union
LRA	Lord's Resistance Army
MISAHEL	African Union Mission in Mali and the Sahel
MISCA	African-led International Support Mission to the Central African Republic
NARC	North African Regional Capability
OAU	Organization of African Unity
OECD-	The Organization for Economic Co-operation and Development -The International
INCAF	The International Network on Conflict and Fragility
OROLSI	United Nations Office of Rule of Law and Security Institutions
PCRD	Post Conflict Reconstruction and Development
PSP	Peace Strengthening Projects
REC	Regional Economic Communities
RM	Regional Mechanisms for Prevention, Management and Resolution
SADC	Southern Africa Development Community
SSR	Security Sector Reform
UN	United Nations
UNDP	United Nations Development Programme
UNSMIL	United Nations Support Mission in Libya
WB	World Bank

EXECUTIVE SUMMARY

A joint African Union (AU) – United Nations (UN) – European Union (EU) and African Security Sector Network (ASSN) security sector reform (SSR) sensitization and training workshop took place in Tunis, the Republic of Tunisia from 16 – 18 September, 2014. The workshop brought together security sector practitioners and other officials from countries in North Africa and facilitators from the partner organizations.

Participants were informed of the latest issues in the development of regional, continental and global trends in SSR, and what the partners are doing to assist Member States in their SSR efforts. In particular, the AU facilitators highlighted the development and implementation of the AU Policy Framework on SSR, and how Member States could use it especially but not only in post conflict situations. The UN facilitators highlighted the global trends in SSR and the role of the UN while the EU facilitator informed participants of the various EU facilities that can fund SSR activities in Africa.

Participants discussed the various security issues in North Africa as a region, and in the individual countries. A number of messages were highlighted including the following:
1) The importance of highlighting the various notions of human security in addition to state security.
2) The centrality of national ownership of security sector reform activities in Member States, and that, foreigners should not use SSR as an excuse to interfere in the internal affairs of African countries.
3) The sensitivity of the subject of civilian control of the security sector and the role of civil society in SSR in relation to issues of national sovereignty.
4) The need for a regional approach to security in North Africa, in view of the serious security challenges that some countries such as Libya are facing especially in the wake of recent and ongoing violent conflicts.
5) Regional security in North Africa is complicated by the rampant flow of arms and drugs across borders, and the illegal movement of people in and out of the region and especially across the Mediterranean Sea to Europe.
6) Terrorism and religious fundamentalism are further complicating an already volatile North Africa, with the effects being felt far beyond the region.
7) The centrality of collaboration of neighboring countries to deal with the many and complex cross border security challenges.

INTRODUCTION:

The African Union (AU) and partners conducted a three (3) day joint security sector reform (SSR) orientation workshop for representative from countries in North Africa that took place in Tunis, the Republic of Tunisia from 16 – 18 September 2014. The workshop was organized and led by the AU and was held jointly with the United Nations and the European Union, with technical assistance from the African Security Sector Network (ASSN). The workshop was held as part of the AU SSR project, "Building African Union Capacities in Security Sector Reform (SSR): A Joint United Nations/European Union Support Action". The joint SSR training workshop was attended by 21 representatives from North African countries namely Egypt, Mauritania, Saharawi, and Sudan, as well as representatives from the African-led International Support Mission to the Central African Republic (MISCA), the African Union Mission in Mali and the Sahel (MISAHEL), the North African Regional Capability (NARC), the Community of Sahel – Saharan States (CEN-SAD), the United Nations Support Mission in Libya (UNSMIL), the AU Liaison Office in Libya, and the UNDP office in Tunisia.

The purpose of the workshop was to introduce participants to the African Union Policy Framework on SSR, in the context of the operationalization of the African Peace and Security Architecture (APSA). The Policy Framework on SSR, adopted by the AU Assembly in January 2013, aims to contribute to the development of effective partnerships at the regional and continental levels in the area of SSR. The workshop also provided an opportunity for participants to be sensitized on key concepts in SSR, as well as on the AU, UN and EU approaches to supporting nationally-led SSR processes.

OPENING REMARKS:

Dr. Tarek. A. Sharif, Head of the AU Defense and Security Division (DSD) opened the workshop on behalf of the African Union. He thanked all the participants for attending the joint orientation workshop. He also expressed the honor to convey the greetings of the Chairperson of the AU Commission, Dr. Nkosazana Dlamini Zuma, to the participants and thanked the Tunisian authorities for their support to have the workshop take place in Tunis and for the hospitality and warm welcome afforded to all participants to the workshop.

Dr. Sharif reaffirmed the enduring commitment of the African Union to support Member States to reform their security sector and rule of law institutions that are essential for laying the foundations for sustainable peace and security in Africa. He was delighted that the workshop is addressing reform of the security sector which is a very important issue for the Member States, and that it leads to establishment of fruitful cooperation between Member States, the African Union and partners.

Dr. Sharif stated that the reform of the security sector is a dynamic process based on the multi-faceted political and security context of each state, where national authorities and all parties should take the lead and ownership of the process in order to ensure its success. He stated that although the African Union and partners cannot provide all the help and support needed, they

always try to do their best according to the specific requests made by the national authorities. Dr. Sharif referred to other AU policy documents that provide the AU mandate to implement SSR such as the Common African Defense and Security Policy (CADSP) adopted in 2004, the Post Conflict Reconstruction and Development Policy (PCRD) of 2006 and the road map for the African Peace and Security Architecture (APSA) of 2011.

Dr. Sharif made reference to the development of the AU SSR program which started in 2009 with support from partners such as the United Nations and the African Security Sector Network (ASSN). This was followed in 2012 by the establishment of the project "Building African Union Capacities in Security Sector Reform (SSR): A Joint United Nations/ European Union Support Action". The project aims to strengthen the capacity of the African Union Commission, the Member States, Regional Economic Communities (RECs) and Regional Mechanisms for Conflict Prevention, Management and Resolution (RMs), so that they can in turn help national and regional initiatives in the field of SSR. He stated that since its official inception in May 2013, the project continued to provide support to national processes in the field of security sector reform in response to requests made by the Member States.

Both the AU SSR Program and the Capacity building project have already undertaken SSR activities with Member States. Some of these activities include assistance to the Republic of South Sudan for the development of a national security policy, and conducting SSR assessment missions to the Comoros as well as the Central African Republic to help them identify the security needs and priorities and to provide recommendations for addressing those identified needs. The project also assisted the AU to deploy a number of SSR experts to Comoros, the Central African Republic, the Republic of Mali and to Guinea-Bissau. He noted that the kind of support program to Member States varies according to the circumstances of each country and the nature of the need expressed by the state concerned. He emphasized that the African Union stands ready to assist Member States in their endeavors to undertake their SSR processes.

Dr. Sharif also stated that he is confident that the workshop would help familiarize the participants with the basic concepts of security sector reform and the approach taken by the African Union and the United Nations to reform the security sector; and would provide an opportunity for participants from Member States in North Africa to discuss the AU Policy Framework on SSR, and also contribute to the approach of the United Nations to security sector reform. He hoped that the workshop would also contribute to the development of an effective partnership between the Member States, the African Union, the United Nations and the European Union in the field of security sector reform. He reiterated the full support of the African Union to the reform processes in general, and its continuation in response to various appeals presented by Member States and regional organizations asking for assistance in this regard.

In conclusion, Dr. Sharif conveyed the appreciation and gratitude of the African Union to all those who supported and contributed to the workshop. He thanked the African Union,

international partners and the stakeholders who participated at the workshop, particularly the European Union and the United Nations saying that it is an opportunity to showcase the importance and usefulness of joint international action.

DPKO Statement:

Mr. Thorodd Ommundsen made a statement representing the United Nations Office of Rule of Law and Security Institutions (OROLSI) of the Department of Peacekeeping Operations (DPKO). He emphasized the unique character of the partnership between the AU and the UN in the area of SSR. He made reference to the importance of the recently adopted UN Security Council Resolution 2151, the first standalone resolution on SSR, and in view of the growing number of peacekeeping operations and special political missions mandated to support SSR. Mr. Ommundsen said that strong partnerships with regional organizations are pivotal in order to strengthen the response to national requests for assistance. He also thanked the participants for attending the workshop representing their various Member States and whished them fruitful and successful deliberations.

Mr. Ommundsen highlighted the principles on which the UN approach to SSR is based. These include leadership of the national authorities in the SSR processes; the contextually sensitive nature of SSR processes; the need for solutions that are flexible and tailored according to local contexts; and that the SSR process should gain national legitimacy and financial support. He concluded by thanking the organizers for their efforts to make the workshop happen.

European Union Statement:

Mr Francesco Carboni represented the European Union delegation to the Africa Union. He stressed how the EU is the biggest donor to the AU-EU-UN SSR project, and also plays an active role in the implementation of project activities by providing technical inputs to project documents, by participating in the SSR joint assessment missions and training activities as well as supporting programme implementation. He reminded participants how SSR is an essential component of the AU peace and security agenda, a vital ingredient in any post-conflict reconstruction and development process as well as a key action in political and security road maps to move forward in crisis situations. For the EU, there can be no development without security and no security without development: objectives of development, democracy, human rights, good governance and security are connected. SSR contributes to more accountable, effective and efficient security systems, which help to achieve all those results. This is why the EU and its Member States are actively involved in supporting SSR in several countries around the world, addressing the need of both urgent actions and long-term capacity development initiatives, as part of a "comprehensive approach" to SSR. Besides development cooperation, which focuses heavily on prevention and the creation of enabling environments to better security, the EU is active in SSR through its crisis management tools, as well as its diplomatic action and political dialogue. Mr Carboni concluded by thanking the African Union, the United Nations and ASSN for their work on the orientation workshop and wished the participants a fruitful and rewarding training.

SESSION 1 – INTRODUCTIONS

Dr. Norman Mlambo opened this session by explaining the objectives of the workshop which he stated as follows:

1) to introduce participants to key concepts in SSR and to the emerging AU and UN approaches to SSR (orientation and sensitization);
2) to provide an opportunity for AU Members States in North Africa, together with AU Commission and UN staff, to discuss the AU Policy Framework on SSR, which is one of the key building blocks in the further development of the UN approach to SSR (policy development); and
3) to contribute to the development of an effective Member States - AU Commission - UN and EU partnership in the area of SSR (partnership).

Dr. Mlambo then gave a brief chronological background of the African Union involvement in security sector reform since 2006. He stated that the AU's 2006 Post-Conflict Reconstruction and Development (PCRD) policy emphasizes the importance of giving priority to the (re) establishment and strengthening of the capacity of security institutions and facilitating SSR. This was followed by the November 2007 seminar on SSR which was held in Cape Town, South Africa, which led to the January 2008 AU Assembly decision that encouraged the AU Commission to develop a comprehensive AU policy framework on SSR.

In March 2009, the AU and UN jointly convened an African regional workshop on SSR at the AU Headquarters in Addis Ababa to identify challenges and opportunities for SSR in Africa. That workshop resulted in a joint AU-UN agreement to embark on a mutually beneficial partnership in the area of SSR. It also represented another important milestone in the development of the comprehensive AU policy framework on SSR. This was followed by   a number of joint AU and UN SSR orientation workshops as follows:

1) for AU staff at the AUHQ in Addis Ababa Ethiopia in November 2009;
2) with the Economic Community of West African States (ECOWAS) at Kofi Annan International Peacekeeping Training Centre in Accra Ghana in October 2010;
3) with the Southern African Development Community (SADC) at the Regional Peacekeeping Training Centre in Harare Zimbabwe in March 2011;
4) a workshop for the Pan-African Parliament members in Johannesburg in November 2011; and
5) a workshop for the ECCAS Member States in Libreville Gabon, in June 2013.

Dr. Mlambo introduced the facilitators for the workshop, and requested the participants to introduce themselves and express their expectations from the workshop. The majority of participants expressed the following sentiments:

1) The need to know the approaches of the AU, UN and the EU in SSR, the roles played by each of the partners and their achieved outcomes.

2) Some participants stated that they were looking forward to seeing good examples of successful SSR interventions and the lessons learned which would help Member States design their own interventions and provide solutions to their national security problems.
3) Others expected that knowledge gained from the workshop would enable them to assist in addressing some security challenges in the region.
4) Some participants stated that they want to see bench marks and lessons learned from SSR so far;
5) To know how the AU and UN and EU implement SSR activities and how it applies to specific local contexts given the fact that there is prevalent violence and instability in some countries in the region;
6) How SSR is implemented both at the national and regional levels;
7) to share and how to apply the principles of SSR in national contexts; and
8) How to enhance the credibility, legitimacy and involvement of national interlocutors in SSR processes.

Dr. Norman Mlambo explained the methodology for the workshop which he said would be a two way interaction between the facilitators and the participants. He encouraged participants to attend all the sessions of the workshop, and pointed out that those who miss a number of sessions may not receive certificates. He then led the participants to lay out other workshop ground rules, including the principle of non-attribution of speakers based on the Chatham House rule.

SESSION 2 – INTRODUCTION TO SSR: FROM CONCEPT TO PRACTICE
Mr. Moussa Batraki started this session with the question: What is security? to which he received the following answers during open interventions by participants:
1) security means people feeling safe and comfortable in their own country;
2) security has two approaches, military and non-military aspects (human security of people);
3) some said it is a strategic process which requires strategic planning at higher levels;
4) it is the absence of war; when there is war, there is no security or stability and it is the situation when institutions keep security and justice; and when these elements are absent, there is no peace and security; one participant said that security is absence of war, expressed in Arabic as "amn."
5) others said that there should be stability for security to be provided for;
6) some said security is the prevalence of rule of law, economic stability, and income generation opportunities for those who are holding guns and the creation of jobs for those who are jobless.
7) some said that security is a result of good relations and cultural co-existence;
8) others said security is a general concept that covers political, social and strategic aspects of life;
9) one participant also said that security is liberty of life and liberty from all kinds of fear and want.

The facilitator went on to give formal definitions of security which highlighted the notion of security and how it has evolved over time from a 'state centric' understanding of security to one that encompasses the notion of 'human security'. He explained that security has also evolved to include non - traditional security actors. The concept of security has broadened, away from purely "military security" and toward "human security" – security of people.

Open Discussion
The following issues were highlighted during the open discussion:
Discussion: Participants noted that; security should mean peace of mind; peace within and peace without; to live in peace; socio-economic and political stability; safety and comfort is assured; physical and material fulfillment and better livelihood; freedom from fear and systematic protection of wealth.

The other question raised by the facilitator was: What is Security Sector Reform, (or Development, or Transformation)? The responses from participants indicate that the general understanding of SSR is that of a national process that works to address defaults in the security sector and issues related to respect for international norms and human rights standards and legitimacy. It was pointed out that security sector reform is not a once off action; rather, it is a continuous process and it does not only apply in post conflict situations as it can happen in any country and can change according to the global security situation.

Discussion: The issue of national ownership was highlighted as a critical element for the success of security sector reform processes. One participant reiterated the fact that SSR applies to all situations and can take place in a stable state as happened in England and other European countries before. Another speaker also explained that national ownership should include ownership of concept and practice. He stated 4 points to be considered for national ownership of SSR: vision, capacity, money and monitoring & evaluation. It is important to distinguish between security sector reform and support for the security sector which mostly happens through bilateral relations between states.

Some participants questioned why the AU is taking SSR as one of its agendas. The answer was that SSR is at the center of the AU PCRD Policy Framework, which was adopted by the AU Executive Council in Banjul, Gambia, in 2006. The Assembly of Heads of State and Governments in 2008 further adopted the SSR agenda, and encouraged the AU Commission to develop the AU Policy Framework on SSR, which the same Assembly adopted in January 2013 and urged AU Member States to use. However, the policy framework is not a binding document to Member States. But, if a Member State decides to implement SSR, the AU will not hesitate to assist that Member State whether the situation in the given Member State is post conflict or not.

The facilitator explained the various stages, levels and characteristics of an SSR process. He said it is a political process, which starts with national dialogue, strategies national plans and coordination of actions. At the political dimension, SSR affects the balance of power, which could affect national sovereignty and national ownership. In discussing SSR holistically, there is

need to simplify the process. The country needs to be politically prepared to walk through the SSR process. There should be democratic governance of the security sector otherwise no success will be expected. He also explained that SSR is not an aim by itself, therefore there should be political will, and SSR can also not be achieved without working on the rule of law, DDR, and other related issues. It was also pointed out that because SSR activities are always so large and with huge budgets, national authorities cannot work alone and they always need the support of the international community.

Discussion: Some participants argued that SSR should be a national priority. They stated that a holistic approach to SSR should be decided according to the choice of the national authorities and that the aspect of control and oversight of SSR by civilians may be inappropriate due to the sensitive nature of SSR and how this may impact on national sovereignty.

The facilitator explained that the technical dimension of SSR is a complex, multidisciplinary process and requires a high-level of thematic and cross-cutting expertise, which involves governance and oversight, gender, human rights, national security strategies, threat assessments, perception surveys, integrated border management, intelligence, policing, defense, corrections, organized crime, arms control and related issues. It requires knowledge of institutional systems with regard to strategy, management, budgeting and finance, procurement, personnel, information technology (IT) and management experience in change management, program management, funding and coordination.

On the question of; What triggers SSR?, the facilitator explained that the decision to implement SSR is a national decision, although international bodies such as the UN through its organs like the Security Council and General Assembly may play a key but relatively small role. A number of intergovernmental bodies such as the AU and its RECs may also be engaged, in different degrees and in different aspects of SSR in Member States.

Discussion: Some participants raised their concern about the security situation in the Sahelo-Saharan Region. These issues pose a lot of threat to the security of states in the region. Therefore, they need to be taken seriously. They argued that any reform that does not consider these challenges does not add any value. One example given was Mali where the situation there has affected many Member States in the region. Participants suggested that there is a need for a system at both regional and continental levels to address these issues. They stated that much effort has been put to control the armed groups in Mali but the war is still going on.

The other challenge discussed was Boko Haram in Nigeria. The effort put by Chad and Niger to control these groups are well recognized but there is still fear that the group will take possession of a region in which they will be fortified and then develop into a dangerous regional group which will encourage and even force the youth and other groups to join them. This is also the case with terrorist groups in Libya. There are also threats of drugs proliferation over

the Sahelo-Saharan Region. The insecurity situation in the region also encourages illegal migrations to Europe, which leads to many incidences of drowning in the Mediterranean Sea. There was also a suggestion that the efforts to control Boko Haram should include military, social and cultural interventions.

Reference was made to the example of Colombia who managed to control the armed groups who are far bigger in size than Boko Haram. There is need for regional cooperation and strong community work as happened in Colombia. There is also a need for the UN to assist in the situation in the region and a need for states in the region such as Libya, Mali etc. to have stability. It was argued that countries in the region cannot close borders because this will affect the people's lives. There is also a need to consider the situation of women, children and youth in the region and provision of governance, looking at the way states are run at present.

Participants were also informed that the African Union has adopted a strategy for the Sahel Region that addresses the issues of governance, security, organized crime and development.
It was also explained that in the Central African Republic, many measures have been put in place to address the security issues in the country. A joint operation has been deployed to control the LRA group in CAR, South Sudan Uganda and the DRC. There are also other strategies on how to address security challenges in bi-lateral approaches.

Participants also talked about continental threats and threats at regional or national levels such as human trafficking, arms proliferation and armed groups. They suggested a range of interventions to address these challenges represented in theological dialogue among the communities, military cooperation of Member States, international support, and formation of technical teams to assist in drawing policies to address these threats. The groups made reference to experience of border security cooperation between Sudan and Chad and between Niger and Nigeria. These would help address issues of armed groups, drugs control, LRA taskforce which are good examples to base on.

Some participants raised concerns about national will to effectively use the assistance given as this determines whether the support given will help or not.

SESSION 3 – GROUP EXERCISE: Security Challenges in Member States and the Measures Taken to Address Them:
This session was designed to ask participants from the various Member States who attended the workshop to present security challenges in their countries, and the measures taken by the Member States to address those challenges.

Sudan:
Sudan faces many problems related to armed groups, human trafficking and arms proliferation on its borders with Chad, the Central African Republic, Libya and South Sudan. To address this problem, the country has to cooperate with these neighboring states to decide measures that would assist in handling these problems. This led to the unique experience with Chad. The two

countries established joint border force, which includes the army, police and intelligence. The forces are based at the borders of the two countries with sub HQs inside each of the two countries, Sudan and Chad. The forces conduct joint operations, joint patrols and exchange information about the movement of armed groups, smugglers and the illicit trafficking of arms between the two countries.

The outcome of this cooperation has been very useful as many positive results were achieved in a very short period including stability along the border between the two countries. Tribal communities along the borders are more secured and closely cooperating with the forces to protect their areas through provision of information about movements of perpetrators. The project contributed to the development of the villages along the borders of the two countries represented in provision of social services such as water, electricity, health services and construction of roads to facilitate movement of people and goods between the two countries. The project also helped strengthen political cooperation between the two governments of Sudan and Chad.

The whole experience is unique with many lessons to learn and replicate in other similar situations particularly, in the region and in the whole continent in general. It was recommended that the African Union adopt this experience and encourage other Member States to do the same with adaptations that suite their different contexts.

Egypt:
Examples of cooperation between neighboring states were given, and how they could work together in order to address security challenges related to the movement of terrorist groups and proliferation of arms and drugs. However concern was raised about the contradiction between issues related to security sector reform and national sovereignty and how this poses limitations to regional security cooperation issues. It was pointed out that the issue of national ownership should not be the reason for failure to cooperate on issues related to borders security and transnational security threats. Moreover, the international community should not use this as a reason to intervene in AU Member States, and countries should not invite them to do so. This conforms to the UN Resolution 2151 which assures that national ownership and sovereignty should be respected in SSR. The question is how to build capacities of Member States and help them work on their national security issues with the help of the international community.

Participants reflected on the challenges faced at Libya's borders and called upon the neighboring countries to work together in order to address these problems. They talked about the huge efforts made by Egypt to contain the situation at the border with Libya. They also talked about the arrangement being put in place to bring together neighboring countries such as Tunisia, Egypt and Algeria to collaborate on resolving political and security issues in Libya in terms of control of arms trafficking and sharing of information. It was suggested that regional dimension of security should be included in the approaches to address security issues in the region.

Mauritania:
Mauritania's security challenges were discussed, including the measures adopted to address those challenges. The country's experience in counter-terrorism strategies in terms of military, economy and ideology were discussed. It was noted that the country worked to transfer the threat away from their borders through military operations and establishment of check points at the border. The country also worked on the ideological aspects of the problem through organizing dialogue with prominent leaders of the groups. This is in addition to addressing economic problems of the group members who decide to surrender their arms and return home after being convinced about the merits of doing so. The Government also issued a law emphasizing penalties for those who continue to fight and reduces it for those who decide to lay down their arms and return home. As a result of these measures, there is a sharp drop in the number of terrorist cases inside Mauritania and or at its borders since 2010.

This compromise strategy evolved as a result of the painful experiences on both sides as a result of terrorists activities. It was pointed out that Mauritania shares very long borders with other countries such as Senegal, Mali and Libya, including a long coastline on the Atlantic Ocean. These borders present challenges such as those posed by undocumented migrants coming from Asia and migrants trying to cross to Europe. The country also established a military zone in which anybody who wants to pass is considered illegal. It was noted that although the country managed to push terrorists far to the north, they still have to cooperate with neighboring countries and share resources with them. They also need to establish bilateral cooperation with all neighboring States.
The Saharawi:

The challenges faced in the Saharawi range from diseases to having to deal with terrorist groups and migrants who come to the Sahrawi Republic from Spain and Italy. It was recommended that the people in the region need to check themselves and see what measures to be taken in order to strengthen the security measures and raise awareness of people for participation in the process to improve the security situation in the region. Some of the measures taken by the Sahrawi authorities to address terrorist activities include but are not limited to exchange of information with Algeria and Mauritania. It was recommended that the application of the regional security framework developed by the Committee for Intelligence and Security Services in Africa (CISSA) in addition to other frameworks would assist to address the threat in the region.

It was also suggested that Saharawi could adopt the experience of Sudan and Chad, and that of Niger and Nigeria in their cooperation to address security threats along their borders. This is in addition to the support from the international community who are also not very safe from terrorist actions. The conference on counter terrorism and human trafficking held in Nairobi in August 2014 involving States bordering the Red Sea, the Indian Ocean and the Atlantic Ocean discussed how to deal with the sources of terrorism. This can only happen through cooperation of states, bilaterally, regionally and internationally. There is also a need to activate all

mechanisms in the region including the North Africa Regional Capability (NARC) so that they can play their role in addressing security threats. There is also a need to apply approaches other than security and military measures to address some of these threats. All in all it was recommended to implement mechanisms and applications of all possible measures to address security threats in the Saharawi.

Discussion: Discussing the challenges presented by groups from Member States, Mr. John Durance from the United Nations Support Mission to Libya (UNSMIL) briefly commented on the issues raised saying that the only way to address most of the problems raised is through cooperation. He mentioned that the security collaboration between Egypt and Libya did not develop further due to the recent deteriorating security situation in Libya which hampered any progress.

Mr. Thorodd Ommundsen from UNDPKO talked from the UN perspective saying that there is an observation that some of those groups who are supposed to provide security are sometimes the same groups who create security problems. He also said he believes that security sector reform is an approach which requires cooperation and holistic handing. He stated that border security issues are complex and require persistence and strong will from the neighboring countries. There is a need for very strong political will from all neighboring countries for cooperation and collaboration.

It was also noted that that border issues are very challenging and that therefore, border governance should importantly be considered through SSR.

DAY TWO

RECAP OF DAY ONE:
One participant presented a brief recap for the first day of the workshop summarizing all the deliberations starting from the opening remarks to the end of the day. This gave a chance for the participants to reflect on the overview of the concepts presented on the first day.

SESSION 4 – PRACTICAL EXPERIENCES OF SECURITY SECTOR REFROM:

Mali and the Sahel
Mr. Charles Muvira the AU SSR Officer in MISAHEL started his presentation by providing a brief account of the political and security context in Mali and the security challenges in the Sahel Region in general in addition to security challenges identified by a working group on SSR. He also informed the participants about the collective efforts taken to solve these security challenges and the issues identified during these collective efforts. He explained the MISAHEL approach to SSR in Mali, the current developments, the objectives of the new approach and implementation structures; including the composition of the national council for SSR and the needs for SSR in Mali.

Central African Republic Experience:
Dr. Wilfried Relwende SAWADOGO, AU SSR Officer in the CAR, started his presentation by explaining about the 2008 national seminar on security sector reform which agreed on a need for a national strategy that has short-term SSR objectives and designed a schedule of activities. The governmental round-table on SSR that was also organized in the CAR in 2009 is also important. This was later followed by the deployment of EU and UNDP Experts, in 2010, to support these national initiatives. However, the absence of a medium and long term strategy combined with the lack of financial resources led to the retreat of the international technical support team. Later on, a plan to restart SSR activities in the CAR was reignited. Unfortunately, this plan failed to be implemented, which means that SSR activities in the CAR remain frozen since 2010.

In view therefore of the lack of a national SSR strategy, national and international counterparts agreed, in 2014, on implementing SSR initiatives based upon interim stabilization measures as per the Directive No. 001 of January 6, 2014. On May 18-26, 2014, an AU-led SSR joint assessment mission (AU, EU, UN, ECCAS, ASSN) was conducted so to better assess, among others, the security needs and the comparative advantage of intervening partners for a better coordination of SSR activities in the CAR. In spite of all efforts to better protect civilian populations in the CAR, violence continued to affect the CAR, especially in view of the growing tensions between armed groups (Anti Balaka and Ex-Seleka) and civilian populations composed of mixed ethnicity. Reference was also made to Zaraguinas or Road Cutters, poachers and the Lord's Resistance Army which all remain a serious threat to the well-being of the CAR populations.

In addition, Dr. SAWADOGO touched upon many other challenges such as:
1) The lack of political will which translated in the lack of a national vision on SSR;
2) Lack of a national budget;
3) Lack of clear links between DDR & RSS;
4) Poor coordination mechanisms;
5) Unpredictability of the security situation;
6) Weak redeployment of the public administration throughout the country;
7) Disintegration and malfunctioning of the national armed forces;
8) Problem in identification and registration of defense and security forces;
9) Lack of democratic control of institutions;
10) Low commitment of actors and non-statutory entities;
11) Inadequate infrastructure for the defense and security forces;
12) Malfunctioning of the Judicial and criminal chain;
13) Politicization and instrumenting of Defense and Security Forces;

Dr. SAWADOGO also provided recommendations which would help address the stated challenges such as:
1) Reach a minimum national consensus on the issue of SSR (political will, national resources and vision);

2) Provide minimum safety and security - interim stabilization measures (consensual and streamlined);
3) Develop coordinating mechanism, strengthened and directed by the country (national ownership);
4) Agree on plans for the Urgent Restoration of Operational and Functional capabilities of Security and Judicial institutions (technical capacity);
5) Advise and assist the Central African Government, including the CNT, on SSR initiatives (possibility of organizing study tours of Central MPs in other African countries that have faced similar challenges);
6) Assist the CAR government and parliament in writing parliamentary documents on the Democratic Control for future parliamentarians in line with the AU doctrine;
7) Promote civic education in SSR in the CAR;
8) Contribute to the training, professionalization and equipment of the CAR Defense and Security Forces (Criteria, training, professionalism and equipment); and
9) Assist the CAR in implementing Quick Impact Projects and Peace Strengthening Projects (PSPs) throughout the country;
10) Monitor and ensure the follow up of international SSR initiatives for a better national, regional, and continental ownership, and so based upon the letter and spirit of the AU Policy Framework on SSR.

SESSION 5 – EMERGING APROACHES TO SECURITY SECTOR REFORM:

THE AU APPROACH TO SSR:
Dr. Norman Mlambo explained that the AU regional approach to peace and security is part of the AU's wider agenda of regional integration. There are several reasons for taking a regional approach: a number of AU Member States have common security needs; some security challenges are of a cross-border nature and have regional implications (e.g. small arms trafficking, drug trafficking, refugee movements, cross border crime); a collective response to security challenges is more effective; there is need for regional coordination of policies and actions; the AU and the RECs already have experience and frameworks to deal with some regional security issues.

He explained that the AU supports the UN's emerging global approach to SSR, and that there is a need for regional organizations to complement the work of the UN by implementing regional SSR policies and activities. Moreover, the AU encourages African RECs to develop and implement their own SSR policies and actions to complement the work of the AU and to be in a better position to assist Member States in their national SSR processes. Dr. Mlambo explained the steps taken for the development of the AU approach to SSR as follows:
1) SSR is one of the recommendations in the AU PCRD policy approved in June 2006;
2) in January 2008 The AU Assembly adopted a decision encouraging the Commission to develop a comprehensive AU Policy Framework on SSR,;
3) in 2009, the AU Commission started the development of the draft AU Policy Framework on SSR (including training and consultations with various stakeholders);

4) in May 2011, Government Experts of Member States met and endorsed the draft AU Policy Framework on SSR with amendments;
5) in October 2011, the AU Policy Framework on SSR was presented to the annual meeting of Chiefs and Ministers of Defense and Security;
6) in January 2013, the Policy Framework on SSR was adopted by the AU Assembly of Heads of State and Governments;
7) in May 2013, the AU SSR Capacity building Program with support from UN, EU and ASSN was officially launched for implementation.

Dr. Norman then presented an overview on the policy framework explaining it item by item starting from the title, the preamble, the various definitions, core principles, prohibitions, key elements of SSR programming, gender mainstreaming in the security sector, vulnerable groups, civil society and SSR and other components of the document.

Discussion: Some participants raised a concern about the policy framework saying that it is not binding to Member States and that it is only meant for post conflict situations. But Dr. Norman explained that the mandate to formulate the policy framework comes from Post Conflict Reconstruction and Development Policy. However, the policy is also applicable in situations when a stable Member State needs to reform its own security institutions and improve its security governance systems. Some participants also raised a concern about the role of civil society organizations in the policy framework, which may encourage them to interfere with the national sovereignty and argued that there must be mention of responsible civil society organizations and not to involve all civil society groups. Other participants also raised a concern about national ownership and the fact that SSR should not be a justification for foreign actors to interfere in the internal affairs of Member States.

THE UN APPROACH TO SSR:
Mr. Thorodd Ommundsen started his presentation by asking the question about the value of the UN, the AU and EU support to SSR. He then stated the objective and purpose of UN's support to SSR saying that the objective of security sector reform is to help ensure that people are safer through the enhanced effectiveness and accountability of their security institutions operating under civilian control within a framework of the rule of law and human rights. It is meant to support states and societies in developing effective, inclusive and accountable security institutions so as to contribute to international peace and security, sustainable development and the enjoyment of human rights by all. He explained the UN SSR dimensions, UN principles in doing SSR such as National ownership negotiating the vision, capacity to implement, monitoring progress and committing national resources; and the trends in the field since 2007, which include exponential growth mandates, complexity in personnel and partnership. He gave examples of field support provided by the UN for SSR such as the DPKO's support to national SSR efforts in both peacekeeping and non-peacekeeping contexts, developing and implementing national security strategies, policies and plans.

Mr. Ommundsen provided examples of Iraq, Somalia, Liberia and others amounting to 13 UN operations with an SSR mandate since 2007. This included developing national defense sector policies and legislation and enhancing civilian oversight and public financial management. He then briefed about the UN Resolution 2151 on SSR which stressed that an effective and accountable security sector is the cornerstone of peace and sustainable development. It also reaffirmed the lead role of national authorities in developing an inclusive national vision for security sector reform, coordinating the implementation of the vision, dedicating national resources towards national security institutions, and monitoring the impact of the SSR process. He stated that the Resolution recognized the centrality of SSR as a key element of peacekeeping and special political mission mandates. He also said that the Resolution urged the effective integration of UN support both at headquarters and in the field and recognized that SSR constitutes a key element of the political processes of states recovering from conflict. He said that the Resolution requested the UN senior leadership to fully take into account the strategic value of security sector reform in their work, including through their good offices.

Mr. John Durance: the UN Director of SSR in Libya gave a brief account of the SSR experience in Libya. He started his presentation by saying that he enjoyed the presentation provided by Charles and Wilfred in their experiences in Mali and CAR respectively. This is because they reflected a link between theory and practice. He said that the problem of SSR is two sides, political will and commitment. He presented a detailed account on the situation in Libya which is characterized with lack of common vision; lack of cohesion between the various actors; tribalism; armed groups; and the international supporters. He said that in spite of all of the support provided by the international community to contain the situation in the country, there was no progress because there is no cooperation between the different bodies leading the country such as the executive and the legislative on one side and the armed groups on the other side. He then gave a brief account about the UNSMIL SSR program in Libya which included police reform and mine action. He stated that the program also cooperated with the UN Political and Human Rights and Rule of Law Divisions and with bilateral ambassadors in the country. He also talked about some mechanisms such as the national Security Council which also got stock of the Prime Minister's office which was supported by 3 advisors from UK and 2 from US but again there was no progress achieved.

In general, he said that the task was difficult due to lack of money for UNSMIL. He said that one of the objectives of the project is to provide training but this was also not easy due to inconsistency of the situation on the ground. He talked about lack of the national army' preparedness for fighting and the inability of the government to speak to armed groups. He also stated that the international community cannot solve the problem in Libya. He mentioned the EU Assistance Mission. He said that the problem at the borders of the country have been there since the days of Gadhafi. He stated that the problem in Libya is bigger than the problem in Iraq. He also talked about the lack of coordination between the various actors, the issue of sovereignty and limited tools and lack of money to be daunting challenges.

Mr. Durance said that the Mine Action program on the other hand has its own resources and freedom of movement. He mentioned that many countries such as the United Kingdom, the United States, Italy and Turkey provided training support to the Libyan army but this was not effective due to many problems. About SSR implementation, he talked about the progress of ideal versus the practical. He said that everything is interlinked and hence, a holistic approach in Libya is required and it needs to be simple. It needs to tackle   political, government, processes, framework and collecting arms. He talked about the many laws which are produced which are difficult to implement. He talked about lack of institutional practice as everything is done on personal relationships. He said that the problem in Libya requires change in culture and attitude which also require time. He stated that national ownership requires time to develop. He said that armed groups have informal links with some officials in the government, which undermines government efforts and said that the power of armed groups is boosted by lack of reform in the army and other security institutions. He also talked about lack of coordination for the international assistance, over-optimism, missed opportunities, lack of willingness, political commitment, and absence of a military solution. He talked about the calls for political dialogue, increased polarization between Islamist and non Islamist groups, inclusion, collection of arms and ammunitions, which are all written on paper but there is no results on the ground due in part to the absence of focal points to handle these issues.

Discussion: Participants commented on the complexity of the situation in Libya as presented by Mr. John Durance. It was noted that there is no one central government. While the situation is bad in Tripoli, the case is worse in Benghazi where the Islamist groups are in control. It was suggested that efforts be put for political reform rather than talking about security reform at this stage. Participants called upon the international system including the African Union to assist Libyans to find political solutions, especially the political dialogue which is needed by Libyans.

Questions were raised whether the UN has the capacity to provide intelligence services to Member States such as Libya. UN representatives explained that the defense policy for the UN has been adopted by the UN Security Council for peacekeeping missions but there is no document that tells the UN what to do or not to do. There is a rule however, that says that UN should not intervene in a country but it can help Member States in reforming their situations. There is no intelligence unit in the UN. Rather, there are units that collect information but if a country invites the UN, it will provide assistance as it is happening with Mali and the Democratic Republic of Congo (DRC). In the Libyan situation, it was noted that the authorities in Libya are not prepared to take measures to address the problems in the country.

THE EU APPROACH TO SSR:
Mr. Francesco Carboni started his presentation by defining security sector reform from the EU perspective saying that it is transforming state and non-state security institutions (providers, governing & controlling institutions) as well as their roles, responsibilities and actions (in a holistic manner) in order to provide an efficient security for the State and its people ('human

security') and make them consistent with democratic norms, good governance and respecting human rights (transparency, accountability & oversight).

He explained why the EU supports SSR saying that the Lisbon Reform Treaty (2009) has established common principles and objectives for the EU's external action. Among them is to consolidate and support democracy, the rule of law, human rights and the principles of international law. The EU also aims to preserve peace, prevent conflicts and strengthen international security and foster the sustainable economic, social and environmental development of developing countries. The primary aim is of eradicating poverty, which helps the EU to foster democracy, the rule of law and the principles of international law. These would contribute to preserve peace, prevent conflicts and strengthen international security, facilitate the establishment of a development-enabling environment conducive to the eradication of poverty (security-development nexus) and create a conducive environment to economic growth.

Mr. Carboni made reference to the key EU policy documents to SSR such as the European Security Strategy, the EU Concept for ESDP support to SSR, the concept for EC support to SSR, and the Joint EU Concept for support to Disarmament, Demobilization and Reintegration (DDR). He also made reference to the EU Policy Framework for SSR (June 2006), overarching policy principles and Conclusions on Security & Development (Nov 2007) and the call for The «Whole-of-EU» approach to security.

He explained the EU external action instruments supporting SSR; represented in external assistance instruments such as Development Aid, Partnership and thematic and Non-development Instruments. He explained the value added to the EU in supporting SSR and how it is conceived saying that the EU is conceived as a multilateral organization & perceived as a neutral partner that has long experience in SSR as well as in promoting democracy, human rights and good governance and has global reach and stable presence on the ground. He also explained the EU variety of policies, access to wide MS expertise and partnerships with international & regional organizations.

Mr. Carboni presented some of the lessons learned in the EU SSR experience such as: SSR is fundamentally a political undertaking, which needs to be transparent about the objectives and steps of the reform and needs to agree on common milestones with the host country. To measure progress, it needs to have long-term vision and national ownership and have coordination mechanisms & complimentary actions during implementation.

He presented some of the achievement made by the EU in the field of SSR which are divided into long-term external assistance (2001-2009); SSR related programs targeting Justice and SSR in 100 countries; CSDP Missions (since 2003) – currently 16 missions ongoing, predominantly civilian, of which most are at least partly related to SSR; instrument for Stability (since 2007) – both short-term crisis prevention & response (18 months) and longer term capacity building components in conflict prevention and security related domains, including SSR/DDR; and

Catalyst instrument for co-operation between short-term & CSDP and long-term & development.

Mr. Carboni talked about the way forward which included the establishment of the EEAS, enhanced 3 Ds coordination (development, diplomatic & defense/security), joint assessments & strategic thinking, coordinated planning & programing, strengthening implementation, expand expertise and pool of experts, build on lessons learned, engage with Members States and shape the international policy debate. He finally concluded by stating that SSR is a tool which can be applied as part of the support to conflict prevention, peace building, state building or democratic transition. SSR is very much part of State-building, and the EU, the UN, WB and the OECD (INCAF) international donor communities are heavily engaged. The 2011 OECD-INCAF 'New Deal on engagement in fragile and conflict-prone countries' sets 5 peace-building and state-building goals on which donors and beneficiaries agree through a compact (contract) to jointly engage on over the long haul. SSR may also lead to legitimate politics, access to justice, citizen security, employment for youth and livelihoods, transparent revenue generation and management, which puts justice and security at center stage and derives from lessons learned over the last 20 years and finally, SSR is fundamentally a job for the long haul, a generational issue.

DAY THREE
RECAP OF DAY TWO:
One participant provided a brief recap of the second day deliberations. He summarized all the presentations presented by the various speakers such as the AU SSR experiences in Mali and Central African Republic presented by Charles Muvira and Wilfred Sawadodgo respectively. He also summarized the AU, UN and EU approaches to SSR presented by Norman, Thorodd and Francesco Carboni, and the AU SSR Policy Framework Overview presented by Norman. He also summarized the challenges in Libya as presented by Mr. John Durance from UNSMIL.
He stated that the challenges highlighted by the various presenters from Mali, CAR and Libya presented real threats to the security situation in all the regions of North Africa and the Sahel. The presenters also stated many examples of the measures taken to address security challenges. He talked about the need for border cooperation between the various states in the region to address the identified security challenges,

SESSION 6: THE ROLE OF CIVIL SOCIETY ORGANIZATIONS IN SSR:
Colonel (Ret) Dia El Hadj Abdurrahman representing the African Security Sector Network (ASSN) highlighted the need for active and constructive engagement of Civil Society Organizations in SSR. He presented a brief historical background on the role of Civil Society in the security sector in African States. He said that independence of Africa has created a situation of a fragmented continent with borders not clearly defined. It also created states where security forces are only used to protect the state. He said that the way to improve the role of the army is through reform. He said that civil society organizations have a big role to play in the reform of the security sector in Africa. He also said that the armed groups are mostly generated from left overs of colonization. He said that we need to work hard in order to engage civil

society in security sector reform processes. He said that most countries in West Africa except Senegal had experiences of coup d'états. He said that CSO play an important role in SSR but we only need to take them with us on board the SSR processes. These include syndicates. He then presented the experience of the role of civil society in armed forces in Mauritania which showed a good degree of success.

Discussion: Participants commented on the presentation saying that the role of civil society organizations in security sector reform should be taken with much care as some CSOs might have negative agendas which would jeopardize state stability.
Some participants asked about the type of specific support and the type of civil society organizations that can be involved in Security Sector Reform issues.

AU facilitators explained that civil society has several facets. Their role is to help in the establishment of good governance in the Member States. It was mentioned that the holistic approach to SSR helps to design work plans that include training programs and to ensure CSOs are involved in the budgeting and financial monitoring processes for SSR. CSOs can contribute in the political dialogue and oversight. Examples were given including the implementation of the cultural cohesion project in Somalia where the role of communities was very vital and helped to ease most of the problems encountered in the project.

SESSION 7: GROUP WORK ON DYNAMICS OF REGIONAL SECURITY:
Common Security Challenges and What the African Union Can Do to Help Member States:

Group I: Sudan, Saharawi, NARC and Central African Republic:
The group recorded the following common challenges:
1) Fundamentalist groups;
2) Trans border crime;
3) Armed groups;
4) Long and open borders;
5) Arms trafficking;
6) Lack of coordination;
7) Lack of capacity.

What could be done by the African Union?
1) The group commended the experience of Sudan and Chad on their borders security cooperation and called upon the African Union to encourage other Member States to adopt and replicate it;

2) The African Union should take the lead in addressing SSR Problems in this region basing on the UN Charter, the Constitutive Act of the AU and the AU Policy Framework on SSR.

Group II: Egypt, Mauritania, Mali, CEN-SAD, MISAHEL and AULO Libya:

The group recorded the following common challenges:
1) Armed Conflict;
2) Organized crime;
3) Arms trafficking;
4) Religious groups;
5) Political instability;
6) Lack of real translation of the political will by Member States;
7) Lack of coordination;
8) Inefficient solutions sometimes provided through International and bilateral relations ;
9) Difficulty to accept SSR in specific contexts since 2008;
10) Prevalence of Boko Haram in the region for a longer period without effective efforts to contain it.
11) The group underlined the lack of capacity to quickly respond.

What could be done by the African Union?
1) Coordinate the role played by the international community to address the problems;
2) Help member states to have unified vision with regard to control of security challenges in the region;
3) Play a positive role to control conflict in the region;
4) Urge Member States for a better political will to address their problems;
5) Cohesion between the AU and partners.

CLOSING CEREMONY:
Dr. Tarek Sharif Head of DSD, African Union Commission, thanked the participants for their active participation in the workshop and the partners for their continuous good support to the African Union SSR programs. He also thanked the African Union colleagues, the support team from Tunis, UNOPs and the translators for their work and wished everybody all the best.

Mr. Thorodd Ommundsen of UNDPKO congratulated the participants for completing this important workshop. He also thanked the AU team for organizing the workshop. He expressed his hope that the understanding gained by the participants on the principles of SSR support, the AU Policy Framework on SSR, and the possible contributions that the AU, UN and EU could offer, would be useful as they engage with SSR issues.

Mr Francesco Carboni congratulated participants on their active and original contributions to the discussions and thanked them for providing valuable insights and sharing their national experience with each other. He stressed that the workshop gave participants the opportunity to familiarize themselves with the AU policy framework on SSR and that by bringing back to participants' respective countries and organizations, a wealth of knowledge and better understanding on how the framework can be of use, they will make the workshop a remarkable success. He stressed how he hoped the reasons why EU supports SSR and the many instruments and diplomatic and political tools the EU can put in place to support SSR at the national, regional and continental level were now clearer to participants. Mr Carboni complimented the

AU as well as all the colleagues who have presented and facilitated the various sessions, especially the UN and ASSN.

CERTIFICATES

All participants received certificates jointly signed by the African Union and UNDPKO.

2014-09-18

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African Union

Peace and Security Department