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2006

# Security Sector Reform: Education and Training Needs

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http://hdl.handle.net/10945/49742

# **Security**Sector**Reform**
# **Education**and**Training**Needs



**Center for Stabilization and Reconstruction Studies**
Naval Postgraduate School
**Monterey, California**
July 30 – August 2, 2006

# The Center for Stabilization and Reconstruction Studies

The Center for Stabilization and Reconstruction Studies (CSRS) is a teaching institute which develops and hosts educational programs for stabilization and reconstruction practitioners operating around the globe. Established by the Naval Postgraduate School in 2004 through the vision and congressional support of Congressman Sam Farr (CA-17), CSRS creates a wide array of programs to foster dialogue among practitioners, as well as help them develop new strategies and refine best practices to improve the effectiveness of their important global work.

Located at the Naval Postgraduate School in Monterey, California, CSRS also contributes to the university's research and graduate degree programs. For more information about CSRS, its philosophy, and programs, please visit www.nps.edu/csrs.

# About This Event

From July 30 to August 2, 2006, CSRS conducted a workshop entitled *Security Sector Reform: Education and Training Needs*. Workshop goals were to identify key planning requirements for the development of successful security sector reform education and training programs in post-conflict environments of the early twenty-first century. The workshop brought together a balanced cross-section of the security sector reform community with civilian, military, and international participants for three and a half days of intensive deliberations. One of the workshop's major objectives was to generate ideas and recommendations for security sector reform education and training that could be used by all interested community members, not just CSRS or the US Government. This report suggests best courses of action for developing education and training opportunities.

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The opinions, conclusions, and recommendations expressed or implied herein are those of the contributors and do not necessarily reflect the views of the Naval Postgraduate School, the US Defense Department, or any other agency.

# Executive Summary

*Security sector reform is a complex challenge in an already complicated environment. Participants worked to establish a baseline understanding of current programs, identify education and training needs and providers, and strengthen professional networks.*

**Author:**

**Dr. Ann Igoe**
Independent Consultant

Post-conflict environments generally share a set of challenges related to security: debilitated or destroyed police and military institutions, a discredited or dismantled intelligence system, and decrepit judicial and penal systems ill-prepared for emerging "secure" political and social environments.

Taken together, these factors create a great need for cross-community education and training to provide security sector reform (SSR) actors with the right mindset and insights they need to optimize their work in post-conflict field environments.

SSR, as workshop participants stressed, is a complex challenge in an already complicated environment. As a consequence, many participants, even those with extensive experience in the field, were hesitant to articulate exactly what SSR education and training does and does not entail. Therefore, the need to establish a definition quickly emerged as one of the workshop's early objectives, as it would be needed to guide the

development of standardized approaches for future training modules.

Participants gravitated toward a definition offered by the Clingandael Institute: that SSR is "the transformation of security institutions so that they play an effective, legitimate, and democratically accountable role in providing external and internal security for their citizens." This working definition alleviated the concerns of many participants that "reform" has a pejorative connotation, while also creating a framework within which future training programs could be developed and appropriately targeted.

Following a series of plenary briefings, workshop participants were assigned to three working groups, which were carefully selected to ensure a diverse mix of experiences and background in each group. The groups were asked to respond to four questions:

1. What education and training programs are needed in the SSR community?

## What Is the Security Sector?

**NON-STATE ACTORS**

Rebels ▶

Militias ▶

Gangs ▶

Criminal ▶
Organizations

Cartels ▶

Private Security ▶
Companies

**ARMED & PUBLIC SECURITY FORCES**
- Police/Military
- Paramilitary
- Border Security
- Coast Guards
- Intelligence Community
- Customs Agents

**CIVIL MANAGEMENT/ OVERSIGHT BODIES**
- Executive Branches
- Civilian Ministries
- Legislatures
- Justice Systems
- Municipal & District Governments/ Councils

**OTHER ACTORS**

◀ Donors

◀ International Financial Institutions

◀ Neighbors

◀ Regional Organizaions

**CIVIL SOCIETY**
- Media
- Academia
- Civic Groups
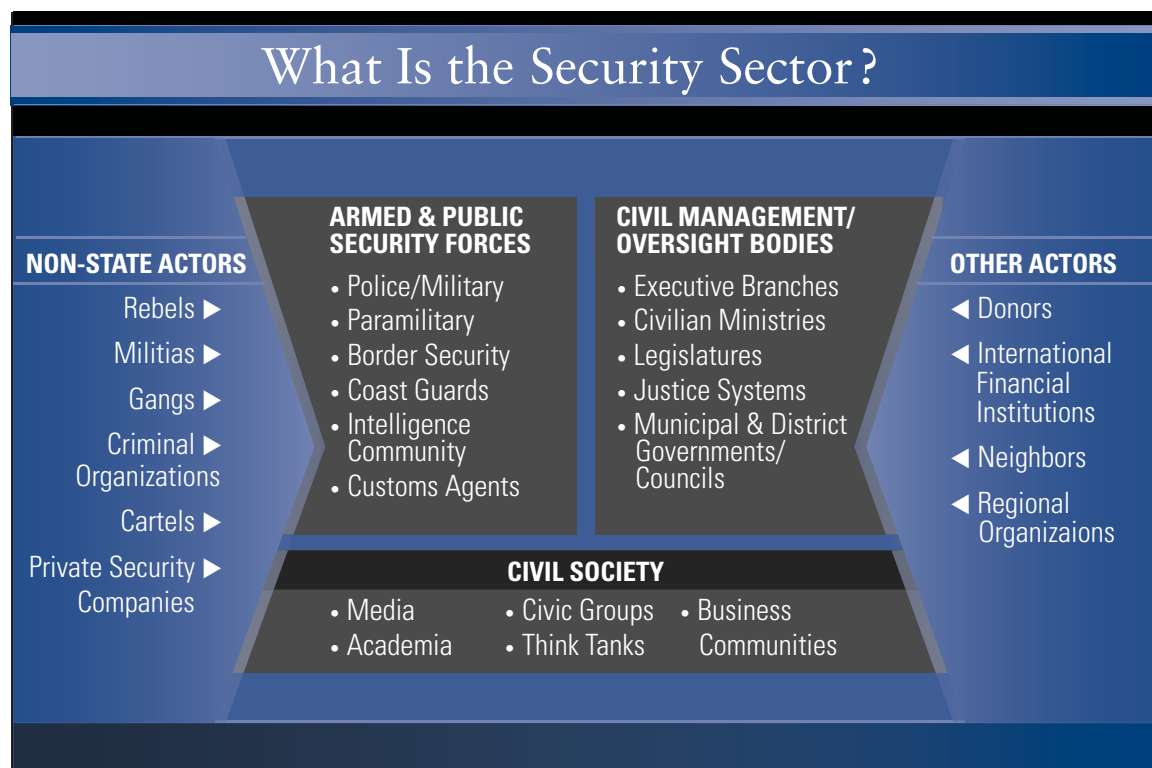- Think Tanks
- Business Communities

Figure 1: Indigenous security sector actors in a typical system.

2. Which organizations and institutions should be targeted by these programs?

3. Which sources of SSR expertise might be drawn upon?

4. How should SSR training and education be administered in the relevant communities?

The organizations involved in SSR institution building tasks are numerous, specialized, and diverse from one another. Figure 1 above depicts typical indigenous actors in the security sector of a recovering state. Participants concluded that field missions frequently fail to conceptualize SSR as a system of systems. Typically, each actor has its own external entity that provides assistance to the indigenous body. For example, international police trainers and the United Nations (UN) civilian police work with the local police force; military experts provide assistance to the local armed forces; judicial nongovernmental organizations (NGOs)

and state-based groups help indigenous judicial actors, and so on. But rarely do actors implement an overall strategy to sequence and coordinate their disparate activities. For this reason, indigenous police are often deployed before adequate jails or courts are established, former combatants are demobilized before requirements for the new Army are identified, and potentially oppressive capabilities are created by state leaders before accountability mechanisms are implemented to check such developments.

Critical educational and training needs readily presented themselves in working group discussions. Participants agreed that training should avoid prescriptive approaches and focus instead on preparing SSR implementers to develop situation-specific solutions. In other words, participants valued and prioritized programs that teach practitioners how to think about SSR comprehensively and devise macro strategies for the institution building process rather than those that train practitioners on specific procedures or methods for SSR subcomponents.

*There is a tremendous need for cross-community SSR education that will provide actors with the right mindset and insights to optimize their work in post-conflict field environments.*

Many participants believed that the SSR community's varied and incomplete understanding of their field represents a major challenge to reform. They stressed a need to increase the focus on judicial and penal systems as part of a holistic approach to SSR and recommended developing training modules accordingly. In a related discussion, many suggested that disarmament, demobilization, and reintegration (DDR) processes too often treat SSR as a distinct initiative. However, the activities are interdependent with other elements of a peacebuilding program, and success in one is impossible without success in the other.

Participants advocated education and training programs that could be scaled as needed and implemented across communities; personnel levels; and organizational areas, from strategy-setting to operations. Participants agreed that there were abundant sources of valuable information not currently being leveraged, including tools from academic institutions, government agencies, and professional associations.

The workshop served as an excellent starting point for developing a curriculum. Participants identified strategic and operational areas that would benefit from SSR education and training, available resources, and target audiences.

Participants identified several critical areas for educational programs:

1. Creating an overview of SSR as a system of systems for mixed groups of practitioners.

2. Developing comprehensive strategies for SSR interventions and coordination of primary subsector activities.

3. Serving as an embedded advisor to indigenous ministries, police and military units, or administrative bodies.

4. Integrating DDR with broader SSR objectives. Participants also identified several functional

*The workshop also delivered on its most important objective: developing and deepening the network of professionals engaged in SSR work.*

areas which routinely receive little attention and would be well served by additional educational opportunities for international SSR actors: border police, customs officials, and maritime security entities; and the judicial and penal systems.

The workshop also delivered on its most important objective: developing and deepening the network of professionals engaged in SSR work. Participants shared knowledge, leveraged their varied experiences, and worked together effectively to envision a new future for SSR education and training.

# Workshop Overview

Workshop participants
discuss SSR imperatives.



## The workshop had the following set of learning objectives:

- Establish a baseline understanding of the state of SSR efforts by reviewing best practices and recent or contemporary innovations.

- Discuss education and training needs for SSR practitioners.

- Identify organizations that could collaborate to develop and deliver SSR-related education and training  programs.

- Expand and enhance personal and organizational networks and strengthen the cross-community SSR practitioner network.

*This workshop was a colloquy of professionals tasked with developing education and training initiatives for the SSR community. This group's work could help spur reform efforts that would benefit the entire community.*

The Center for Stabilization and Reconstruction Studies (CSRS) structured the workshop according to these learning objectives, with presentations from a wide array of SSR practitioners and educators, followed by working group meetings to discuss and develop specific education and training recommendations. Workshop participants included representatives from US and non-US government agencies, non-governmental organizations, inter-governmental organizations, and the armed forces. In contrast to other CSRS events, this workshop was constructed as a colloquy of professionals tasked with developing education and training initiatives in the security sector reform field. This group's work could help spur reform efforts that would benefit the entire community.

# Plenary Briefings: Setting the Stage

*A wide array of presenters offered insights into SSR programs operating around the globe. Participants discussed the strengths and shortcomings of these approaches and some of the challenges inherent to delivering education and training to a diverse practitioner community.*

**Presenters:**

**Julie Werbel**
Senior Democracy
Fellow
Office of Democracy
and Governance
US Agency for
International
Development

**Quentin Hodgson**
Deputy Director for US
Government Stability
Operations Capabilities
Office of the Deputy
Assistant Secretary
of Defense for Stability
Operations

**John Otte**
Program Facilitator
Complex Solutions, Inc.

**Lieutenant Colonel
Øyvind Dammon**
Director
Norwegian Defence
International Centre

## A Framework for Approaching Security Sector Reform
Julie Werbel — Senior Democracy Fellow
US Agency for International Development

*Presentation*
The first plenary session provided insights into work undertaken by the Network on Conflict, Peace and Development Co-operation (CPDC), a subsidiary group of the Organization for Economic Cooperation and Development's (OECD) Development Assistance Committee (DAC). The CPDC is an international forum which brings together conflict prevention and peace-building experts from bilateral and multilateral development agencies, including the UN, European Community, International Monetary Fund, and World Bank, to define and develop common approaches to help prevent conflict and support peace.

This presentation shared a framework that helps to identify the various programs, organizations, systems, and people that work together to implement security sector reforms in post-conflict settings. This work builds on the Clingandael Institute's
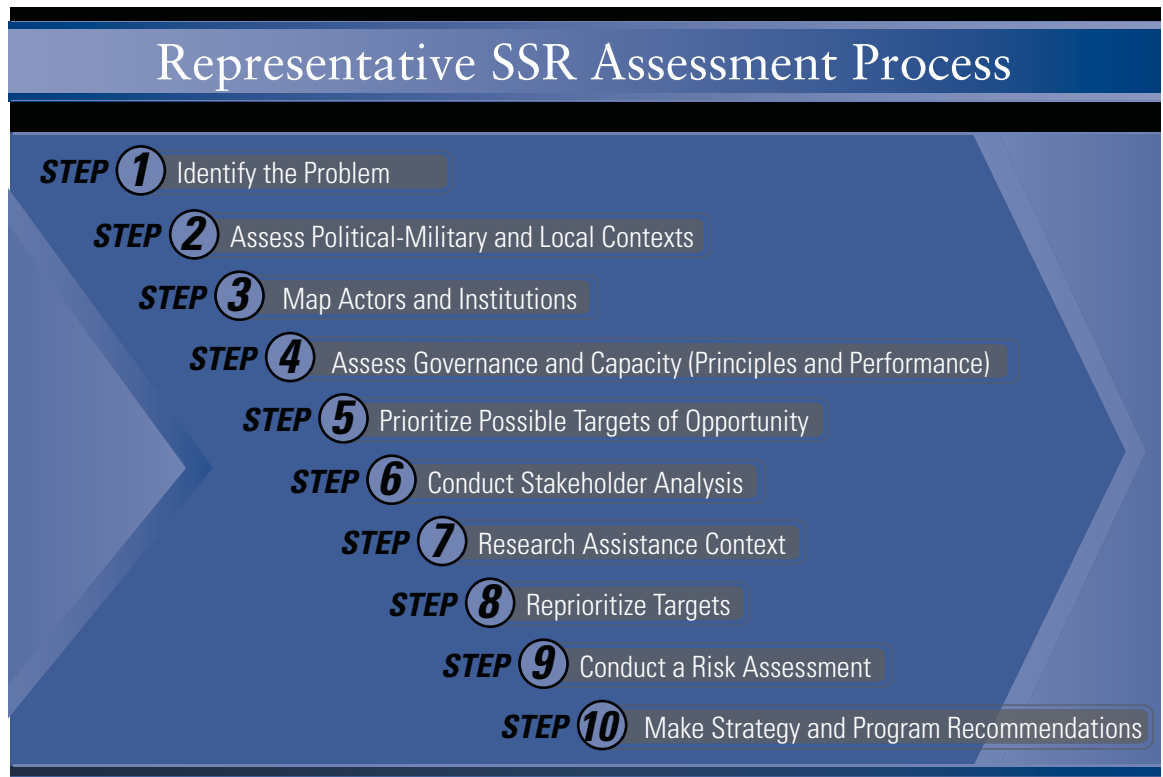
definition of security sector reform, described in the Executive Summary.

OECD/DAC has created SSR guidelines which cover three inter-related challenges all states face:

- Developing a clear institutional framework that integrates security, justice, and development policy and includes all relevant actors.

- Strengthening the governance of security and justice institutions and ensuring that security institutions are accountable to civil authorities.

- Building capable and professional security and justice institutions which uphold the rule of law and provide timely access to justice.

The security sector includes many actors, including military forces, paramilitary forces, intelligence services, and police, as well as other key players, including official civilians, managers and executives, private military companies, rebels, regional institutions, and neighboring security forces.

Figure 2: Typical steps in an SSR process.

## Representative SSR Assessment Process

**STEP ①** Identify the Problem

**STEP ②** Assess Political-Military and Local Contexts

**STEP ③** Map Actors and Institutions

**STEP ④** Assess Governance and Capacity (Principles and Performance)

**STEP ⑤** Prioritize Possible Targets of Opportunity

**STEP ⑥** Conduct Stakeholder Analysis

**STEP ⑦** Research Assistance Context

**STEP ⑧** Reprioritize Targets

**STEP ⑨** Conduct a Risk Assessment

**STEP ⑩** Make Strategy and Program Recommendations

*(Continued from previous page)*

**Bob Tomasovic**
Program Manager
Leadership,
Development, and
Education for
Sustained Peace
Center for Civil-
Military Relations

**Steve Maronick**
Pre-commissioning
Commanding Officer
Expeditionary
Training Command
US Navy Expeditionary
Combat Command

**Tom Young**
Program Manager
European Program
Center for Civil-
Military Relations

**Mike Dziedzic**
Senior Program Officer
Center for Post-Conflict,
Peace, and Stability
Operations
US Institute of Peace

In addition to these actors, there are many systems involved in post-conflict situations which must be considered when planning an SSR intervention. They include the:

- Criminal justice system (police, judiciary, prosecutors, lawyers, probation workers, oversight institutions, and community justice providers).

- State security system (police, military, border guards, immigration, gendarmerie, and non-state security).

- Accountability "system" (internal, external, and parliamentary systems).

The CPDC has developed a framework for analyzing SSR, from strategy to operations, to assessment-driven tasks, to program design, implementation, monitoring, and evaluation.

### Assessment

The contextual analysis and institutional assessment help identify constraints and opportunities in each setting. This phase takes time and enables actors to develop an understanding of core problems and needs as well as create a balance between building technical capacity in the human and institutional resources and ensuring the high-quality governance and integrity within involved security institutions. The analysis also helps to define the focus of reforms. A sample assessment framework is shown in Figure 2 above. This framework can be used from many possible entry points: security reviews, DDR programs, peace agreements, and public expenditure management, among others.

Next, practitioners designing strategy and programs should consider such issues as ownership, partnerships, political will and popular support, incentives and disincentives for reform, and sustainability. Implementation issues should be considered next. These issues can include providing support for institutions that offer leadership and coordination, identifying and supporting change agents, combining long- and short-term improvements in security and justice service delivery, selecting appropriate funding mechanisms, and aligning assistance with other partners.

*The focus of SSR has shifted from "training and equipping" to providing capacity and governance of the security system.*

The various phases of an SSR program underline the need for an integrated team. The focus of SSR has shifted from "training and equipping" to providing capacity and governance of the security system by considering and applying the following primary program components: legal frameworks, management capacities, oversight and accountability, technical capacity and capability, capacity to support implementation, and capacity to mobilize effective demand for change.

SSR areas include: border security, civil-military relations, civil society capacity building, defense reform and restructuring, DDR, governance, intelligence reform, internal and external oversight mechanisms, justice reform, penal reform, police reform, public sector management, and small arms and light weapons trafficking. The presentation provided examples of critical issues for four SSR programming areas:

• Police reform (i.e., strengthening police accountability and democratic oversight and enhancing strategic planning and criminal intelligence analysis capacities).

• Justice reform (i.e., providing timely access to justice and strengthening cooperation between state and non-state institutions).

• Defense reform and restructuring (i.e., delineating clear roles and responsibilities for internal security between the military and police and reviewing security threats and developing the capacity to respond to them).

• Internal and external oversight mechanisms (i.e., combatting resistance to corruption and possible intimidation and providing security services to increase accountability and encourage reform).

The presentation concluded with a discussion of the importance of including SSR in peace agreements, linking SSR more effectively to DDR programs, and working to mainstream SSR into all aspects of a post-conflict setting. The websites depicted in Figure 3 on page 10 were offered as additional resources.

*Discussion*
After the presentation, the group

## DAC Websites

**DAC Network on Conflict, Peace and Development Co-operation (CPDC)**

www.oecd.org/dac/conflict

**DAC Guidelines on Security System Reform and Governance**

www.oecd.org/dac/conflict/ssr

**DAC Guidelines on Helping Prevent Violent Conflict**

www.oecd.org/dac/conflict/preventionguidelines

**DAC Fragile States Group (FSG)**

www.oecd.org/dac/fragilestates

Figure 3: Education and Training Resources from the Organization for Economic Cooperation and Development's (OECD) Development Assistance Committee (DAC).

talked about how to apply SSR. Discussion centered on the assessment and implementation framework and its focus on customary or traditional justice, followed by local or district-level examples. Participants expressed concern that implementation programs are westernizing local systems, but said that the framework does consider local norms and cultures. Group members discussed the need to ensure local ownership or participation. Some debated the ability of police to provide security and how this could impact the ability of other providers to execute on their mission. Others said that all actors need to do their jobs within the systems that operate in the local environments. Discussion ensued regarding traditional concepts of security versus human security. Participants did not decide on a final definition, but concluded that security should allow development staff to work unimpeded.

Discussion focused on training SSR implementers and participants' concerns that there are currently limited educational opportunities available. A member of the armed forces reported that the military is addressing this issue conceptually. Participants asked for a model or guide for embedded advisors, but said they believed no such model exists, nor is there a way for a model to capture and disseminate historical experiences.

### The Emerging US Approach to SSR
Quentin Hodgson — Deputy Director for US Government Stability Operations Capabilities Office of the Deputy Assistant Secretary of Defense for Stability Operations

*Presentation*
Using the war on terrorism as a defining lens, the US Department of Defense (DoD) is interested in developing a security sector advisory capacity for the US armed forces. It is also working to build partnership capacity with foreign militaries and other governmental agencies. DoD has issued Directive 3000.05 which defines stability operations and provides a structure for coordinating and collaborating with civilian agencies and groups and other security sector actors.

*The scale of the US Government can prevent understanding between agencies, and their resources often don't support interagency training or partnership efforts.*

DoD is partnering with military advisors from the United Kingdom on SSR issues and problems, as well as security sector transformation. It is also trying to understand how government civilian agencies work together to define problems and develop a common understanding of these issues. The presenter pointed out that the development world is more advanced than the US military in its ability to assess needs and capabilities. There is a need to institutionalize new processes and approaches because senior leadership often changes rapidly within the US military: DoD needs to develop its own capacity in this area.

### Discussion

Participants requested information about ongoing efforts to manage change, create budgets, and develop common definitions. A member of the armed forces reported on current efforts to assess all interagency systems. Researchers have discovered many differences in terminology and capacity and are beginning to develop common tools and coordinating bodies among interagency systems. Another challenge is to create multi-national agreements so that countries can develop processes and common solutions to problems.

A group member pointed out that the scale of the US Government can often hinder understanding between agencies and that current resources may not support interagency training or partnership efforts. Participants suggested that the Naval Postgraduate School, National Defense University, and other organizations could help build capability and capacity for task analysis and link diverse agencies and organizations. All participants agreed that the military mission to secure conflict areas is different than its work to provide a secure environment that enables local security capabilities to develop. Participants agreed that a comprehensive approach was the best solution, but that the scale of operations, resources, and capacity were barriers in the short-term. They felt that the military is often inappropriately asked to handle large-scale issues when its role is typically more than a policing function. Participants agreed that the common

*There is a difference between keeping the peace and helping people in conflict build and sustain peace on their own.*

military practice of job rotation, especially at regional combatant commands, hurts SSR work on the ground.

### SSR in UN Peace-building
John Otte — Program Facilitator
 Complex Solutions, Inc.

*Presentation*
The Brahimi report on UN Peace Operations highlighted the need for better training and funding of their personnel and prompted the development of a standardized training module. This project produced a common training foundation for all standard training module projects. The standardized generic training module provides specifications for their civil-military training courses. These 17 foundational modules are considered to be the minimum standards for peacekeeping missions. The senior mission leadership determines content. Representative content includes peace-building, holistic approaches, assessment for transition to post-conflict settings, and rule of law.

*Discussion*
Participants pointed out that more than 50 countries provided input into this project and that the DoD also supports it. They said that this training should help personnel understand the differences between keeping peace for security reasons versus helping people in conflict build and sustain peace on their own. One group member suggested that workshop recommendations about the importance of leadership and approaches to coping with change could be provided to the UN Peacekeeping Mission. Other participants cautioned that it would be possible to ask the UN to do too much in this area, which could overwhelm its capacity to deliver effectively.

Participants suggested that the group finalize a definition of SSR and describe related activities such as DDR, without trying to include them in the core definition. Participants discussed short-term approaches to support such efforts, such as connecting DDR units and police missions. A group member pointed out that evaluation mechanisms for standard

## DDR Training Matrix

| | Function/Role | Target Audience | Tasks | Competence/Skills | Methods |
|---|---|---|---|---|---|
| **STRATEGIC** | • To Give Direction and Guidance | • Ministry Level<br>• UN (DPKO)/SHAPE<br>• Parties/Actors Involved<br>• Trainees at MFA | • Request Funding<br>• Sign Agreements<br>• Give Tasks Including Resources<br>• Get Contractors | • Overall Knowledge of Process<br>• Prerequisites for Success<br>• Resources Needed | • DDR Homepage (Link to DDR Booklet)<br>• Seminar<br>• Self-study |
| **OPERATIONAL** | • Planning and Implementation | • SRSC<br>• Field Commanders<br>• Police Commissioners<br>• UNHCR<br>• NGO Leaders<br>• Parties/Actors Involved | • Make Plans<br>• Fulfill Tasks<br>• Dispose Resources<br>• Coordinate<br>• Conduct<br>• Get Contractors | • Overall Knowledge of Process<br>• Prerequisites for Success<br>• Planning and Completion of DDR Program<br>• Cooperation | • DDR Homepage (Link to DDR Booklet)<br>• Seminar/Course<br>• Lectures<br>• Exercise in Planning<br>• Case Study |
| **TACTICAL** | • Implementation | • Military Observers<br>• Staff Officers<br>• UN Civilian Police<br>• NGO<br>• Military Commanders | • Fulfill Given Tasks<br>• Conduct<br>• Execute | • Overall Knowledge of Process<br>• Prerequisites for Success<br>• Execution of DDR Program<br>• Cooperation | • Course<br>• Lectures<br>• Exercise<br>• Case Study |
| **TECHNICAL** | • Doers | • Low-level Military Commanders<br>• Military Units<br>• Specialists | • Fulfill Given Tasks<br>• Conduct<br>• Execute | • Technical Skills for:<br>  - Building Camp<br>  - Running Camp<br>• Weapon Disposal | • Lectures<br>• Exercise |

Figure 4: The Norwegian Defence International Centre's DDR Training Matrix.

training modules are available for field training but are seldom used. It is possible to use centralized resources to train specific officers and leaders. Practitioners have achieved some success in conducting human rights training for peacekeepers and are using materials from other parts of the UN that link to justice system developments (i.e., gender, children, law, and other issues).

### DDR Training
Lieutenant Colonel Øyvind Dammon — Director Norwegian Defence International Centre

*Presentation*
Lieutenant Colonel Dammon described the Norwegian Defence International Centre (NODEFIC) and its role in developing DDR standard training modules for actors in peace support operations that follow the UN's integrated DDR standards and framework for curriculum. The training is preparation, not just general orientation and information. It has been tailored for function and role by level of operation: strategy, operational, tactical, and

technical. A complete curriculum with specific methodology and learning goals was described. Dammon presented a matrix (see Figure 4 above) that described the tasks, necessary skills and competencies, and methods of training for each of DDR's roles and functions.

Dammon shared two courses with the group in some detail: the Advanced Planning Course and the DDR Orientation Course. The presentation concluded with a description of the 10 diverse organizations (see Figure 5 on page 14) which constitute the Integrated DDR Training Group. This group shares training documents and information and collaborates to develop additional resources.

*Discussion*
One participant said that his personal experience is that DDR doesn't help civilians re-build their lives and communities at the conclusion of hostilities or re-integrate former combatants back to civilian work and life. Perhaps a better approach, he said, would be to train military personnel for three to four months and integrate them into the political

## IDDRTG Organizations

**African Centre for the Constructive Resolution of Disputes** *(ACCORD)*

**The Bonn International Center for Conversion** *(BICC)*

**The Centre for European  Security Studies** *(CESS)*

**GTZ Kenya Office Peace Support Training Centre** *(PSTC)*

**Norwegian Defence International Centre** *(NODEFIC)*

**Center for International Peace Operations** *(ZIF)*

**Peaceworkers UK**

**Pearson Peacekeeping Centre**

**Scuola Superiore Sant'Anna**

**Swedish National Defense College** *(SNDC)*

*Observer:*
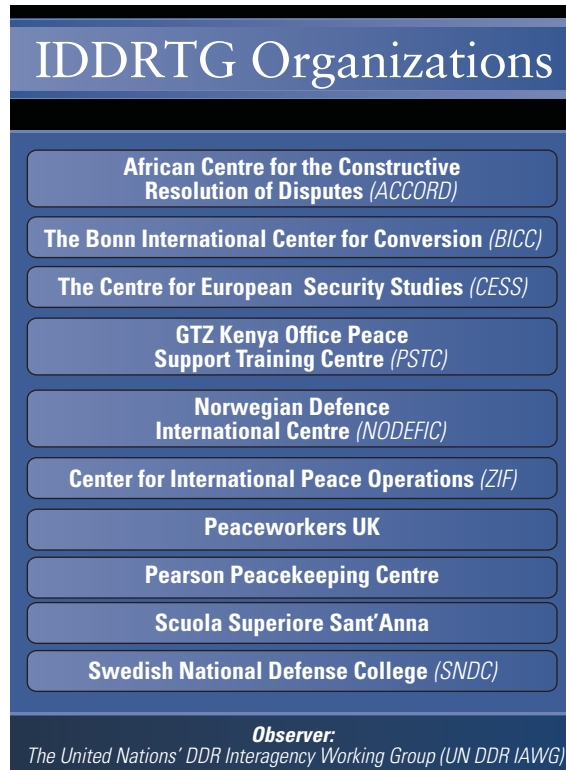*The United Nations' DDR Interagency Working Group (UN DDR IAWG)*

Figure 5: Members of the Integrated DDR Training Group (IDDRTG).

process. The discussion then centered around measures that could be used to evaluate success of DDR training.

### Building Armed Forces I
Bob Tomasovic — Program Manager
Leadership, Development, and Education for Sustained Peace
Center for Civil-Military Relations

*Presentation*
This presentation described the Leadership Development and Education for Sustained Peace Program offered by the Center for Civil-Military Relations (CCMR) at the Naval Postgraduate School (www.ldesp.org). The program provides pre-deployment education to US military units on their way to stability operations in Iraq, Afghanistan, and the Balkans. The goal of the program is to ensure unit leaders possess the knowledge and frame of reference needed to conduct effective activities in the particular operational environment, including its

culture and customs, and US objectives and interests. Faculty members spend significant time in the theaters of operation in order to ensure timely revisions of all material.

### Building Armed Forces II — Expeditionary Training Command
Steve Maronick — Pre-commissioning Commanding Officer
Expeditionary Training Command
US Navy Expeditionary Combat Command

*Presentation*
The US Navy has a newly created maritime command which will address security sector reform issues that the Navy might be involved with, among other activities. The Navy Expeditionary Combatant Command (NECC) serves as a functional command that centrally manages current/future readiness, resources, manning, training, and equipping of the Navy's expeditionary forces.

The NECC aligns disparate expeditionary capabilities to articulate consistent and

*CCMR works within the NATO structure and the Partnership Action Plan on Defense Institution Building program to develop effective and transparent reform activities to comply with internationally accepted norms in the defense sector.*

coordinated expeditionary practices, procedures and requirements in the joint battle space clearly. NECC integrates all war-fighting requirements for expeditionary combat and combat support elements, consolidating and realigning the Navy's expeditionary forces under a single command to improve fleet readiness.

*Discussion*
A member of the armed forces highlighted the potential of the NECC's Expeditionary Training Command's approach. One participant pointed out that this presentation highlighted the breadth of resources potentially available for SSR. Many resources are not yet well-defined or understood, but will still help to create connections through training and identify communication points.

Another participant noted that the US State Department's Coordinator for Reconstruction and Stabilization is developing a comprehensive multi-national conflict assessment framework which could be shared with all actors responding in an SSR environment. Additionally, there is also a security cooperation

guidance assessment that the Army and Joint Forces uses to prioritize resources.

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**Training and Education Role in Security Sector Reform**
Tom Young — Program Manager
European Program
Center for Civil-Military Relations

*Presentation*
This presentation shared educational techniques that have proven successful in achieving SSR for this group's projects. The organization has put together skill needs for a well-balanced team that can be effective in national defense reform projects. CCMR works within the North Atlantic Treaty Organization (NATO) structure and the Partnership Action Plan of the Defense Institution Building Program to develop effective and transparent reform activities that comply with internationally accepted norms in the defense sector. Some of the successful educational techniques are to emphasize education for civilian and military personnel; employ existing and functioning documents, procedures, and systems wherever possible;

vet these resources with small groups of recognized international experts and ensure that they provide context; use global best practices; include participation of all relevant departments within the key civil ministries; and deliver focused technical assistance via group education.

### Stability Policing
Mike Dziedzic — Senior Program Officer
Center for Post-Conflict, Peace, and Stability Operations
US Institute of Peace

*Presentation*
This presentation discussed the concept of stability police units (SPU) and the knowledge and skills these units need to perform successfully in post-conflict environments. SPUs are armed police groups that perform specialized law enforcement and public order functions requiring disciplined group action. They are rapidly deployable, logistically self-sustainable, and inter-operable with military and policy components. Fifty percent of current UN Police are SPUs. These units bridge the public security gap during conflict

transformation by diminishing the means and motives for violent conflict and developing peaceful alternatives for the pursuit of political and economic aspirations. Some of the public disorder management tasks performed by SPUs are: VIP protection and prisoner escort duty, surveillance and criminal information gathering, house and vehicle search, high-risk arrest, static security of vulnerable buildings, mobile security of vulnerable areas, counter-terrorism and counter-insurgency operations, election security, roadblocks and checks, and training local police counterparts.

*Discussion*
Participants questioned whether there was a theory or knowledge base on the transition of indigenous actors. If we can understand the complexity of illicit power structures we may more readily dismantle them, they said. Another of the group's concerns was whether or not the military can fill this gap with training and understanding to ensure that their actions are appropriate for transition instead of a military undertaking. A group member pointed out that gathering intelligence is a major task of these units.

# Working Groups

*Stabilization is critical for the future success of SSR because it enables the time-consuming process of institution building to take place in a secure environment.*

## Identification of Education and Training Needs

After the plenary sessions, participants were placed into three working groups to develop topics and approaches for ongoing education and training opportunities. These groups held two sessions to develop findings, reporting their conclusions back to the entire workshop. Summaries follow:

### Breakout Group Activity 1

The first working group activity produced lists of SSR topics and civilian and military audiences for security sector reform education and training.

### SSR Topics

Working group topic lists have been summarized in Figure 6 on page 18. Practitioners seeking to build a formal SSR curriculum should align these topics with potential training audiences, key tasks for each audience, and required skills and knowledge.

### Target Audiences

The approach taken by NODEFIC, which describes audiences by level, function/role and

tasks, could be a useful way to begin defining the curriculum needed by each audience. This approach would help identify critical topics and the depth of knowledge required. The results of the working groups are provided as Figure 7 on page 19. This list matches the NODEFIC list, which was developed for DDR.

### Discussion

Participants discussed each working group's findings. There was general agreement that there were good frameworks for SSR education and training, the OECD-DAC and UK framework among them. Group members also agreed that the US has no corresponding policy, program, or definition. They hoped that the SSR community could create a working definition and a holistic or common vision that all interested parties would be able to use in their work. There was general agreement that the SSR community needed to assess the context of the entire peacebuilding environment and that developing a generic timeline for activities would aid this process. A good foundation for education and training would integrate all aspects of an SSR environment and all the players involved.

Figure 6: Topic List for
SSR Education and Training.

| Category | Topics |
|---|---|
| **ASSESSMENT** | • Assessment (benchmark of knowledge, information)<br>• Contextual analysis (political, economic, cultural, social, security)<br>• Impact assessments |
| **CAPACITY** | • Civil society capacity building<br>• Institution and capacity building<br>• Leadership and management (senior leadership)<br>• Mentorship<br>• Political will; tension between donors and exploitation by the target country |
| **CIVIL/MILITARY** | • Civil-military relations<br>• Civil society<br>• Civilian policing versus military capabilities<br>• Prisoners of war<br>• Spoilers (shape environment) |
| **DDR** | • Demobilization, disarmament, and reintegration (DDR)<br>• Defense reform and restructuring<br>• De-mining activities<br>• Small arms and light weapons |
| **ECONOMIC** | • Economic governance and why it matters<br>• Development<br>• Financial management, accounting, and auditing<br>• Risk management |
| **GOVERNANCE** | • Governance and parliamentary oversight<br>• Understanding linkages between SSR pillars and effective democratic governance<br>• Interagency and multi-national cooperation<br>• Media<br>• Internal and external oversight mechanisms<br>• Public sector management |
| **INTERAGENCY** | • Interagency coordination, funding, management, and direction |
| **JUSTICE** | • Role of gender issues in SSR<br>• Vulnerable groups<br>• International rights and humanitarian law<br>• Justice and judicial reform<br>• Linking SSR to the justice system in a way that protects human rights<br>• Unity, reconciliation, and transitional justice<br>• Judicial reform<br>• Police reform<br>• Rule of law (police, justice, and penal reform) |
| **LOCAL** | • Understanding the role of informal structures and customary law and practices<br>• Border security and customs<br>• Understanding drivers of conflict and change<br>• Necessity of engaging local communities upfront and key mechanisms for accomplishing this objective<br>• Concept of ownership |
| **PEACE** | • Diplomatic efforts<br>• Context of SSR within the peace agreement<br>• Peace and ceasefire agreements<br>• Peace support mission |
| **SECURITY** | • Border security<br>• Intelligence reform<br>• Provision of security |
| **SSR** | • Exit strategy<br>• Organizing SSR (historical, taxonomy of terms, definition)<br>• Orientation on "What is SSR?" (key players, operational constraints, agendas, and other issues)<br>• Mechanisms for prioritization and ongoing assessment<br>• Strategic SSR (ends ways and means)<br>• Sequencing and timelines<br>• Linkage between SSR and DDR |

## Target Audiences

### Peacekeeping Training Centers

- Argentina
- Australia
- Ghana
- India
- Jordan

### Non-state Actors

- Diaspora
- Ex-combatants
- Gangs
- Militias
- Private Security Companies

### Other Actors

- Bilateral Donors
- Global Organizations
- Intergovernmental Organizations
- International Financial Institutions
- Multilateral Donors
- Regional Organizations

### SSR Trainers

### Armed and Public Security Forces

- Border Security
- Coast Guards
- Customs Agents
- Intelligence Community
- Military
- Paramilitary
- Police

### Civil Management / Oversight Bodies

- Civilian Ministries
- Corrections
- Councils
- Courts
- District Governments
- Executive Branches
- Justice System
- Legislatures
- Municipal Governments
- Police

Figure 7: Target Audiences for SSR Education and Training.

NGOs play an important role for SSR, but their perceptions of security are very different. Thus, it will be important to provide a broad overview of SSR and focus on the roles and responsibilities of all actors. Stabilization is critical for future success of SSR because it enables the time-consuming process of institution building to take place in a secure environment.

### *Working Group Activity 2*

The second working group activity produced a list of security sector reform resources, suggestions for accreditation or certification, and a list of delivery modalities and organizations.

### *SSR Resources*

This group produced a list of organizations that could provide resources for developing security sector reform education and training materials. The two working groups agreed that trainers should consider all systems and actors when creating and delivering new materials. The list presented as Figure 8 on pages 20-21 has been created from the group's

three work products and provides insights into the wealth of resources available for designing security sector reform curricula.

### *Accreditation or Certification*

The groups agreed that performance standards would be helpful for personnel working in SSR environments and that academic programs could provide accreditation or certification. While the groups did not reach decisions about this aspect of SSR education and training, they offered the following suggestions:

- Use entry requirements to vet individuals participating in SSR coursework.

- Ensure that practitioners can meet a training standard before being contracted or deployed in an SSR role.

- Create measurable course requirements based on content.

- Develop UN SSR standardized training modules.

Figure 8: Workshop participants' list of SSR resources, compiled from three work products.

# Workshop Participants' List of SSR Resources

**Africa Conflict Prevention**
Location: *United Kingdom*

**African Union**
Acronym: *AU*
Location: *Africa*

**African Security Sector Network**
Location: *Ghana*

**American Society for
International Law
(journal series on international
law, legal status of NGOs,
peace agreements, types
of interventions)**
Type: *Report*

**Berghof Handbook**
Type: *Report*

**Bonn International Centre for
Conversion**
Acronym: *BICC*
Location: *Germany*

**Bradford University**
Location: *United Kingdom*

**Budget management and
oversight skills**

**Canadian International
Development Agency**
Acronym: *CIDA*
Location: *Canada*

**Carnegie Endowment for
International Peace**
Acronym: *CEIP*
Location: International

**Center for Army Lessons Learned**
Acronym: *CALL*
Location: *United States*

**Center for Civil-Military Relations**
Acronym: *CCMR*
Location: *United States*

**Center of Excellence for
Stability Police Units**
Acronym: *COESPU*
Location: *Italy*

**Central Police Training and
Development Authority**
Acronym: *CENTREX*
Location: *United Kingdom*

**Certification and Accreditation
of Law Enforcement Agencies**
Acronym: *CALEA*
Location: *International*

**Clingandael Assessment**
Location: *Netherlands*

**Cranfield University**
Location: *United Kingdom*

**Crime, Law, and Social
Change Journal**
Type: *Journal*

**Crisis Prevention and Recovery from
the United Nations
Development Program**
Acronym: *BCPR*
Affiliation: *United Nations*

**Defense Resources
Management Institute**
Acronym: *DRMI*
Location: *United States*

**Department for International
Development**
Acronym: *DFID*
Location: *United Kingdom*

**Deutsche Gesellschaft für
Technische Zusammenarbeit**
Acronym: *GTZ*
Location: *Germany*

**European Commission's
SSR Policy Paper**
Location: *Europe*

**Escola de Cultura de Pau**
Location: *Spain*

**Facultad Latinoamericana de
Ciencias Sociales**
Acronym: *FLACSO*
Location: *Ecuador*

**Folke Bernadette**
Location: *Sweden*

**Funding for human
security & small arms**
Location: *Japan*

**Geneva Centre for Security Policy**
Acronym: *GCSP*
Location: *Switzerland*

**Geneva Centre for the Democratic
Control of Armed Forces**
Acronym: *DCAF*
Country: *Switzerland*

**Geneva International Centre for
Humanitarian Demining**
Acronym: *GICHD*
Location: *Switzerland*

**George Mason University**
Type: *Academic*
Location: *United States*

**Global Facilitation Network for
Security Sector Reform
(compendium of best practices)**
Acronym: *GFN-SSR*
Location: *United Kingdom*

**ICRC guidelines on international
humanitarian law
(crimes of law)**
Acronym: *ICRC*
Source: *IGO*

**Institute for Security Studies**
Acronym: *ISS*
Location: *South Africa*

**Integrated Disarmament,
Demobilization,
Reintegration Training Group**
Acronym: *IDDRTG*
Location: *International*

**International Alert**
Location: *United Kingdom*

**International Association of
Chiefs of Police (document/
publication/model procedures)**
Acronym: *IACP*
Location: *International*

**International Crisis Group**
Acronym: *ICG*
Location: *International*

**International Organization
for Migration**
Acronym: *IOM*
Location: *International*

**International Peace Academy**
Location: *International*

**International
Peacekeeping Journal**
Type: *Journal*

**International Research
and Training Institute
for the Advancement of Women**
Acronym: *INSTRAW*
Affiliation: *United Nations*

**Isis Women's International
Cross Cultural Exchange**
Acronym: *ISIS-WICCE*
Source: *International*

**Journal of Crime and Justice**
Type: *Journal*

**Journal of Criminal Justice**
Type: *Journal*

**Justice Department (International
Training Police Development)**
Location: *United States*

**Justice Quarterly Journal**
Type: *Journal*

**Kofi Annan International
Peacekeeping Training Centre
(Peace-building in Sierra Leone,
a workshop report)**
Type: *Report*

**Lawyers Without Borders**
Location: *International*

**Multi-Country Demobilization
and Reintegration Program**
Acronym: *MDRP*
Country: *International*

**National Plans for SSR**

**NATO Partnership for Peace**
Acronym: *NATO PfP*
Location: *NA and Europe*

**Naval Postgraduate School**
Acronym: NPS
Location: *United States*

**Networks**

**NGO Best Practice Reports**
Type: *Report*

**North American Aerospace Defense Command**
Acronym: *NORAD*
Location: *Norway*

**North Atlantic Treaty Organization**
Acronym: *NATO*
Location: *NA and Europe*

**Norwegian Defence International Centre**
Acronym: *NODEFIC*
Location: *Norway*

**Office of the Coordinator for Reconstruction and Stabilization's Best Practices and Sectoral Coordination (essential task matrix)**
Acronym: *SCRS BPSC*
Location: *United States*

**Office the Coordination of Humanitarian Affairs**
Acronym: *OCHA*
Source: *United Nations*

**Organization for Economic Co-operation and Development (guidelines)**
Acronym: *OECD*
Location: *International*

**Organization for Security and Cooperation in Europe**
Acronym: *OSCE*
Location: *Europe*

**Peace Research Institute, Oslo**
Acronym: *PRIO*
Location: *Norway*

**Peacebuilding Commission**
Affiliation: *United Nations*

**Peacekeeping and Peace Operations Training Center**
Country: *Canada*

**Peacekeeping and Stability Operations Institute**
Acronym: *PKSOI*
Location: *United States*

**Pearson Peacekeeping Center**
Location: *Canada*

**Police Quarterly Journal**
Type: *Journal*

**Policing and Society Journal**
Type: *Journal*

**Post-conflict Reconstruction Unit (product on best practices, PCRU documents)**
Acronym: *PCRU*
Location: *United Kingdom*

**Rand's Rebuilding Iraq's Security Sector, a recent publication**
Acronym: *RAND*
Type: *Report*

**Red de Seguridad y Defensa de América Latina**
Acronym: *RESDAL*
Location: *Latin America*

**Regional African Networks (South East Horn of Africa)**
Location: *Africa*

**Regional Environmental Centers**
Acronym: *RECs*
Location: *Europe*

**Safer Africa**
Location: *South Africa*

**Saferworld**
Location: *United Kingdom*

**Security Sector Development Assistance Team**
Acronym: *SSDAT*
Location: *United Kingdom*

**Small Arms Survey (Graduate Institute of International Studies, Geneva, Switzerland)**
Location: *Switzerland*

**State Department (Law Enforcement)**
Location: *United States*

**STDM/STM Training Modules**
Acronym: *STDM/STM*
Source: *IGO*

**Stockholm Initiative on Disarmament, Demobilization and Reintegration**
Acronym: *SIDDR*
Location: *Sweden*

**Stockholm International Peace Research Institute**
Acronym: *SIPRI*
Location: *Sweden*

**Swedish International Development Cooperation Agency**
Acronym: *SIDA*
Location: *Sweden*

**Swedish National Defense College**
Location: *Sweden*

**Swiss Agency for Development and Cooperation**
Acronym: *SDC*
Location: *Switzerland*

**Swiss Peace**
Location: *Switzerland*

**Technical Aid to the Commonwealth of Independent States/Near Neighborhood Tacis**
Location: *European Union*

**United Kingdom Defense Academy**
Location: *United Kingdom*

**United Nations Training Center, Turin**
Location: *Italy*

**United Nations Development Programme's Democratic Governance & Sub-Regional Resource Facility (SURF) in Latin America**
Acronym: *UNDP*
Affiliation: *United Nations*

**United Nations Children's Fund**
Acronym: *UNICEF*
Affiliation: *United Nations*

**United Nations Department of Peacekeeping Operations (Best Practices Unit & Integrated Training Service)**
Acronym: *DPKO*
Location: *United Nations*

**United Nations Development Fund for Women**
Acronym: *UNIFEM*
Affiliation: *United Nations*

**United Nations Institute for Training and Research**
Acronym: *UNITAR*
Affiliation: *United Nations*

**United Nations Population Fund**
Acronym: *UNFPA*
Affiliation: *United Nations*

**United States Agency for International Development (after-action reports)**
Acronym: *USAID*
Location: *United States*

**US Department of Defense (DoD 3005.05)**
Acronym: *DoD*
Location: *United States*

**US Institute of Peace (International Network for Promotion of Rule of Law)**
Acronym: *USIP*
Location: *United States*

**USA – Institutes**
Location: *United States*

**Wits University Johannesburg**
Acronym: *MASSG*
Location: *South Africa*

**World Bank**
Location: *International*

## Methods, Scope, and Delivery

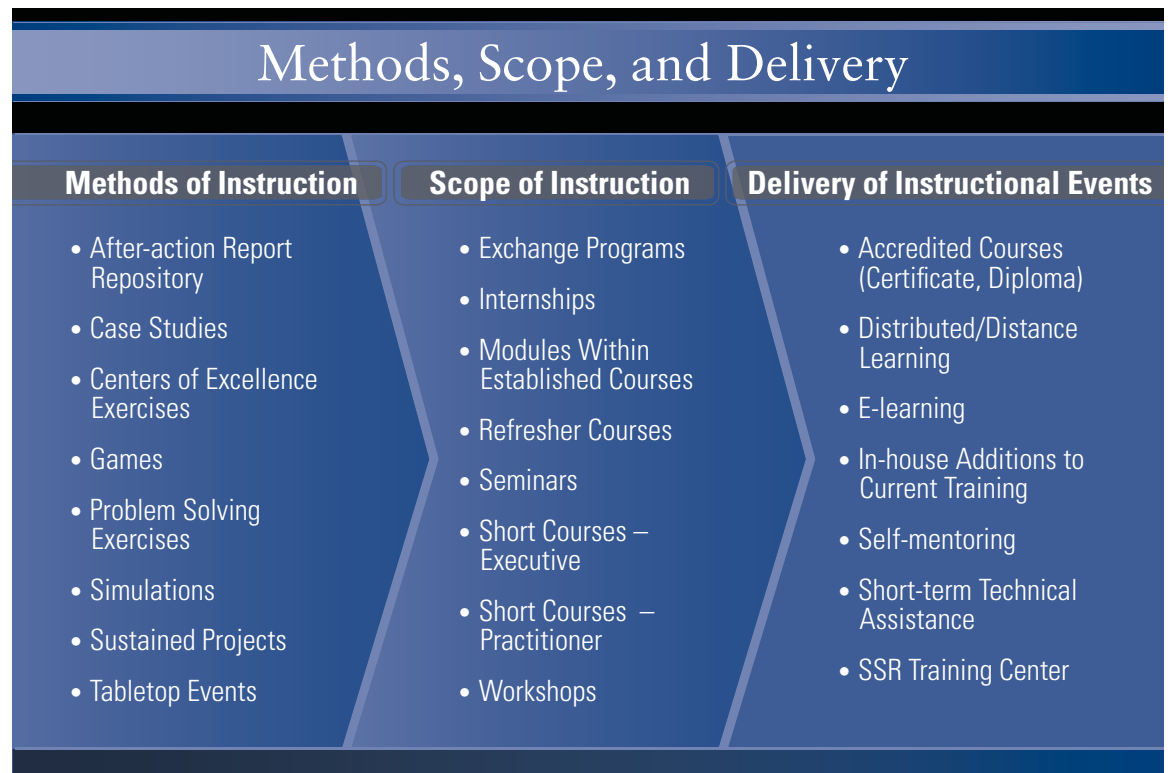| Methods of Instruction | Scope of Instruction | Delivery of Instructional Events |
|---|---|---|
| • After-action Report Repository | • Exchange Programs | • Accredited Courses (Certificate, Diploma) |
| • Case Studies | • Internships | • Distributed/Distance Learning |
| • Centers of Excellence Exercises | • Modules Within Established Courses | • E-learning |
| • Games | • Refresher Courses | • In-house Additions to Current Training |
| • Problem Solving Exercises | • Seminars | • Self-mentoring |
| • Simulations | • Short Courses – Executive | • Short-term Technical Assistance |
| • Sustained Projects | • Short Courses – Practitioner | • SSR Training Center |
| • Tabletop Events | • Workshops | |

Figure 9: A working group's perspective on the methods, scope, and delivery of Instruction for SSR.

The groups developed delivery approaches in three distinct areas – methods of instruction, scope of instruction, and delivery of instructional events. The methods of instruction are interactive and encourage individual learner practice with skills and concepts. Figure 9 above collates and summarizes working group findings. This information can be used with the list of potential topics and potential resources provided in this document to create a comprehensive SSR training and education curriculum.

Groups also made recommendations about how to develop and deliver SSR education and training. Members generally agreed that an educational institution or center of excellence could host the effort, but felt that many agencies, educational institutions, and training centers could provide or develop coursework. If the practitioner community was involved and kept up-to-date on best practices, the SSR field could move forward rapidly and successfully.

# Conclusion

This workshop was a gathering of SSR practitioners with significant field and policy experience. Often, a group of this nature is expert at identifying the hindrances and obstacles that prevent improved outcomes from being achieved, nearly to the degree of being defeatist. This gathering did not adopt that mindset. Rather, the group was optimistic about the SSR community's ability to expand its understanding of key functional areas and address actors' calls for a comprehensive strategy. These advancements are due, in large part, to the efforts of the OECD in assembling policy analysts and academics to conceptualize a new framework. Member states, other inter-governmental organizations, and NGOs are considering these findings, and most expect that they will reinvigorate the SSR community. Consequently, the participants in this gathering were expectant and hopeful.

There are significant challenges that must be addressed to achieve better results in the field and in the lives of SSR beneficiaries. Perhaps chief among these is that there is no one touchstone or keeper of all knowledge and capability in SSR activities; actors will remain a disaggregated community with diverse capabilities, purposes, resources, and perspectives. With concerted effort, practitioners and their organizations can become an informally networked community of practice that benefits from combined education and the development and successful implementation of comprehensive strategies. Progress, ultimately, will depend on practitioners, their donors, and other agencies working together to make this vision a reality.

CSRS will contribute to this effort by providing an online learning module on key concepts of a comprehensive SSR model, that will be available to all practitioners, free of charge. Additionally, CSRS will continue to offer short programs on SSR themes that bring actors together to construct better models and ways of working together.

# Event Participants

**GOVERNMENT CIVILIAN AGENCIES/ORGANIZATIONS**

**Jean Geran**
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# Topics for Future Events

Participants recommended topics for future education and training events and advocated inviting the following communities to ensure a broad mix of perspectives:

**Recommended Educational and Training Topics**

- Police, judicial, and penal reform
- Border, customs, and maritime security planning
- Interagency coordination
- Integrating international humanitarian law into defense reform
- Integration of SSR and DDR

**Recommended Target Organizations and Institutions**

- National security forces
- Civilian defense personnel
- Civilian ministries
- Former combatants
- NGOs and IGOs
- Private security companies
- Donors

# Center for Stabilization and Reconstruction Studies
### Naval Postgraduate School • Monterey, California
## Security Sector Reform: Education and Training Needs
## July 30 — August 2, 2006