



ENHANCING CIVIL SOCIETY ENGAGEMENT IN SECURITY AND JUSTICE SECTOR REFORMS AT CONTINENTAL AND REGIONAL LEVELS



INAUGURAL WORKSHOP REPORT

African Union Commission, Addis Ababa – Ethiopia

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ABBREVIATIONS AND ACRONYMS

ASSN	-	African Security Sector Network (ASSN)
AU	-	African Union
AUPFSSR	-	African Union Policy Framework on Security Sector Reform
CAR	-	Central African Republic
CIDO	-	Directorate of Citizens and Diaspora Organizations
CSOs	-	Civil Society Organisations
DRC	-	Democratic Republic of Congo
DSD/PSD	-	Defence and Security Division/Peace and Security Department
ECCAS	-	Economic Community of Central African States
ECOWAS	-	Economic Community of West African States
IGAD	-	Intergovernmental Authority on Development
NARC	-	The North Africa Regional Capacity
NGOs	-	Non-Governmental Organisations
NSS	-	National Security Policy
OGNs	-	Operational Guidance Notes
PAP	-	Pan African Parliament
RECs	-	Regional Economic Communities
SALW	-	Small Arms and Light Weapons
SJSR	-	Security and Justice Sector Reforms
SSR/G	-	Security Sector Reform/Governance

EXECUTIVE SUMMARY

On the basis of a partnership between the ASSN, Oxfam and Cordaid on the one hand, and the AU and RECs on the other, an inaugural workshop of the *Engaging Civil Society in Security and Justice Sector Reforms* project was hosted by the African Union Commission in Addis Ababa – Ethiopia from 1 - 3 November, 2017. Participants at the workshop were mainly representatives of Civil Society drawn from South Sudan, the Central African Republic (CAR), Burundi, the Democratic Republic of Congo (DRC) and Tunisia. Niger, which is one of the original project countries was unavoidably absent. Also participating in the workshop were representatives of the AU, ECOWAS, IGAD and ECCAS.

The two main objectives of the project are to:

- (a) Build the capacity of Civil Society to engage issues of Security and Justice Sector Reform (SJSR) at continental, regional and national levels through a series of training workshops, in collaboration with the African Union and the RECs; and
- (b) Provide a continental platform for ongoing dialogue and interaction between Civil Society, the AU and the RECs on SJSR policies, issues and processes, thus enhancing the role of Civil Society in monitoring and providing critical feedback on SJSR impacts on the ground, in particular on community security.

The workshop, in addition to its capacity enhancement objective, served as a Consultation, Needs Assessment and Partnership Building platform. Bringing together all project partners, it also allowed for brainstorming about types of training and capacity-building required for the CSOs (relative to their particular country contexts) and the resources (such as training modules) available, as well as identifying Entry Points for CSO advocacy and influencing AU and RECs policy-making and implementation.

Over the three-day period, participants were introduced to the basic concepts of SSR, the Role of CSOs in Security Governance, as well as the continental and regional policy frameworks on SSR/G among others. Participants were very eager to acquire new knowledge and skills on how they can make an impact in the SSR processes in their respective countries and opened up to discussions on the realities on the ground.

Whilst sharing their experiences, participants noted lack of coordination and the apparent lack of political will to see the implementation of SSR programmes to a successful completion, as well as low networking amongst CSOs working on similar or same thematic focus are a few of the cross-cutting challenges participants identified as hinderances to effective SSR in their various countries.

On continental and regional support to SSR, most participants were oblivious of the existence of the relevant policy documents and expressed their appreciation to the AU, ECOWAS and IGAD for initiating such policies and strategies in support of SSR in the various regions. They were however disenchanted that ECCAS, in spite of the fact that the Central African region remains a troubled spot and most of the participating countries fell within that region, is yet to develop such a strategy.

Much of the time on the final day was dedicated to group discussions on each country, putting their security issues into context and identifying possible SSR entry points for CSOs. Participants also welcomed the idea of a continental Civil Society Platform and will work out modalities for its commencement and sustenance.

DAY ONE

Opening

The inaugural workshop commenced with a brief opening session chaired by Prof Eboe Hutchful, Executive Secretary of the ASSN, who thanked all partners for their collaborative efforts in pulling off the workshop. He further welcomed participants to the event and expressed the hope that the deliberations over the three-day period will be beneficial to all partners and also pave the way for sustained partnership.



In delivering his opening address on behalf of the AU, Dr Norman Mlambo, the SSR focal point at the AU (DSD/PSD) welcomed participants to the African Union Commission and expressed the AU's pleasure in hosting the workshop. He recalled how closely the ASSN has worked with the AU on SSR right from the start by establishing an SSR office at the AU comprising one ASSN expert SSR Advisor, a Gender Advisor and two interns, supporting the development of the AU Policy Framework on SSR and the accompanying Operational Guidance Notes (OGNs) as well as being its technical partner for SSR implementation on the continent. He added that the constitution of the gathering for the workshop gives credence to Article 4 (c) of the AU Constitutive Act which encourages the participation of the African peoples in the activities of the African Union. His point was further buttressed by the remarks of Ms Eiman Kheir of the Directorate of Citizens and Diaspora Organizations (CIDO), who encouraged CSOs to broaden their partnership base by engaging the private sector, faith-based organisations and the Youth in particular. She added

that CSOs need to strengthen dialogue with communities to ascertain their grievances and channel their activities to support them.

Ms Nikki de Zwaan of Cordaid and Ms Omayma Gutbi of Cordaid and Oxfam Addis respectively, equally expressed their delight at the partnership, which has made the project inaugural workshop see the light of day. They were hopeful that given the changing dynamics of conflicts on the ground (especially in the fragile countries the participants are coming from), the workshop will capacitate the participants to engage and influence governments, the AU and RECs, as well as state and non-state security providers and work to multiply the positive outcomes of Security and Justice Sector Reforms in their respective countries and beyond.

Session I: *Introduction to Basic Concepts of Security and Justice Reform*

Dr Niagale Bagayoko and Col Jacques Didier Mvom Lavenir

- a) The first part of this session was delivered by Dr Bagayoko who took participants through the definition of 'Security' and the 'Security Sector', Security Sector Reform and Governance (SSR/G); Roles and Missions of Security and Justice Institutions; Roles of Non-state, informal, traditional and customary institutions. She traced the concept from the Westphalian era to the post-Cold War era and emphasized the concept of human security. Expounding further the concept of Security Sector Governance, Dr Bagayoko described how a wide array of state and non-state actors exercise power and authority over security delivery, both formally and informally, at local, national, regional and international levels
- b) second part of this session, delivered by Col Mvom Lavenir focused on Rule of Law and Justice and its Integral Link with Security Sector Reform and Governance. Col Lavenir highlighted the political and technical conditions necessary for implementing justice sector reforms in Africa. He noted that rule of law and justice reform are a process requiring leadership, accountability, national ownership and responsibility at the political level. In terms of technical conditions, it requires expertise in the area of governance in general, and administration of justice in particular. It also requires time for implementation.

Col Lavenir defined in his introduction the concepts related to security and presented the various legal systems and the conditions. He explored the challenges of implementing justice reforms in Africa, mentioning that the rule of law, in which security sector reform must be developed, in peacetime or in times of conflict, is yet to gain traction in African politics. He concluded that if Africa wants to modernize, it must inevitably move towards democracy, the rule of law and governance, and concentrate on other aspects like the governance of the security sector, which includes Justice.

Session II: *Understanding Democratic Security Governance:*

Delivered by Dr Medhane Tadesse, this session sought to investigate the various ways through which "Security" can be brought under "democratic governance" and how the institutions charged with defence and security related responsibilities are effectively managed. He laid emphasis on the various roles of parliament and civil society in the governance of security.

In the interactive question and answer session following these presentations, the Principle of Coordination amongst partners and implementers of SSR programmes came up as one of the key issues of concern to CSO. They sought advice and guidance on how they could pragmatically work

on the field with the various actors and international organisations for more effective coordination and to evade duplication of efforts. Other cross-cutting issues emanating from this session include:

- Broadening the concept of human security to encompass economic security
- Adopting creative approaches to improving the relationship between NGOs and international organisations for collective and effective security sector oversight.
- Given that democracy thrives on Rule of Law, it should help resolve conflicts and also provide impartial justice. For, where there is no Rule of Law, conflict thrives. In cognizance of this, the UN should begin to integrate Rule of Law and Justice Sector Reforms into its mandates. It is apparent that whilst the lack of judicial capacity is not the cause of conflicts, it can obstruct the peace process.
- Justice systems in Africa are very different as a result of imported legislations imposed on Africans during the colonial era. This notwithstanding, identifying areas of diversion and unification is paramount to reconciling African laws to suit the peculiarities of the different contexts.

One of the critical comments that ended this session is the fact that most security institutions, especially, the military seem to hold an entirely different perception of SSR. This can be attributed to the fact that they are yet to move from the concept of state-centred or regime security to a more people-centred Security. Consequently, the onus lies on CSOs who have received the requisite SSR training to build their capacities and get them on board SSR initiatives.

DAY TWO

Session III: Continental and Regional SJSR Policy Frameworks

Introduction to the AU Policy Framework on SSR (AUPFSSR) - Dr Norman Mlambo (DSD/PSD)

Dr Mlambo run participants through the historical antecedents from which the AU derived the mandate for the evolution of a Policy Framework on SSR. He noted that in developing the PCRD in 2006, there was a recommendation to produce the SSR Policy Framework. Consequently, between 2009 and 2011 the draft was developed (with the technical support of the ASSN) and went through several consultations and refinement. However, it wasn't until January 2013 that it was adopted by the AU Summit of Heads of State and Governments. He explained that the document is only a Policy Framework and merely serves as a guide but not necessarily legally binding.

His presentation highlighted that the AU's intervention in SSR has to be at the request of member states. He added that in the prohibitions, SSR does not approve of activities that undermine the sovereignty of states. He highlighted the role of Civil Society in the implementation of SSR and explained that the AU (with the support of the ASSN) has further developed some Operational Guidance Notes (OGNs) on various themes including Gender and SSR, to support SSR implementation on the continent. He noted that the OGNs are being finalized for printing.

He also explained that for the AU, the term Security Sector broadly refers to the individuals, groups and institutions that are responsible for the provision, management and oversight of security for people and the state and this includes Justice and Rule of Law Institutions.



The interactive session following this presentation revealed that only a handful of the participants knew about the existence of the AUPFSSR. Whilst participants lauded this initiative by the AU, they expressed concern about the fact that the AUPFSSR is not legally binding and governments whose security systems require reforms cannot be held accountable for failure to undergo SSR.

Another subject of concern to participants is *national ownership* as they deliberated on how feasible this is when much of SSR support is from external partners and reform processes usually stall once these external partners withdraw.

The dissemination of the AUPFSSR and its accompanying OGNs was another issue of concern as participants wondered whose responsibility this is. It was explained that it is the responsibility of all, especially CSOs to disseminate these SSR related policy documents.

Participants also inquired about the possibility of bringing both CSOs and security agencies together to discuss the issue of governance and human security to facilitate dissemination and this was affirmed as a good and all-inclusive approach which has yielded very positive outcomes in places like the Ghana where the ASSN has tried it.

Current AU Initiatives in support of SJSR in Member States (with particular reference to South Sudan, CAR, Niger, Burundi and the DRC) – Hamouda Kano, AU (DSD/PSD).

The objective of this presentation was to inform participants of current AU initiatives in support of Security and Justice Sector Reform(SJSR) in 5 selected countries (South Sudan, CAR, Niger, Burundi and the DRC) and share some challenges, lessons learned and ways forward to implement SSR programs on the continent. A few of the AU's SSR initiatives are captured below:

Assistance in the development of a national security policy: The AU closely collaborated with the ASSN and the Government of South Sudan in facilitating consultative meetings which led to the draft of a National Security Policy for South Sudan. The policy was thoroughly reviewed in several meetings both in Juba and Nairobi and in the end submitted to the Ministry of National Security to be printed out for the approval of the Council of Ministers. Thereafter, it had to be taken through the formalization by legal experts and then formal discussion and approval by the Legislative Assembly then start the implementation process by establishing a National Security Strategy/NSS/ for the security sector to deliver on the policy.

Deployment of SSR Experts: The AU has deployed a number of SSR experts to the Republic of South Sudan, the Republic Comoros, the Republic of Madagascar, the Federal Republic of Somalia and the Central African Republic to provide these countries with technical assistance in their SSR initiatives.

SSR Assessment Missions: The AU has carried out of joint SSR Assessment Missions with partners to countries such as Central African Republic, Madagascar, Guinea Bissau and Mali. This helped to assess their security challenges, identify gaps and formulate recommendations to assist in addressing these gaps.

Sensitization and Orientation Workshops: The AU SSR team and partners carried out series of SSR sensitization and orientation workshops for the Economic Community of Central African States (ECCAS) in Gabon, 2013; The North Africa Regional Capacity (NARC) in Tunisia 2014; Committee on Cooperation, International Relations and Conflict Resolution, Pan African Parliament (PAP) August 2015. SSR Consultation and Planning Workshop for IGAD Member States, etc.

These experiences shared above have not been without obstacles. One of the major concerns shared was that engaging in a truly inclusive SSR process is extremely challenging, costly and time consuming. However, the validity, and therefore, the sustainability, of any SSR effort lies in its ability to capture the range of views held within a country.

On the way forward for AU SSR, the presentation concluded that the experience gained by the Defence and Security Division in the area of SSR programming and the expressed interest shown by a number of AU Member States for SSR support have encouraged the Division to develop a long term program which definitely contributes to the AU flagship program for *silencing the guns* by 2020.

The ensuing discussions after this presentation queried the extent to which CSOs have been involved in SSR assessments, how national security policies can be integrated into the peace and security agenda (especially for South Sudan) as well as pushing the agenda for a holistic approach to SSR to avoid some security sector institutions benefitting at the expense of others.

Session V: REC SSR/G Frameworks and Initiatives in support of SJSR in Member States

Chair: Edmund Yankani

The ECOWAS SSR/G Policy Framework and Toolkit – OKEYCHUKWU UZOECHINA

This presentation explained that owing to the history of violent conflicts in West Africa, the ECOWAS strategy lays emphasis on Security Governance and seeks to make security institutions governable and accountable. The strategy also looks beyond regular time-bound SSR programmes and also transcends post-conflict settings.

It was noted that the ECOWAS SSG Strategy mirrors the AUPFSSR in many ways particularly with regards to the principles of SSR. Both policies were started at the same time only that the AU's was adopted in 2013 whilst ECOWAS' was adopted in 2016. One of the three core objectives of the strategy utilises the human security approach to SSR which is to eliminate threats to individual and group rights, safety, lives, livelihoods and property, and to protect institutions and values of democratic governance, human rights and the rule of law.

The strategy distinguishes the statutory and non-statutory informal security institutions as follows:

- a) Statutory and core security institutions (Police, Gendarmes, Army, Navy, Air Force, Intelligence, etc.)
- b) Non-statutory/informal security providers (Public management bodies, Oversight, monitoring and control bodies, Justice and rule of law institutions, Civil emergency units)

The presentation also introduced the Security Sector Governance Toolkit 6 for CSOs, which addresses gaps in knowledge and skills that hinder the involvement of civil society actors in public oversight of the security sector and went on to highlight the role of CSOs in the strategy as follows:

- advocate for a better understanding, dissemination and implementation of SSRG at national and regional levels;
- contribute to the process of designing, formulating, implementing, evaluating, reviewing and monitoring national SSRG programmes and activities;
- conduct research and training and other capacity-building activities on SSRG in partnership with ECOWAS;
- promote and encourage dialogue between national security institutions, and among civilian authorities, military establishments, etc.,
- participate in the formulation and design of national security policy, security sector review and needs assessment;
- promote transparency and accountability in SSRG programmes and in activities of security sector actors, and ensure that the provision of security is responsive to the needs of citizens and communities;

- contribute to the work of other institutions in charge of overseeing and controlling security sector institutions (parliaments and parliamentary defence and security committees, human rights commissions, etc.)

The IGAD Peace and Security Strategy – KHALID ABDELRAHMAN

This presentation on the IGAD Peace and Security Strategy (2016 – 2020) noted that no region in Africa is more plagued with protracted violent conflicts than the IGAD region. The presence of more than 4 United Nations and African Union peace support operations with more than 50,000 troops in the region attest to this. At the same time, the IGAD region was presented as a source, transit, and final destination of a wide range of security threats- including SALW; human trafficking, piracy, terrorism and violent extremism and disputed boundaries, etc., necessitating greater regional security collaboration. IGAD has been at the forefront in the efforts to address these peace and security challenges. More essentially, in addressing the root causes of protracted conflicts, the IGAD region is increasingly embracing democratic reforms and empowerment of local communities through increased decentralization, devolution and federalism.

IGAD Peace and Security Strategy has four broad programmatic areas as follows:

1. Conflict Prevention Management and Resolution;
2. Trans-national Security Threats;
3. Governance, Democracy, Rule of Law and Human Rights
4. Post-conflict reconstruction and development, and Humanitarian Affairs.

Gender in peace and security is one of the cross-cutting intervention areas and entails:

- i. Mainstreaming Gender in Peace & Security Programs Areas;
- ii. Assisting Member States to develop and implement National Action Plans on UNSCRs on women, peace and security (1325, 1820, 2242 etc); and monitor the implementation;
- iii. Generating knowledge on the gender dimensions of the causes and consequences of conflict in the IGAD region, with a view to including gender in conflict early warning, preventive diplomacy, mediation, and peace building.

ECCAS – MISSAK KASONGO

To begin with the presentation, Mr Kasongo explained that ECCAS does not have a policy document on SSR presently but there is one under development. It is intended not to reinvent the wheel but rather respond to the specific security threats in the region. He assured that CSOs will be consulted in the development of the strategic document via validation workshops. After consultations and validation, the document will be translated into the national languages of the central African countries and pave way for the implementation process to commence.

In the absence of a global document on SSR however, there is a list of documents at the regional level related to the security sector that ECCAS falls on. These include the Code of Conduct for Armed and Security Forces in Central Africa (adopted in 2009 that needs to be vulgarised in the member's state), the Central African Convention for the Control of Small Arms and Light Weapons, their Ammunition and All Parts and Components (entered into force on the 8 March

2017), the Protocol on the Peace and Security Council in Central Africa and the Early Warning mechanism, etc.

The presentation also highlighted some strategies related to SSR, like the Strategy against terrorism. At the ECCAS level, there are many structures like the Regional Staff Office, the Multinational Force of Central Africa (FOMAC), and Interregional Coordination Centre (ICC) inaugurated in September 2014 in Yaoundé.

The discussions following the presentation of these regional policy frameworks commended ECOWAS and IGAD for taking the bold steps to develop such strategies. Participants were however, unhappy about the fact that ECCAS (where most of the countries represented belonged) does not have any SSR policy document till date.

Participants also deliberated on how SSR can proceed in a conflict environment, resulting in the clarification that SSR cannot be conducted in a conflict environment as peace and stability are the essential ingredients that create a conducive environment for SSR.

DAY THREE

Session VI: AU/REC-CSO DIALOGUE

Chair: Omayma Gutbi, OXFAM Addis

The last day of the workshop was meant to be an open forum to brainstorm on CSO Influencing Strategy and Entry Points into AU and REC policy-and decision-making centres. Participants were divided into country groups with each focusing on the current context, challenges and opportunities for CSOs to engage SSR/G issues in their respective countries.

Below is a summary of the country specific presentations.

South Sudan: In the context of South Sudan, the group begun by citing some of the main security issues. The first was the lack of responsiveness (of security sector institutions) to citizen safety and protection which often culminates in widespread sexual and gender based violence and looting of civilian properties, etc. Other security concerns noted were the proliferation of small arms and light weapons, the presence of non-formal armed groups; the apparent absence of a central command for the security forces; lack of professionalism in service deliver by most security institutions; weakness of the judiciary and high levels of impunity; gaps in chapter 2 of the August 2015 Agreement on the Resolution of the Conflict in the Republic of South Sudan (ARCSS); consolidation of power by political elites and general lack of political will to address security issues.

In spite of these dire security challenges, the group still identified opportunities that can facilitate the SSR processes in South Sudan noting that the existing policy framework and strategies on SSR, IGAD early warning and early response mechanism, IGAD's CSO Desk and IGAD's CSO Training Plan on SSR and the political space for interaction with IGAD, national and regional and grassroots can help in promoting a more inclusive SSR.

The challenges envisaged in the process include the fact that SSR is viewed as a business of people in the Military; inadequate Funding; lack of SSR capacities within the CSOs, absence of a

conducive environment (that is, ongoing active conflict) and the dwindling space for CSO activism in South Sudan.

As grim as the situation in South Sudan might look, the following entry points were identified.

- Revitalization of Chapter 2 of the August 2015 Agreement on the Resolution of the Conflict in the Republic of South Sudan (ARCSS). Technically DDR addresses the issue of small arms proliferation and a permanent ceasefire.
- AU agenda for silencing guns by 2020 - South Sudan as a case study
- New Deal COMPACT on South Sudan
- IGAD CSOs desk
- UNSCR 1325, 1820, 2250 and the Maputo protocol

DRC: his presentation placed DRC in context describing it as a post-conflict and conflict-ridden country engaged in security and justice sector reform processes since the adoption of its constitution on 18 February 2006. The institutions that have benefited from the reform process so far are the army, police and justice sector.

The reform process has the objective of improving the performance, living and working conditions of the stakeholders in this sector. It also places particular emphasis on gender dimensions to ensure that women's specific needs and their effective and equitable participation are taken into account.

The presentation also touched on the state of play of the various institutions with regards to the implementation of the reforms:

Police: reforms in police saw the establishment of the bodies responsible for the reform (bodies of conceptualization, implementation, monitoring and evaluation, control, etc.). Subsequently, the appropriate legal framework was adopted (law for reform programming, law on the status of career staff, decree on the establishment of local safety committees, etc.). This was followed by the adoption of policies and programs of the reform process (five-year plans, doctrine of community policing, ...), rehabilitation and construction of infrastructure and finally, training and capacity building of police officers.

Army: army reforms concentrated on elaborating the legal framework in existence (essential laws on defence, law of programming in elaboration, etc). Capacity enhancement trainings, rehabilitation and construction of infrastructure are also in progress. Another wing of the reform process in the army is the implementation of the DDR

Justice: justice sector reform in DRC has seen the reorganisation of the judicial system, passing and promulgation of laws, establishment of the CSM (Authority on the Management of the Judiciary), adoption of the National Policy for the Reform of Justice (PNRJ) and the operationalization plan of the PNRJ under development.

In spite of such commendable efforts at reforming the security and justice sectors in DRC, a number of challenges confronts the ongoing reform process:

- Lack of political will to bring reforms to a successful conclusion and this is evident in the insufficient budget allocation for the effective implementation of the various reform programmes;
- low levels of coordination between state actors involved in the security sector reform;

- lack of coherence and inclusion of security sector reform in overall reforms of the country's institutions;
- cessation of financial support of some technical development partners;
- persistent insecurity in the eastern and central regions of the country;
- low national ownership of the process by state institutions;
- misplaced state priorities which does not address Security and Justice Sector Reform with the urgency it deserves;
- Restricted space for citizen participation;
- Legitimacy problem of the current political institutions due to the failure to hold elections within constitutional deadlines;
- Low demographic control of the security sector; and
- Low publicity of reforms and poor civil society participation in the army reform: reform bodies are not even known to the public

The presentation further highlighted some opportunities for sustaining the reform process in the DRC. To begin with, the achievements chalked in the reform programmes in progress is an incentive to encourage the continuation and expansion of reforms in DRC. Furthermore, civil society participation in the reform process (particularly, police and justice) should be encouraged strongly as most of the CSOs are very committed and strongly mobilized. Also, the interest of international/development partners in the reform process is still high (EU, UN, DFID, Netherlands) and lastly, the existence of a legal framework is an excellent bedrock to the sustainability and eventual national ownership of the reform processes in DRC.

To conclude this presentation, the DRC team highlighted the following as some of the urgent needs of Civil Society in the country vis-à-vis Security Sector Reform:

- Strengthening the technical and institutional capacity of civil society in SSR;
- Need for civil society to become better acquainted with regional and sub-regional SSR mechanisms/ initiatives;
- Need for networking by thematic groups at national, sub-regional, regional/continental levels;
- Need to get involved in SSR reform bodies, especially for the military; and
- Need to set up interface mechanisms between civil society organizations and sub regional organizations in the field of SSR.

Burundi: Placing the country in context, the presentation noted that Burundi experienced cyclical conflicts especially during the electoral periods of 1993, 2010 and 2015. With the signing of the agreements for peace and reconciliation (Arusha, August 2000), SSR has since been clearly defined. A cease-fire signed between the parties and armed political movements in 2003 was followed by the constitution of the integrated state-major of the police and the army in accordance

with the Arusha agreements. Since 2004, the following SSR Programmes have been initiated in Burundi:

- DDR (Disarmament, Demobilisation and Socio-economic Reintegration of Veterans)
- DSS (development of the security sector, particularly with regards to capacity enhancement, improvement in barracks conditions, improvement in governance through the introduction of new regulations and the creation of training centres.
- The national public security strategy has been developed involving the following: law enforcement, administration, members of the justice sector and civil society organizations, both at national and community levels.
- The justice sector has also experienced some reforms including the establishment of training centers and support for ethical structures as well as the reconstruction of demolished courts.
- With the revision of the Constitution of Burundi, of which the Arusha Agreements were an integral part in 2005, there was an emergence of civil society organizations and media working on peace and security issues.
- After the electoral process of 2005, the elected institutions showed the political will, and the financial support for the SSR was granted by international and bilateral donors such as the Kingdom of the Netherlands, Belgium, GIZ, ... Monthly sectoral meetings were organized to evaluate the implementation of the Security and Justice Sector Reform process. Open Houses within the Police, the Army, the National Intelligence Service, The Resolution 1325 have been held. Journalists were given access to military / police camps and instruction centers for reporting purposes.

In 2015, when Burundi was approaching its electoral period, violence erupted again owing the diverse interpretation of the Constitution. Indeed, the conflict was based on the different considerations of the mandate of the current President of the Republic. Some considered that he was in his second term whilst others said it was his third. Consequently, at the announcement of the current president's candidacy for the elections, demonstrations began in Bujumbura and in some parts of the country and an attempted *coup d'etat* was foiled. These security threats notwithstanding, the 2015 presidential elections proceeded. Some civil society organizations took sides in the political crisis related to the presidential mandate. The attempted coup unfortunately, had a negative impact on the SSR process in Burundi leading to:

- Total breakdown of some achievements of the SSR process;
- Questioning of social cohesion, especially between former members of the regular army and ex-members of the rebellion;
- Dissolution of some Civil Society Organizations;
- Mistrust between some CSOs / media and public authorities;

- Withdrawal of technical and financial partners.

The year 2016 was marked by the commencement of the inter-Burundian dialogue process under the mediation of Ugandan President, Yoweri Museveni, and the facilitation of former Tanzanian President Benjamin Mkapa.

Currently, SSR in Burundi faces certain difficulties related to governance, respect for human rights, accountability, the advent of informal armed groups, insufficient financial resources, etc. However, should the Burundian civil society wish to relaunch the SSR process today, the most crucial thing to do will be to overcome the challenges that have obstructed the process. The table below identifies both the challenges, as well as the opportunities for entry :

<i>Opportunities</i>	<i>Challenges</i>
<ul style="list-style-type: none"> • Regional initiative led by the EAC to bring stakeholders in the Burundian political crisis to a dialogue • Existence of SSR laws, policies and strategies • CORDAID support for access to justice and inclusiveness of women and youth in peace and security processes 	<ul style="list-style-type: none"> • Low capacity of CSOs regarding SSR • Significantly reduced space for expression • Weakened Civil society and media • Security and justice issues are politically sensitive for post-conflict or fragile countries • Low networking of CSOs working on SSR at the national, regional and continental levels • Low representation of the civil society in Regional Economic Communities • Lack of a civil society strategy on peace and security.

The team finally presented the following points as the needs of CSOs in Burundi in connection with SSR and expressed the hope that the project can help address them :

- ✓ Capacity building of CSOs in SSR processes;
- ✓ Understanding of the AU's Policy Framework, as well as communities and regional frameworks;
- ✓ Strengthening local, regional and continental networking;
- ✓ Development of a national strategy for peace and security;
- ✓ Financial resources;
- ✓ Evaluation of SSR policies; and the

- ✓ Inclusion of CSOs of women and youth in peace and security processes at a national, regional and continental levels

Central African Republic (CAR): In placing the security issues in CAR in context, the presentation lamented how in CAR, 13 out of the 16 prefectures in the country are in the hands of armed groups who are constantly engaged in hostilities. Unfortunately, the youth have become targets for recruitment into these armed groups.

This notwithstanding, participants identified the following as opportunities for engagement with the security sector:

- Existence of national and international partners;
- Existence of CSOs involved on the issue of security and justice;
- Existence of a national document for the recovery of the country;
- Existence of the high authority of good governance;
- Existence of the Human Rights and Defense Commission in the National Assembly;
- Cluster Protection;
- An active Diaspora;
- The interest of the AU, ECCAS, REC, on the issue SJSR.

In spite of the above opportunities, participants acknowledged the issues below as possible challenges to effective SSR in CAR:

- Non-inclusive approaches in the SSR process;
- Promoting a holistic approach to SSR taking cognisance of the concept of human security;
- Improving coordination for better synergy of actors' interventions;
- Capacity building of the different actors involved in security and justice sector reform;
- Establishment of an effective monitoring and evaluation mechanism; and
- Lack of resources for Civil Society interventions

Based on the understanding of SSR received at the training and the realities on the ground, participants identified Parliament, Government, National and International Partners as entry points to SSR in CAR. They also noted that massive youth employment will be helpful to such a process because, once the youth are engaged in lucrative jobs, it will minimise their susceptibility to the armed groups. Implementation of UNSCR 1325 and its accompanying resolutions for women was also identified as a strong entry point. Lastly the need for technology to conduct advocacy and lobby was also promoted.

Open Forum

A considerable amount of time was dedicated to the discussion session after the group presentations in which participants identified differences and similarities in their contexts and how they could effectively contribute to SSR in their countries with the support of the ASSN, AU and RECs.

One theme that resounded in the concerns of participants is the apparent lack of political will to embrace SSR and shift focus from state-centred security to human security. As a result, brutalities and human rights abuses thrive with impunity. Another dimension to this issue was the

fact that most of the people in the high echelons of the security institutions were once in rebel groups and continue to work with their allies so are not as authoritative as they should be when it comes to punishments related to violations of the law. Most of the time, the perpetrators rather end up getting justice so impunity continues.

For some participants, they do not see a clear separation of politics from the army in their countries.

Participants also expressed the desire to have a holistic approach to SSR where all actors will receive the needed re-orientation, capacity enhancement and resources to deliver professionally on their security and protection mandates. It is noted that once there is the political will, governments will include SSR programmes in their country budgets and be able to sustain the process when external partners withdraw.

Representatives of the AU, ASSN and the RECs assured participants of their support to their SSR programmes and encouraged them to be strategic in the manner in which they engage security issues. Representatives of the RECs also undertook to involve the CSOs in related programmes as and when the opportunity arises.

CONCLUSION

The project on *Engaging Civil Society in Security and Justice Sector Reforms* is a highly commendable initiative as it is gradually bringing to light the deep cleavage between policy and on-the-ground implementation of these policies. The workshop revealed that much of Civil Society is unaware of the existence of continental/regional policy documents on Security and Justice Sector Reform. The training was consequently, very instructive in enlightening participants on what SSR is all about and what roles civil society can play in the process.

On the whole, participants adjudged the training a huge success and expressed their pleasure at being part of the project. Whilst participants displayed an intense hunger for SSR capacity enhancement (which can be understood from the conflict environments they came from), they were also such a vibrant group who opened up to discuss on-the-ground realities and what they could do (in partnership with the AU and RECs) to make an impact.

It is hoped that the success and value of this training will strengthen the partnership between the ASSN, the AU and RECs and OXFAM and Cordaid and pave the way for continued collaboration to achieve the desired impact in the project countries.

ANNEX 1

WORKSHOP SCHEDULE

DAY 1 (1 November)		
Time	Opening	Resource persons/ Facilitators
08:30-09:00	Registration of Participants	Venue: AUC HQ
09:00-10:00	Formal Launch Event: Welcome Remarks: Brief Remarks by Partners: Introductions GROUP PHOTO	Chair: Eboe Hutchful Einan Osman Mohammed Ag. Head, DSD; Director CIDO OXFAM CORDAID ASSN CSOs
10:00-10:30	Coffee Break	
10:30-13:00	Session I: Introduction to Basic Concepts of Security and Justice Reform Defining 'Security' and the 'Security Sector', Security Sector Reform and Governance (SSR/G); Roles and Missions of Security and Justice Institutions; Roles of Non-state, informal, traditional and customary institutions. Rule of Law and Justice: its Integral Link with Security Sector Reform and Governance	Niagale Bagayoko (ASSN) Jacques Mvom (Legal and SALW Expert)
13:00-14:00	Lunch	
14:00-16:00	Session II: Understanding Democratic Security Governance Key actors and oversight institutions; Role of Civil Society in Security Governance and Justice Delivery; particular role of Civil Society in enhancing community-level security and justice in SJSR programming and implementation as well as accountability of security institutions	Medhane Tadesse (ASSN) ALL

16:00-17:00	<i>(Discussions to be substantiated by country examples and case-studies wherever possible)</i> Q and A	
DAY 2 (2 November)		
Time	Session	Resource Persons/ Facilitators
09:00-11:00	Session III: Continental and Regional SJSR Policy Frameworks Introduction to the AU SSR-Policy Framework	Norman Mlambo (AU)
11:00-11:30	Coffee Break	
11:30-13:00	Session IV: Current AU Initiatives in support of SJSR in Member States (with particular reference to South Sudan, CAR, Niger, Burundi and the DRC)	Hamouda Kanu (AU)
13:00-14:00	Lunch	
14:00-16:00	Session V: REC SSR/G Frameworks and Initiatives in support of SJSR in Member States: The ECOWAS SSR/G Policy Framework and Toolkit The IGAD Peace and Security Strategy ECCAS	Okey Uzoechina (ECOWAS) Khalid Abdelrahman (IGAD) Missak Kasongo (ECCAS)
16:00-17:00	Q and A	
DAY 3 (3 November)		
Time	Session	Resource persons/ Facilitators
09:00-11:00	Session VI: AU/REC-CSO DIALOGUE: How can <ul style="list-style-type: none"> • the AU and RECs work with Civil Society to ensure more people-centred security and justice outcomes at continental, regional and national levels? 	Chair: CIDO CSOs AU ECCAS IGAD

	<ul style="list-style-type: none"> • CSOs contribute to more effective (a) policies (b) policy implementation (c) and monitoring and evaluation? • the AU and RECs more effectively support engagement by CSO in SJSR in the given country contexts? • A Note on Tackling SALW Proliferation in Contexts of Conflict: How can CSOs be more effective 	ECOWAS
13:00-14:00	Lunch	
14:00-16:00	Session VI: AU/REC-CSO DIALOGUE concludes Brainstorming on CSO Influencing Strategy and Entry Points into AU and REC policy-and decision-making centres Discussion/feedback on the idea of a Continental Civil Society Platform	CIDO CSOs ECCAS IGAD ECOWAS
16:00-17:00	Workshop/Course Evaluation and Next Steps	ALL
17:00	WORKSHOP CONCLUDES	
DAY 4 (4 November)		
DEPARTURES		

ANNEX 2

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