Partnership for Peace and Security Sector Reform

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Background

In recent years the international community has expanded its focus from Defence Reform to look at the wider aspects of Security Sector Reform (SSR), but what is SSR? From a NATO perspective, SSR encompasses, but is not restricted to, defence reform, security service reform and border security. Furthermore, while many international organisations are involved in SSR, NATO fully understands that in some areas of work it only plays a supporting role.

From a NATO perspective actors in the security sector will be limited to: military and defence organisations; law enforcement agencies with military status; and, intelligence and security services. The national bodies charged with oversight of the security sector, and thus falling under the umbrella of SSR, will include, but not necessarily be limited to: the government; national security advisory bodies; legislature and legislative select committees; ministries of defence, internal affairs, and foreign affairs; financial management bodies such as finance ministries, budget offices, financial audit and planning units; and civil society organisations such as civilian review boards and public complaints commissions.

NATO involvement in SSR can be traced back to the 1994 Partnership for Peace (PfP) Framework Document, which included objectives to ensure 'democratic control of defence forces' and 'the development, over the longer term, of forces that are better able to operate with those of the members of the North Atlantic Alliance'. The basic document of the Euro-Atlantic Partnership Council (EAPC) envisaged specific subject areas on which Allies and Partners would consult that included, but were not limited to: political and security related matters; defence planning and budgets; and, defence policy and strategy.

In recent years NATO has intensified its efforts in the area of SSR. Based on the comprehensive review of the EAPC and PfP agreed at Prague in 2002, the Council agreed to harmonise the EAPC Action Plan and the Partnership Work Programme. In the Overarching Guidance for the first Euro-Atlantic Partnership Work Plan (EAPWP) in 2005, which was restated in 2006, one of the agreed objectives was to promote democratic values and foster transformation across the Euro-Atlantic area. To this end it was agreed that the Alliance would provide interested Partners with political and practical advice on, and assistance in, the defence and security related aspects of domestic reform, including armed forces under civilian and democratic control. This reform objective went on to say "NATO will encourage larger policy and institutional reform and support it within its competences and resources, complementing efforts by other international organisations."

NATO's aim is to promote democratic control, transparency, the rule of law, accountability and informed debate, and to reinforce legislative capacity for adequate oversight of security systems. Partners are encouraged to seek advice on SSR through the many PfP tools currently in use. These tools are NATO's primary mechanisms to assist nations in the implementation of SSR. For nations wishing to join PfP, such as Serbia and Bosnia and Herzegovina, some of these mechanisms have already been made available through tailored co-operation programmes.

PfP Tools

The Euro-Atlantic Partnership Work Programme (EAPWP)

The EAPWP provides a detailed map of the entire partnership field. The Overarching Guidance clearly sets out structure, substance, political priorities and practical objectives of cooperation in 33 agreed areas. A catalogue of 2000 annual activities organised and conducted by NATO staff and nations is developed and maintained through an electronic database known as ePRIME.

ePRIME

ePRIME, the successor to the Partnership Realtime Information, Management and Exchange system (PRIME), was launched in July 2006 and is the primary internet-based tool used to manage and deliver co-operation programming. This includes an electronic library for EAPC/PfP documents, a catalogue of co-operation activities updated daily, as well as search tools, distance learning modules and collaboration tools such as instant messaging, chat and working groups.

The Individual Partnership Programme

Each nation in PfP produces an Individual Partnership Programme (IPP) that sets out national policies, objectives and the forces and assets that will take part in co-operation programmes. The individual activities that a PfP nation takes part in are selected from the EAPWP.

The Planning and Review Process (PARP)

PARP is the primary tool to support NATO's broad defence reform objectives and for improving interoperability and developing partners' capabilities to plan, programme, budget and procure equipment. Furthermore, the Membership Action Plan, which I will come back to, and Individual Partnership Action Plans draw extensively on work done in the context of PARP. PARP Ministerial Guidance has, since it was first approved in December 1999, consistently recognised the need for the defence related aspects of SSR and the most recent guidance, PARP Ministerial Guidance 2005, states that "PARP plays a valuable role in assisting nations in pursuing national defence reform efforts, including in support of wider reform efforts as envisaged by the Report on the Comprehensive Review of the EAPC and PfP agreed at the Prague Summit." In addition, PARP supports the implementation of Individual Partnership Action Plans, the Partnership Action Plan for Defence Institution Building, and the Partnership Action Plan against Terrorism; in these areas, the development of detailed planning targets covering a range of issues related to reform and developing capabilities provides a structured framework to define implementation plans as well as a

mechanism to monitor progress. Many Partnership Goals have been addressed to nations in the areas of defence reform, defence institution building, reform of intelligence and security services, border security and financial management of defence. The vast majority of these Partnership Goals have been welcomed by all partners and work on their implementation has been very successful.

The Individual Partnership Action Plan (IPAP)

The concept of Individual Partnership Action Plans came from the Prague summit in 2002. In the IPAP modalities, Allies restated their determination "to continue and enhance support for, and advice to, Partners, in their efforts to reform and modernise their defence and security systems to meet the challenges of the 21st century; identified as an indicative issue for discussion/co-operation with Partners was "Defence and security sector reform"". Each IPAP formulates general principles and goals of co-operation, and specific objectives to be pursued in each cycle. These objectives can be organised under four general chapters: Political and Security Policy Issues; Defence, Security and Military Issues; Public Information, Science and Environment and Civil Emergency Planning; and, Administrative, Protective Security and Resource Issues. Almost the entire chapter on Defence, Security and Military Issues is implemented through the PARP. So far five nations have developed IPAPs in conjunction with NATO staffs.

The Partnership Action Plan for Defence Institution Building

At the Istanbul Summit, NATO initiated the Partnership Action Plan for Defence Institution Building (PAP-DIB). PAP-DIB aims to reinforce efforts by EAPC Partners to initiate and carry forward defence reforms and restructuring of defence institutions to meet their needs and the commitments undertaken in the context of the PfP Framework Document and EAPC Basic Document, as well as the relevant OSCE documents, including the OSCE Code of Conduct on Politico-Military Aspects of Security. It provides a common political and conceptual platform for bi-lateral and multilateral co-operation in developing and sustaining efficient and democratically responsible defence institutions

including the armed forces under democratic and civilian control. However, PAP-DIB does not have its own mechanism for implementation; this is achieved through the PARP and IPAP processes.

The Partnership Action Plan Against Terrorism

The Partnership Action Plan against Terrorism (PAP-T) is the main platform for co-operation on combating terrorism. It is a loose political and conceptual framework rather than a structured mechanism for systematic co-operation. However, consideration is being given to enhancing the military dimension of PAP-T in the Military Training and Exercise Programme.

Clearing Houses

A Clearing House is an informal forum for discussions on assistance programmes and initiatives envisaged by NATO authorities as well as nations, this forum is also used to avoid duplication and to de-conflict aspects of specific programmes.

The Education & Training for Defence Reform Initiative (EfR)

NATO's EfR supports education of civilian and military personnel in efficient and effective management of national defence institutions under civil and democratic control. This includes a collaborative network of NATO and national institutions willing and able to offer education to support the implementation of PAP-DIB.

The Training and Education Enhancement Programme (TEEP)

The TEEP is the primary tool to promote training to support military interoperability. It promotes collaboration amongst national institutions primarily focused on operational/tactical level training for personnel taking part in multinational HQs.

The Operational Capabilities Concept (OCC)

The OCC evaluates the level of interoperability and military effectiveness of Partner forces. This includes a database of forces declared available for NATO-led non-Article 5 operations as well as an evaluation and feedback mechanism to ensure compliance with NATO standards and requirements.

The Political Military Framework (PMF)

The PMF sets out principles, modalities and guidelines for the involvement of all partner countries in political consultations and decision-shaping, in operational planning, and in command arrangements for NATO-led operations to which they contribute.

NATO/PfP Trust Funds

NATO/PfP Trust Funds are a mechanism to pool voluntary contributions to destroy antipersonnel land mine stockpiles, surplus munitions, unexploded ordnance and small arms and light weapons; as well as supporting nations to manage the consequences of defence reform.

The Membership Action Plan (MAP)

Finally, although not strictly a PfP tool the MAP process makes a significant contribution to NATO's wider involvement in SSR. The five chapters of the MAP cover: political and economic issues; defence/military issues; resource issues; security issues; and, legal issues. All of these areas will normally fall under the general heading of SSR. Similarly, NATO policies on combating organised crime, trafficking in human beings and civil-military co-operation all have implications for the implementation of SSR.

Through its involvement in SSR, NATO has assisted Partners to adapt defence structures and improve all aspects of the management of defence. The quality of border security has improved and has made significant progress towards European standards. In Central and Eastern

Europe democratic control of the armed forces, the security services and other paramilitary forces, has improved significantly. For Partners in the MAP, NATO's involvement in SSR has been particularly important in preparing for eventual NATO membership.

NATO and SSR in South East Europe

Serbia's Tailored Co-operation Programme (TCP)

Following the assassination of Prime Minister Djindic and the important pro-reform steps taken by the subsequent government, the North Atlantic Council approved a two pillar approach for measures of co-operation between NATO and Serbia and Montenegro pending fulfilment of the outstanding conditions for PfP membership including full co-operation with the International Criminal Tribunal for the former Yugoslavia (ICTY). The first pillar included measures specifically tailored for participation by Serbia and Montenegro personnel such as courses, seminars and expert team visits. The second pillar consisted of activities such as training courses, conferences and military exercises for observers from Serbia and Montenegro. Through the TCP, Serbia is effectively gaining access to a number of the activities available to PfP nations through the EAPWP, the EfR and the TEEP.

The Defence Reform Group

In July 2005, the North Atlantic Council tasked the Political-Military Steering Committee on Partnership for Peace to develop, for further consideration, modalities for a Defence Reform Group (DRG) in Serbia and Montenegro. This decision reflected a desire to assist the authorities in further implementing defence reforms; to stimulate the government to take ownership over the defence reform process; to increase the relationships and contacts between all actors engaged in the process; to enhance the co-ordination of work between NATO and Serbia and Montenegro on the one hand, and amongst the authorities in Serbia and Montenegro on the other; to identify the needs and demands of Serbia and Montenegro in order to better target multilateral and bilateral assistance; and lastly, to help the Serbia and Montenegro Authorities to

de-conflict the work being done in other international organisations, by using appropriate NATO and non-NATO mechanisms, including the South Eastern Europe Clearinghouse to avoid any unnecessary duplication of efforts and activities.

The primary task of the DRG is to provide advice and assistance to the Serbian authorities for them to adequately monitor, co-ordinate, and guide the process of defence reform and the building of modern, democratically controlled defence institutions in Serbia. Through the DRG, Serbia is gaining access to a number of mechanisms that normally would only be available through IPAPs, PARP and PAP-DIB.

Following the Montenegrin referendum on independence, both the TCP and the DRG became programmes aimed at facilitating SSR in Serbia.

The NATO HQs in Sarajevo, Skopje and Tirana all play active roles in the area of Security Sector Reform. In particular the NATO Advisory Teams in Skopje and Tirana provide advice on defence restructuring, defence institution building, border security and reform of security and intelligence agencies. They interact with all the main interlocutors on SSR within their respective host nations and with several other organisations working within the two nations.

Albania and the Former Yugoslav Republic of Macedonia are also in the MAP process as is Croatia, but there things are done differently as Croatia has chosen to deal directly with the NATO staffs in Brussels. SSR in Croatia has, therefore, been driven by the PfP tools outlined earlier in this paper.

The NATO HQ in Sarajevo has a narrower role as it is only dealing with the defence aspects of SSR. This is because when NATO handed over its peacekeeping duties in Bosnia and Herzegovina to the European Union it was decided that NATO would retain responsibility for Defence Reform. A tailored co-operation programme, similar to the one initiated a year earlier in Serbia and Montenegro, was put together and it is effectively implemented by the NATO headquarters in Sarajevo.

Finally, Montenegro has applied to join PfP and this application is currently under consideration in Brussels. However, NATO staffs have already visited Podgorica and assistance in the area of defence reform has been offered and accepted. Similarly, Montenegro has been invited to join the South Eastern Europe Clearing House and the first meeting to discuss Montenegrin needs was held in early October.