



# TECHNICAL NOTE ON SECURITY SECTOR REFORM IN THE C.A.R.



## 1. Problem scenario

Since the return to constitutional legality in 2005, at the domestic level the CAR has embarked on a process of normalisation of socio-political life and peace consolidation with a view to addressing the effects of the recurrent military-political crises (mutinies, coups d'état, armed rebellions) which have destroyed the fabric of the economy, weakened the Defence and Security Forces (DSF) and created general insecurity. On the external level, the CAR is located in an unstable region where conflicts are commonplace (conflicts in the DRC, Chad, Sudan, Uganda) and it is exposed to a backdrop of the armed revolts of various nationalities the activities of which cannot but lead to instability. This is aggravated by a long and porous border which permits the infiltration of these belligerents and a huge cross-border movement of small arms and light calibre weapons (SALCW). The consequences of this situation are: political instability with weakened State institutions, a large proportion of the population plunged into poverty and a considerable number of displaced persons both within and outside the national border, most of whom are women and children. The Security Sector Reform in the framework of the PRSD2 is a sign of the Government's desire to upgrade security and consolidate peace and social cohesion.

## 2. Current situation

The Defence and Security Forces (Armed Forces, State Police, Police, Waters and Forests, Customs) who have the duty of protecting territorial integrity and the people and property within that territory are experiencing a range of problems: (i) the low number of officers and men in the DSF which reduces their effectiveness; (ii) the concentration of officers and men in Bangui to the detriment of the hinterlands which are at the mercy of highwaymen known as "zaraguinas" and "poachers", and (iii) the lack of infrastructure, equipment and logistical apparatus. All these factors limit the operational effectiveness of the DSF hindering them in dealing with the many military-political crises which have racked the country, a situation exacerbated by their lack of training and failure to apply various laws which are in force.

As far as the Legal System is concerned, also noticeable is an absence of local law officers, due to the glaring shortage of human resources, multiplied by the unevenness of their geographical distribution, a shortage of equipment, the dilapidation of existing legal institutions, and the inadequacy and unsuitability of the training of the judges, lawyers and legal professionals, all resulting in the deterioration of the quality of the legal services.

## 3. Actions undertaken

In order to attempt to find solutions for the problems listed above, the Government with the support of the partners has launched a range of initiatives focused, in particular on the following:

The DSF:

(i) the signing of the Peace Accords with the Political-Military Groups and in particular the Global Peace Accord signed in Libreville on June 21, 2008 followed by the General Amnesty Law in October 2008 ; (ii) the organisation of the Inclusive Political Dialogue in December 2008, the recommendations of which made possible the formation of a Government of National Unity and the establishment of an Independent Electoral Commission; (iii) the initiation of the DDR process which is designed to disarm, demobilise and re-incorporate 8000 combatants into their Host Community ; (iv) the organisation of a National Seminar on SSR, from April 14 -17, 2008 under the sponsorship of the Head of State with the support of the Technical and Financial Partners, which led to the operational conclusions then drawn up in a short- and medium-term activity timetable;

The Project for the Control and reduction of Light Arms and Small Calibre Weapons was implemented between 2007 and 2010, with the aid of the Japanese Cooperation Initiative which led to the collection of 430 weapons and 120,000 rounds of ammunition from 522 civilians who received development kits in return.

The Sector-based Round Table on the SSR held in October 2009 attended by the PTF and SSR players was intended to raise financial resources to implement medium-term SSR activities, but the results fell short of expectations.

In response to Government requests in the area of peace and security, the International Community has made two direct contributions to the consolidation of peace via: (i) the United Nations Peace Consolidation Fund, which made two grants in the order of 30 million US\$ of which 6.7 millions UD\$ are currently being put to use in the building of 2 barracks, 4 State police brigade houses and 2 penal facilities; (ii) the United Nations Mission to the CAR and Chad (MINURCAT) in replacement of EUFOR (the European Union Force) is guaranteeing that as long as its term of office lasts, the north-east of the CAR will be secure; (iii) the Economic Community of Central African States (CEEAC - ECCAS) has provided the CAR with the Mission for





Peace Consolidation in the CAR (MICOPAX) and the Military Observers (MilObs) who have buttressed the DDR process. Having signed the Declaration of Paris, the CAR took part in the 3rd Accra forum, organised national consultations on international commitment in fragile states and precarious situations (July 2009) and the international dialogue on building peace and strengthening the State.

**Law and Order:**

(i) refurbishing and building law courts (Sibut, Kaga-Bandoro, Bossangoa, Bangui); (ii) building and refurbishing women's prisons in Bimbo, Sibut, Kaga Bandoro, Bozoum and Bossangoa, (iii) training female prison warders, (iv) re-issuing the criminal procedure codes, (v) organising itinerant courts in various jurisdictions of the country, (vi) fitting out courts and providing them with equipment and apparatus, (vii) upgrading the powers of judges.

#### 4. Results obtained and level of funding raised as a consequence

The efforts made by Government with the support of the partners have led to the following results:

**The DSF:**

(i) the execution of 110 short-term activities on the national budget with results deemed satisfactory by the international assessors; (ii) the retiring of 700 soldiers and State police; (iii) the recruitment of 1800 soldiers on a multi-regional basis; (iv) the application of a new General Discipline Regulation for the Armies; (v) a prohibition of the bearing of arms in public places by the military; (vi) the establishment of a special Police; (vii) the revival of the General Inspectorate of Police; (viii) the revival of the specific Police Management Commissions; (ix) the promulgation of the Forestry, Fauna and Market Protection Code; (x) the collection of 430 small calibre weapons and 120,000 rounds of ammunition from 522 civilians ; (xi) the organisation of mixed patrols by MICOPAX and the FACA in tense zones; (xii) the verification on the ground of the Political-Military Group forces by the Military Observers of the ECCAS.

**Law and Order:**

(i) the promulgation of criminal procedure codes, (ii) the development and validation of the ten-year justice plan, (iii) the organisation and regular holding of itinerant courts; (iv) the improvement of the conditions of female detainees; (v) the construction of reception centres for victims of gender-based violence (Sibut, Ndélé, Bossangoa, Bozoum); (vi) raising the awareness of the population to the rights of children and women.

The funds raised which made these actions possible came from the following programmes and projects: (i) Fund for the Consolidation of Peace, (ii) Project for the Reinforcement of the Legally Constituted State (PRED/UNDP), (iii) Light Arms and Small Calibre Weapons project (LASCW/Japan/UNDP), and (iv) the Framework for Democratic Governance and Decentralisation Project (PCGD/UNDP), DDR Programme (UNPD/EU/CEMAC).

The amount raised was thus divided up as follows:

Fund for the Consolidation of Peace: 7,500,000 USD

France: 12 millions Euros

EU: 4 billion CFA

UNDP: 169 million CFA

Japan : 1,900,000 USD

OIF [French-speakers]: 50,000 Euros

Gifts of transportation and communications equipment arising from various bilateral arrangements made a powerful contribution to the achievement of the range of actions undertaken. These consisted mainly of vehicles, ICT equipment and walkie-talkies which were offered to the Central African police force.

#### 5. Remaining challenges

The SSR sector is facing a range of challenges, concerned, among other things, with (i) the security of the territory as whole, (ii) shortage of resources, (ii) the ongoing strengthening of the DSF projection and deployment capabilities, (iii) the inadequate numbers of judges and legal professionals, (iv) the scarcity of legal frameworks and penal facilities, (v) the





establishment of law and order arrangement in the community, (vi) the people's trust in law and order, (vii) the fight against corruption, (viii) respect for, and application of, the law.

## 6. Prospects: priority approaches and actions

Prospects include (i) the establishment of ten (10) priority projects designed to initiate medium-term SSR activities. These concern: (i) the initial and continuous training of the Army and the State Police, (ii) the initial and continuous training of Police Officers, (iii) the building of barracks, State Police Brigade houses and social housing, (iv) building and equipping police stations, (v) refurbishing and equipping bases for training in forestry, hunting and fishing (Mbaïki and Grimari), (vi) the rehabilitation of ex-combatants in the framework of the DDR, (vii) the reduction and control of small arms and light calibre weapons (SALCW), (viii) rehabilitating and equipping seven (7) High Courts, (ix) rehabilitating and modernising three (03) penal institutions, and (x) building and equipping six (06) Radio Centrafrique stations.

It should be borne in mind that these projects are divided between the three (03) strategic action approaches adopted, which are:

- Axe 1 : Rendering the territory secure (DSF);
- Axe 2 : Reinforcing human rights (Justice); and
- Axe 3: Reinforcing democratic control (Control).

Nor should it be forgotten that the execution of the above actions will take place at the same time as the efforts to raise funds, the maintenance of the dialogue with the partners involved at the sector-based round table SSR designed to support the processes in question and the extension of the short-term gains on the one hand, and the achievement of the medium-term gains on the other.

## 7. Costs

The total cost of funding the projects in this sector is **33,320,472,000 FCFA** or **66,604,944 USD** and **51, 262,264 Euros**. These funds will be the subject of a campaign launched both domestically and externally with a view to implementing ten (10) priority activities of the SSR. The raising of these sums will mean security and peace for the population so that they can devote themselves to the socioeconomic activities the country needs to reduce poverty, particularly in the rural zones where so many of the poor of the CAR live.

## 8. Actors involved in the funding procedure

The partners supporting the SSR sector are: the UNDP, the European Union, the Fund for the Consolidation of Peace, the International Organisation of French-speakers (OIF), France, Belgium and Japan. The support which has made the implementation of the reforms and actions undertaken in this sector by the Government possible is technical, financial and in the form of equipment.

In addition to these traditional partners, the Government is organising new partnerships with a view to raising additional funding which it is hoped will make up the shortfall for the funding in the sector. Among others places, these new partners are from South American (Brazil), Scandinavia (the Netherlands [sic], Norway, Sweden Denmark), the Arab countries (Turkey [sic], Qatar, the UAR) and Asia (India, South Korea). Given that some of the partnerships are operating via the channel of international Non-Governmental Organisations, a partnership will be developed with the national civil society and national NGOs operating in the field of SSR with a view to greater synergy and a better transfer of competencies.

Also reflected will be the opening-up of the country to new sub-regional and regional mechanisms and instruments, and the development of South-South cooperation intended to improve prospects for and raising of funds.

## 9. Difficulties and constraints

SSR in the CAR faces two (2) types of difficulties: On the domestic front we note: (i) the persistence of the rebellion of the political-military groups in certain regions of the country, (ii) the depredations of the LRA (Lord's Resistance Army), (iii)



highway robbery and "poaching", (iv) the effective presence of the State up-country [sic], (v) the manpower of the DSF. On the external front, difficulties arise from: (i) the emergence of external conflict into national territory, (ii) a long and porous border and (iii) large scale and cross-border movement of light arms and small calibre weapons.