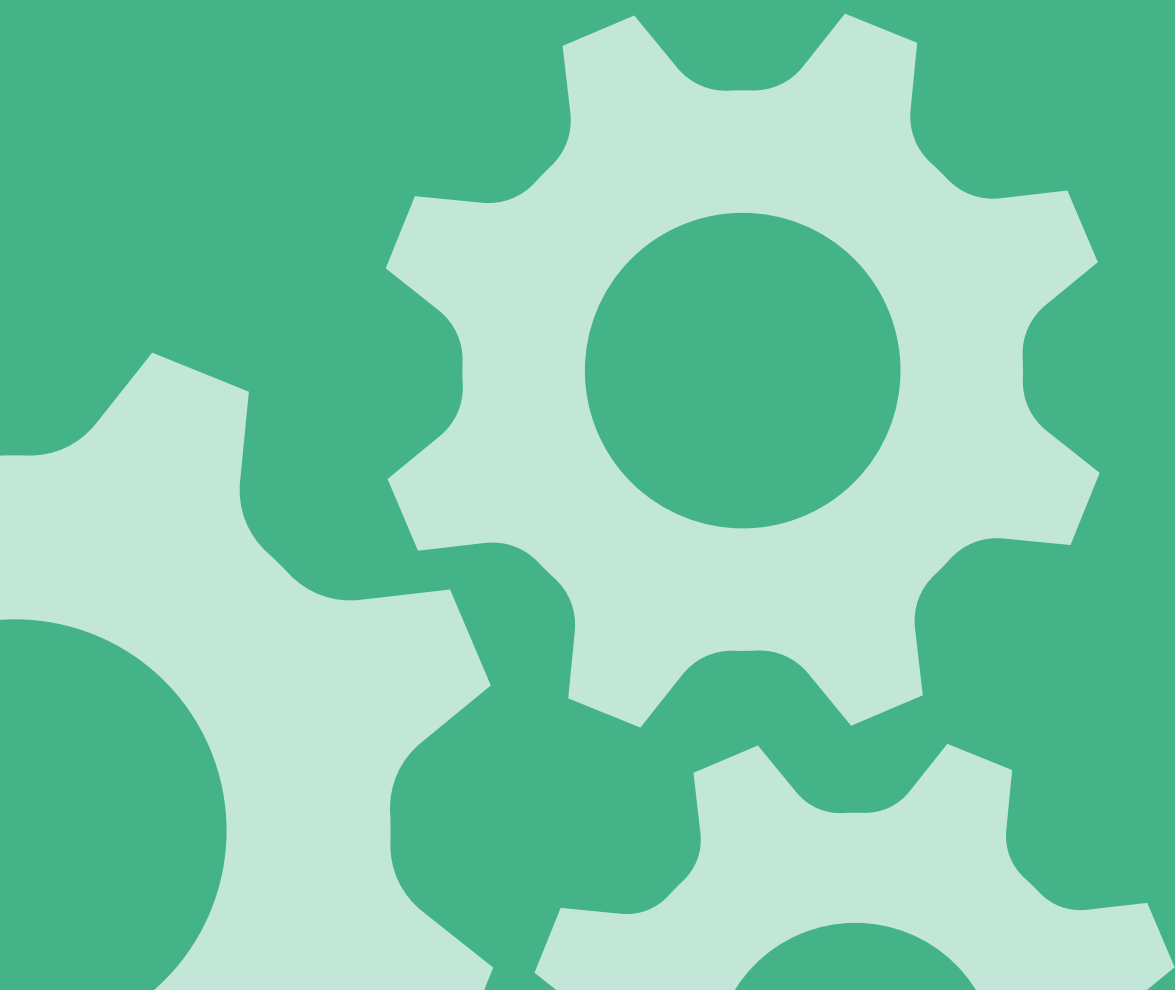

Guidelines for OSCE Staff

Cross-Dimensional Approaches to SSG/R



Executive Summary

SSG/R support should always take a cross-dimensional approach, based on the OSCE's comprehensive concept of security, in order to take account of the holistic nature of national SSG/R processes. This chapter is intended to provide OSCE staff with advice on how to support cross-dimensional approaches to security sector governance and reform (SSG/R). The purpose of such approaches is to promote a shift from fragmented support that may have limited effects on establishing cross-dimensional synergies, both on the strategic and operational levels. The chapter encompasses guidance on the intrinsic value of a cross-dimensional approach (section 1), potential synergies for SSG/R support in the three OSCE dimensions (section 2) and on the practical implementation of a cross-dimensional approach (section 3). Finally, a practical checklist is provided to help staff in the process (section 4).

Key points from the chapter:

- **Comprehensive, cross-dimensional approaches are necessary to address the holistic nature of SSG/R:** One of the key aspects of SSG/R is its holistic nature, which recognizes the inter-linkages between the various components and actors of the security sector. Reforms in one part of the security sector may not be successful if they do not take into account effects on or the need for reforms in other parts of the security sector. Implementing such reforms and working towards SSG therefore requires effective co-ordination among security sector actors. To build on the holistic understanding of SSG/R processes, the OSCE must take full advantage of its cross-dimensional approach to security, including by strengthening internal co-ordination.
- **Identifying common SSG/R objectives and addressing them in a cross-dimensional manner:** There is a risk that “adding up” whatever SSG/R-related assistance is conducted within each of the three dimensions may be considered to amount to a cross-dimensional approach. In contrast, an integrated approach is required to enhance the impact of OSCE SSG/R support. Through such an integrated approach, OSCE actors in all three dimensions contribute to a common objective. A cross-dimensional approach to SSG/R support does not deliberately create additional tasks for their own sake but rather ensures synergies in the support provided by various OSCE actors, especially if these are located in different dimensions. It is about recognizing that support in one area of the security sector may affect another and, thus, that support is most effective when provided in a complementary manner that takes advantage of synergies across the dimensions.

- **Support cross-dimensional approaches to SSG/R through planning and implementation:**
To ensure an effective cross-dimensional approach to SSG/R, common long-term programmatic objectives must first be identified, as well as the areas of potential synergies favourable to these objectives. Such synergies can be identified through needs assessments, and thematic entry points could be linking police and justice reforms, fostering democratic oversight, strengthening integrity, mainstreaming and promoting gender equality and human rights and engaging with civil society. Where activities cut across the three OSCE dimensions of security, roles and responsibilities must be clearly defined to ensure a clear understanding of the organizational lead. The agreed set-up will also need to be reflected in any project proposal. Incentive mechanisms could be put into place to encourage cross-dimensional co-operation already at the project development phase. Existing co-ordination mechanisms can be used to this end or new ones developed to support internal co-ordination to make sure implementation is on track and actors from different units/departments/Executive Structures can inform each about progress and contribute respectively in line with what was agreed.



1. Rationale

A cross-dimensional approach to SSG/R is important to implement the OSCE's comprehensive concept of security in line with OSCE commitments and provide effective assistance to advance good SSG.

1.1 The Spirit of Helsinki: Addressing Security Comprehensively and Cross-Dimensionally

The OSCE's work as a regional organization is founded on a broad understanding of security. Already in the 1975 Helsinki Final Act, participating States acknowledged the importance of addressing security holistically, through three indivisible dimensions: the politico-military (first) dimension, the economic and environmental (second) dimension, and the human (third) dimension. Security was no longer seen narrowly as the result of preventing conflicts between states or through the use of advanced intelligence and defence systems, but rather as a matter of concern of all institutions – from legislative bodies to the justice systems – and of all citizens, individually and as members of civil society.¹ In this respect, the OSCE's approach to security is in itself cross-dimensional.

In the OSCE context, the working definition of SSG/R defines it as a political and technical process through which a country seeks to enhance the good governance of its security sector.² To effectively support participating States in ensuring good governance of the security sector, Executive Structures and its departments and units in three dimensions need to contribute and have the expertise to do so.

The need for a cross-dimensional approach is acknowledged in numerous OSCE commitments, which are of direct relevance to SSG/R and highlight its importance. For example, the 2012 OSCE Consolidated Framework for the Fight against Terrorism states that the Organization “promotes a comprehensive approach to security, linking the politico-military, economic and environmental, and human dimensions, thereby providing a framework for coherent and sustained actions in preventing and combating terrorism.”³

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- 1 Helsinki Final Act set out three baskets of security that have since become known as dimensions. CSCE, *Final Act of the Conference on Security and Co-operation in Europe* (Helsinki, 1975).
 - 2 For additional information, see the chapter “[Understanding SSG/R in the OSCE Context.](#)”
 - 3 OSCE, *OSCE Consolidated Framework for the Fight against Terrorism* (Vienna, 2012), PC.DEC/1063, p. 3.

Several Ministerial Council decisions recognize that gender equality, human rights protection and non-discrimination all require mainstreaming across all three dimensions, which naturally involves judicial, prosecutorial and law enforcement actors within the security sector.⁴

A cross-dimensional approach therefore integrates the work of the various actors and components of the security sector across all three dimensions, thereby implementing the OSCE comprehensive concept of security.

1.2 Providing Effective Programmatic Support to Advance Good Governance in the Security Sector

For the OSCE to implement a cross-dimensional approach in the field of SSG/R and to effectively support national reform processes in a comprehensive manner, joint efforts by actors in all three dimensions are needed and should be pro-actively sought in all related activities, irrespective of whether the activities “institutionally” fall under one dimension or another.

In some areas, such as in work to counter terrorism or organized crime, this is already the case. However, there is a risk that the cross-dimensional approach may be understood in terms of actors from each dimension providing support in their own area of SSG/R without seeking to understand or contribute collectively to a common objective or to build on related synergies. It is thus necessary to move beyond a “one-dimensional” approach to ensure that appropriate links between the dimensions are identified and supported. In a country-specific context, a cross-dimensional approach requires that common goals be set, to which actors in all dimensions contribute in order to maximize the overall impact. Support from senior management to establish strategic frameworks will be necessary to implement such an approach, starting from the programmatic planning stage.⁵

Ultimately, the purpose of supporting cross-dimensional approaches to SSG/R is to enhance the efficiency, effectiveness, transparency and impact of OSCE support. Furthermore, cross-dimensional approaches provide legitimacy to the OSCE when raising awareness among national actors about the need to adopt a comprehensive national approach to SSG/R.

4 OSCE, *Ministerial Council Decision on Preventing and Combating Violence against Women* (Ljubljana, 2005), MC.DEC/15/05; OSCE, *Ministerial Council Decision on Women in Conflict Prevention, Crisis Management and Post-conflict Rehabilitation* (Ljubljana, 2005), MC.DEC/14/05.

5 See the chapter “Results-Oriented Programming in the Field of SSG/R” and section 4 below.

While many OSCE commitments call for a cross-dimensional approach, cross-dimensionality may not always be achieved in practice. Many SSG/R activities might be treated under the first dimension, thereby neglecting pertinent contributions from the human dimension. However, activities in all three OSCE dimensions can contribute to enhancing SSG/R. For example, activities to increase compliance with human rights by the police or armed forces would normally be led by the third dimension, possibly in co-operation with the first dimension. A first dimension activity, such as providing crowd-control equipment (e.g., riot gear) to the police, needs to be complemented by human rights training and protocols, led by third dimension experts.⁶ Activities that support the good governance and integrity of security sector institutions are usually led by actors in the second dimension.

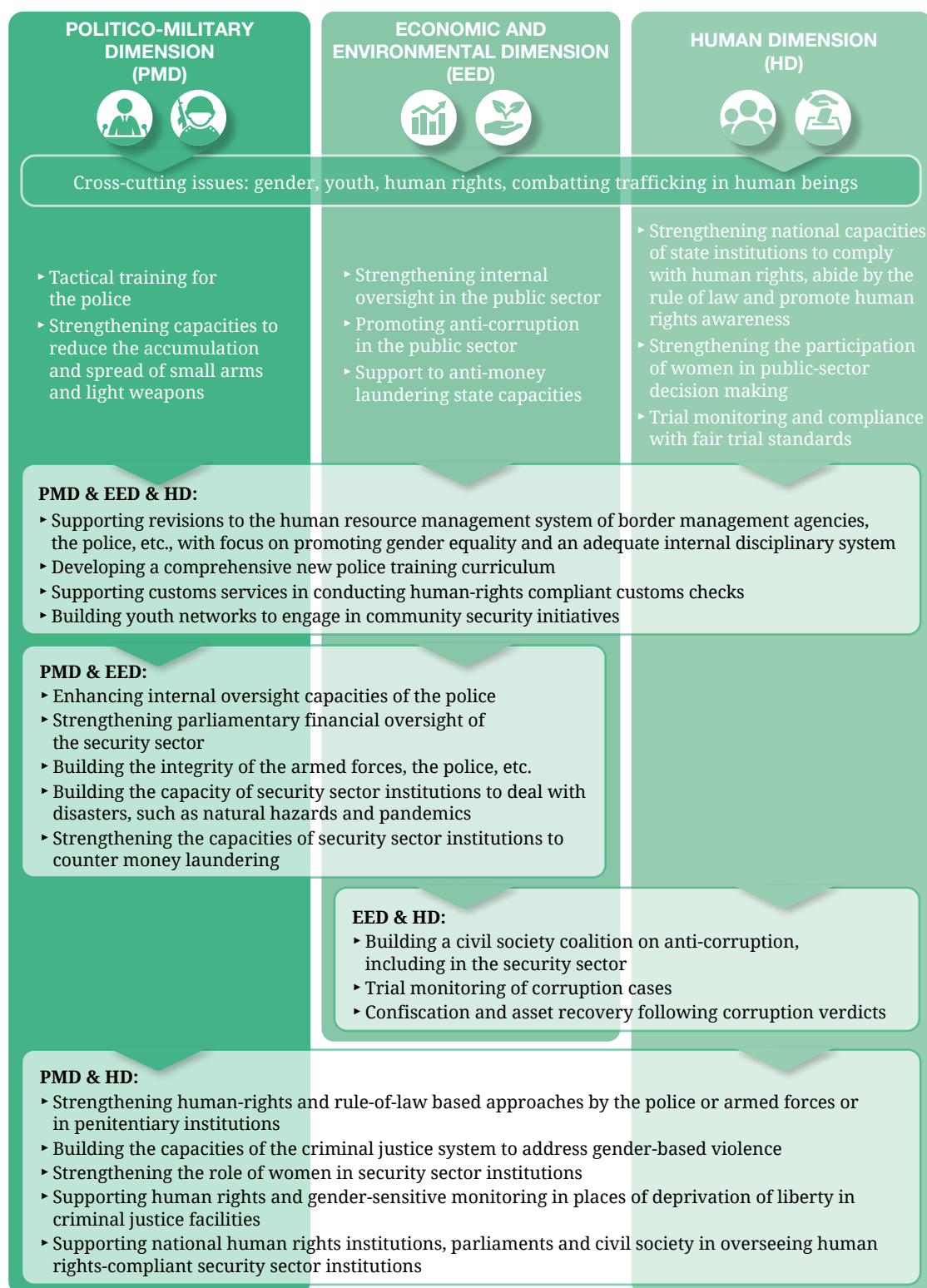
Additionally, some activities are not always institutionally led by one dimension but cut across several dimensions, known as cross-cutting activities. This is the case, for instance, with OSCE activities to combat human trafficking, to counter terrorism or to promote gender equality and human rights in the security sector, all of which require expertise from all three dimensions. While some of these cross-cutting issues, like gender or human rights, are addressed in first dimension activities, they are at times simply tacked on at the end of a process, rather than being mainstreamed throughout it, starting from the planning stage. Likewise, opportunities to strengthen good governance of the security sector have sometimes also been missed because the issue is seen as only relevant to the second dimension.⁷

The following table illustrates how SSG/R activities fit into the OSCE's cross-dimensional framework.⁸

6 For additional information, see, for example, OSCE/ODIHR, *Guide on Law Enforcement Equipment Most Commonly Used for Policing Assemblies* (Warsaw, 2021).

7 For specific guidance on how to address this challenge, see [sections 2 and 3](#) below.

8 This figure illustrates where different elements of SSG/R may fit into the three dimensions. It is not intended to be exhaustive. Activities that have linkages to SSG/R but are not considered SSG/R activities are not included. For instance, while it is recognized that support to democratic elections is a key pillar of long-term security and stability and may, in some contexts, provide an entry point for SSG/R efforts, it is not an SSG/R activity.

Figure 1: SSG/R-related activities in the three OSCE Dimensions

2. Identifying Cross-Dimensional Synergies

Promoting effective SSG/R requires contributions from programming in all three dimensions towards a security sector that upholds human rights and the rule of law, ensures gender equality, and adheres to the principles of accountability and transparency, effectiveness and efficiency, participation and inclusivity, and responsiveness.

One of the first steps is to identify the potential synergies to be promoted. While the following list is not exhaustive, it does provide some entry points that can be used in OSCE programmatic support to promote the implementation of good SSG principles.⁹ To do so in practice, complementary support will be required in all three dimensions. Some principles, for example, gender and human rights, will always need to be taken into consideration when leveraging synergies.¹⁰

A cross-dimensional approach to SSG/R support is not intended to create additional tasks for their own sake, nor does it imply that every project must include activities in all dimensions. Its purpose is to identify and leverage synergies in programmatic activities, which can contribute to achieving higher-level OSCE strategic objectives in a given context.

2.1 Linking Police and Judicial Reform

The importance of supporting linkages between police and judicial reform is recognized in a number of OSCE documents, notably the 2012 OSCE Strategic Framework on Police-Related Activities.¹¹ The success of police reform is highly dependent on parallel progress of the judicial system. Supporting such linkages in a comprehensive manner requires a cross-dimensional approach. For instance, capacity-building for the police in forensics should be accompanied by an assessment of whether the courts have the capacity and the legal foundations to admit forensic evidence in proceedings. Enhancing the capacity of the police to make arrests also requires consideration as to whether there are a sufficient number of adequately trained defence lawyers. Furthermore, to ensure effective processing of criminal cases, it is important to support co-ordination between the police and judicial actors. Failure to recognize synergies between police and judicial reform can lead to dysfunctional responses to dealing with crime, resulting in frustration among the population and a lack of trust in these institutions.

9 For additional information, see section 2.2 in the chapter “Understanding SSG/R in the OSCE Context.”

10 See also [section 2.7](#) below.

11 OSCE, *OSCE Strategic Framework on Police-Related Activities* (Vienna, 2012), PC.DEC/1049.

Entry points to strengthen cross-dimensional co-operation across the security and justice sector could include:

- Improving co-ordination between the police, prosecutors and judges – for example, to support the development of multi-agency risk assessments and risk management plans;
- Strengthening co-operation between the police and prosecution services in contexts where prosecutor-led investigation systems exist;
- Enhancing mechanisms for storing and exchanging information, where relevant, including the development of memoranda of understanding related to information management.



For detailed guidance on supporting linkages between police and judicial reform, see:

- OSCE (2013), *Police Reform within the Framework of Criminal Justice System Reform*



Case Study 1



Capacity-Building for Police and Prosecutors on Joint Crime Scene Investigation in Serbia

In 2011, the new Criminal Procedure Code introduced the concept of prosecution-led investigation in Serbia, granting prosecutors the power to conduct investigations and to take the primary evidentiary initiative. This development brought significant changes in the roles of various criminal procedure actors, such as public prosecutors, judges, defence lawyers and the police. It also required a new role for the court in establishing facts, as well as the abolishment of the inquisitorial system. The new code called for improvements in strengthening the capacity of the prosecutors' office, especially during investigations, and by ensuring effective co-operation between prosecutors and the police.

In co-operation with the Ministry of Interior's National Forensic Centre and the Judicial Academy, the OSCE Mission to Serbia developed and implemented a training programme to enhance the skills of prosecutors and forensic technicians in collecting evidence at the crime scene. The programme teaches the proper and lawful collection and handling of evidence in order to reduce the dismissal of cases owing to contaminated or compromised evidence.

The training programme also facilitated an exchange of best practices, methodologies and techniques among prosecutors and the police on lines of communication, chains of command, forensic techniques, investigation tactics and expert witness reports. To support the programme, the Mission published the Manual on Crime Scene Inspection, which is divided into five thematic sections dedicated to different legal and practical aspects of conducting the crime scene inspection as rather complex evidentiary action. The Manual was authored by prosecutors, experts from the Institute of Forensic Medicine, and expert witnesses, who are also police officers, from the National Forensic Centre under the Ministry of Interior. In addition, the experts from the National Forensic Centre created a compilation of worksheets for forensic officers, published with the Mission's support. The Mission in co-operation with the National Forensic Centre and the Judicial Academy also developed advanced interactive training modules for forensic technicians and prosecutors, focusing on the practical application of criminalistic techniques through simulation of crime scene inspection. Since 2019, the skills of more than 300 officials, including forensic technicians and prosecutors in charge of investigations, have been developed through the training programme.

Lessons learned:

- ▶ Conducting trainings for only one professional group makes it difficult to address important aspects of jointly working with other relevant actors as part of the criminal justice chain.
- ▶ Joint training and exchanges on practical problems can make a valuable contribution to strengthening co-operation between the police and prosecutors, as well as to the legality of their work.
- ▶ Highly interactive training sessions based on the simulation of crime scene inspection conducted jointly by prosecutors and forensic technicians proved to be highly effective and praised by the trainees as excellent learning methodology, which addresses challenges that actually may occur in practice.

2.2 Fostering Democratic Oversight

Like any other public sector, the security sector must be subject to democratic oversight. This principle is a cornerstone of effective SSG and has been affirmed by the OSCE in various documents, notably the 1994 Code of Conduct on Politico-Military Aspects of Security.¹² Democratic oversight may be carried out by parliaments, the judiciary or independent bodies, such as national human rights institutions. Effective support to oversight, as a means of contributing to good SSG, requires expertise from different dimensions. Within the OSCE, various kinds of assistance are provided to foster oversight of the security sector. Some OSCE Executive Structures have a successful track record in specific areas, such as support to the establishment of a legal basis for increased oversight or to the establishment of parliamentary committees on security and defence. In other areas, such as intelligence oversight, support has been limited due to political sensitivities. Common challenges to the OSCE's support include perceptions that democratic oversight of the security sector is too sensitive in a given context, or a lack of clear institutional lead within the OSCE dimensions and hence a lack of adequate planning to establish the specific roles and responsibilities of OSCE actors.

Entry points to cross-dimensionally strengthen democratic oversight of the security sector could include:

- Due consideration by the OSCE of the need to combine support to external oversight with efforts that strengthen the internal oversight mechanisms of security sector institutions, because external oversight depends on effective internal control mechanisms;
- Raising the awareness of national actors – for example, through (regional) workshops about the importance of independent oversight, based on the commitments enshrined in the OSCE Code of Conduct on Politico-Military Aspects of Security;¹³
- Promoting a legal framework for independent oversight bodies that provides an adequate mandate for them to perform their duties, accompanied by capacity-building to this end;
- Raising the awareness of civil society and the media on the role of independent oversight bodies and on how to access them.

12 The OSCE Parliamentary Assembly has also recognized the importance of democratic oversight of the security sector. See OSCE Parliamentary Assembly, “Resolution on the Democratic Control of the Private and Public Security Sectors” in *Baku Declaration and Resolutions Adopted by the OSCE Parliamentary Assembly at the 23rd Annual Session* (Baku, 2014), pp.58–62.

13 For additional information, see the chapter “Strengthening Regional Co-operation on SSG/R.”

Case Study 2



Raising Awareness on Parliamentary Oversight of the Security Sector in Uzbekistan

In 2020, the CPC, the OSCE Project Co-ordinator in Uzbekistan, the OSCE Parliamentary Assembly and ODIHR offered an introductory seminar on SSG and parliamentary oversight of the security sector for newly elected members from both chambers of the of the Uzbek Parliament. During the seminar, relevant OSCE Executive Structures presented their work on the subject, including on human rights oversight and the importance of gender equality. Practical examples of parliamentary oversight, including on inquiry commissions, were provided by the OSCE Parliamentary Assembly. In response to Uzbekistan's request for further assistance, a technical seminar on parliamentary financial oversight of the security sector was provided in 2021. The seminar series will be expanded and continued in 2022.

Lessons learned:

- ▶ The contribution of different Executive Structures helped to provide a comprehensive “whole-of-OSCE” approach and allowed to cover the same subject from different angles, making it more interesting for participants.
- ▶ Engaging a trainer with in-depth knowledge of the local context allowed for Uzbekistan's priorities to be addressed. So too did dedicated interactive exercises and group discussions that were tailored to the local context.



For more guidance on support initiatives in this area, see:

- ▶ UN SSR Taskforce (2012), *Security Sector Reform Integrated Technical Guidance Notes* (section 7.3 on strengthening independent oversight institutions and mechanisms)

For more detail on parliamentary oversight, see:

- ▶ DCAF (2003), *Parliamentary Oversight of the Security Sector*

For more information on ombuds institutions for the armed forces, see:

- ▶ DCAF (2012), *Ombuds Institutions for the Armed Forces: A Handbook*

For more information on how to integrate gender as a cross-cutting topic in independent oversight, see:

- ▶ OSCE/ODIHR, DCAF (2014), *Integrating Gender into Internal Police Oversight*
- ▶ OSCE/ODIHR, DCAF (2014), *Integrating a Gender Perspective into Internal Oversight within Armed Forces*
- ▶ OSCE/ODIHR, DCAF (2014), *Integrating Gender into Oversight of the Security Sector by Ombuds Institutions & National Human Rights Institutions*
- ▶ DCAF, OSCE/ODIHR and UN Women (2019), *Parliamentary Oversight of the Security Sector and Gender*

2.3 Strengthening Integrity and Anti-Corruption

Like in any other public sector, accountability, transparency and effectiveness are essential principles of good SSG. Therefore, SSG/R support also should include efforts to build integrity and counter corruption. The OSCE recognizes that a public sector “based on integrity, openness, transparency, accountability and rule of law” is “a major factor of sustainable economic growth [...] and contributes to fostering citizens’ trust in public institutions and government.”¹⁴ Moreover, a number of OSCE commitments call for the effective management of public resources through strong and well-functioning institutions and recognize the role of the security sector in fighting corruption.

Good SSG requires that national executive structures possess well established, sound and functional internal control mechanisms and management practices, including human, financial and information resource management, as well as procurement regulations. Within the OSCE, programmes in the second dimension often lead efforts to strengthen financial resource management. However, this support often focusses broadly on strengthening budgetary management, with no specific focus on the security sector. As improving internal accountability and management mechanisms is essential to increase the effectiveness of the security sector, joint and complementary contributions from OSCE Executive Structures in the different dimensions could be of benefit to this end.¹⁵

Entry points to cross-dimensionally build integrity and counter corruption could include:

- Supporting the adoption and enforcement of laws, policies, strategies, action plans and other measures to counter corruption and to safeguard the judiciary’s independence in this regard;
- Supporting measures to enhance the management of the security sector, including by promoting the review or development of institutional rules and procedures for human resource management (e.g., recruitment, promotion, retention and disciplinary procedures) to bring them in line with international standards and good practices;
- Supporting the establishment of internal control mechanisms, including the development of and adherence to codes of conduct that define ethical standards for public officials;
- Identifying existing incentives for malpractice and supporting their elimination – for example, numbers of closed cases may not be the best indicator of police performance, as pressure on police officers to solve cases may result in misconduct, such as the use of ill-treatment or torture to extract confessions;

14 OSCE, *Ministerial Council Declaration on Strengthening Good Governance and Combating Corruption, Money-Laundering and the Financing of Terrorism* (Dublin, 2012), MC.DOC/2/12, p. 2.

15 For additional information, see the chapter “[Supporting Governance-Driven Approaches to Building Integrity in the Security Sector.](#)”

- Sharing experiences and best practices of good governance on a regional level in order to find ways of discussing an area of reform that might in some contexts be considered sensitive.¹⁶

Case Study 3



Joint Planning and Implementation of Integrity-Building Activities in Turkmenistan

In July 2018, the OSCE Centre in Ashgabat hosted a national seminar on professional integrity and ethical standards in law enforcement for 25 state officials. The participants included representatives of the ministries for national security, the interior, justice and defence, the Supreme Court, the State Service to Combat Economic Crimes, and other law enforcement bodies of Turkmenistan. The two-day seminar focused on international standards and initiatives to combat and prevent corruption, codes of conduct, gender mainstreaming for law enforcement structures, identification of fraud and corruption in law enforcement, and conflicts of interest in government structures. The seminar was delivered by OSCE anti-corruption and gender experts from the OCEEA and the Gender Section. Additionally, an expert from OSCE Mission to Serbia presented Serbia's experience in applying both preventive and repressive measures in fighting corruption. All experts contributed to developing the seminar and meaningfully elaborated important topics.

Lessons learned:

- ▶ Collaboration across OSCE Executive Structures, especially with other field operations, allowed identifying suitable experts, who presented the topic of integrity from various angles, and for exchange of good practices in SSG/R.



For more detailed guidance, see:

- ▶ UN SSR Taskforce (2012), *Security Sector Reform Integrated Technical Guidance Notes* (section 7.5 on strengthening the management system and internal oversight)

On the issues of police corruption, police ethics, police accountability and control, see:

- ▶ OSCE (2008), *Guidebook on Democratic Policing* (2nd edition)
- ▶ OSCE (2012), *Best Practices in Combating Corruption* (2nd edition)

On supporting States in their response to the threat of terrorism, see:

- ▶ OSCE (2012), *OSCE Handbook on Data Collection in Support of Money Laundering and Terrorism Financing National Risk Assessments*

16 For additional information, see the chapter “Strengthening Regional Co-operation on SSG/R.”

2.4 Engaging with Civil Society

The OSCE Code of Conduct on Politico-Military Aspects of Security acknowledges the role of civil society in democratic oversight of the security sector.¹⁷ In addition, the OSCE Parliamentary Assembly has recognized civil society's role in "providing assistance to the promotion of democracy, human rights and the rule of law."¹⁸ The Ministerial Council Decision 3/11 on the Elements of the Conflict Cycle equally recognizes the role of civil society in the prevention and resolution of conflicts and in peace-building.¹⁹ Civil society can have multiple important roles in SSG/R, specifically in relation to accountability, transparency, human rights, participation, inclusivity and responsiveness, which are important to consider in all OSCE dimensions.

For example, in relation to a people-centred approach to security, civil society organizations (CSOs) will usually possess important knowledge on the security needs of women, men, boys and girls or knowledge on specific local or regional issues that affect the security sector. Women's CSOs are particularly well placed to share insights on the specific security needs of women and girls. As civil society can play an important role in communicating the security needs of the population to policymakers, they should be included in dialogue on reform priorities.

Civil society can also be a key source of information when conducting needs assessments and, thus, can contribute to OSCE programming. They should therefore be consulted in such processes. Civil society can also play an informal oversight role by holding authorities accountable for their actions through lobbying and advocacy campaigns. Academia and think tanks also have a role to play by providing research and analysis that can contribute to advocacy campaigns related to respective reform processes. The media, as a part of civil society, can ensure public access to information and provide a platform to voice concerns. Protecting media freedom is vital in democratic societies, and thus, it has become an integral part of the OSCE's work – in particular, through the OSCE Representative on Freedom of the Media.

Co-operation between national authorities, the police and civil society is essential on issues such as monitoring hate crimes, countering human trafficking, preventing and combating transnational threats (such as terrorism), monitoring peaceful assemblies, and building mutual

17 OSCE, *Code of Conduct on Politico-Military Aspects of Security* (Budapest, 1994), DOC.FSC/1/95, p. 3.

18 OSCE Parliamentary Assembly, "Resolution on Strengthening Civil Society Institutions in the OSCE Region" in *Istanbul Declaration and Resolutions Adopted by the OSCE Parliamentary Assembly at the 22nd Annual Session* (Istanbul, 2013), pp. 60–61.

19 OSCE, *Ministerial Council Decision on Elements of the Conflict Cycle, Related to Enhancing the OSCE's Capabilities in Early Warning, Early Action, Dialogue Facilitation and Mediation Support, and Post Conflict Rehabilitation* (Vilnius, 2011), MC.DEC/3/11.

understanding and trust between the police, minorities and marginalized communities.²⁰ For example, when civil society is not duly involved in state efforts to combat human trafficking, fewer victims are identified and assisted, which impairs the ability of criminal justice actors to acquire information or evidence, to prosecute criminal networks, to trace and freeze assets and to compensate victims. Without a comprehensive approach that includes civil society, it is therefore not possible to succeed in addressing essential aspects of SSG/R.

Entry points to cross-dimensionally strengthen participation, inclusivity, accountability and transparency in SSG/R by involving civil society could include:

- Engaging with civil society to obtain information on the perceptions of beneficiaries to ensure that the SSG/R support provided by the OSCE is grounded in the real needs of the population. Information can be obtained during needs assessments but also on a more regular basis – for example, during programmatic planning cycles.
- Building the capacity of CSOs, including those that represent marginalized groups and minorities, through training or mentoring.
- Engaging with think tanks and research associations to compile analyses that can be used for law and policy development.
- Engaging security sector officials and civil society actors, including the media, in joint discussions – for example, on SSG/R-related laws and policies.
- Consulting CSOs that represent women, minorities and youth to ensure they are informed and their views are included, prior to the adoption of policies and laws related to SSG/R.
- Building the capacities of media to report on the security sector, for example, through workshops or trainings on investigative journalism related to corruption. Or raising awareness on freedom of information laws and bringing together journalists and press officers from security institutions in joint events to learn about each other's roles, build up trust and thereby set the ground for a productive co-operation.
- Engaging with non-governmental organizations dealing with human rights to obtain a complementary and, thus more comprehensive, overview of the work of security sector institutions in the area of SSG/R, including compliance with human rights standards.
- Engaging with youth networks – for example, on the local level – to make sure young voices contribute to community security initiatives, as well as on the national level, to take into consideration youth perspectives for law and policy development.

20 For example, in April 2014, the ODIHR organized the expert meeting 'Police and Roma and Sinti – Current Challenges and Good Practices in Building Trust and Understanding.' The event brought together police officials and Roma and Sinti civil society activists to discuss co-operation on civil society monitoring of the work of law enforcement institutions. For additional information, see OSCE/ODIHR, *Summary Report of the Expert Meeting: Police and Roma and Sinti - Current Challenges and Good Practices in Building Trust and Understanding* (Warsaw, 2014).

Case Study 4



Supporting Civil Society Engagement in SSG/R in Serbia

The OSCE Mission to Serbia took an innovative approach to supporting civil society engagement in SSG/R. Since 2010, it has been publishing annual calls for proposals from CSOs for small-scale projects in this area. Seventy projects have been implemented to date on topics such as gender and security; emergency management; data protection; safety and security of groups in a situation of vulnerability, including persons with disabilities; shaping a sustainable security culture for youth; and combatting violence against women. Through research, analysis, social mobilization and advocacy, the CSOs supported by the Mission were able to raise awareness about previously overlooked security issues.

Through targeted mentoring and only little funding by the Mission, the projects made a difference at the local level. For example, a project in the locality of Tutin led to the adoption of a municipal protocol on multi-sector co-operation to prevent and respond to sexual and gender-based violence. A CSO from Pozarevac helped to establish a sustainable social protection service for youth in conflict with the law and to shape a security culture for youth at the local level. This project was replicated in Novi Pazar, by creating networks of professionals from the centres for social welfare in Pozarevac and Novi Pazar.

The National Organization of Persons with Disabilities of Serbia implemented a project to raise awareness about the specific needs of persons with disabilities during emergencies and to create improvements in this area. The project included the production of a short video for the general population, a panel discussion aimed at identifying improvements and the publication of a guide on emergency preparedness and response, in both Braille and audio formats.

The Mission also supported the development of a national CSO network on UNSCR 1325, which provides opportunities for CSOs to help implement and monitor the implementation of the WPS. The network includes some 20 CSOs, many of which the Mission supported in conducting advocacy and research. In 2021, one member of the network analysed the impact of the COVID-19 pandemic on women, peace and security at the local level, providing recommendations on how to better incorporate women's perspectives in local emergency management policies.

Lessons learned:

- ▶ Supporting CSOs to be active participants in SSG/R produced multiple outcomes, including increased co-operation between CSOs and local authorities, which in turn resulted in a number of tangible results.
- ▶ The grant projects were well distributed across Serbia, which was also valuable in terms of visibility of the OSCE Mission to Serbia, as well as in strengthening the credibility of its work outside of Belgrade.
- ▶ The grant projects also created positive effects on increasing operational and financial capacities, as well as networking abilities of CSOs that are active in the security sector. This support is among a few interventions (if not the only one) that focuses on financial support for CSOs in the security sector, which is very important in terms of sustainability of civil society's participation in SSG/R.



For information on integrating civil society, see:

- OSCE (2008), *Good Practices in Building Police-Public Partnerships*

For guidance on media and SSG/R, including guidance for journalists on reporting on the security sector, see:

- DCAF (2021), *Toolkit for Security Sector Reporting – Media, Journalism and Security Sector Reform*

For guidance developed specifically for CSOs on the role they can play in democratic security sector oversight, see:

- DCAF, UNDP (2008), *Public Oversight of the Security Sector: A Handbook for Civil Society Organizations*

2.5 Mainstreaming and Promoting Gender Equality

Gender equality, women's rights and women's empowerment are essential elements of the OSCE's concept of comprehensive security. OSCE standards on gender equality are included in the 1990 Copenhagen Document²¹ and the 1991 Moscow Document,²² both of which commit participating States to promoting equality between women and men. For example, the Moscow Document recognizes that "full and true equality between men and women is a fundamental aspect of a just and democratic society based on the rule of law." In the field of SSG/R, OSCE commitments set out the need to "create equal opportunities within the security services, including the armed forces, where relevant, to allow for balanced recruitment, retention and promotion of men and women."²³ The need to promote the engagement of women in judicial, prosecutorial and law enforcement institutions is also recognized,²⁴ as is the need to promote women in parliamentary oversight of the security sector.²⁵ The OSCE has also called for efforts to support the police in dealing with sexual

21 CSCE/OSCE, *Document of the Copenhagen Meeting of the Conference on the Human Dimension of the CSCE* (Copenhagen, 1990).

22 CSCE/OSCE, *Document of the Moscow Meeting of the Conference on the Human Dimension of the CSCE* (Moscow, 1991).

23 OSCE, *Ministerial Council Decision on Women's Participation in Political and Public Life* (Athens, 2009), MC.DEC/7/09.

24 OSCE, *Ministerial Council Decision on Preventing and Combating Violence against Women* (Ljubljana, 2005), MC.DEC/15/05.

25 For example, OSCE Parliamentary Assembly, "Resolution on the Democratic Control of the Private and Public Security Sectors" in *Baku Declaration and Resolutions Adopted by the OSCE Parliamentary Assembly at the 23rd Annual Session* (Baku, 2014), pp.58–62.

and gender-based violence²⁶, and recognized the important role of women in conflict prevention and peace-building.²⁷

To meet these commitments, especially a better understanding is required of gender dynamics in issues addressed by security sector institutions, such as preventing and countering terrorism, or about how exclusion of women in security sector institutions hampers their effective functioning. Integrating gender perspective in every stage of programmatic work and respective project design – including development, implementation and monitoring – could help to increase the understanding of prevailing gender dynamics.

Entry points to cross-dimensionally strengthen gender equality in SSG/R could include:

- Conducting gender-sensitive needs assessments to get a better understanding of the needs and priorities of different groups of women, men, girls and boys;
- Identifying obstacles that hinder women, including women in minority groups, from working in the security sector and providing legal and policy advice to relevant national institutions on how to overcome these obstacles;
- Supporting oversight mechanisms, such as internal control units or advisers on independent oversight and gender, to help address gender-based discrimination and inequality and to foster accountability by security sector institutions related to gender equality;
- Supporting participating States in developing and/or implementing national action plans on UNSCR 1325;
- Raising awareness and building the capacities of security sector personnel to address sexual and gender-based violence, including in security provision and within the security sector, as well as to protect and support victims;
- Empowering women's associations and forums in the security and judicial/prosecutorial sector by supporting their establishment, functionality and work;
- Ensuring that legislation and procedures related to search, arrest, detention, investigations and court proceedings are gender-sensitive, thereby helping to prevent sexual and gender-based violence in the criminal justice system;
- Supporting the police and other actors in the criminal justice system in collecting sex-disaggregated data on criminal cases;
- Providing grants to CSOs working on gender issues in the security sector – for example, to conduct research on women's participation in the security sector or to provide training in dealing with victims of sexual or gender-based violence;

26 OSCE, *2004 OSCE Action Plan for the Promotion of Gender Equality* (Sofia, 2004), MC.DEC/14/04.

27 OSCE, *Ministerial Council Decision on Women in Conflict Prevention, Crisis Management and Post-conflict Rehabilitation* (Ljubljana, 2005), MC.DEC/14/05; OSCE, *Ministerial Council Decision on Elements of the Conflict Cycle, Related to Enhancing the OSCE's Capabilities in Early Warning, Early Action, Dialogue Facilitation and Mediation Support, and Post Conflict Rehabilitation* (Vilnius, 2011), MC.DEC/3/11.

- Facilitating regional exchanges of lessons and best practices in relation to promoting gender equality and prevention of sexual or gender-based violence.



For detailed guidance on gender and SSG/R, see:

- DCAF, OSCE/ODIHR and UN WOMEN (2019), *Gender & Security Toolkit*

For detailed guidance on the OSCE's promotion of gender equality, see:

- OSCE (2004), *Action Plan for the Promotion of Gender Equality*

2.6 Mainstreaming and Promoting Human Rights

The promotion of human rights is a fundamental OSCE principle. The Copenhagen Document of 1990 recognizes that “all persons are equal before the law and are entitled without any discrimination to the equal protection of the law.”²⁸ In the context of the security sector, this principle requires both that the security sector respects, protects and fulfils human rights²⁹ and that the human rights of security sector personnel are respected.³⁰

Cross-dimensional approaches to SSG/R require that the promotion of respect and the protection and fulfilment of human rights be mainstreamed into OSCE activities with the security sector. Doing so may involve preventive measures, such as support on legislation, preventive visits to places of deprivation of liberty or capacity-building for security sector institutions or oversight bodies. Mainstreaming human rights may also include reactive measures, such as advocacy for the investigation of torture allegations.

Entry points to cross-dimensionally strengthen human rights in SSG/R could include:

- Promoting a human rights-compliant and gender-sensitive legal framework. Such work could include providing the modalities for responding to complaints on alleged human rights violations (including discrimination, harassment and sexual harassment) or to abuse of power by police officers, not only against members of the public but also within the police. It could also include support to legal provisions that provide for a victim-centred approach in all stages of police intervention, investigation, prosecution and judicial proceedings.
- Engaging national human rights institutions and civil society in dialogue on reforms.
- Enhancing the capacities of duty-bearers (i.e., the security sector) to fulfil their obligations and of rights-holders (i.e., the general population, including those belonging to marginalized groups) to ensure their rights are upheld.

28 CSCE/OSCE, *Document of the Copenhagen Meeting of the Conference on the Human Dimension of the CSCE* (Copenhagen, 1990).

29 OSCE, *Ministerial Council Declaration on Criminal Justice Systems* (Brussels, 2006), MC.DOC/4/06.

30 OSCE, *Code of Conduct on Politico-Military Aspects of Security* (Budapest, 1994), DOC.FSC/1/95, pp. 4–5.

Case Study 5



Promoting Gender Equality in the Ukrainian Armed Forces

The OSCE Project Co-ordinator in Ukraine is implementing a project with the Ministry of Defence of Ukraine on strengthening democratic control of the Ukrainian Armed Forces, which became a useful entry point to promote gender equality in the Ukrainian Armed Forces.

Within the project in 2020, the Project Co-ordinator in Ukraine conducted a training of trainers on equal rights and opportunities for women and men in the armed forces, during which 28 representatives (15 men and 13 women) were trained from the Ministry of Defence, the General Staff of the Ukrainian Armed Forces, the National Defence University and civil society. As a result, 92 per cent of participants increased their knowledge of gender equality in the armed forces. As a follow up, a team of 10 trained trainers (4 men and 6 women) supported by 3 national experts (2 men and 1 woman) conducted eight regional workshops on equal rights and opportunities for women and men in the Ukrainian Armed Forces. Consequently, 154 military officers (78 men and 76 women) in the regions increased their awareness of gender equality in the armed forces by 80 per cent. The training was complemented by the development of two guidebooks, one of which was on gender integration in the Ukrainian Armed Forces, as well as by an updated training course for the National Defence University.

Resistance to work on the subject was overcome by demonstrating that gender equality includes the rights of and opportunities for both women and men in the armed forces and that eliminating gender discrimination in the armed forces benefits both male and female military servicepersons. Using an interactive methodology, including role-plays, group exercises and group presentations, further increased the openness and acceptance of workshop participants. Another good practice was having not only women military officers but also male military officers delivering presentations and interactive sessions on gender topics in the capacity of trainers. It goes without saying that conducting the workshops successfully in this manner required careful preparation and implementation, as well as close guidance and monitoring.

Lessons learned:

- ▶ When promoting gender equality, the benefits for both women and men should be demonstrated.
- ▶ An interactive methodology helps participants to change their mind-sets and overcome their resistance through their active involvement in the training.
- ▶ Topics that face resistance should ideally be addressed through in-person events, rather than online.
- ▶ Both women and men should be included as participants and speakers, ideally in a gender-balanced manner.
- ▶ Conducting the workshops with trained trainers from different institutions in the defence sector, such as the Ministry of Defence of Ukraine, General Staff of the Ukrainian Armed Forces and the National Defence University of Ukraine, contributed to constructive discussion on the topic and to overcoming resistance among workshop participants by enriching the atmosphere with different experiences in and approaches to gender equality.

- Training security sector institutions on human rights, including on the practical relevance for their every-day jobs, as well as how to respond to human rights violations. Topics could include international standards and good practices in policing assemblies or human-rights-based law enforcement practices in countering trafficking in human beings.
- Providing training on enhancing trust and understanding between police and communities in a situation of vulnerability, such as Roma and Sinti.
- Facilitating co-operation between security sector officials and CSOs (e.g., human rights defenders) to monitor the human rights compliance of security sector policies and practices or to conduct joint work on SSG/R and oversight or non-discrimination by the holding of joint meetings, establishment of spaces for dialogue, and so on.
- Supporting the monitoring of places of deprivation of liberty and reports on the findings of conducted monitoring visits.

Case Study 6



Simulation Exercise as a Tool to Teach Human-Rights-Based Approaches to Combating Trafficking in Human Beings

In 2016, the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings launched the project “Combating Human Trafficking along Migration Routes,” followed by the project “Combating Human Trafficking along Mediterranean Migration Routes.” Both projects sought to promote multi-agency collaboration and the implementation of victim-centred and human rights-based approaches during the investigation and prosecution of human trafficking cases, as well as to enhance the identification and protection of victims, particularly among migrants and refugees along migratory routes. To achieve these goals, simulation-based training exercises were conducted for multi-disciplinary teams, covering the full life cycle of a trafficking case.

To create a multi-disciplinary team, practitioners were gathered from multiple sectors, including law enforcement, prosecutors, social service providers and asylum agencies. The simulations covered the identification of and first contact with victims, the arrest and prosecution of traffickers, and the provision of victim support services.

These live action trainings taught participants how to handle the complexities involved in identifying human trafficking cases in mixed migration flows, in implementing victimless prosecution strategies, in setting up joint investigations for cross-border trafficking cases and in responding to technology-facilitated trafficking. In doing so, the trainings improved the skills and competencies of practitioners to work in multi-disciplinary teams. They also changed individual attitudes and beliefs, including stereotypes, cultural norms and values regarding other professional groups and (presumed) victims of trafficking, thus focusing on protecting and restoring the human rights of trafficking victims.



For guidance on addressing human rights issues in/by the security sector, see:

- OSCE/ODIHR (2012), *Guidelines on Human Rights Education for Law Enforcement Officials*
- OSCE/ODIHR (2016), *Preventing and Addressing Sexual and Gender Based Violence in Places of Deprivation of Liberty: Standards, Approaches and Examples from the OSCE Region*
- OSCE/ODIHR, DCAF (2021), *Handbook on Human Rights and Fundamental Freedoms of Armed Forces Personnel: Compendium of Standards, Good Practices and Recommendations*

On human rights and policing assemblies, see:

- OSCE/ODIHR (2010), *Guidelines on Freedom of Peaceful Assembly* (2nd edition)
- OSCE/ODIHR (2016), *Human Rights Handbook on Policing Assemblies*
- OSCE/ODIHR (2021) *Guide on Law Enforcement Equipment Most Commonly Used in the Policing of Assemblies*

Further information on minority rights and criminal justice can be found in:

- OSCE/HCNM (2006), *Recommendations on Policing in Multi-Ethnic Societies*
- OSCE/ODIHR (2010), *Police and Roma and Sinti: Good Practices in Building Trust and Understanding*
- OSCE/ODIHR (2016), *Effective and Human Rights-Compliant Policing in Roma and Sinti Communities: OSCE/ODIHR Training for Law Enforcement Officers*
- OSCE/HCNM (2017), *The Graz Recommendations on Access to Justice and National Minorities & Explanatory Note*

For guidance on addressing hate crimes, see:

- OSCE/ODIHR (2012), *Training Against Hate Crimes for Law Enforcement (TAHCLE): Programme Description*
- OSCE/ODIHR (2014), *Prosecuting Hate Crimes: A Practical Guide and Hate Crime Data Collection and Monitoring: A Practical Guide*
- OSCE/ODIHR (2019), *Building a Comprehensive Criminal Justice Response to Hate Crimes: A Resource Toolkit*

For guidance on compliance with human rights in countering terrorism, see:

- OSCE/ODIHR (2007), *Countering Terrorism, Protecting Human Rights: A Manual*
- OSCE/ODIHR (2013), *Human Rights in Counter-Terrorism Investigations. A Practical Manual for Law Enforcement Officers*
- OSCE/ODIHR (2014), *Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Community Policing Approach*
- OSCE/ODIHR (2018), *Guidelines for Addressing the Threats and Challenges of “Foreign Terrorist Fighters” within a Human Rights Framework*
- OSCE/ODIHR (2021), *Protecting Human Rights in Prisons while Preventing Radicalization Leading to Terrorism or Violence: A Guide for Detention Monitors*

For human rights approaches in the investigation of THB cases, see:

- OSCE (2013), *Resource Police Training Guide: Trafficking in Human Beings*

2.7 Taking Advantage of Synergies: A Cross-Dimensional Approach to SSG/R Support

Linking police and judicial reform, fostering independent oversight, strengthening integrity and anti-corruption and engaging with civil society, as well as mainstreaming and promoting gender equality and human rights, are all areas of support that, in practice, are mutually complementary and can often not be clearly delineated from each other. For example, when strengthening gender equality and accountability of the security sector, civil society can play an important role in providing external oversight. Also, the external oversight role of civil society can make an important contribution to both police and justice sector reform.

Key entry points of general relevance to cross-dimensionally supporting SSG/R could include:

- Using the OSCE Code of Conduct on Politico-Military Aspects of Security to engage OSCE participating States in activities that strengthen democratic oversight of the security sector or that can be used to address other key SSG/R principles, such as accountability, gender equality, human rights or participation.
- Ensuring that needs assessments are co-ordinated across the three OSCE dimensions and include other relevant thematic sectors in order to take advantage of the synergies between them.³¹
- Recognizing that broad governance projects for the public sector, for example, on financial or human resource management, should also include the security sector. Broad-ranging projects of this kind may offer an important entry point to engage in SSG/R.
- Recognizing that broad memoranda of understanding between the OSCE and (a component of) the security sector may provide an umbrella for working with security sector institutions on gender and human rights. Staff working on SSG/R and other relevant project staff should, therefore, engage with each other regarding joint initiatives.
- Recognizing that in some contexts efforts to strengthen gender equality and to address gender-based violence may provide entry points to initiate dialogue on SSG/R. This may be the case when States have committed to strengthening gender equality across the public sector – for example, through the adoption of a national action plan on UNSCR 1325.
- Promoting regional approaches, for example, related to independent oversight, gender or human rights, through regional awareness-raising workshops on the importance of the issue at hand and to exchange experiences on how such issues are addressed in other states, including in cases where there might be a lack of understanding and initiative among national stakeholders.³²

31 For additional information, see the chapter “Needs Assessments in the Field of SSG/R.”

32 For additional information, see the chapter “Strengthening Regional Co-operation on SSG/R.”

Case Study 7



Building Civil Society Capacities and Fostering Co-operation on WPS, Gender-Based Violence and Oversight of the Security Sector in Kyrgyzstan

In 2018 and 2019, ODIHR's initiatives in Kyrgyzstan focused on (1) building capacities for the oversight of the security sector in implementing the National Action Plan on UNSCR 1325, (2) supporting CSOs engaged in implementing the National Action Plan on UNSCR 1325 and (3) conducting a gender-sensitive analysis of the conflict cycle and decision-making processes related to security.

Following a consultation process with CSOs, as well as with the OSCE Programme Office in Bishkek, two sets of activities concerning security sector governance and WPS were devised:

The first was a training event implemented in Bishkek and Osh, with the participation of CSOs from all regions. The event aimed to strengthen civil society's footprint in the implementation of the country's National Action Plan on UNSCR 1325. In particular, it stimulated the engagement of human rights organizations in SSG linked to the WPS Agenda.

The second focused on building bridges between CSOs and the Ombuds institution as well as with the public councils within security sector agencies, which are tasked with internal oversight. To that end, ODIHR implemented a two-day workshop for national human rights institutions and civil society on integrating a gender perspective into the oversight of the security sector. Representatives participated from the Ombuds institution and civil society as well as from the public councils of the Ministry of Interior, the Defence Committee, the Ministry of Emergency Situations and the Penitentiary Service.

The objective of the workshop was to engage security-sector-oversight bodies and civil society in the implementation of the country's National Action Plan, while promoting concrete inter-sectoral co-operation among key agencies and civil society. The second part of the event focused on developing a practical roadmap for the implementation of the National Action Plan. Through it, oversight mechanisms can play a key role by providing expertise and support to the state agencies in charge of its implementation, while tracking their effectiveness in complying with the provisions of the National Action Plan.

Lessons learned:

- ▶ The events provided opportunities for actors not traditionally working on WPS to engage and reflect on their potential to oversee the work of the security sector, using the National Action Plan on UNSCR 1325 as a framework.
- ▶ Participants learned about not only the National Action Plan but also mechanisms of co-operation between national human rights institutions, public councils and civil society. They also improved their knowledge about ways to enhance the oversight of the security sector through thematic monitoring, as well as how to integrate a gender perspective into security sector oversight.

3. Practically Applying a Cross-Dimensional Approach to SSG/R Programming

When planning SSG/R support, cross-dimensional issues are often rarely considered in full. The reasons for this could include a lack of strategic approach, cross-dimensional expertise, co-ordination or resources, bureaucratic hurdles or, simply, competition. To overcome such challenges, incentive structures should be developed that encourage cross-dimensional co-ordination from the start of programmatic planning. Some steps to put incentive structures in place are outlined in this section. For all of them, the support of senior management is essential to ensure that cross-dimensional approaches to SSG/R are recognized and encouraged as a core element of OSCE support.

Ideally, senior management and supervisors could also consider using the staff performance-evaluation process to encourage cross-dimensional co-operation, both for staff with programming and administrative roles.

3.1 Promoting a Strategic Vision of Cross-Dimensional OSCE Support to SSG/R

A cross-dimensional approach to SSG/R support requires a strategic vision of the support to be provided by the OSCE (and other international actors) in a given context. The development of a strategic vision for support should ideally be based on a needs assessment that determines the national needs and priorities for SSG/R support.³³ The strategic vision should consist of specific goals, to which programmes in all OSCE dimensions will jointly contribute. In OSCE field operations, the Head of Mission, senior management as well as the policy and planning and/or programme co-ordination and support units will play an important role in encouraging a cross-dimensional approach to SSG/R.

33 For additional information, see the chapter “Needs Assessments in the Field of SSG/R.”

Case Study 8



The OSCE Centre in Bishkek's Approach to Cross-Dimensional Co-ordination

In 2013, the Head of the then OSCE Centre in Bishkek pursued an innovative approach to encouraging cross-dimensional planning. The approach consisted of identifying five strategic hubs that were considered mission-wide priorities: gender mainstreaming, good governance, rule of law, inter-communal relations and transnational threats. The strategic hubs were closely related to several SSG/R priorities. Then, each department was tasked to create a matrix, which outlined how they would contribute to each strategic area, and to co-ordinate with other departments to achieve specific goals.

Lessons learned:

- Considering SSG/R-related issues in the strategic hubs encouraged co-operation in this area. This initiative could be replicated by other field operations to enhance coherence and co-ordination between activities in different dimensions.

3.2 Using a Cross-Dimensional Approach to Engage National Actors on the Importance of a Holistic Approach to SSG/R

A key challenge in SSG/R processes is to ensure a holistic approach to reform that takes into account linkages between the various actors and components of the security sector. Such an approach recognizes that reforms in one part of the security sector may not be successful if their effects on the rest of the security sector are not properly considered. Thus, OSCE efforts to ensure a cross-dimensional approach to SSG/R provide an opportunity to engage national stakeholders on the importance of holistic reforms.

Co-operating with multiple actors in the security sector is therefore key, but in itself does not ensure that the approach is cross-dimensional. The OSCE might be better placed to provide credible advice in this area if it is also seen as promoting a comprehensive, cross-dimensional approach internally. OSCE staff should therefore communicate with national stakeholders about the OSCE's own internal cross-dimensional approach to SSG/R support. Doing so can provide entry points to raise awareness among national actors on the importance of a comprehensive approach to SSG/R. It may even pave the way to conduct a comprehensive SSG/R needs assessment in a given state. While the main purpose of such an assessment could be to inform the OSCE's own cross-dimensional support, the findings may also be useful to national stakeholders.³⁴

34 For additional information, see the chapter "Needs Assessments in the Field of SSG/R."

3.3 Defining Roles and Responsibilities

Roles and responsibilities tend to become blurred when several Executive Structures and/or departments within them are working on a topic that cuts across all dimensions, but the lead actor is not clearly defined. Once SSG/R priorities have been identified, the Executive Structure/department that will lead the provision of support should be clearly identified. The lead actor should then determine how support can be provided by other units/departments in other dimensions in a complementary manner, including in the allocation of budget. This is particularly important to avoid gaps in priority areas, owing to a lack of clarity about which project or programme in the three dimensions should be taking the lead. Defining roles and responsibilities from the start of programmatic planning is also closely linked with internal co-ordination in the subsequent implementation phase.³⁵ Senior management plays an important role in encouraging such cross-dimensional co-operation and in setting up incentive structures for this purpose.

3.4 Encouraging a Cross-Dimensional Approach to SSG/R Support in Project Development

Once strategic priorities and common goals have been set and the roles and responsibilities clarified, these should be considered and reflected accordingly when drafting project proposals. The process of drafting project proposals can also be used to actively promote cross-dimensionality for SSG/R support. Some field operations have updated their Unified Budget (UB) project proposal templates for this purpose.

In some field operations, project co-ordination units have been established in the Office of the Head of Mission to encourage cross-departmental consultations on all project planning. Such units can play an important role in encouraging a cross-dimensional approach to SSG/R support. Efforts should also be made at the departmental level to identify the extent to which cross-dimensional SSG/R linkages have been appropriately considered when developing relevant projects.

35 See also [section 3.5](#) below.

Case Study 9



Standardizing Approaches to Cross-Dimensional SSG/R Support in the UB Project Proposals of the OSCE Mission to Bosnia and Herzegovina

When drafting UB projects in the Mission to Bosnia and Herzegovina, project managers are encouraged to consider the SSG/R aspects of project activities, including the potential for cross-departmental co-operation across all three dimensions.

The Mission updated its template for UB project proposals to standardize consideration of thematic areas, including gender, youth, SSG/R, civil society and partnerships. To this end, the template has a section on mainstreaming that includes SSG/R, gender and youth.

The template also includes a list of the Mission's departments and units, to standardize the areas in which cross-dimensional co-operation should be considered.

Such departments and units include: Deputy Head of Mission, which is responsible for 2nd dimension issues in the Mission; the Department of Security Co-operation projects on anti-terrorism, arms control, and security governance; the Human Dimension Department's sections on democratic governance, education, human rights, rule of law; as well as Press and Public Information, the Policy and Planning Section's Gender and Youth unit and the Policy and Planning Section.

☐ Gender ☐ Youth ☐ SSG/R ☐ Civil society ☐ Partnership

Potential for cross-departmental cooperation with:

☐ DHoM ☐ DSC-AC ☐ DSC-AT ☐ DSC-SGC ☐ HDD-DGS ☐ HDD-EDS ☐ HDD-HRS ☐ HDD-RoL ☐ PPI ☐ PPS-GYU
☐ PPS

With regard to SSG/R mainstreaming, the project template further explains to project developers that activities should “contribute to the process of improving security provision, management and/or oversight (i.e., governance of the security sector), in accordance with the principles of good governance (i.e., democratic oversight, rule of law, human rights, transparency, accountability, integrity, etc.). In the context of the Mission, these efforts would ideally be synergized among programmatic departments, so as to ensure coherence across the three OSCE dimensions of security.”

The template subsequently requests that project developers “summarize how the project design contributes to improving governance of the security sector [and] outline if and how the plans are synergized with complementary efforts of other Mission projects.”

In support of these efforts, the SSG/R focal point reviews all UB project proposals and provides feedback and advice in addition to the Mission's Planning and Co-ordination Unit.

Once roles and responsibilities are clarified on who is to lead the project and how responsibilities regarding implementation are distributed, these roles and responsibilities will also need to be reflected in the project-set up. A cross-dimensional project set-up can take different forms, also depending on whether funds are UB or extra-budgetary (EXB).

Case Study 10



Practical Examples of Co-operation among Executive Structures in the Three Dimensions

Co-operation between two Executive Structures, which provide expertise from different dimensions: The EXB project “Strengthening security sector governance in the Republic of Armenia” promotes inclusive policy dialogue, strengthening of awareness and capacity development in the field of security sector governance. The Secretariat’s SSG/R team in the CPC’s Operations Service leads the management and co-ordination of the overall project. In the framework of this project, the task to strengthen the national human rights institution is led and implemented by ODIHR, which provides human dimension expertise. ODIHR leads communication with the national human rights institution and plans programmatic work in close co-ordination with the project lead in CPC. The task is also formally assigned to ODIHR in IRMA

Co-operation between two departments in one Executive Structure in joint project implementation: The cross-dimensional EXB project “Strengthening the fight against transnational organized crime in South-Eastern Europe through improved regional co operation in asset seizure, confiscation, management and re-use” is jointly managed by two Secretariat departments: the Transnational Threats Department (TNTD) and the Office of the Co-ordinator of OSCE Economic and Environmental Activities (OCEEA). The project aims to improve effectiveness in the fight against transnational organized crime by enhancing regional co-operation and the national capacities of Albania, Bosnia and Herzegovina, North Macedonia, Montenegro and Serbia. The project is implemented in close co-operation with the field operations in South-Eastern Europe.

The project management role in IRMA is formally assigned to the assigned to TNTD. However, the cross-dimensional co-operation is outlined as part of the joint project proposal. In reality, therefore, all decisions related to programmatic planning and implementation are taken jointly. The cross-dimensional approach enables the project managers to better identify national and regional shortcomings and to offer tailored solutions.

3.5 Supporting Internal Co-ordination

Establishing or making full use of internal co-ordination mechanisms is key to supporting cross-dimensional approaches. One such mechanism includes regular exchanges between heads of programmes or relevant project managers. Others include the development of matrices on common priorities or exchanges of information on the issues in the different dimensions that are regularly addressed with national stakeholders. Senior management has a key role to play in promoting internal co-ordination.

SSG/R focal points also have a crucial role to play in co-ordinating cross-dimensional SSG/R issues. Focal points in related areas can also contribute to mainstreaming SSG/R in their areas of work. For example, gender focal points in Executive Structures promote gender mainstreaming throughout the OSCE's work, including in the area of SSG/R. Similarly, focal points on combating human trafficking or on Roma and Sinti can all create synergies between their work and SSG/R efforts. That being said, focal points require adequate time and resources to be successful in co-ordinating efforts, as focal point roles are fulfilled in addition to the regular tasks and duties of OSCE officials. Also of importance is that the co-ordination efforts of focal points be made in a way that fully respects the mandates of their Executive Structures.



Case Study 11



The OSCE Mission in Kosovo's Internal Mechanisms to Enhance Cross Dimensional Co-ordination

Recognizing that different departments may engage with the same local stakeholders in parallel, the OSCE Mission in Kosovo introduced cross-dimensional co-ordination mechanisms to leverage synergies and avoid duplication. These mechanisms help to ensure common Mission messaging with counterparts, thus supporting coherence of efforts and avoiding overburdening local actors, for example, by inviting them to participate in too many parallel workshops and trainings.

In practice, the Mission ensures co-ordination by storing all relevant information in shared folders on topics that cut across the dimensions, such as on countering violent extremism leading to terrorism, domestic violence and hate crimes, as well as information on youth inclusion and gender mainstreaming. The jointly stored documents include internal and external reports and research papers, project documents, donor mapping matrices, activities and action plans, among others. The shared folders are complemented by joint email addresses used by thematic focal points and working groups. The working groups are used to co-ordinate efforts and avoid overlaps on the planned and implemented activities of sections working in the different dimensions. They have clear terms of reference, meet regularly, and are usually chaired by senior management at the level of Head or Deputy Head of the Mission.

Lessons learned:

- The use of matrices that map the main counterparts of each department is a good practice – for example, by allowing to track the events to be attended by specific counterparts. The regular sharing of such matrices among departments and keeping them updated provides a practical tool to manage engagement with local stakeholders in a structured manner. Such matrices may also be useful in identifying entry points for additional cross-dimensional co-operation.



4. Checklist

The following checklist is intended to help programme/project management staff in:

- Identifying cross-dimensional synergies in SSG/R programming;
- Practically applying a cross-dimensional approach to SSG/R programming.

The purpose is not to “check” every item, but to provide an aide-memoire to consider key aspects and suggestions that might be relevant for your daily work.

Identifying Cross-Dimensional Synergies in SSG/R Programming

Linking Police and Judicial Reform

- ☐ Have efforts been made to strengthen co-ordination between different actors of the security sector (e.g., between the police, prosecutors and judges)?
- ☐ Have efforts been made to enhance mechanisms for storing and exchanging information?

Fostering Democratic Oversight

- ☐ Has due consideration been given to the need to combine efforts to strengthen external oversight with internal oversight mechanisms?
- ☐ Has awareness been raised among national actors about the importance of independent oversight?
- ☐ Have efforts been made to support the promotion of a legal framework which provides security institutions, as well as independent oversight bodies, with the necessary mandate to perform their duties?
- ☐ Has awareness of civil society and media been raised on the role of independent oversight bodies and how to access them?

Strengthening Integrity and Anti-corruption

- ☐ Have efforts been made to support the adoption and enforcement of laws, policies, strategies, action plans and other measures to counter corruption and safeguard the judiciary's independence?
- ☐ Have measures been undertaken to enhance the management of the security sector, including the review or development of institutional rules and procedures (e.g., on human resource management)?
- ☐ Has support to the establishment of internal control mechanisms (e.g., codes of conduct that define ethical standards for public officials) been considered?
- ☐ Have existing incentives for malpractice and supporting their elimination been considered?

Engaging with Civil Society

- ☐ Has civil society been consulted about the perceptions of beneficiaries to ensure that the SSG/R support provided by the OSCE is grounded in real needs?
- ☐ Have efforts been made to enhance the capacities of rights-holders (i.e., the general population, including those belonging to marginalized groups) to ensure their rights are upheld?
- ☐ Have efforts been made to build the capacities of CSOs?
- ☐ Has engagement with think tanks and research associations been considered to compile analysis that might be useful for law and policy development?
- ☐ Have joint discussions between security sector officials and CSO representatives, including media, been considered – for example, on SSG/R related laws and policies?
- ☐ Has special consideration been given to CSOs that represent women, minorities or other marginalized groups?
- ☐ Has consideration been given to building the capacities of media to report on the security sector?
- ☐ Have youth networks been consulted for relevant SSG/R-related planning processes to make sure youth perspectives are adequately considered?

Mainstreaming and Promoting Gender Equality and Human Rights

- ☐ Have gender-sensitive needs assessments been conducted, including on obstacles that hinder women from working in the security sector?
- ☐ Has assistance been provided on promoting a human-rights compliant and gender-sensitive legal framework?
- ☐ Have participating States been supported in developing and implementing national action plans –for example, on UNSCR 1325?
- ☐ Has support to internal control units or advisers on gender been considered to help address gender-based discrimination and inequality?
- ☐ Have women's associations in the security sector been supported?
- ☐ Have efforts been made to enhance the capacities of duty-bearers (i.e., the security sector) to fulfil their obligations – for example, how to respond to human rights violations?
- ☐ Has awareness been raised and capacities of security sector personnel been built to address sexual and gender-based violence?
- ☐ Has support been considered in collecting sex-disaggregated data in relation to the security sector?
- ☐ Have grants been provided to CSOs to conduct research on gender issues or to provide training, for example, on accurate treatment of victims?
- ☐ Have national human rights institutions and civil society been engaged in dialogue on reforms?
- ☐ Have there been efforts to build trust and understanding between security sector personnel, such as police and marginalized communities?
- ☐ Has co-operation between security sector officials and CSOs, as well as national human rights institutions, been built to monitor human rights compliance?
- ☐ Has the gender-sensitive monitoring of places of deprivation of liberty and the reports on findings of such visits been supported?

Taking Advantage of Synergies

- ☐ Has the OSCE Code of Conduct on Politico-Military Aspects of Security been considered as an entry point to address key principles of SSG/R, such as accountability, gender equality, human rights, participation?
- ☐ Has it been ensured that needs assessments are co-ordinated across the three OSCE dimensions and include other relevant thematic sectors?
- ☐ Has it been considered that broad governance projects for the public sector should also include the security sector and could constitute a good entry point?
- ☐ Have broad memoranda of understanding been considered to engage with security sector institutions on SSG/R?
- ☐ Have regional approaches been considered to facilitate exchange of lessons learned and good practices?

Practically Applying a Cross-Dimensional Approach to SSG/R Programming

Promoting a strategic vision of OSCE support in a given state

- ☐ Is there a strategic vision of SSG/R support from the OSCE (and other international actors)?
- ☐ Is the strategic vision based on a (comprehensive) needs assessment, including the national priorities for SSG/R support?
- ☐ Does the strategic vision in relation to SSG/R support consist of specific goals, requiring contributions from all OSCE dimensions?
- ☐ Is a cross-dimensional approach to SSG/R encouraged by senior management? If not, how can senior management support be generated?

Using a cross-dimensional approach to engage national actors on the importance of a holistic approach to SSG/R

- ☐ Has the OSCE's cross-dimensional approach to SSG/R been communicated to the host country to raise the awareness of national actors about the importance of a holistic approach to their own SSG/R efforts?

Defining roles and responsibilities

- ☐ Which Executive Structure/programme/unit will lead the provision of SSG/R support, in particular, when the support to be provided is cross-dimensional?
- ☐ Has the allocation of budget for joint activities by different Executive Structures/programmes/units been agreed?

Encouraging a cross-dimensional approach to SSG/R support in project development

- ☐ Is cross-dimensional co-operation built in to OSCE projects and programmes?
- ☐ Have standardized approaches been considered to facilitate cross-dimensional approaches to SSG/R support?

Supporting internal co-ordination

- ☐ Is the project co-ordination unit aware of the need to integrate a cross-dimensional approach?
- ☐ Are there internal co-ordination mechanisms in place to support cross-dimensional approaches (e.g., regular information exchanges, matrices of common priorities, focal point networks, etc.)?
- ☐ Are there other mechanisms that could be established to support internal co-ordination?
- ☐ Do co-operation mechanisms ensure full respect for the mandates of OSCE Executive Structures?



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