



REPORT OF THE JOINT SECURITY SECTOR REFORM (SSR) ASSESSMENT MISSION TO THE CENTRAL AFRICAN REPUBLIC

18-26 MAY 2014

Preface and Acknowledgements

This report is produced as a result of a Joint Security Sector Reform (SSR) Assessment Mission to the Central African Republic from 18 to 26 May 2014. It is framed in the context of a partnership between the African Union (AU), the United Nations (UN), the European Union (EU) and the African Security Sector Network (ASSN) as part of the project *"Building African Union Capacities in Security Sector Reform (SSR): A Joint UN/EU Support Action"*.

The report presents an analysis of the evolution of the CAR security sector, the current situation since the crisis that started in 2013, and makes recommendations on the way forward in the short term before the elections planned for 2015, and in the medium to long term after the elections.

The report does not make any judgements on the past, current and future international peace support operations and peacekeeping missions.

I would like to thank all the partners to the project for making it possible for the assessment team to accomplish the Joint Assessment Mission. In particular, I thank the European Union for providing the funding for the mission, the United Nations Office for Project Services for taking care of logistical arrangements for the mission, the African Union Defense and Security Division for coordinating the mission with assistance from the MISCA SSR and DDR advisors, and MISCA for providing security for the mission.

Let me also take this opportunity to thank the CAR National Transitional Government for allowing the assessment mission to take place and for authorizing the various government departments and security establishments to receive the mission. Last but not least, I would like to thank all the people who met with the assessment team for taking their time to participate in the many consultation meetings and for presenting their views as frankly as they did.

It is my hope that the relevant authorities will derive some lessons learned from the analysis presented in this report, and that any future security sector reform related activity for CAR will take into consideration the recommendations of this report. Finally, it is hoped that the Joint Assessment Mission, the findings and the recommendations of this report will make a contribution to stabilization and peacebuilding in CAR, leading hopefully to sustainable peace, security and the positive socio-economic development of this beautiful country.

I thank you.



General Jean-Marie Michel Mokoko

Head of African led International Support Mission to the Central African Republic (MISCA)

Special Representative of the Chairperson of the AU Commission to CAR (SRCC), and

Head of the Joint Assessment Mission (JAM)

Glossary

List of Acronyms

Executive Summary

Introduction

Findings of the Mission

Summary of Recommendations

Chapter I – Political, Socio-economic and Security Context

Political

Socioeconomic Analysis

Existing spoilers and armed groups

The Ex-Seleka Coalition

The Anti-Balaka Militias

Zaraguinas “coupeur de route”

Poachers

The Lord’s Resistance Army (LRA)

Chapter II - Threats Assessment of the Central African Republic

Overview

Borders and Neighbours

Environmental Threats

Demographic Stress

Inter-communal Violence

Chapter III – The CAR Security Sector Reform Coordination Mechanism

Background on the coordination mechanism

Current Coordination Mechanisms

Gap analysis

Recommendations

Short-term (Until the elections)

Medium-term (After the elections)

Chapter IV - Police, Gendarmerie and the Status of Intelligence Services

The Police and Gendarmerie before the 2013 crisis

The National Police

The Gendarmerie

The Police and Gendarmerie after the 2013 crisis

Observations and Recommendations

Short term (Before the elections)

Long term (After the elections)

Chapter V – The Central African Armed Forces (FACA)

Background

The CAR Air Forces and Fluvial Battalion

Current Status of FACA

National and International Framework

Operational challenges

International community projects related to the army

Threats to and opportunities for the army

Recommendations

Short-term (Before the elections)

Medium-term (After the elections)

Chapter VI - The Forest Guards and Customs Services

The CAR Forest Guards

The Customs Services

Recommendations

Chapter VII – The Justice and Penitentiary System

Overall organisation

The Penitentiary System

Observations and Recommendations

Short term (Before the elections)

Medium term (After the elections)

Chapter VIII - Democratic Control and Non-State Actors

Overview and arrangements for the transition period

Civil Society & non-state actors

Private Security Companies

Recommendations

Short-term (Up to the elections)

Medium and long-term (After the elections)

Chapter IX – The Gender Dimension in the Current Context of the Central African Republic

The realities and opportunities of gender mainstreaming in CAR

Gender issues in the armed and security forces

Recommendations

Short-term (Up to the elections)

Medium and long-term (After the elections)

Chapter X - Linking Disarmament, Demobilization and Reintegration and Security Sector Reform in Central African Republic

Background and Former DDR assistance

Background from 2008 to 2013

Background from 2013 to February 2014

The importance of coordination at different levels

Challenges

Recommendations for the improvement of linkages between DDR and SSR

Short-term (Up to the elections)

Medium-term (After the elections)

Bibliography

ANNEX I - Members of the Joint Assessment Mission

ANNEX II - List of People and Organisations consulted

ANNEX III - Table of current support provided by the International Community on SSR related issues

ANNEX IV - Constellations of Stakeholders in the Security Sector of the CAR

LIST OF ACRONYMS

AFISM-CAR/MISCA	AU- led International Support Mission in the Central African Republic
AJE	State Judicial Agency
ANIF	National Agency for Investigating Financial Crimes
AQIM	Al-Qaida in Islamic Maghreb
ASSN	African Security Sector Network
AU	African Union
AUC	African Union Commission
BINUCA	UN Integrated Peacebuilding Office in the Central African Republic
C2	Command and Control
CADSP	Common African Defense and Security Policy
CAR	Central African Republic
CEMAC	Central African Economic and Monetary Community
CIA	Central Intelligence Agency
CIVIPOL	Consulting and Service Company of the French Ministry of Interior
CNT	Interim Transitional Parliament
CPJP	Convention des Patriotes pour la Justice et la Paix
CPSK	Convention Patriotique du Salut du Kodro
DDR	Disarmament, Demobilization and Reintegration
ECCAS	Economic Community of Central African States
EDF	European Development Fund
EU	European Union
EUFOR	EU Forces
FACA	Central African Armed Forces (Army)
FAO	Food and Agriculture Organization of the United Nations
FOMAC	Multinational Force in the Central African Republic
G5	Group of Five

HDI	Human Development Index
ICG-CAR	The regional-led International Contact Group
JAM	Joint Assessment Mission
LPD	Libreville Political Accord
LRA	Lord's Resistance Army
MICOPAX	Mission for the Consolidation of Peace in Central Africa
MINURCA	United Nations Mission in the Central African Republic
MINUSCA	UN Multidimensional Peacekeeping Operation
MISAB	Inter-African Mission to Monitor the Implementation of the Bangui Agreements
OHADA	Organisation pour l'Harmonisation en Afrique du Droit des Affaires
OROLSI	Office of Rule of Law and Security Institutions
PM	Prime Minister
RESEJEP	EU-CAR Program "Réhabilitation des secteurs de la Justice et de la Police en République Centrafricaine"
RTF	AU-led Regional Task Force
SIU	Security Institutions Unit
SRCC	Special Representative of the Chairperson of the African Union Commission
SMSG	Special Representative of the Secretary General
SSR	Security Sector Reform
UFDR	Union of Democratic Forces for Unity
UN	United Nations
UNDP	United Nations Development Program
UNSC	United Nations Security Council

EXECUTIVE SUMMARY

INTRODUCTION

1. The African Union (AU) and partners conducted a joint assessment of the security sector in the Central African Republic (CAR) from 18 – 24 May 2014. The assessment mission was led by the Special Representative of the Chairperson of the AU Commission to the CAR, General Jean-Marie Michel MOKOKO, and comprised of SSR experts from the AU, the UN, the EU, the Economic Community of Central African States (ECCAS) and the African Security Sector Network (ASSN). The purpose of the assessment mission was to gather technical information that will enable partners to identify the appropriate support for SSR activities in CAR, including the link with Disarmament, Demobilization and Reintegration (DDR), and to make recommendations to the CAR political leadership and international partners.

2. The joint assessment mission (JAM) held consultations with the CAR political leadership, practitioners in the justice, defence, security and corrections sectors, representatives of the CAR civil society, private security companies, the media and other national stakeholders. The mission also consulted with representatives of the international community active in the security sector in the CAR including the African-led International Support Mission in the CAR (MISCA), the UN Mission in Central Africa (MINUSCA) and other UN agencies, the EU mission in Bangui, representatives of the EU Force in CAR (EuFor), ECCAS officials, the French Embassy and representatives from Operation Sangaris. The mission also visited a Gendarmerie Brigade, the Central Prison of Bangui, and a police station being rehabilitated. The assessment mission ended on the 24th of May with a workshop in Bangui with the various stakeholders.

FINDINGS OF THE MISSION

3. Since its independence from France in 1960, the CAR has alternated between relative peace and civil strife due to various complex political and socio-economic factors. The current crisis came to a head with the capture of Bangui by the Seleka Movement on 24 March 2013, deposing President Francois Bozize, and with the leader of the Seleka Movement, Michel Djotodia declaring himself President of the country. The conflict boiled over and took a religious twist when a self-defence group, Anti-Balaka, which declared itself to be Christian, with the help of some elements of the Central African Armed Forces (FACA), reorganised to face the Seleka Movement, the majority of whom are Moslems. In February 2014, a Transitional Government came into power, led by Ms. Catherine Samba-Panza who replaced Michel Djotodia as President of the Transition, but the current security situation remains problematic, with physical aggressions, lootings, and other types of abuse perpetrated by both Seleka and Anti-Balaka, and also by other groups such as the Zaraguinas, poachers and the LRA.

The Joint Assessment Mission made the following findings:

4. **On SSR coordination.** A Permanent Technical Secretariat on SSR was established in 2008 and focused on 8 thematic areas namely National Defence, Internal Security, Judiciary Administration, Territorial Administration, Finances/Customs, Democratic Control, Intelligence and DDR. In 2013, this Permanent Technical Secretariat produced, with assistance from the AU and the UN, a concept note on “Three priorities in SSR during the transition period”. The same year, the Transitional Government

established by decrees, two SSR and two DDR committees at strategic and technical levels to work on SSR and DDR issues.

5. On the police, gendarmerie and the status of intelligence services. The security crisis since March 2013 has negatively affected law enforcement. Of the existing law enforcement agencies, the Gendarmerie seems to be more organised, with a presence in Bangui, as well as in other parts of the country. On the other hand, the National Police are bogged down by a history of human rights abuses, corruption, ethnic bias and lack of equipment exacerbated by the looting of their arms, ammunition and equipment by Seleka. One other law enforcement structure operating in Bangui is the joint (police + gendarmerie) "escadrons de marche", with vehicles, uniforms, communications and other equipment provided by partners.

6. On the Central African Armed Forces (FACA). The operations of the FACA are currently frozen, and there is an international arms and military material embargo on the country. Through the years, FACA had become inefficient because of tribalism, lack of equipment and political interference, leading to their involvement and/or non ability to resist throughout several mutinies, military coups, looting, extra-judicial killings, torture and other human rights violations. This led to numerous military interventions by neighbouring countries and by the international community, culminating with the current African led International Support Mission in CAR (MISCA). The result was that FACA was not able to provide security to both citizens and the state, as shown by the fact that most of the FACA fled from their positions during the Seleka take over in March 2013. Despite these facts, the majority of people consulted by the JAM, including the Parliamentary Sub Committee on Security, favoured the reconstitution and the rearming of FACA.

7. On Forest Guards. As a result of the crisis, the Forest Guards are no longer able to police the country's rich forests and countryside, and to protect the country's natural resources and animals from poachers, cattle rustlers, illegal loggers, illegal miners and other armed groups such as the Zaraguinas. This is more evident in the Northern parts of the country.

8. On the Customs Services. The Customs Officers are very few, resulting in them being overstretched/ overworked, and the country's main transport corridors and the airport remaining insecure. Illegal arms, goods and fighters therefore pass through the country's porous borders thereby prejudicing revenue collection and increasing insecurity.

9. On the Justice and Penitentiary System. The CAR has a relatively good legal system based on the French civil law system, but its application has been problematic mainly because of the insecurity, but also because of interference from political and military leaders. Almost 80% of the legal services are in Bangui, with the majority of the legal infrastructure in the countryside ransacked, destroyed or burned down by rebel groups. Judicial officers are few, frustrated, underpaid, lack basic legal material, subject to bribes and are targets of assassination. In many areas, citizens have resorted to the use of parallel justice methods such as mob/ public violent justice, neighbourhood tribunals and appeals to local chiefs. In the penitentiary system, there is an acute shortage of prison guards, prisoners are overcrowded, and their conditions are harsh, rudimentary and below international standards. Jailbreaks are rampant, and prison guards are often bribed with impunity.

10. On Democratic Control and Non-State Actors. Historically, the President was in direct control of security issues, with little or no role for parliament. Even though there is no centralised civil society organization, there are several civil society groups that have engaged with the security sector in CAR, but with little impact, and sometimes with some being regarded with suspicion. There is a need for

parliament, civil society and other non-state actors such as the media, to play a role especially in the reforming of hearts and minds in the security sector.

11. On Gender related issues. Women remain high on the list of victims of the security crises accompanied with gender-based and sexual violence in CAR. Furthermore, there is no formal Gender related policy in the security sector in general. However, the recent appointment of some women in various senior political and security positions is encouraging, and the fact that the country is currently being led by a woman, H.E. President Catherine Samba-Panza, is good for the advancement of women and hopefully of gender issues in general.

12. On the DDR and SSR Nexus. The link between DDR and SSR in CAR started as far back as 2003 as it was already mentioned in the restructuring of the army, and both processes were referred to later on in the peace agreements in 2008 and in 2013. Various CAR authorities have interacted with the international community in DDR and SSR activities, including with the World Bank, various UN agencies and funding mechanisms and bilateral donor partners. But, although some 8,000 fighters are said to have passed through the DDR process between 2009 and 2013, many fighters and arms were left in circulation, and continued to feed into various rebel groups. This is fuelling the situation leading to the current crisis. The JAM identified the need to plan for both DDR and SSR in CAR so that the processes contribute to the stabilisation of the security situation both in the short term and in the long term.

SUMMARY OF RECOMMENDATIONS

13. Detailed recommendations are listed in the report, with the following highlights:

- a) **FOR THE NATIONAL AUTHORITIES OF THE CENTRAL AFRICAN REPUBLIC.** National authorities should be responsible for SSR in CAR. It is therefore highly recommended that a nationally led SSR program be initiated as soon as possible. CAR national authorities may request MINUSCA, the AU and other partners for assistance in this regard.
- b) **FOR THE AFRICAN UNION COMMISSION.** It is recommended that the AU continue to support SSR and DDR activities in CAR, in close coordination with MINUSCA when the AU mission in CAR changes from a peace support operation to a political mission. Even though the role and responsibilities of all partners should be discussed, the AU could start at the policy level by providing SSR advice to the National Transitional Council, and at the technical level by sponsoring mentorship missions for CAR SSR practitioners to learn from other AU Member States that have gone through similar processes. The AU may also assist with related Quick Impact Projects (QIPs) or Peace Strengthening Projects (PSPs) at the request of the CAR national authorities.
- c) **FOR OTHER INTERNATIONAL PARTNERS.** International partners including ECCAS should continue to provide support to CAR national authorities on SSR and related activities, taking into consideration the need to support a nationally led SSR process, and the United Nations coordination role of international SSR support.

CHAPTER I – POLITICAL, SOCIO-ECONOMIC AND SECURITY CONTEXT

POLITICAL

1. The Central African Republic (CAR) remains a theatre of socio-political instability since the country's independence from France in 1960. Indeed the country has alternated in repeated cycles of relative peace and civil strife due to various complex political and socio-economic factors such as, among others, poor governance, poverty and lack of good leadership. The current on-going crisis is caused by various factors, including the military coup of March 2013 that toppled President Francois Bozizé and brought to power President of the Transition Michel Djotodia of the coalition of mainly four (4) armed groups called Seleka which means "Coalition" in the local language.

2. The conflict rapidly turned into an inter-community spiral of violence involving the Seleka (later on dissolved by Presidential Decree – hence the name Ex-Seleka) of mainly Muslim background and the Anti-Balaka (primarily known as self-defence groups) of mainly Christian background. This conflict spread to affect civilian populations who were forced to flee towards various horizons. Despite the N'Djamena talks in January 2014 which led to the resignation of the President of the Transition Michel Djotodia and the election of Catherine Samba-Panza as Transitional Head of State, violence in the CAR continues between and amongst armed groups and civilian population composed of various ethnic groups.

3. While the CAR political landscape remains fluid and difficult to predict, the appointment of a new Government in January 2014, the third within a year, appears to have refocused impetus on the transition process, which is scheduled to end in February 2015. Building on the Libreville Political Accord (LPD/2008) agreed to by the major political parties and politico-military groups to end hostilities, key institutions are up and functioning: a Transitional Constitutional Charter placed in August 2013, a National Transition Council, as well as an inclusive Government of national unity formed to implement an agreed roadmap of priorities including security sector reform to guide the transition—which is expected to culminate with the holding of free and fair elections organized by a National Electoral Committee already in place.

4. In tandem, the international community has put in place specific institutions and processes to support the transition. Recently, the UN Security Council unanimously adopted resolution 2149/2014 that decides, "*to establish the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA)*" and decides "*that the transfer of authority from MISCA to MINUSCA will take place on 15 September 2014*". Among the Mission's tasks is security sector reform. There are increased efforts for coordinating regional and global efforts in support of the transition. The regionally-led International Contact Group (ICG-CAR) has established a structure to strengthen coordination among partners as well as mobilize increased resources for the transition. A group of influential bilateral and multilateral partners known as the Group of Five (G5), composed of the AU, UN, EU, France, and the US, meets regularly to coordinate their actions in a wide range of areas including policy issues touching upon SSR for an effective impact.

5. One of the crucial issues faced by partners remains the credibility of the Government. The election of Catherine Samba-Panza on January 23, 2014 as first female Head of State in the sub-region has been a welcome development across the country and for the international community. Untarnished by the divisions, self-centeredness and corruption of the CAR politics, her non-partisan credentials have won her

friends among the opposition, as well as praise from some previous regime members including former President Francois Bozizé. A coalition of key opposition parties has rallied around a platform to support the transition. In the interest of effectiveness, the President of the Transition has appointed Andre Nzapayeke, a technocrat, as Prime Minister to head a regionally inclusive and goal-oriented government of twenty (20) Ministers, down from the country's average of thirty-two (32).

6. With technocrats dominating the cabinet, there is a strong signal from the highest level of government for a new and inclusive approach to politics— a radical shift from the CAR's "winner-takes-all" culture. Six (6) members of the former Ex-Seleka regime and a member from the Anti-Balaka group are part of the Government. As a marked departure from the past, there are eight (8) women in the cabinet (40%) holding key portfolios like communication, reconciliation, economy and planning, justice, rural development etc. In previous governments women running ministries never exceeded two marginal portfolios — an average participation rate of 6%. Further, to ensure success, the ECCAS, AU, UN as well as other influential partners have signalled their willingness to support the transition process including by increasing the cost upon political elites motivated to spoil the process. The International Criminal Court has also expressed readiness to investigate war crimes and human rights abuses in the country.

7. Nevertheless, after months in office, the new CAR Government continues to face major challenges. Legitimacy is a growing bone of contention. The full status of the 2013 Libreville Accord remains unclear. There is disaffection among some opposition parties about the Government's commitment to the power-sharing agreement. Some political parties are concerned with the new Government's priority to develop a new constitution that will replace the current interim transitional charter after the elections. This leads to the perception that there is no shared vision of peace building. Opinions about the sequencing of reconciliation and justice vary within the government and political parties, and among populations and between the international community and the government.

8. The pace of implementation of the agreed transitional priorities is worryingly slow, even though a revised roadmap is awaiting adoption. There are few signs of progress in the delivery of critical public goods including security, reconciliation and justice. Many observers have expressed concerns about the overlap of roles and relationships of the 20-person presidential adviser team and that of the cabinet. It is not unlikely that the advisers may act as a sort of shadow cabinet, a potential source of incoherence with the Government. Further, the transitional institutional architecture is incomplete. The High Council for Communication tasked with protecting liberty of expressions and ensuring equality in access to information for all media establishment has yet to become operational.

9. Besides a growing perception of insufficient ownership of the peacebuilding agenda, the acute shortage of human and financial resources limits Government's functions to Bangui alone. The capacity of national stakeholders to organize elections within the transitional timeframe will depend on their ability to establish local branches of national elections authority throughout the country, as well as restore security and State authority across the country in ways to reinstate the functioning of local civil administration.

10. The wholesale political, institutional and security breakdown seems unsettling, but it offers a renewed opportunity for sustainable state building, including security sector reforms. There seems to be a shared understanding across the political class and the new Government that the country has reached the bottom. While no clear idea of how to rebuild, there is a growing commitment within the country to move forward as well as increasing awareness from donors that only long-term support will guarantee success.

SOCIOECONOMIC ANALYSIS

11. With a population of only 4.5 million people and abundant in natural resources, the CAR has the potential of becoming one of the most prosperous countries in Africa. The country is blessed with numerous mineral resources, timber, cotton, coffee, diamonds, gold and uranium. In addition the country has more than 15 million acres of rich agricultural land and a favourable climate for yearlong crop production, only one million of which is exploited. National elites and foreign nationals have systematically looted its resources, with virtually no benefits accruing to the people of the CAR.

12. As a result, the CAR has been for a long time one of the poorest countries in the world. The recurring political and security crises only exacerbate the consequences of decades of economic mismanagement and almost no responsiveness of ruling elites to the needs of the population. While the country's human capital remains weak and underexploited, it too has the potential, if prepared and properly tapped, to become an engine for spectacularly rapid economic growth. The country still lacks the most basic infrastructure and the few that were built are in complete disrepair. The available statistics on CAR's past economic performance and current situation indicates a dismal failure to capitalize on its numerous advantages.

13. The security predicament the country has been experiencing is also directly related to this failure, indeed, may be even considered a direct consequence of the inability of its elites, for decades, to responsibly take advantage of such blessings of nature. One resulting socioeconomic statistic is the unemployment rate for Central African youth and the level of poverty and destitution of the vast majority of the population. According to the World Bank in 2013, the economy of CAR experienced a negative growth, shrinking by 36%, with its per capita GDP at 700 USD, one of the very lowest in the world. In Bangui the unemployment rate stands at 23%, taking youth unemployment separately the figure is even higher. In the recent UNDP Human Development Index (HDI), the CAR ranks 180th out of the 185 countries ranked, with an average life expectancy of 49 years at birth for the average citizen.

14. Besides poverty, there is a huge gap between the rich and the poor segments of the population. According to the World Bank, just 10% of the population owns 46% of the wealth. In fact, the poorest 10 % of the population shares only 3% of the wealth generated by the economy. By African Development Bank's standards, only 7% of the population qualifies as middle class. The gap between the capital city of Bangui and the rest of the country in particular and between urban and rural areas in general is very wide. Excluding humanitarian aid, OECD estimates that almost 80% of all external assistance to the country is concentrated in Bangui. In fact, as a result of inequality, the country has instead dropped by 40 % over the last two decades in its human development indicators (HDI) of progress.

EXISTING SPOILERS AND ARMED GROUPS

THE EX-SELEKA COALITION

15. Formed in 2012, Ex-Seleka was a mixture of at least four rebel groups that created a united front against then-President Bozizé, who came to power through a military coup in 2003. They were mostly Muslim and their former leader Michel Djotodia was the first Muslim President of the Transition of the CAR.

16. While because of practical reasons, the JAM did not meet any of the major armed groups, some important information about their dynamics were gleaned, albeit indirectly. Since Djotodia ceded

power in January 2014 and the group was dissolved, the movement has become increasingly fragmented. Part of the group has gone into exile, while over 2,000 fighters have been cantoned in Bangui under the surveillance of MISCA and waiting for DDR. A significant number of them have regrouped in the North of the country while some have re-joined the FACA.

17. The total number of Seleka fighters remained unclear, but estimates vary between 5,000 to 25,000 fighters. Their peak number was when they captured Bangui. The rag-tag rebel coalition includes Central Africans, as well as foreign mercenaries and poachers from neighbouring countries. While recruitment into the rank and file was voluntary, there were reports of forceful conscription of child soldiers, too. While Seleka remained the most prominent armed group, its overall share of violence since January has declined. One could discern little from May's spike in the group's violent activities in Bangui, but their recent reorganization in the North of the country is unlikely a coincidence.

18. Under the leadership of General Joseph Zindeko, a resident of the Northeast region, the regrouped fraction organized a congress in N'Dele—north of CAR— where a new organigram was outlined and their headquarters established in the region. While over 500 officers and officials were reported to have participated, the goals and long-term strategy of the regrouped fraction remain unclear. Discussions held with stakeholders indicated no clear understanding of the command control structure and cohesiveness of the group. However, it appears that the group is pursuing a mixed strategy, transforming into a political, administrative and military organization. During the JAM, the Minister of Justice indicated that the Ex-Seleka had established an alternative government in Bambari in the North with their own police and gendarmerie administrations.

19. The shift from fighting over control of the state to conquering and administering territory is not new, but the introduction of secession as an emerging goal is a new twist and worrying trend in the CAR's experience with armed groups. The regrouped Ex-Seleka has expressed a vision for the establishment of a new country named the Republic of Northern Central Africa with headquarters in Bambari. While it remains unclear whether it is an end goal in its own right or negotiation tactic for greater political leverage, all the stakeholders met were strongly opposed to any attempt at tempering with the territorial integrity of the country. Some Bangui-based Ex-Seleka leaders have equally expressed their opposition to the idea. The international communities including Chad have all opposed any idea to establish a separate State. In fact, some civil society groups that JAM met indicated that the different ethnic groups in the North have a history of living together harmoniously.

20. The extent to which the regrouped Ex-Seleka could stick together remains unclear. Some influential members of the group including General Dhaffane have denounced the restructuring and may likely challenge the leadership of Zindeko. While the rebellion seems to be gathering organizational momentum, the recent splintering into desperate factions would likely complicate any future attempts at negotiations with the Government.

21. During the assessment mission, it was mentioned that a cabinet reshuffle was imminent, to make the government more inclusive. But the further 'islamization' of Ex-Seleka could further complicate its participation in government. Emerging Islamic affiliated factions within the movement include: the Mouvement pour l'indépendance du nord-est de la Centrafrique, the Organization of Central African Muslim Resistance (both established by Abakar Sabone, Djotodia's former Tourism Minister) as well as the Movement of Freedom Fighters of Central Africa for Justice and the Islamic Youth Organization. However, the lack of a cohesive ideological foundation within the group would likely mitigate any attempts at further

radicalizing the group. There remains a marginal but growing risk that extremist groups like Al-Qaida in Islamic Maghreb (AQIM), Nigeria-based Boko Haram and other radical groups may attempt to capitalize on the regrouping of Ex-Seleka.

22. Ex-Seleka controls important diamond mining areas in the North and its involvement with conflict-fuelling resources is not new— extending right up to the chain of command. It was reported that former President of the Transition Michel Djotodia and his close ally Zakaria Damane— who founded the Union of Democratic Forces for Unity (UFDR) in 2006, traded diamonds in Vakaga and Haute-Kotto. It was also mentioned that Nourredine Adam, an Ex-Seleka leader, controls a faction of the group in the diamond rich territory of Bria. With the suspension of the CAR from the Kimberly Process, there were reports of “blood-diamonds” smuggled through the porous borders into the supply chains of Cameroon, Chad and Sudan. One official of the Ministry of Economy said that even before the recent crises, over 30% of the country’s diamonds disappeared illegally from the country, an important loss of tax revenues. Added to the conflict-diamonds, is the alleged trading of elephant tusks by the group too.

23. The seasonal partitioning of the country between the enclave Northern parts and relatively accessible Southern areas during rainy seasons could accelerate the regrouping of Ex-Seleka. Furthermore, it remains unclear how the recent move by Chad to close its border with CAR in the North would impact on the logistic and operational capabilities of the movement. President Idriss Deby has stated that the borders would remain closed to all except for Chadian nationals returning to Chad until the crisis in CAR is resolved. However, there have been reports of refugees continuing to cross the borders into Chad. The closing of the border may increase concentration of refugees along the borders with the likelihood of increased localized violence in the North.

THE ANTI-BALAKA MILITIAS

24. The Anti-Balaka emerged as a rag-tag group of local vigilantes, in mid-2013 as a response to Ex-Seleka’s excessive human rights abuses against civilians. They have evolved since then into a relatively efficient fighting force. Some FACA elements have joined their ranks, particularly those who were loyal to former President Bozizé, bringing with them skills and weapons. It is difficult to put a precise figure on their numbers, but the representatives from MISCA and the Sangaris forces met by the JAM described them as the most significant current threat to restoring peace in the CAR. While their pattern of activities mirrors the overall declining trend in violence, their share since the beginning of the year remains the highest among all armed groups (37%).

25. Anti-Balaka’s political goals remain unclear, but their primary targets have been Muslim communities that they identified as allies or members of the Ex-Seleka. Like Ex-Seleka they have been accused by the international community of many gruesome atrocities against civilians. Although no clear understanding emerged about their organizational structure, it was reported that the Anti-Balaka forces have transformed from ad hoc self-defence groups into a mainly incoherent movement comprising of local vigilantes, ex FACA soldiers and criminals. There was no clear indication of their exact proportions. As an informal militia they are technically not eligible for formal DDR. A flexible community bottom-up approach should be applied to reinforce communities that will facilitate their reintegration. Meanwhile, what to do with them in any reconciliation process remains unclear.

26. It is equally not clear who is actually leading the group. However, it was mentioned during the JAM that a new leadership had been announced. In May the Anti-Balaka based out in PK9 in Bangui

(9km from the downtown) appointed Sebastien Wenezoui as their leader, replacing Patrice Eduouard Ngaissona who claimed to be their coordinator since December 2013. It is unclear whether this move is opportunistic given the anticipated cabinet reshuffling or a strategic transformation of the group into a political movement. But the endorsement of the new Anti-Balaka leadership by the former President Francois Bozizé suggests possible evolution into a political party. The political instrumentalisation of the group is a worrying trend. Even with a recent United Nations sanctions against former President Francois Bozizé, it was alleged that the group was receiving advisory and financial support from him and his allies. One stakeholder consulted, suggested that the objective of the group “is to make governing unbearable for the interim government with the goal of putting the whole transition into question, in a way that creates an opportunity for the return of the former President to power”.

27. How the group, including other armed groups, relates to the upcoming elections remains unclear. But following discussions the JAM held with some members of the National Transitional Council (NTC), it was stressed that armed groups, even if transformed into political parties, would not be allowed to contest the elections. It was however not clear what measures the parliamentarians were going to implement to stop the armed groups from participating in the elections.

ZARAGUINAS “COUPEUR DE ROUTE”

28. Zaraguinas are gangs of 10 to 150 well-armed individuals who often roam the outskirts of the capital and particularly the countryside, attacking vehicles and harassing passengers. These road-blocking bandits are armed and well-equipped in terms of transportation means, and bold enough to attack even during well-protected convoys. They also engage in cattle rustling and hostage taking and typically kidnapping children of wealthy Fulani herdsmen, forcing them to sell their cattle to pay the ransom. While their criminal activities are not new, it was mentioned that current insecurity has further worsened the incidences of roadside bandits. The Minister of Water, Forest, Tourism and Environment noted that the porous nature of the borders has facilitated the availability of weapons, making “zaraguinas” phenomenon possible on such a large scale.

POACHERS

29. The CAR’s inability to protect its abundant wildlife, has transformed the territory into an open field for heavily armed and equipped poachers, plundering national resources and devastating the fauna for food and commercial reasons. The present insecurity has further accelerated the illegal hunting of wildlife. During the JAM meeting with the Ministry of Water, Forest, Tourism and Environment, it was recalled that the nomadic herders moved from place to place in search of greener pastures for their herds. These movements sometimes hinder the protection of natural resources in CAR. There have also been reports of illegal hunting and fishing within the territory and the government lacks the capacity to curtail such engagements especially with the prevailing insecurity situation.

THE LORD’S RESISTANCE ARMY (LRA)

30. The Lord’s Resistance Army (LRA) is an insurgency movement originally from Uganda that uses the CAR as a safe haven. Although their numbers were estimated at fewer than 250 combatants, the militant group remains a serious threat, terrorizing local populations. After being chased from Uganda and

Democratic Republic of Congo, the LRA has concentrated its operations in remote areas of the South East of the CAR, where government's presence including security forces is very limited.

31. While the armed group remains active, the number of displaced people as a result of its activism in affected areas seems to be going down, thanks to the close to 5,000 troops of the AU- led Regional Task Force (RTF) to eliminate the LRA— drawn from Uganda, DRC, CAR and Sudan. According to recent reports from the Office for the Coordination of Humanitarian Affairs (OCHA), 65 presumed LRA attacks were perpetrated in the CAR during the first quarter of 2014, which resulted in 93 abductions and two deaths.

32. Besides terrorizing local populations, LRA has also entertained relationships with some key armed groups in CAR. For example, ex-President Djotodia in 2013, opened up contacts with the group and provided them with some support based on a false claim that Joseph Kony, LRA leader was willing to surrender. Relationships extend down the rank and file of ex-Seleka. While it remains unclear whether it is part of ex-Seleka strategy, it was alleged during the JAM, that there were opportunistic relationships between the politico-military group and LRA. Some reports have indicated that ex-Seleka fighters are involved in trading with LRA in illegally sourced diamonds and ivory.

33. This LRA-Seleka ambiguous relationship has further complicated the operations of the AU led regional force, in some key LRA affected areas. Recently, there have been reports of clashes near Nzako between ex-Seleka fighters and Ugandan RTF contingents, who accused the rebel group of collaborating with LRA.

CHAPTER II - THREATS ASSESSMENT OF THE CENTRAL AFRICAN REPUBLIC

OVERVIEW

34. The Central African Republic confronts many security threats, which could be organized into structural and proximate triggers. The structural threats include pervasive and longstanding factors ingrained into structures, policies, culture and practices of the CAR's society, which may create preconditions for violent conflicts. While the impact of chronic factors on the emergence of violent conflicts are indirect, failure to adequately identify and tackle them effectively may undermine any long-term strategy to reform security institutions— in a way that better protects population as well as ensures effective, professional and accountable provision of services.

35. Proximate threats are signs of likely or immediate triggers of violent conflicts. Often there are symptoms of poor governance, political mismanagement as well as chronic threats to peace and security in the country. Key proximate threats include: sectarian divide, the role of the politico-military groups, the state and necessity to reform FACA, and security risks related to upcoming elections. These challenges have immediate potential to further aggravate the already precarious peace and security situation and the future of security sector reforms processes in CAR.

BORDERS AND NEIGHBOURS

36. As a landlocked country, the CAR shares an extensive border with five countries. This situation is a source of economic vulnerability but also a threat to internal security as the Government presence in the borderlands is weak to say the least and absent at the worst. With estimated 424 customs officers for over 5,203km land boundary, the borders are extremely porous. The country shares its largest frontier with the Democratic Republic of Congo (1,577km), followed by Chad (1,197km), Cameroon (797km), South Sudan (682km), Sudan (483km), and the Republic of Congo (467km). During the JAM it was mentioned that only two border-posts exist between the over 1,000km boundary between CAR and the two Sudan.

37. Most of the neighbouring countries are themselves hotspots of violent conflicts with neighbouring Chad, South Sudan, Sudan, Congo and Democratic Republic of Congo perennially grappling with civil strife including wars. While the CAR's poor governance is at the root of the country's present and recurrent crises, the conflict-trapped region is a significant source of contagion. Some studies have shown that the propensity of civil war in a region may increase the likelihood of onset of violent conflicts in a neighbouring country. Taking overall safety and rule of law into account, the region ranks lowest on the 2013 Mo Ibrahim Index.

38. Even though the mechanism of spill over of civil wars remains complex, porous borders accelerate the flow of Small Arms Light Weapons into the CAR. It is difficult to put an exact figure on the amount of weapons in circulation in the region. Even before the present crisis, a small arms survey undertaken by the Geneva based Graduate Institute of International Studies, estimated that the quantity of weapons available to CAR's armed groups (10,000) were comparable to that held by its statutory forces (Lombard, 2008). A 2012 updated estimate by the country's National Commission on Small Arms and Light Weapons put the figure at 50,000. While proliferation of armed groups and criminal activities is not new,

the trend towards stockpiling of weapons by population as a pre-emptive defence strategy is worrying. During the JAM, it was mentioned that grenades were being sold for as little as 250 Francs CFA (i.e. approximately US\$ 0.50) and accessible to many local residents.

39. In addition to strengthening the market for the illegal sale of weapons, the CAR-Chad-Sudan belt of instability provides a potential bank for recruiting freelance combatants. Because of the many civil wars in the region, there is a huge cohort of young people who have become “regional warriors.” The dynamics of the regional pool of combatants are complex, and their composition diverse— comprising of regular and defector soldiers from neighbouring countries, unemployed soldiers, “career” rebels, transnational terrorist groups and cross-border bandits. They settled in CAR after being chased from Uganda and the Democratic Republic of Congo. Many regional combatants have fought in multiple civil wars in the region either as soldiers or rebels. As a result of failed Disarmament Demobilization and Reintegration programs, Chad and Sudan are key source countries for military entrepreneurs and weapons.

40. The highly fluid nature of the loyalties of the various groups is among the biggest threats to peace in CAR. In fact, the trading of alliances of foreign fighters has been a structural feature of armed rebellions in the country. For example, in 2003, former President Bozizé recruited ex-combatants with fighting experience in previous Chadian civil war as well as impoverished youth from Chad who had expectations of making money by fighting in CAR. But after the takeover, the relationship between Bozizé and the ex-Chadian combatants deteriorated rapidly. As a result of failure to meet promised payment as well as no prospect for integration into the CAR national army, most of the freelance combatants switched loyalties and joined the Ex-Seleka which subsequently ousted Bozizé from power in 2013. While the role of Sudan in the CAR rebellion remains unclear, Sudanese’s Government backed Islamic militias including Janjaweed’s have also used the north of CAR to stage offensive attacks against secessionist rebels in Darfur. Some of the militias-turned mercenaries were subsequently alleged to be recruited by the Ex-Seleka.

ENVIRONMENTAL THREATS

41. The CAR is equally confronted with a growing number of environmental stressors, interacting with a variable and changing climate to drive conflicts in the country. While long-term climate change is projected to heighten risks of environmental change, the water and agriculture sectors are already feeling the impacts of an increasingly unpredictable climate. According to the World Bank data, the per capita availability of crop and grazing has fallen by more than three folds since the 1960s.

42. In tandem with the falling availability of grazing lands, water, one of CAR’s important comparative advantages over other countries in the region, has been declining from year to year too. The two river basins: the Ubangi and Chari, which flows into Lake Chad, have experienced a worrisome decline in their water potential. Also the quality of surface water is also deteriorating, especially that from its rivers, springs, ponds, and traditional wells that provide drinking water to around 70% of the population.

43. The rich water resources and extensive grazing lands have traditionally attracted cross-border migration into CAR. In fact, according to FAO estimates, 20% of all cattle in CEMAC are found in CAR. Historically, conflicts have been an intricate part of the experience of herding pastures from Chad southwards into the CAR. However because of the negative consequences of environmental stressors, these conflicts have taken a violent trend, accelerated by the present insecurity in the country. Since 2008, violence has reached record levels with significant percentage of populations living along the grazing lands in CAR, internally displaced.

44. Central African farmers as “conquerors” perceive the pastoralists from Chad and Sudan negatively. And, due to the worsening security situation, they have changed their migration routes as well as equipped themselves with more sophisticated weapons making it difficult to distinguish them from armed groups, bandits or rebels. Also the disruption of the traditional migration routes has led to further destructions of crops and fuelled conflicts between sedentary farmers and pastoralist groups. Given the increasing inter-communal tensions, it is likely that pastoralists who are predominantly Muslim will increasingly arm themselves, against the spiralling religious inspired violence.

45. A meeting held with representatives from the Ministry of Water, Forest, Tourism and Environment revealed a strong awareness in the policy circles about climate change. Yet there was no effective adaptation program to mitigate the consequences of climate-induced conflicts. It was observed that a major barrier to responding to climate change in CAR was the on-going conflicts in the country. It is then projected that the CAR’s climate could warm by 1.5 to 2.5 degrees Celsius by 2080 (CIFOR, 2013).

DEMOGRAPHIC STRESS

46. Like most countries in Africa, the CAR appears to be experiencing a demographic transition. With over 20.5 % of its population made up of youths—15-24 age group—the CAR is among the top 13 countries in Africa with the largest share of young people (UNDESA, 2010). In fact, the country is experiencing a youth bulge, a potential source of social stress and conflicts (UNICEF, 2012). Studies have shown that countries with youth bulges have markedly higher risks of seeing onset of violent conflicts (Urdal, 2005).

INTER-COMMUNAL VIOLENCE

47. Sustained mistrust between CAR different communities including Muslims and Christians, remains a major threat experienced during the JAM. But as a general trend, violent conflicts appear to have gone down, albeit in an unpredictable manner. The violence appears to be more concentrated in Bangui, even though an escalation of violence is noticed in Bambari, Bossangoa, Bangassou etc.

48. While there seems to be no clear strategy for bridging inter-communal differences, a number of notable top-down and bottom-up measures were cited during consultations with key CAR stakeholders. Examples include the dedications of a senior cabinet portfolio to Communication and Reconciliation as well as the increase but uncoordinated attempts by key religious leaders to bridge the sectarian division. During the JAM, MISCA mentioned encouragingly that some internally displaced families have started moving back to their home communities.

49. Efforts at building confidence between communities appeared to be limited in scale and political will as well as lacking of clear vision, coherence and coordination. The civil society groups consulted expressed a growing sense of insecurity among communities. As a disturbing trend, it was mentioned that households and communities have been stockpiling small arms and light weapons in anticipation of any imminent attack. While the situation appeared relatively calm, the savage killings and violence recounted by civil society groups make reconciliation even more challenging. During the JAM, the State Minister of Rural Development outlined plans to employ communities as foundations for a new inclusive strategy to better gather intelligence. It remained unclear how this would proceed, given the polarized nature of the CAR society.

50. A *de facto* partitioning of communities along sectarian and religious lines was observed. While the new Transitional Government has expressed its opposition at any attempt to divide the country, in Bangui it was noted that the remaining Muslim population was living in a delineated neighbourhood of the city, protected by international forces. As a worrying trend, the Muslim population in the city shrunk from over 200,000 before the recent crisis to about 2,000. The pattern of rearranging traditionally heterogeneous communities along faith-based lines, poses an immediate threat to security. The new rearranged homogenous neighbourhoods may make communities to stand out, making them more vulnerable to attacks by rival groups.

51. Religion is an important aspect to understanding the recent crisis and has increasingly become a marker for the armed groups involved. However, most stakeholders consulted emphasized that the roots of violence extended beyond the simplified sectarian identities, to include growing socio-economic inequalities and political marginalization of the different groups, which must be taken into account in any long-term peacebuilding strategy.

CHAPTER III – THE CAR SECURITY SECTOR REFORM COORDINATION MECHANISM

52. The JAM met collectively and separately with members of the Technical and Strategic Committees on SSR.

BACKGROUND ON THE COORDINATION MECHANISM

53. A national seminar on SSR was conducted in April 2008. One of the outcomes of this seminar was the establishment of the Permanent Technical Secretariat on SSR with 8 thematic groups namely: National Defence, Internal Security, Judiciary Administration, Territorial Administration, Finances/Customs, Democratic Control, Intelligence and DDR. A retired Central African General chaired the Permanent Technical Secretariat on SSR and a civil servant of the Ministry of Defence was serving as its secretary. In spite of some activities between 2008 and 2011, the Committee became less and less active due to the lack of interest from both national and international partners on the one hand, and the lack of funding for SSR initiatives on the other hand. Between 2012 and early 2013, the Permanent Technical Secretariat on SSR held only one (1) meeting.

54. In September 2013, the Permanent Technical Secretariat on SSR convened several meetings with experts from the AU and BINUCA. The main objective of the meetings was to identify SSR priorities during the transition period. As a result of these consultations, a concept paper on “Three Priorities of SSR during the transition period in CAR” was developed. This document spells out twenty-seven activities, three per the above cited thematic groups, with the goal of laying the ground for the stabilization of the security situation while keeping open the discussions for a more comprehensive SSR after the elections.

CURRENT COORDINATION MECHANISMS

55. In December 2013, two decrees signed by the CAR Prime Minister (Decree N°28 and N°29) led to the establishment of Strategic and Technical Committees on SSR. These decrees do not mention the previous Permanent Technical Secretariat on SSR and its future and were following two other decrees (N°22 and N°23) signed in October 2013 that established a Strategic and a Technical Committee on DDR. While the Strategic Committee’s mission is to provide strategic guidance, the mission of the Technical Committee is to (i) elaborate an SSR strategy, (ii) define a Plan of Action for the implementation of this strategy, (iii) define the institutional framework for its implementation, (iv) establish coordination mechanisms among partners, and (v) figure out recommendations to the attention of the Strategic Committee that operates at political level.

56. Representatives from the national authorities and international partners such as AU/MISCA, BINUCA, UNDP, EU, FRANCE, and Sangaris are members of both Technical and Strategic Committees. The Strategic Committee is co-chaired by the CAR Prime Minister and the Special Representative of the UN Secretary General and head of BINUCA (now MINUSCA). The Technical Committee is co-chaired by a national representative and a representative from the International Community (namely the Head of the Security Institutions Unit (SIU) of BINUCA, now MINUSCA).

57. These Committees met several times before and after the signature of the above-mentioned decrees. However, after the 5 December 2013 events and the change of the Government in

January 2014, the meetings of the Strategic Committee were stopped. As for the Technical Committee, it met only a few times, and later on stopped its activities due to various reasons and mainly because of the lack of coherence and vision among national actors on how to approach SSR during the Transition. Nevertheless, *ad hoc* meetings were still convened among international actors to discuss ongoing critical security-related issues and the potential areas of assistance to security institutions.

58. Owing therefore to the crucial link that exists between SSR and DDR and the fact that as such, there are two committees for each of those two areas, a recommendation was made by both national and international partners with respect to revisiting the composition of Committees with the goal of bringing more coherence by including all relevant actors and by creating a clear link between the two processes. Despite these real coordination challenges and pending the signature of the new decrees by the PM revising the composition of these Strategic and Technical Committees, eleven meetings were held between February 7, 2014 and May 16, 2014 by the existing interim “SSR Technical Committee”. Unfortunately, international partners were not associated to these meetings.

GAP ANALYSIS

59. The established coordination mechanisms became less and less active due to the lack of a comprehensive and multi-layered strategy on SSR, the unpredictable security situation in the country and the frequent changes of government. To this, can be added the poor role of the National Transitional Council as key actor with regards to the democratic control on SSR discussions, and the lack of coordination between the Offices of the President, the PM, each of them trying to have a direct control on SSR initiatives in the country. Decrees on the revision and re-establishment of both Committees are still pending the signature of the PM. Meanwhile, pressing needs oblige international partners and certain national actors to carry on convening *ad-hoc* meetings.

RECOMMENDATIONS

SHORT-TERM (UNTIL THE ELECTIONS)

- a) Revise the composition of the two SSR Committees that should take into account new actors such as SANGARIS, EUFOR etc. and include members of the Commission of Defence and Security of the National Transitional Council and representatives from the civil society;
- b) Reactivate the Strategic and Technical Committees as soon as possible by the Prime Minister in signing the two decrees establishing the reconstituted committees;
- c) Consider expanding the role of the SSR Technical Committee to include that of an in house “think tank.” The goal is to strengthen the hand of the Government in undertaking successful dialogue and negotiations by better anticipating, analysing and formulating thoughtful ‘no-regret’ responses to the actions of politico-military groups. This could fill the observed gap in systematic reflections at the level of government on how to engage with the armed groups with regards to SSR or SSR related issues;

- d) Ensure that the decrees delineate clearly the respective mutually supporting and complementary attributions of the Prime Minister and the President of the transition so as to avoid conflicts or duplication;
- e) Avoid *ad hoc* basis meetings convened only amongst nationals or only amongst internationals so to ensure respectively national ownership and compliance with international standards as well as adequate and coordinated international assistance.

MEDIUM-TERM (AFTER THE ELECTIONS)

- a) Review and assess, together with national and international actors, the effectiveness of the Strategic and Technical Committees on SSR in order to decide whether to keep them in their current designed format, re-adapt them to new circumstances, or create new sustainable mechanisms.

CHAPTER IV - POLICE, GENDARMERIE AND THE STATUS OF INTELLIGENCE SERVICES

60. The JAM met with senior officers of police and gendarmerie and paid a visit to a police station under refurbishment as well as to the Gendarmerie Headquarters. Unfortunately the team was not able to meet with the Minister of Security during the mission.

THE POLICE AND GENDARMERIE BEFORE THE 2013 CRISIS

THE NATIONAL POLICE

61. Before the 2013 crisis, the National Police was already affected by the frequent mutinies by FACA soldiers that targeted police stations and looted their armouries. The National Police were in the end victims of neglect in their overall standing and welfare. The main problems affecting the police at this time were demoralization, made worse by a number of aged personnel with years of accumulated salary arrears and no pension scheme, with a presence mainly in Bangui and without noteworthy equipment. In terms of strength, there have never been enough police officers to meet the needs of a population victimised by crime and the widespread availability of weapons.

62. The national seminar on SSR in 2008 highlighted the widespread human rights abuses by the police and prevalent corruption, both of which led to the particularly poor image that the population has of the police. Various efforts at training and increasing equipment were carried out to improve this situation. UNDP through its 'rule of law' programme and the EU through its 'justice reform' programme have been carrying out various activities to rehabilitate some police stations in the countryside as well as in the capital, Bangui, and to provide basic equipment. In spite of the recommendations of the seminar and the truly desperate situation in which the police find themselves, no notable change was seen. They are still characterised by a poorly coordinated horizontal hierarchy with many more officers than police, poor or insufficiently interiorized sense of ethics, morale and self-image, sheer complexity of the legacy of mismanagement, disinterest by the governments, which led to a desperate situation and the seeming intractability of the dysfunction of the police.

THE GENDARMERIE

63. Thanks in large part to the role of France, which took on the task of providing some training and equipment even before SSR was formally embraced as a framework, the gendarmerie overall operated better than the national police. The gendarmerie has a presence throughout the country. However, if the gendarmerie suffers from some of the same weaknesses as the FACA, i.e. ethnic recruitment, limited number of commanding officers, ageing personnel and lack of equipment, this paramilitary body presents fewer dysfunctions and a markedly higher sense of professionalism. This is encouraging given the critical role a force like the gendarmerie can play in security sector governance. The residues of past practices still linger, and much remains to be done. The gendarmerie remains an island of order in the overall security architecture of the CAR, because of its professional outlook, its presence throughout the national territory, its post-conflict restructuring by France and its better equipment.

64. After the Ex-Seleka and Anti-Balaka turmoil in March 2013, the law enforcement system was practically reduced to insignificance. The Police and Gendarmerie Forces in CAR (or what remains of them) resumed their activities and were merged at the end of August 2013 with an administrative decree placing the Gendarmerie (formerly under the Ministry of Defence) under the Ministry for Public Security, Immigration, Emigration and Public Order (corresponding to the Ministry of Interior), together with the National Police. The decision was due to mainly practical reasons rather than political, in order to try to assemble the minimum of a law enforcement organization throughout the country, taking into account the available strength on both sides. Such a measure of urgency was clearly needed in a scenario of serious instability and lack of public security, intensified by the almost total dispersal of the FACA after the Ex-Seleka uprising. The Gendarmerie was dissatisfied with the manoeuvre, due to the overall better asset and conditions they enjoyed before the last crisis.

65. The total strength of the Police (as of 28 April 2014) was around 1,600 with no clear ranking distribution. The exact strength of the Gendarmerie forces throughout the national territory is not clear but it was estimated to be between 2,400 and 2,500. While the police seems to be present currently only in Bangui (according to the UN police advisors and French Gendarmerie advisors), the Gendarmerie seems to have reshaped some operational units in the interior of the country. However, the C2 organization is weak and there is no evidence that the decentralized Gendarmerie Units were reporting to the authorities in the Capital.

66. The police resumed some of its activities after the Ex-Seleka looting, where almost all of the armament and equipment disappeared from barracks and compounds. Only 12 side arms were counted as available within the whole National Police in April 2014. A process of arms recovery is underway, and as of the end of May 2014, the total of arms recovered rose to 52. Currently the active law enforcement structure operating in Bangui is the so called "escadrons de marche", a mobile unit formed of 4 joint (police + gendarmerie) units, roughly at a company level in terms of strength, with armament and equipment at the minimum level to ensure some operational effectiveness in the performance of their daily activities. The operations of these units are coordinated by a "centre operationnel mixte" physically located within the main compound of the Gendarmerie in Bangui. Vehicles, uniforms and communication tools have been provided by some donors.

67. In terms of training, both the Police and the Gendarmerie training centres in Bangui were looted and emptied during the last crisis. The rehabilitation of these structures is envisaged under some EU development programmes, respectively by the 10 EDF (RESEJEP programme for the Police School) and the IfS (project implemented by CIVIPOL for the Gendarmerie School) that also envisage trainings as well as provision of non-lethal equipment.

68. Despite efforts to increase the capacity of the security forces to ensure the security of the population, the gendarmes and police officers often neglect, or are ignorant of the recently developed code of conduct that is not yet adopted. The main obstacle to improving the security of the population, according to several interviewees, is that the security forces must understand that their main task is to protect, not harass the population.

69. Bad working conditions, high average age of the personnel without the possibility to put in place an efficient retirement process, and salary arrears contribute to the disciplinary problems of the

forces and partly explain why gendarmes and police officers until recently extorted regularly food and money from the population. Another cause to the failure of professionalising the recruitment process to the security forces is the widespread nepotism and corruption. The government has been often accused of ethnically biased recruitment and nepotism. The efforts to guarantee ethnically mixed recruitment to the army seem to have failed, which became evident since the break out of riots in the capital starting at the end of 2012.

OBSERVATIONS AND RECOMMENDATIONS

70. Like any of the main pillars of the security sector, the law enforcement organisations are in dire need of a reform of their structure, procedures, image and relations with the population before they can become a well-functioning service. One initial consideration that should be retained in this regard is the fact that the role of the police was always considered marginal since the armed forces had always been used to perform traditional police work in the country. This was reflected in the sense of security developed by the CAR political elites' network, which explains also the emphasis expressed by many authorities interviewed during the mission on the urgency to rearm rather than form a modern and civilian police force with the mission of providing internal security through protecting citizens and properties.

71. During the workshop at the end of the assessment mission, the working group considered a possible roadmap to follow in two phases: short term (before the possible next elections) and long term (after the elections), with a series of measures and initiatives to be framed within those two phases, taking into account the three main chronological steps that a global police reform process should follow in CAR: (1) urgent restoration of peace and order; (2) with international forces, support the public security and rule of law during the electoral process; (3) comprehensive rebuilding, reconstruction and reform of the police forces.

SHORT TERM (BEFORE THE ELECTIONS)

- a) The Government with the support of partners should create a rapid intervention force starting from the resources currently available. Such force should be enabled to maintain law and order in the Capital and provide a minimum operational capacity to support the elections process;
- b) Government action should also address the three main challenges as follows: (i) the identification of the elements (from the currently available strength police/gendarmerie) eligible for the constitution of such a force; (ii) the training of the identified elements, that for the purposes of such action should be focusing on defence and questioning techniques, public security, maintenance of public order, crisis management; (iii) the provision of adequate equipment to the formed personnel.
- c) Continue and further expand the rehabilitation of some police stations not only in the Capital (where the process is already on-going by different initiatives) but also gradually in the rest of the country, starting from the most significant areas on a law enforcement needs standpoint, in order to be able to deploy police and gendarmerie forces on a temporary or permanent basis.

LONG TERM (AFTER THE ELECTIONS)

- a) Initiate a comprehensive and gradual police reform under national ownership according to the specific needs of the country. The following core value and principles were highlighted during the mission: integrity, professionalism, compliance to the rule of law embodying values respectful of human rights and dignity, accountability, codes of conduct, ethnic and gender balance, regain trust from the population, enhancing public understanding and local accountability of policing etc.;
- b) Establish and sustain internal systems and procedures for the accountable and transparent management and administration of the police services;
- c) Improve police and gendarmerie operational capacities including regarding the new recruitment process to increase the number of law enforcement personnel in relation to the population, review of the legal framework, specialized training to achieve their interoperability in spite of their different command structures etc.;
- d) Rebuild clear and systematic links and synergies between law enforcement personnel and the penal chain.

CHAPTER V – THE CENTRAL AFRICAN ARMED FORCES (FACA)

72. The JAM met with the team of the Ministry of Defence led by the Director of the Cabinet, as well as the Army Chief of Staff that was working on an internal plan for restructuring the FACA and invited some officers to participate at the workshop organized at the end of the mission. Unfortunately the team was not able to meet with the Minister of Defence, during the mission.

BACKGROUND

73. There is a 1961 law that established and still governs the structure and day-to-day activities of the Central African Armed Forces (FACA). The law was supposed to ensure that the armed forces would defend against all forms of aggression, maintain security and integrity of the country, protect the lives of its population and to support the national police and gendarmerie at all times and under all circumstances. Recently the missions anticipated for FACA also included providing humanitarian services, contributing to the socio-economic development of the nation during peacetime and being prepared to participate in peacekeeping operations. Originally, the CAR defence forces included the Bureau of the Chief of Defence Staff, ground forces, air force, a fluvial battalion, a brigade of protection and security of institutions, a battalion of fire-fighters, an engineering brigade, services (such as health, armoury) and schools and instructions centers. The total number of the FACA has fluctuated through the years between 2,000 and 8,500.

74. However, through the years, FACA, which had more recruits from certain dominant ethnic groups was negatively affected and also became a cause for political upheaval, nepotism and tribalism. The ill-equipped and not well managed force was limited to protecting Bangui and a few other urban areas, living a security vacuum in the vast country-side which was left to the mercy of several armed politico-military groups. As a result, the small and ill-equipped FACA was unable to maintain peace and security throughout the country. The force was limited to protecting Bangui and a few other urban areas, living a security vacuum in the vast country-side which was left to the mercy of several armed politico-military groups. These problems resulted in several violent mutinies, military coups, looting, extra judiciary killings, torture and other human rights violations, including rape in conflict areas, further reinforcing the sense of insecurity especially in the northern regions of the country. The FACA is also unable to resist the threat posed by external armed groups such as the Lord's Resistant Army (LRA).

75. The failure of FACA to provide security led to several interventions by other countries. At various times, countries such as Libya, the Democratic Republic of the Congo, Chad, Gabon, Mali, South Africa and France sent troops into CAR to help one group or another. International multi-national forces also intervened, including the Inter-African Mission to Monitor the Implementation of the Bangui Agreements (MISAB), the UN Mission in the Central African Republic (MINURCA), the Multinational Force in the Central African Republic (FOMAC) and the Mission for the Consolidation of Peace in Central Africa (MICOPAX) deployed by ECCAS with support from the Central African Economic and Monetary Community (CEMAC) and the European Union.

76. The current international forces deployed in the CAR are the African-led International Support Mission in CAR (AFISM-CAR/MISCA) deployed by the African Union, the French Sangaris operation and the European Union Force in Central Africa (EUFOR). In the southeast, the AU-led Regional Task Force (RTF) composed of Ugandan, US and a few CAR forces is deployed to tackle the LRA threat. In the North, a

tri-partite force composed of Chadian, Sudanese and CAR troops was deployed to ensure the border security in that area.

THE CAR AIR FORCE AND FLUVIAL BATTALION

77. The CAR Air Force and Fluvial Battalion, like the country's Army in general, is a product of the colonial legacy from France. Created on April 1961, these two (2) Forces remain regulated by the decree No. 61/042 of March 1961.

78. Placed under the Bureau of the Chief of Defence Staff following the reorganization of the Armed Forces initiated by President Francois BOZIZE in 2003, these Forces are geared towards the protection of the country by ensuring the transport of troops and materials, the surveillance of the territory, the securitization of fluvial boundaries, the protection of airport and fluvial installations/facilities, medical evacuations of the populations, the transport of V.I.Ps., and the assistance to populations in times of disaster. Unfortunately, the progress to power of the Seleka coalition from December 2012, led to the destruction of much of the Air and Fluvial facilities/capabilities and the dislocation of its personnel.

79. Composed of 368 Air Force personnel (based at Camp M'Poko) and around 700 Fluvial Guards (deployed in 17 detachments both in Bangui and in the provinces), the CAR Air Forces and Fluvial Battalion remain affected by various challenges such as, among others, the lack of well-qualified personnel, an aging staff (no retirement since 2008), the lack of modern and adequate military equipment, the lack of communication materiel, the lack of fuel for military planes and vessels, and the lack of appropriate infrastructures. Hence the necessity to mobilize resources and human capital so as to urgently contribute to the restoration of the functional and operational capability of these forces, contribute to their professionalization, and provide them with appropriate means to carry out their primary missions of protecting the CAR airspace and waterways.

CURRENT STATUS OF FACA

80. Many FACA fled Bangui or the country after the 24 March 2013 coup by the Ex-Seleka. Further to the new phase of escalation after 4 December 2013, a significant number of FACA defected to the Anti-Balaka fully or partially. The country was left without an operational defence force. A registration of the armed forces, which started in December 2013 in Bangui (given the difficulty to access the regions), is being carried out by a small national team without international monitoring and only with limited equipment donated by UNDP. This makes it difficult to create a reliable database to be used to accurately identify the personnel and gather information for future vetting, restructuring and transformation of the defence forces.

81. Although only part of all registered FACA reports to work every day, the number of the registered personnel is 6,752 as of the end of May 2014, out of the officially declared 8,343 before 23 March 2013, when Bangui was seized by Ex-Seleka. Currently the majority of FACA personnel (exact figures unknown) are regrouped in Camp Kassai in Bangui and few FACA elements are still in position in Obo, Birao and Bouar, 3 of the 6 military regions with no control and no assistance. The FACA barracks have been looted, destroyed and polluted by Ex-Seleka and some of those facilities are still utilized for regrouping Ex-Seleka.

NATIONAL AND INTERNATIONAL FRAMEWORK

82. In the current transitional Constitution, the Head of State is the supreme commander of the armed forces, appoints the military hierarchy and provides strategic directions for their work. A Defence and Security Commission within the National Transitional Council has been established and the Transitional Government has nominated a Defence Minister and an Army Chief of Staff. The Transitional government is committed to reconstitute FACA into a national army, but there is a deficit in the institutional framework. Although the *Règlement general sur la discipline* was revised after the 2008 SSR Seminar, the Military Programmatic Law covering 2009-2013 is out-dated and needs to be revised.

83. Armed forces have to comply with the four United Nations Security Council resolutions (2121, 2127, 2134, 2149). Among other elements, these resolutions state the need to reconstitute professional, balanced and representative CAR security forces selected on the basis of the respect for human rights and nationality and emphasize the importance of vetting procedures. In addition the international community imposed an embargo on the transfer of armaments and military material to CAR. At the moment, bilateral actors such as South Africa and France have suspended their military cooperation with the FACA. The President of the Transition wrote a letter to the international community on 25 January 2014 requesting to rearm the FACA, while other political leaders also have repeatedly asked about this several times.

OPERATIONAL CHALLENGES

84. Currently, the operations of the national army are frozen. FACA feels resentment both because of not being able to resist Ex-Seleka and because of the embargo imposed on their rearmament and lack of international assistance. Generally, the army faces significant challenges, including the following:

- (i) lack of equipment, training and capacity,
- (ii) deployment limited to Bangui, armaments have been taken away either by Ex-Seleka or by elements of FACA themselves,
- (iii) most files and infrastructure have been destroyed by Ex-Seleka,
- (iv) inherited chaotic recruitment with domination of certain tribes, no vetting, aging army, and undocumented promotion,
- (v) lack of discipline, widespread corruption and weak command and control structures,
- (vi) low morale and motivation, due in part to salaries arrears, as well as no military activities, and
- (vii) grim human rights record and lack of credibility, with some FACA elements who have joined Anti-Balaka or Ex-Seleka committing atrocities against civilians, thus, violating the neutral position of the army.

INTERNATIONAL COMMUNITY PROJECTS RELATED TO THE ARMY

85. UNDP has provided some equipment to support the FACA registration process. MINUSCA has developed a project aimed at further supporting the process of registration and creation of reliable sustainable database to be used for future defence restructuring and conversion as well as rehabilitation of certain civilian facilities of barracks, pending its approval and funding, and is also fulfilling an advisory and coordinating role. It should also be highlighted that the CAR Transitional Government is currently approaching several African countries, such as Sudan and Angola for military assistance for the restructuring of the army with no concrete needs assessment. However, traditional bilateral actors such as South Africa and France have suspended their military cooperation with the FACA.

THREATS TO AND OPPORTUNITIES FOR THE ARMY

86. While the FACAs image is tainted, the idea of its reactivation seems to be enjoying public support and remains the most important issue for the military. As a matter of total mistrust and complete dislocation, on 5 February 2014, at the ceremony of the official resumption of FACA attended by the President of the Transition at *l'Ecole Nationale d'Administration*, a FACA member was lynched to death and mutilated by several other FACA personnel for his affiliation with Ex-Seleka. The international community has put in place projects to support the police, gendarmerie and Ex-Seleka, but very little attention to the calls for the reactivation of FACA. This may create frustration and a return to violence, in a context of poverty, unemployment and marginalisation.

87. There is a consensus among national authorities, civil society and the international community on the urgency to reform the army but there is a lack of leadership and vision from national stakeholders in this regard. It is a priority to have a national consensus on the type/structure of the army that the CAR needs and to reconstitute the force, following fair vetting processes, and achieving a regional and ethnic equilibrium. The issue of 'how' to transform the army is however contentious. While it seems that the CAR authorities and local civil society consulted during the JAM are in favour of revamping the old FACA, with all the liabilities that this entails, the international community is in favour of a more fundamental reform of the army. While it also seems the necessity of a more ethnically balanced army based on a new recruitment process is more accepted, the issue of vetting and integration of ex-combatants into the new army is more sensitive and political. It still remains to be seen whether the national authorities will be ready to integrate a number of Ex-Seleka into the new army.

88. On the national side, the Chief of Staff of the Army has put together an internal action plan with short and medium-term actions for the reconstitution of the armed force and its transformation from a projection army to an apolitical republican garrison army, regrouped in barracks in each of six regions, and consisting of battalions of 850 instead of 450 troops. In the short-term, the priorities would focus on human resources, identification, career development plan, rehabilitation of barracks, provision of uniforms and training on human rights and reconstitution of legal and administrative documents, among others. The Transitional Government supports the reform of an army using FACA elements as a basis for a professional, young and dynamic army, which respects regional quotas and gender. National actors advocate for the end of the arms embargo in order to reconstitute their force.

89. Public Works, such as rebuilding schools or rehabilitation of sites to accept IDPs, as well as relevant training in humanitarian law and child protection (as currently conducted by Sangaris), are essential to rehabilitate the image of the FACA.

RECOMMENDATIONS

90. The reform of the army needs to be conducted as part of a broader, holistic and inclusive security sector reform in CAR. In the current Transitional Government, advisory capacities, training and equipment are urgently needed to prepare the defence leadership and forces to take up their constitutional roles. It is important to capitalize on previous efforts and lessons learned regarding the reform of the army, such as the previous '*Etats généraux de la défense*'. In this regard, the following is recommended:

SHORT-TERM (BEFORE THE ELECTIONS)

- a) Rehabilitate the existing army barracks;
- b) Finalise, with support of partners, the registration of the CAR defence force in order to build a reliable, sustainable and manageable database for the retirement, vetting and restructuring of the army. The international community should provide more support in this process;
- c) Define and agree with all stakeholders criteria for recruitment that should pass through a fair vetting mechanism in line with humanitarian law and human rights standards, along with ethnic and gender quotas with the aim of ensuring a balanced geographical/ethnic/gender representation in the national defence force, among others;
- d) Support the transitional government at all levels for the development of a multi-ethnic, apolitical, and republican army and its deployment outside Bangui. The international community should provide high-level advisory capacity to national authorities, in particular at the level of the Ministry of Defence, to develop immediate measures and to provide resources to urgently oversee, govern and manage the defence force;
- e) The Government, with support of partners, should initiate national consultations on the future size, format, type and structure of the army in order to prepare the ground for the elaboration of a vision for the future CAR government;
- f) Organise and facilitate a political dialogue to reach an agreement with armed groups (in particular Ex-Seleka and Anti-Balaka), within the framework of a reconciliation process.
- g) Build appropriate and contextualised confidence measures between parties not only at the political level but also within the army since various FACA have had different affiliations;
- h) Reinforce, in addition to internal disciplinary measures, the recently reactivated Military Court;
- i) Conduct CIMIC activities (building schools and roads, rehabilitation of sites for IDPs) to restore trust with the population;
- j) Develop a draft White Paper on Defence that need to be discussed after the elections;
- k) Organise adequate training on humanitarian law, child protection and gender;

- l) Strengthen and sustain the capacities of the National Transitional Council to better understand SSR processes and what is at stake in the restructuring of the army so it can efficiently fulfil its role of democratic control of armed forces.

MEDIUM-TERM (AFTER THE ELECTIONS)

While most of the above-mentioned activities may continue after the elections, below are medium-term recommendations:

- a) Achieve a shared vision among all actors on the future structure of the defence forces;
- b) Revise the military programmatic law;
- c) With support of partners, legislative texts should be revised, with provisions related to the roles and responsibilities of the defence and security forces in the states of emergency, siege and exception, and define the different responsibilities of the Head of the State, the Government and the Parliament in relation to defence and security;
- d) Construct, in accordance with the military programmatic law, new barracks for the future garrison army in the provinces and provide new uniforms, vehicles and communication means.

CHAPTER VI - THE FOREST GUARDS AND CUSTOMS SERVICES

91. The JAM met with the Minister and with senior officials of the Ministry of Water, Forests, Tourism and the Environment.

THE CAR FOREST GUARDS

92. The Central African Republic has some five million acres of dense rainforest, covering over 8% of its territory. Compared to other countries in the region, CAR forest is relatively small. In terms of commercial and ecological value, its forests are some of the richest in Africa. Moreover, from an ecological perspective, they represent a crossroads where the bio-geographic areas of Central Africa meet. The forest is also home to the indigenous Baka and Pygmy's communities—that make up about 11% of the CAR population. Successive CAR Governments have therefore taken steps to secure the forest as an important source of income and livelihoods.

93. Like other elements of the security sector, the JAM noted that Forest Guards suffer from systematic neglect including a lack of staff, and poor working conditions. With only 400 personnel, one Forest Guard covers 6,000 square kilometres, against an international norm of 250 personnel for such. They also lack basic materials and ammunitions to effectively police the CAR vast forest. As a result, poachers and mercenaries frequently overcame them with far superior quality weapons.

94. With the recent crisis, the representatives from the Ministry of Water, Forest, Tourism and Environment stressed that the working conditions of Forest Guards have worsened. Because of the high insecurity in the Northern provinces, Forest Guards were completely absent. As a result of the United Nations arms embargo, even in areas where Forest Guards have cautiously resumed duty, they lacked basic ammunitions including guns. Infrastructures including forest control posts have been destroyed.

95. The Minister of Water, Forest, Tourism and Environment noted that the Government has initiated some important reforms to strengthen the capacity of agents to police the rich forest. For example, an Atlas for mapping out conflicts zones in the forest developed before the crisis was awaiting adoption and implementation. The Ministry of Water, Forest, Tourism and Environment drafted a statute for water and forest personnel as well as a code for wildlife management. Their subsequent adoption will improve the working conditions of Forest Guards including their role in the security sector. The Transitional Government had also considered the integration of some of the armed groups including Ex-Seleka into the corps of Forest Guards but the proposal was dropped as a result of the current crisis.

96. In the short term, the Minister cited insecurity as the biggest threat to the forest sector. As a result of the recent crisis, most of the protected forest areas were further vulnerable to poachers. Given that an important part of the protected areas extend into neighbouring countries, the European Union has funded a mixed brigade of eco-guards from neighbouring countries working together with the CAR counterparts to fight against cross-border poachers.

97. The insecurity has been aggravated by the inaccessibility of some parts of the country during the rainy season. The Northern provinces are completely cut off from the rest of the country. Many tourist and timber companies have abandoned their operations in the Northern regions of the country. A representative from the forest department noted that the country was losing 3 million dollars per year of badly needed ecotourism income. Added to the seasonal partitioning, are the growing calls for secession by

the Northern parts of the country. A potentially divided CAR would likely affect the management of the rich biodiversity of the country and complicate the work of Forest Guards.

98. In the medium term, the informants identified the state of public finance as a major constraint to strengthening the capacity of Forest Guards. While the shortage of manpower is acute, future recruitment will depend on the health of public finances and the medium-term macroeconomic picture.

99. In the long-term, deforestation will remain the major threat facing the forest and environment sector. Almost 30,000 hectares of forest is lost every year to logging and unsustainable forest management practices. In the absence of government's presence in many areas, the rate of deforestation is projected to even go up with negative consequences for the economy and livelihoods of forest-dependent communities. Some reports have even identified the illegal looting of forest resources by armed groups as a major driver of the current crisis.

THE CUSTOMS SERVICES

100. Customs officers are an important statutory force. For the sake of effectiveness, a Presidential Decree defined some reforms in 2006. The sector is a part of the Ministry of Finance and is headed by a Director General appointed by the Head of State. The force strength is estimated at 424 customs officers, with 100 stationed in Bangui alone and the rest dotted across the country in 122 offices. As the lead source of government revenue, the service when functioning normally covers almost 90% of expenditures earmarked for public servant salaries. Over two-third (2/3) of the revenue comes from import taxes collected on the Douala – Bangui transport corridor, while a third (1/3) of the revenue comes from taxes collected from the airport and river ports in the country.

101. Like other components of the security sector, it was noted in the Customs Department that capacity is inadequate. With the country's extensive borderline, custom officers were overstretched. On average, there was just one officer to cover 1,469 square kilometres. As a consequence, borders are porous. Logistics and communication tools are scarce.

102. Insecurity along the country's main transport corridors remains a major challenge. It was only until recently, that MISCA including Sangaris have been able to clear the illegal roadblocks and secure the Douala-Bangui and Garoua-Boulai corridors, the revenue lifelines of the country. MISCA noted that there were still some pockets of insecurity. Due to the precarious situation, the country continues to lose important customs revenue. Meanwhile, thanks to the security support of EUFOR and MISCA, custom operations have resumed at the airport. However, the World Custom Organization has labelled the Bangui International Airport as a major transit point for illegal wildlife products.

103. In the long term, the illegal export of natural resources including diamonds and wildlife were identified as a key threat not only to revenue mobilization but most importantly to peace and stability. For durable peace, there was a feeling that efforts must be devoted to break the link between the availability of these conflict-fuelling resources and the financing model of the armed groups. Building the capacity of the custom administration and strengthening the public finance system was stressed as crucial for building sustainable peace and development in the country.

RECOMMENDATIONS

- a) Reinforce state capacity to raise revenues through an efficient system for collecting import and export duties;
- b) Redeploy Custom Officers throughout the country and ensure security of their work stations;
- c) Equip Custom Officers with basic arms and ammunitions, communication facilities and logistics;
- d) Finalize and adopt the new atlas of conflict as a tool for management of the country's rich natural resources;
- e) Adopt a new Wildlife Code as well as statute for Forest Guards;
- f) Strengthen security within protected areas and remove all illegal roadblocks.

CHAPTER VII – THE JUSTICE AND PENITENTIARY SYSTEM

104. The Joint Assessment Mission team met with the Minister of Justice, the senior officials of the Ministry of Justice, the General Prosecutor and the civil society organisations. The JAM also paid a visit to the main prison in Bangui where the team was welcome by the Director of the prison who conducted the visit and provided some explanations on the management of the prison, and the major challenges facing the prison.

OVERALL ORGANISATION

105. As a former French colony, the Central African Republic operates a civil law system with three levels of courts spread over “16 prefectures” that make up the country. These comprise, (i) a Constitutional Court, which determines whether laws passed by the National Assembly conform to the Constitution, (ii) three Courts of Appeal and, (iii) twenty four Courts of First Instance. The Constitutional Court receives appeals challenging the constitutionality of laws. In addition, there are thematic courts including the Court of Auditors, the Permanent Military Tribunal as well as a Tribunal for Children. In view of providing speedy investigations and judgments for cases of international criminal law dimensions, the Transitional Government has created a specialized Mobile Court, with nation-wide competency. In parallel, there are non-permanent judicial institutions—like the High Court of Justice and the Courts of Disputes. The Higher Council of Magistracy, Consultative Commission to the State Council and Conference of the General State Counsels together provide judicial oversight as well as manage careers of magistrates.

106. The Minister of Justice noted the reforms carried out over the years including the adoption of a Penal Code as well as Code of Criminal Procedure. A draft Code for Military Justice has been developed. Equally important were the ratification and incorporation of key international legal instruments into national laws, such as the “Organisation pour l’Harmonisation en Afrique du Droit des Affaires” (OHADA), a regionally harmonized package of commercial laws. The Central African Republic has ratified the Rome Statutes establishing the International Criminal Court (ICC). The country has also incorporated into its domestic law the United Nations Convention against Transnational Criminality, including its optional protocols on the treatment of women and children. The United Nations Convention against Torture is also part of national laws. In addition, the country has ratified the International Convention on Civil and Political Rights.

107. The delegation from the Ministry of Justice also pointed out to specific institutions fighting against corruption and abuse of public funds, for example, a National Agency for Investigating Financial Crimes (ANIF), and a State Judicial Agency (AJE) to recover stolen funds. Besides the organization of court institutions, the delegations from the Ministry of Justice also noted the substantive guarantees in the constitution for the autonomy of the judiciary as well as fairness in the discharge of justice services.

108. According to Article 1 of the law organizing the Judiciary of December 22, 1995, justice is rendered in the name of the Central African people. Article 5 states that all persons are equal before the law without distinction of race, ethnic origin, region, sex, political affiliation and social position. The separation of powers in particular the independence of the judiciary is guaranteed in the constitution. Article 75 of the Constitution declares that “the judiciary is independent of the legislative and executive authorities.” Article 76 reinforces the separation of powers by specifying that “in the exercise of their responsibilities, judges are independent and only subjected to the authority of the law.” The law recognizes

the protection of human rights as the basis of building a society. Audiences are public except under exceptional conditions where there is a risk to public order.

109. Yet, it was stressed that translating the statutory guarantees into practice remains the biggest challenge facing the justice system. While the correlation between integrity of the judiciary and type of regime was mixed, it was observed that successive military and civilian regimes have often exercised undue control over the courts. In fact, the executive arm of government has often determined the balance between accountability and autonomy in ways that frequently disadvantaged the judiciary. With the President being the constitutional guarantor of its independence, the judiciary has suffered from some problems of nepotism and corruption that have marked the Central African Republic.

110. Even when the judiciary has attempted to exercise its independence, it was however held back by severe capacity constraints. The courts chronically suffer from inefficient administration, shortage of trained personnel, frustration due to growing salary arrears, and lack of material resources. Less than 2% of the annual national budget is devoted to the Ministry of Justice. Approximately 211 magistrates work in the legal system, amounting to a ratio of 1 judge for every 21,300 inhabitants—compared to the global average of one judge for every 15,000 peoples (Shaw M, December 2003). In peace times, citizens travelled for more than 30 miles to reach one of the nearest 28 courthouses. Approximately, 150 lawyers operate in the country, averaging one barrister for every 30,000 peoples. The figures however exclude regional differences. In fact, almost 80% of all lawyers are based in Bangui. Against the recent crisis, the number of judges and lawyers in service are even much lower.

111. As a result of the prevailing security and humanitarian crises, the team that the JAM met painted a further deteriorated state of the judiciary. The justice system, in practice, “was in a state of standstill”. Courthouses in the provinces have been either destroyed or occupied by armed groups. Documents and premises have been ransacked or burnt down. Following the new Transitional Government request, some magistrates and support staff have resumed duty albeit cautiously. In Bangui, the JAM observed that court-work has started slowly but in the provinces, resumption was extremely slow at best. The representatives also cited some examples: In Bamberati, the Court of Appeal was functioning with only one state counsel and three magistrates. For Mboa, the Court of Appeal has a President on duty as well as the President of the Tribunal and Court of Children.

112. Following the recent crisis, the Minister of Justice further pointed out that the already poor working conditions of magistrates and lawyers have got worse. Basic logistics for functioning including transportation and information systems are scarce. Most magistrates lacked even the basic symbols of their authority: the judicial robe. Magistrates have to rely on public transport to attend to cases outside Bangui, with potential risks to their integrity and security. Opportunities for continuing education were scarce, too. There is no reliable information management system, court files remain unprotected. The Official Journal of Laws appeared infrequently with some magistrates having to ask lawyers to provide them with the text of law which they were referring to.

113. It was noted that the new Transitional Government and international partners have undertaken some quick impact initiatives to strengthen critical weak links in the penal system. The new Government has established a Mobile Court with nation-wide competency to tackle impunity by addressing the huge backlog of cases in a speedy manner. UNDP was implementing a three months project to strengthen the penal chain including rehabilitation of some Court premises, provision of vehicles and computers. Given the magnitude of the needs, current support was described as very insufficient. At the

same time, the success of the upcoming elections planned for February 2015 will highly depend on the effectiveness of the judicial. From the establishment of birth to non-conviction certificates, reactivating the courts in all the 16 prefectures with necessary logistics, human resources and security would be indispensable for the successful conduct of the elections.

114. Looking forward, security was underlined as an immediate threat to the judiciary. Increasingly, magistrates have become targets of assassination with many of them fleeing the country or opting to work only in the relatively safe Bangui and its environs. In November 2013, the Director General of Judicial Services was assassinated. Outside the capital, the security situation is worse, with some court jurisdictions under occupation by armed groups—for example, the Northern provinces.

115. Besides working conditions, corruption—rampant before the crisis, and even more so now—was cited as a constant threat to the integrity of the judiciary, too. Many lawyers paid judges for verdicts favourable to their clients. In some cases high-ranking Ministry of Justice officials were reported to have solicited bribes in exchange for dismissing a case. In reaction to judicial inefficiency, citizens in a number of cities have organized to deal with cases through parallel justice, such as mob violence, or resorted to neighbourhood tribunals and appeals to local chiefs. Citizens also sought such resort in cases of alleged witchcraft.

116. The Minister identified impunity as an even bigger threat. In particular how to ensure that political priorities for peace building do not overlap or undermine the judicial process. In fact, how to sequence between justice, reconciliation and reparations remained unclear. During the JAM, there was a feeling that prioritizing reconciliation over justice will only accelerate the vicious cycle of impunity and violence, which has been at the centre of instability and insecurity of the country. Senior members of the military and Government have frequently escaped judicial scrutiny.

117. From discussions held with participants from the Ministry, it seems in the search for a viable political framework to push forward with reconciliation, the new Transitional Government seeks to revamp the moribund customary justice system—base on the varied customs of the communities. However, given the polarized nature of intra and inter community relations as well as the violent breakdown of trust, how the strategy will be implemented was unclear. It should be noted, that the Government has never formalized the traditional courts into the legal systems. Besides citing Rwanda and Burundi as potential models, what type of safeguards will be put in place to guard against human rights abuses or access to a fair due process were equally unclear.

THE PENITENTIARY SYSTEM

118. The representative of the penitentiary that the JAM met with explained that there were 38 prisons spread unevenly across the country—a prison for every Magistrate Court. Organizationally, the penitentiary department falls under the Ministry of Justice and headed by a Director General. Included in its flow chart, were two directorates of penitentiary administration, and social insertion. The constitution protects the rights of prisoners as well as prohibits arbitrary arrests of persons. Article 48 of the Criminal Procedure Code states that judicial police holding a person for pre-trial detention must immediately inform the State Counsel within 24 hours, even if the period of detention falls on a public holiday.

119. Despite all the constitutional guarantees, even before the recent crisis, the prison representative stated that the conditions of prisoners were harsh, rudimentary and below international

standards. Capacities of the State to keep records are extremely limited. With the crisis, the situation has even got worse with only two of the prison establishments operating. It was difficult to put an exact figure on the number of people currently held behind bars. However, before the recent crisis, the US State Department Human Right report estimated in 2011 that there were about 1,900 individuals held in the different prisons: an incarceration rate of 54 prisoners for every 100,000 inhabitants, which is above the sub-regional median.

120. The number of women incarcerated was high, reaching over 12% of the population (United States Department of State, 2013). Over 75% of the prison populations were under pre-trial detention. As a result of the vandalisms and destructions of most prison facilities, the actual population of detainees was lower. As compared to that of 38 prisons, the conditions of pre-trial detainees in gendarmerie stations were very poor. Basic sanitary facilities were absent and adults were kept in overcrowded conditions, with no separation of inmates based on vulnerability— children and adults were held in the same place. There was only one prison facility for holding female prisoners.

121. The JAM was told that outside of Bangui, the conditions were precarious. Basic necessities, including food, clothing, and medicine, were inadequate and often confiscated by prison officials. Prisoners depended on family members to supplement inadequate prison meals and sometimes were allowed to forage for food near the prison. According to the State Department's Human Rights Report of 2013, prison detainees outside Bangui received a meal only every two to three days from prison authorities and sometimes had to pay bribes to prison guards to secure food brought to them by their relatives. Most prisons lacked basic sanitation and ventilation, electric lighting, basic and emergency medical care, and lacked sufficient access to water.

122. All stakeholders consulted were unanimous that the unreliability of the corrections system has worsened the security situation. The acute shortage of prison guards has resulted in rampant jailbreaks. Because of corruption and nepotism, prisoners and detainees with money and influence, frequently bribed their way out of the prison facilities. For example, MISCA representative expressed frustrations during the JAM about the inability of the prison facilities to keep suspects and prisoners sent to them. The inability to hold prisoners reinforces the general culture of impunity that marks the country's judicial system.

123. In addition, there was an overlap in the competencies of the prison administration and the military forces guarding the prison facilities. Responsibilities remain poorly defined and leadership lacking. The chain of command remained unclear, necessitating a need for creation of a real prison personnel body with a legal statute. Current "prison guards" lacked basic arms and ammunitions as for example in Bangui where the JAM visited and noticed almost 300 prisoners with 15 guards supported by MISCA soldiers.

124. As a crucial link in the penal chain, the JAM observed that the strengthening of prison facilities increasingly was becoming a top priority for donor support. The European Union through the United Nations Development Programme has provided logistics and material support to prison facilities. UNDP has also allocated vehicles and computers including indemnities for police, judicial corps and other auxiliaries of justice. But the project was due to expire by the end of May 2014 and future financing remains unclear.

OBSERVATIONS AND RECOMMENDATIONS

125. Following a workshop held with key stakeholders during the JAM, a unanimous conclusion emerged that the judicial and penal systems were almost in a state of complete breakdown. While everything seemed a priority, stakeholders agreed on some initial reforms in the immediate and medium term. In view of the crucial role of the judiciary, it was suggested that reform priorities would have to address key bottlenecks before and after the elections:

SHORT TERM (BEFORE THE ELECTIONS)

- a) Ensure zero tolerance to impunity through justice, reconciliation and reparations;
- b) The Government should draw lessons from other post-conflict countries in Africa in order to adopt a suitable transitional justice model for CAR;
- c) Redeploy magistrates to all the 24 Courts of First Instance and rehabilitation of all court premises;
- d) Undertake the rehabilitation of the key 38 prison facilities;
- e) Ensure basic logistics, communication materials and robes for magistrates;
- f) Set up an information management system for the judiciary;
- g) Reinforce security for magistrates as well as courts and prisons premises;
- h) Improve the detention conditions of prisoners by aligning them with international human rights standards;
- i) Reinstate centres for the reinsertion, and re-education of juveniles including creating a specialized brigade in the gendarmerie and police department to deal with minors and specific gender based violence issues;
- j) Ensure that magistrates have easy access to legislations, cases and court procedures through frequent publication and distribution of the Official Journal of Laws.
- k) Government and partners could put in place systems to ensure magistrates have opportunities for continuing education and trainings throughout their careers. This may include trainings in the handling of cases of gender-based violence, international human rights, case management as well as ethical and anticorruption.

MEDIUM TERM (AFTER THE ELECTIONS)

- a) Strengthen the independence of the judiciary as well as corruption-fighting institutions by enhancing its functional and financial independence;
- b) Increase in a significant manner the salaries of magistrates without prejudice on public finances as well as their working conditions so as to mitigate against corrupt practices;
- c) Develop and implement an ethical code of conduct for the judiciary so as to guide and measure judicial conduct. Breaches of the code should be investigated and sanctioned by an independent judiciary body;

- d) Continue and finalize the rehabilitation of all of the 38 prison facilities;
- e) Develop objective criteria to determine postings of judges in particular regions or locations so as to ensure that independent or non-corruptible judges are not punished by being assigned to remote jurisdictions;
- f) Place justice, reconciliation and reparations as the cornerstones of any transitional justice agenda, in particular by ensuring compliance with international norms and standards in implementing transitional justice mechanisms and processes, putting the victims and their rights at the centre of processes and institutions;
- g) Explore ways of reinstalling the customary justice institutions but doing so in a way that respect human rights and due process. This could be done by undertaking a careful study of operational and legal challenges to developing and strengthening alternative justice institutions.

CHAPTER VIII - DEMOCRATIC CONTROL AND NON-STATE ACTORS

126. The Joint Assessment Mission visited the National Parliament, and met with the representatives of the National Transitional Council (NTC) headed by its Vice-President as well as Chairpersons of the different Committees such as Security and Defence, Foreign Affairs and Natural Resources. The JAM also met with non-state actors such as the representatives of the press papers, community elders, mayors, women associations, faith-based organizations as well as representatives of private security companies.

OVERVIEW AND ARRANGEMENTS FOR THE TRANSITION PERIOD

127. The various constitutions had the customary legislative branch powers stipulations found in all French Republic inspired constitutions. Just as in the period of single party and military rule, under the multiparty, supposedly democratic era that started in the 1990s, the parliament played no role in security, whatsoever, and neither did any part of civil society. Under all the successive regimes since the 1990s, and definitely under the regime of Bozizé when SSR rhetoric and process started to be on the national agenda, nothing changed in relation to the genuine democratic governance of security with the appropriate roles for the parliament through its appropriate commissions, and civil society. While the latest SSR process had provisions that would have made progress toward democratic control of security sector in CAR, none were implemented. This was mainly due to the fact that security issues, which have traditionally been the reserved domain of the president with exorbitant powers granted by the constitution or accumulated through never challenged precedents of abuse of power, remained concentrated in the presidency.

128. Given the record of the various SSR processes, there was clearly no willingness on the part of successive Presidents to change the status quo. The challenge of any SSR agenda is to truly end this situation, using the unique opportunity created by the current situation and the window of opportunity it offers. One of the entry points for bringing democratic control of the security sector into reality is the constitution making process that is so critical to this transition period. The new constitution that will emerge from this process must give the appropriate role to the parliament in particular, but also to non-state actors such as civil society, in the democratic governance of security. Specific articles of the constitution need to break away from the extreme concentration of security related decision-making in the presidency and make the role of parliament more prominent.

129. The security related mechanism, in particular the Conseil Supérieur de la Défense Nationale (the highest security organ of the state set up by the constitution) needs to be revised to include representative(s) of the National Assembly. Equally, the appointment in major positions in the security sector should be made in consultation (if not consent) with the Parliament after deliberation of the Commission on Defence and Security, the attributions of which should be strengthened and clarified in the bylaws of the National Assembly.

130. The most urgent objective of any SSR process with a security governance focus must be to properly build capacity and equip the current Commission on Defence and Security of the National Transitional Council (NTC) to play its role. The role of this commission in this transition period cannot be emphasized enough. As its Chair admitted, she and her colleagues “have heard” of SSR but do not know much about it. The Chair of the Commission (along with the members of the National Transitional Council (NTC) the mission met) first pleaded for rearmament of the FACA, but seemed to be open to acquiring

more information about SSR and to being convinced that rearmament of the FACA without first reforming it could be problematic. Since the legacy of this transitory commission is crucial to the long-term role of parliamentary oversight, and democratic control more broadly, it is essential that its mission be accomplished successfully. The commission should be strongly encouraged to accept that democratic governance also means a redefinition of security and role for civil society and traditionally excluded stakeholders in security, including the ordinary citizen.

CIVIL SOCIETY & NON-STATE ACTORS

131. When in the 1990s the democratization process started, CAR civil society was left with the nearly impossible task of bridging the huge gap between the citizenry and state structures and policies. Despite continuous marginalization, CAR has a dynamic civil society made up of religious and secular, non-political organizations and women and youth groups advocating for or trying to play a watch dog role over a variety of causes, including human rights, prisoner rights, and women's rights to name a few. The current crisis has made the role of these civil society organizations even more prominent, as the estrangement between the state and its society and citizens has not, by any means ceased.

132. CSOs and other non-state actors have played a prominent role in a variety of initiatives and in national fora on governance and security related issues. They have had a sustained interest and stake in security sector governance, though as to be expected, they were never associated, other than in occasional national fora, to conversations on, and much less in, the management of the security sector. The organizations the mission met with, expressed a perceptible sense of concern at the current state of affairs and the jeopardy in which it puts the citizens they represent. These organizations have highlighted a sense of suspicion and deep disquiet in the population at the presence and activities of the international forces, which they depict as concerned mainly with protecting buildings, institutions, and high authorities, but not populations. There was particular anger expressed at the role and activities of the Sangaris force perceived as engaging in activities that do not contribute to ending the crisis, but aggravating the security situation and the divisions. Similar sentiments have been expressed about all other peacekeeping forces intervening in CAR.

133. While at the moment there apparently is no umbrella body for all the civil society organizations, there seems to be a broadly shared view among the civil society organizations the mission met with that the security crisis in the CAR is due to a number of causes. Among these is the rapidly worsening socioeconomic crisis, in particular youth unemployment that leads to illegal and violent activities and the persistence of the absence of good governance in the security sector. According to civil society organizations the crisis is also due to the lack of motivation of security forces and the ease with which they abandon the fight, and indeed sell their weapons to the very armed groups they are supposed to fight. They ask that any reform of the security sector make room for an involvement in and oversight role for civil society.

134. Many of the organizations the mission met with described the various activities they already carry out for disarmament, peace and reconciliation, without any help from the state or other entities. Most highlighted their focus on the "disarmament of the hearts and minds" as critical first step towards more security and peace. While highlighting this critical part of their activities and the approach that undergirds them, the civil society groups the mission met also unanimously insisted on the absolute necessity of ending impunity which they see as one of the main causes of the recurring security crises, by insuring that all those guilty of crimes and exactions against civilians are brought to justice. Some also

highlighted the negative impact of the international media (citing Radio France International in particular) on the evolution of the crisis, by depicting it as an inter-confessional crisis, which they insist it is not.

135. An important component of civil society the mission met with was the media. While the print media were overwhelmingly represented and no representative of the audio-visual media were present, the informants conveyed a measure of the views of the media on the crisis, its causes and the solutions from their perspective. Most of the views expressed reflected an unmistakably strong nationalist sentiment and vehement hostility toward the international community and, the forces present in the country. The difficulty in conducting their activities were also highlighted, particularly the lack of responsiveness, even hostility of authorities, the armed forces in particular. They highlighted the extreme material destitution in which they carry out their activities. The high authority on communication, the regulatory agency set up to watch over the media (and access to the media during elections) does not provide subsidies to support media activities.

136. On occasions, the Head of State, would, for undisclosed reasons, provide a grant to specific newspapers, but no state funding exists to support the press, not even for training. The representatives of the media recognized that there are currently no prisoners of opinion but indicated that some journalists were targeted or threatened for their opinions or perceived confession, some even got killed. They also blamed the authorities' reluctance to interact positively with them, for example answering their questions about specific events or reacting to information they may have gathered through their own investigation on their tendency to "give voice to victims" whose emotional and unedited narratives of what happened to them sometimes inflame sentiments and lead to further violence. Clearly, the media will play a major role in the success of any SSR process, and of course the requisite free and fair elections to usher in the rule of law and democracy. The high authority's role will be crucial and will need to be made prominent in any communication strategy in support of SSR. A successful SSR will require a sympathetic, informed and well-trained media in the use of its language, process and objectives.

PRIVATE SECURITY COMPANIES

137. Among the non-state actors the mission met are the private security companies. The picture the representatives of the companies presented at the meeting is that of an entirely chaotic context in which these companies operate. They have rightly noted that in the (in) security environment in which the CAR has found itself over the last several years, an immense security burden was placed on them. At the same time, these high expectations came with frustrating suspicion on the part of some members of the state security institutions. Some of these accuse them of spying or being in relation with rebel groups and underline the risk of security companies that are not tightly regulated since there is no legal framework and no regulatory authority although in theory the Ministry of territorial Administration is supposed to have a role in their registration. The representatives of private security companies accused state security agencies as well as other Ministries of harassing, if not ransoming them continuously. It is evident that the absence of legal framework constitutes the central issue when it comes to the role and place of private security companies in SSR and the current security architecture in the CAR. Any SSR agenda that emerges must include the institution of a clear legal framework for the activities of these companies as in other states.

RECOMMENDATIONS

SHORT-TERM (UP TO THE ELECTIONS)

Democratic Control

- a) The new constitution currently under development must have security sector related provisions, including giving appropriate role to parliament and to non-state actors such as civil society organisations and avoid centralising it too much with the Presidency as it used to be in the past;
 - b) Immediately undertake capacity building for NTC members on security governance to better prepare them in the oversight of SSR;
 - c) Organise visits to African countries whose parliaments have gone through similar processes;
 - d) Develop preliminary documents/ road maps on SSR democratic control for future legislators after the elections;
 - e) Organize, with partner's support, national consultations seeking the redefinition of security and the role of civil societies and ordinary citizens;
 - f) Widespread civic education on SSR;
 - g) Explore all possibilities for attaching a constitution drafting team from the AU parliament in Pretoria for a stipulated time for technical support in the drafting or revisiting the new constitution.
- h) Civil Society and non-State Actors*
- i) Fully support medias (in terms of logistics, trainings in the language use, participation in SSR) to provide credible information to support the SSR process especially ahead of the upcoming elections;
 - j) The High Authority on Communication (the regulatory body) should be made prominent in any communication strategy in support of SSR;
 - k) Increase synergies between the High Authority on Communication and media institutions to synchronise information;
 - l) Foster civil society organisations to organise and have coordination mechanisms among them as well as structures that would represent their interests and coordinate their involvement in the SSR process.

MEDIUM AND LONG-TERM (AFTER THE ELECTIONS)

Democratic Control

- a) Include representatives from the national assembly to the country's superior national defence council;

- b) National appointments of national security officers should be made in collaboration with the national assembly commission of defence and security and should be strengthened in the laws;
- c) Include the role of democratic control in the development of a national SSR vision and partake in every subsequent process leading to the implementation.

Civil Society and non-State Actors

- a) Future SSR should make room for involvement of civil society oversight through recognised and accepted bodies.

Private Security Companies

- a) Any SSR agenda that emerges must include a clear legal framework for the regulation of private security companies in CAR.

CHAPTER IX – THE GENDER DIMENSION IN THE CURRENT CONTEXT OF THE CENTRAL AFRICAN REPUBLIC

THE REALITIES AND OPPORTUNITIES OF GENDER MAINSTREAMING IN CAR

138. The designation of Ms. Catherine Samba-Panza as the President of the Transition is a major development in the evolution of the CAR and the gender issue in particular during the current security and political crisis. This development will be crucial to how the gender issues in general, and as related to security in particular, are addressed. Ms. Samba-Panza who was active in civil society is of course keenly aware of the significance for gender issues of her current position. This is a propitious opportunity to finally make gender based and sexual violence, whether related to the current crisis or not, an important part of an SSR agenda in the CAR. Because women are typically disproportionately affected by violence and its consequences, in the CAR as in other post conflict countries, SSR cannot succeed if the gender dimension is ignored.

139. Traditionally, women have not been consulted in the definition of what security means for them and their families, and in determining what needs to be done to meet their security needs and protect them against violence during crisis or in normal circumstances. At the same time, the central role of women in rebuilding post conflict communities and societies is widely acknowledged. While laws against gender-based violence exist in CAR, awareness and implementation were limited. During the recent violence, on numerous occasions, women were targeted for sexual violence including rapes and gang rapes. During the mission's meeting with civil society groups, a representative of female students and pupils narrated on-going instances of rape and brutal attacks against young women and pupils, whose lives are severely disrupted. Even before the recent violence, gender inequities have remained excessively high. The CAR ranks 142 out of 146 on gender specific indicators of human wellbeing in the 2013 Human Development Report.

GENDER ISSUES IN THE ARMED AND SECURITY FORCES

140. With regards to gender issues in the armed and security forces, the status of women appears to suggest that there is indeed a need for reforms to markedly improve their presence at decision making levels, and to take into consideration gender/sex specific needs throughout the armed and security forces. High-ranking officers in the gendarmerie told the JAM that the highest female in the body is a lieutenant. It was also acknowledged that, while there was no discrimination against them, there was no specific gender focused, deliberate policies in the gendarmerie to meet the needs of female members of the personnel and to streamline gender.

141. The officers of the FACA the JAM met acknowledged the same. As far as the police was concerned, while the presence of females in large numbers is noticeable, and that there are some high-ranking women in this service, the need for reform in gender policies was also noted. Although the JAM noticed the presence of women in some high level positions such as the vice-president of NTC who is engaged on SSR-related issues, as well as the Minister of Justice, Minister of Economy and Planning and the State Minister of Rural Development, an SSR agenda that integrate prominently gender issues in all the security agencies appears to be sorely needed to address the disparities between males and females and other deficiencies. The presence of a female head of state should be capitalized on to make the reforms prominent, substantive, and far-reaching.

142. Representatives of the disabled also related the hardships and victimization they have been enduring up to now, with no help or even indication that their plight is known. This clearly calls for an SSR agenda that fully takes account of these issues, particularly causes and effects of gender based or sexual violence, and includes all groups traditionally vulnerable to violence and insecurity. While previous SSR attempts had gender focused provisions, these provisions have not been implemented.

RECOMMENDATIONS

SHORT-TERM (UP TO THE ELECTIONS)

- a) Carry out an overview of gender representation within security institutions;
- b) Increase the hiring of women in general and particularly for decision-making, and leadership positions for women in the Security Sector. This would enhance specific protection of women's engagements in the Security Sector;
- c) Include gender/sex security specific needs throughout armed forces and security institutions in all planning. More specifically, there is need to strengthen the integration of gender-based and sexual violence in on-going SSR/DDR initiatives. For example, incorporating prevention against gender-based and sexual violence in the training of all security actors. Such training could include a Code of Conduct, and zero tolerance for sexual exploitation and abuse and disciplinary measures.

MEDIUM AND LONG-TERM (AFTER THE ELECTIONS)

- a) Streamline gender-based approaches for the restructuring of security institutions and Ministries after the elections.

CHAPTER X - LINKING DISARMAMENT, DEMOBILIZATION AND REINTEGRATION AND SECURITY SECTOR REFORM IN CENTRAL AFRICAN REPUBLIC

143. The JAM team met with representatives of the Ministry of Defence and DDR, the Army Chief of Staff as well as with international actors that are currently providing support to the preparation of DDRR activities. All these national actors and international partners attended a workshop where the link between DDR and SSR, among other subjects, was discussed.

BACKGROUND AND PREVIOUS DDR ASSISTANCE

BACKGROUND FROM 2008 TO 2013

144. Following the Libreville Peace talks of June 2008, a Disarmament and Demobilisation program was officially launched in September 2011. Approximately 6,000 combatants were demobilised and 3,558 arms were collected in the north and west of the country, which were the prime regions at the time of the primarily DDR process. Meanwhile the UNDP provided funds for the reinsertion of 4,800 demobilised combatants. These initiatives were meant to provide some stabilisation measures to the security of the country but have been marred by re-armament of some demobilised combatants due to the political instability within the country.

145. The failure and lessons from the previous DDR programme (2011) is twofold political and programmatic:

- a) Failures at the political level were a result of lack of confidence that prevented a real political consensus despite the Libreville Agreements among parties to the conflict; weak interlocutors representing armed groups that could not appropriately express their interests; lack of intentions for peace and lack of confidence from the international community to provide support in the process due to the insincerity of armed groups in the process and unwillingness for political support;
- b) Failures at the programmatic level were as a result of lack of proper synergies between DDR and SSR particularly in relation to (i) the integration of ex-combatants in defence and security forces and (ii) the deployment of security forces and the national administration across the territory. There was also a discontinuation between the disarmament and demobilisation phase that ended with significant time elapsed before the reinsertion and reintegration phase which led to frustration among armed groups that were already demobilised; an absence of synergy between the DDR programme and other development programmes as well as a weak subsidiary support for communities during the implementation process.

DEVELOPMENTS FROM 2013 TO FEBRUARY 2014

146. The Central African Republic's last DDR strategy was validated on 15 November 2013. This strategy was to be implemented after it had been adopted but due to the degrading security situation in December 2013, the strategy was suspended because it does not reflect entirely the current DDR needs within the country. This latest DDR strategy was developed and adapted to the prevailing situation at the

time (i.e. before the latest attack of the Anti-Balaka in December 2013). The strategy reflected the situation resulting from the coup d'état in March 2013 that brought to power the Ex-Seleka coalition headed by Michel Djotodia.

147. In that context, the adopted DDR strategy focused on the following axes:

- a) To stabilize the security situation through the cantonment of armed groups and with the support from international forces;
- b) To prevent the recruitment and utilization of child soldiers in conflicts and to reintegrate them into the communities of origin;
- c) To put in place technical capacities, institutional structures and a holistic strategic framework that would allow the start of a DDR programme that is linked to SSR;
- d) The implementation of the Disarmament, Demobilization, Reinsertion, Reintegration and Repatriation and;
- e) The reestablishment of confidence among communities through social cohesion and community rehabilitation.

148. Even though the 2013 DDR strategy has elements that are useful, the aspect of the Anti-Balaka's involvements that emerged and gained more prominence in later December 2013 has not been fully captured. Based on recent statistics (May 2014), the Ex-Seleka amount to about 12,000 combatants based on the reports from their headquarters in Bambari. On the other hand the Anti-Balaka have declared to be more than 70,000. Also, it is also alleged that other armed groups are operating within the country such as nomadic Fulani herders, LRA that has Ugandan, Congolese and Sudanese but also central-African elements, including combatants, women and children among others. Besides that, the aspect of integration of combatants into the defence and security forces of the country still remains a lingering question by national authorities. The previous DDR strategy called for elements of the Ex-Seleka to be integrated into national defence and security forces. However any integration into the army requires a political decision with set of selection criteria as suggested by the UNSC Resolution 2149.

149. Even though the last DDR strategy considered the linkages between DDR and SSR, it has not been executed due to the conflict that erupted in December 2013. At structural level, the current major linkage between DDR and SSR in CAR is the fact that the Ministry of National Defence also encompasses DDR and is referred to as the Ministry of National Defence and DDR thereby creating the requisite linkage in the defence reform taking into account some realisation of the DDR goals and vice-versa.

150. The linkages between DDR and SSR are strongly intertwined especially with regards to the following:

- a) The integration of some combatants into national defence and security forces will impact directly on DDR by reducing the caseload and on the other hand will require rightsizing of security and defence forces;
- b) The Reintegration opportunities explored during DDR could be used from an SSR point of view when the necessity of downsizing some security services is established;

- c) The issue of rearming the FACA could also have a direct impact on the DDR as there is a link between some members of the army and the militias groups that are claiming for DDR assistance in the near future. Therefore rearming the FACA could allow the transfer of weapons and ammunitions to militia groups that could then “sell” them to those who want to benefit from the DDR process.

THE IMPORTANCE OF COORDINATION AT DIFFERENT LEVELS

151. The coordination types can be classified into three forms: Internal-Internal Coordination; Internal-International Coordination and International-International Coordination.

152. Internal-Internal Coordination: refers to the coordination among national and local stakeholders. It can be recalled that coordination among Central Africans remains among members of the Transitional Government. However, the representation of the various armed groups in the establishment of a holistic DDR programme has not yet been put in place. A future DDR programme would depend on an agreement with the participation of all national stakeholders that would be concerned in the process.

153. Internal-International Coordination: The government of CAR has established two committees charged with conceptualizing, designing and implementing DDR processes in the country. The two Committees are the Technical and Strategic Committees that comprise both national and international stakeholders in the process. The international stakeholders have been providing technical support to the national counterparts through meetings and working sessions. The committees adhere to nationally led adoption derived from technical support.

154. International-International Coordination: These engagements involve the coordination aspects among international stakeholders and partners involved in DDR. MINUSCA is the lead organisation in the coordination of internationally led engagements. At this level, common international positions are often taken with regards to fund mobilisation, the type of support to be provided and also the feasibility of support requested by national stakeholders.

CHALLENGES

155. Several challenges have been encountered with regards to the implementation of certain engagements:

- a) The lack of a holistic political agreement that would allow the start of a DDR programme is delaying the process;
- b) There is no up to date validated DDR strategy that could be used by the stakeholders as a support-binding document for the implementation of a DDR programme;
- c) National political requests do not always concur with positions of the international community with regards to the support;
- d) The participation of armed and security forces among the armed militias poses a threat to the reform of the security sector;
- e) The lack of political will is a major problem in furthering DDR processes in CAR;

- f) Difficulties to identifying credible interlocutors for the various armed groups and there has allegedly been reports of leadership problems

RECOMMENDATIONS FOR THE IMPROVEMENT OF LINKAGES BETWEEN DDR AND SSR

SHORT-TERM (UP TO THE ELECTIONS)

- a) Review the 2013 DDR strategic documentation with specific reflection on the reform of uniformed personnel in CAR;
- b) Defence and security institutions to conduct an internal assessment of their absorption capacities and establish a clear selection criteria, vetting, regional/ethnic representation etc. to define which combatants that could be eligible to be recruited into the army;
- c) Assess and discuss the possibility of re-absorbing “defectors” of defence and security institutions into the various sectors of security in the country;
- d) Include SSR actors in future negotiations for a DDR process and particularly involving non-statutory SSR actors like civil society groups for aspects linked to impunity;

MEDIUM-TERM (AFTER THE ELECTIONS)

- a) The future SSR strategy should consider the possibility of absorbing disarmed combatants that fulfil the requirement for recruitment;
 - b) The future SSR vision should ensure that defence and security institutions are adequately represented ethnically, regionally etc. This would avoid frustration of unrepresented groups like in the past;
 - c) Create and maintain a clear link between Reintegration initiatives and other development projects to strengthen the security within the country.
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ANNEX I - MEMBERS OF THE JOINT ASSESSMENT MISSION

N°	Full Name	Agency	Position	Contact Details
1	General Jean-Marie Michel Mokoko	MISCA	Head of MISCA and SRCC Head of the JAM	Tel - 70 70 99 22 E-mail: jmokoko@yahoo.fr
2	Jean Claude Ndiyo	MISCA	Chief Political Advisor	Tel - 70 18 60 32 E-Mail: jcndiyo@yahoo.fr
3	Dr Norman Mlambo	AUC	Expert – Common African Defence and Security Policy (CADSP) and Focal Point on SSR	Tel - +251-910-434742 E-Mail: MlamboN@africa-union.org
4	Mr. Moussa Batraki	AUC	SSR Programme Specialist	Tel - +251-912-657898 E-Mail: BatrakiM@africa-union.org or moussa.batraki@gmail.com
5	Mr. Charles Akong	AUC	SSR Programme Analyst	Tel - +251-912-654562 E-Mail: AkongC@africa-union.org
6	Colonel Godélin M. Mangondza	ECCAS	Head of ECCAS-LO to the AU	Tel - +251-913-542934 E-Mail: gmmangondza@yahoo.fr
7	Mr. Giorgio Romano	EU-AU Delegation	Rule of Law Expert	Tel - +251-911-510-998 E-Mail: Giorgio.ROMANO@ext.eeas.europa.eu

8	Ms. Carole Magnaschi	UN DPKO, OROLSI	Associate SSR Officer	Tel - +1-917-3675906 E-Mail: Magnaschi@un.org
9	Prof. Boubacar N'Diaye	ASSN	Chair Person	Tel - + 1-330-2632409 E-Mail: bndiaye@wooster.edu
10	Dr Wilfried Relwende Sawadogo	MISCA	SSR Officer	Tel - 70 73 77 89 E-Mail: wilsonwilfried@hotmail.com
11	Mr. Abu Sherif	MISCA	DDR Officer	Tel - 70 98 08 79 E-Mail: abu79sherif@yahoo.com
12	Ms. Sossi Tatikyan	MINUSCA	SSR Officer	
13	Commissioner Adolphe Hessou	MINUSCA	Police Adviser	Tel - 75 33 06 64 Email: hessou1@un.org

ANNEX II - LIST OF PEOPLE AND ORGANISATIONS CONSULTED

MEETING WITH THE GENERAL DIRECTORATES OF GENDARMERIE AND POLICE – 19 MAY 2014				
N°	Full Name	Agency	Position	Contact Details
14	Mbougul Anthony	Ministry of Security	DGAGN	Tel - 75 50 50 53
15	Kolingba Serge	Ministry of Security	CCLGM/I	Tel - 75 50 32 81

16	Ngbalet Guy Blaise	Gendarmerie	Head of Office of the Gendarmerie studies	Tel - 75 74 21 32
17	Ouyolo Bruno	National Gendarmerie	CCLGI/I	Tel - 75 04 54 74
18	Adama Diedhiou	MINUSCA	Police Advisor	Tel - 75 56 50 71
19	Col. Otsaga Bengone Patrice	MISCA	Police Commissioner	Tel - 75 82 58 05
20	Bissa Etienne	National Police	Director General	Tel - 75 55 99 33
21	Ngbo-Toubakette	DSPJ		Tel - 75 02 97 57
22	Zinsou Eugène	MISCA	Police/ SSR	Tel - 70 00 00 46
MEETING UNMAS – 19 MAY 2014				
23	Jad Fahd	UNMAS	Program Officer	Tel - 72 16 34 06 E-Mail: jadf@unops.org
24	Pierre Lemelin	UNMAS	Program Manager	Tel - 72 69 99 41 E-Mail: pierrel@unops.org
25	Moutian dit Léon Koné		Military Advisor	Tel - 75 42 42 77 E-Mail: kone30@un.org
MEETING WITH EUROPEAN UNION – 19 MAY 2014				
26	Vignet Emmanuel	EUFOR	Political Advisor	Tel - 72 30 05 77 E-Mail: Polad.eufor.rca@gmail.com

27	Henri Got	EU	Advisor	Tel - 75 20 30 50 E-Mail: Henri.got@eeAS.europa.eu
28	J.P Remmoudet-Commy	EU	EU Ambassador	Tel - 75 20 29 23
MISCA JOINT OPERATIONS CENTER SECURITY BRIEFING – 19 MAY 2014				
29	Abdoulaye Cissé	MISCA	Head of MISCA's Joint Operations Centre	Tel - 72 37 61 82 E-Mail: Abdoulayecissé1@yahoo.fr
30	Col.Bondengassila Eloi	MISCA	Staff Officer of the CCO	Tel - 72 34 10 14/75 02 63 81 E-Mail: leroybonde@gmail.com
31	LCL Rajel Ahmed Ramdhane	MISCA	Coordination Officer of Logistics Synthesis Systems	Tel - 72 37 24 37 E-Mail: rajbrmdhane@yahoo.fr
32	Col. Major Zan B.	MISCA	Chief of Joint Operations Centre	Tel - 70 18 52 80 E-Mail: zanbanagoun@yahoo.fr
33	Adama Diedhiou	MINUSCA	Police Advisor	
34	Rasehemoson Raymond		Information and Communication Technology Systems Officer	Tel - 72 18 72 50 E-Mail: resehenosonraymond@yahoo.fr
35	Tito Banle	EM/ARSS		Tel - 75 05 17 06
36	Ngbo-Toubakette	DSPJ		

37	Zinsou Eugène		Focal point for Joint Operations Center Police SSR	Tel - 70 00 00 46
38	Cdt Yamanda Joachim	MISCA	Police Chief of Operations	
MEETING WITH THE NATIONAL TRANSITIONAL COUNCIL (NTC) – 20 MAY 2014				
39	K. Doumta Léa	National Transitional Council (NTC)	Vice President	Tel - 70 18 50 13
40	Koyassambia Jean Baptiste		1 st quester	Tel - 75 50 13 68
41	Epaye Emilie Béatrice		1 st Com A.E	Tel - 75 50 12 25
42	Col.-Major Zan B.	MISCA	Chief of Joint Operations Centre	Tel - 70 18 52 80
43	Agba Otikpo Marie		D.S Chairperson	Tel - 75 50 47 04
44	Kazagui Maxime Ange		Chairperson of the “Natural Resources” thematic group	Tel - 70 50 52 00
45	Abdoulaye Koloste		Vice-president for Defense and Security	Tel - 75 44 53 76
46	Agoutoco Jean-Marie	NTC	Defense reporting commander	Tel - 75 31 34 74/77 09 57 22
47	Kolostre Abdoulaye	NTC	Vice President Com. Defense and Security	Tel - 75 44 53 76
48	Issabi Amamdou	NTC	General reporter	Tel - 75 94 14 14

MEETING WITH MINISTER OF JUSTICE – 20 MAY 2014				
49	Gresenguet Ghislain	Department of Justice	Prosecutor of the Republic	Tel - 75 50 67 00/70 50 67 00
50	Betindji S.Pierre		Head of mission	Tel - 70 40 31 81
51	Ondigui Fouda Basile	MINUSCA	Human Rights officer	Tel - 72 72 50 40
52	Penta Guzman Mireya	MINUSCA	Justice Affairs officer	
53	Col. Jean Claude Ndiyo	MISCA	Chief Political Advisor	Tel - 70 18 60 32
54	Gaudeuille Isabelle	Ministry of Justice	Minister	Tel - 75 05 11 38
55	Louanga Michel Landry	Ministry of Justice	Head of Cabinet	Tel - 75 50 53 12
56	Bakela Wassialo Christ	SSR Technical Committee/Justice	Magistrate /SSR Justice/DAPG Focal Point	Tel - 72 02 10 37
MEETING WITH ECCAS – 21 MAY 2014				
57	Emb. Adolphe Nahayo	ECCAS	Head of ECCAS Liaison Office in CAR	Tel - 72 28 86 04
58	Jeanne Aurelie Ngo Belnoun	ECCAS		Tel - 72 03 99 66
SECRETARIAT OF GOVERNANCE AND DEMOCRATIC CONTROL – 21 MAY 2014				
59	Tomokoa François	SGGRI	Head of Communication Department	Tel - 75 57 11 64
60	Kokpata-T- Jbo	CM/MCSSGRI, CM		Tel - 75 05 53 11
61	Albert Sangou-Gbaya	SGGR/ DIRCAB		Tel - 75 05 60 88

MEETING WITH SSR TECHNICAL COMMITTEE – 22 MAY 2014				
62	Betindji S.Pierre	Chair person	Head of the mission	Tel - 70 40 31 81
63	Deholo Abel	Chair person	Head of the mission	Tel - 75 50 07 13
64	Mahode Jérôme	MEFET	Head of the mission	Tel - 75 12 70 92
65	Nambou André Marie	MEFET, CMRSS/R		Tel - 75 52 09 05
66	Bakela Wassiolo Christ	SSR Technical Committee/Justice		Tel - 75 02 10 37
67	Kokpata Tamboula	SSR Technical Committee/Justice		Tel - 75 05 93 66
68	LCL Ngallo Ferdinand	National Ministry of Defence	DDR Commissioner	Tel - 75 50 10 27
69	GI Mombeka Alphonse	M.S.P, CM/RSS		Tel - 75 20 58 56
70	Pakouzou J.firmin	SSR Technical Committee/Finance	Committee member	Tel - 75 00 30 31
71	Doudoussard A.	C/se RSS		Tel - 75 50 81 36
72	Souke Cyriaque			Tel - 75 43 01 33
73	Baudoin Carole	MINUSCA	Head of SIU	Tel - 75 49 53 84
74	Maradas Nado Solange	Ministry of Defence	SSR Commissioner	Tel - 75 50 67 49
MEETING WITH MINISTER OF DEFENSE AND DDR – 22 MAY 2014				
75	Ngallo Fernand	Ministry of Defence	DDR Commissioner	Tel - 75 50 01 27

76	Maradas Nado Solange	Ministry of Defence	SSR Commissioner	Tel - 75 50 67 49
MEETING WITH MEDIA REPRESENTATIVES – 22 MAY 2014				
77	N'zambo Edgard	Transparence	Reporter	Tel - 75 28 28 23
78	Serge Hurley Pathe	The Last News	Head of REC	Tel - 75 37 58 33/72 23 83 55
79	Vickos Thierry Serge	The Expansion	Director of Publication	Tel - 75 08 65 92/72 08 88 50
80	Koena Jean-Fernand	Central African Morning	Editor	Tel - 72 06 18 96
81	Ngoyo Ghislain	Liberal Opinion	Editor in Chief	Tel - 72 76 89 26
82	Ndoho Yvon	The Stamp	Director of Publication	Tel - 75 09 59 40
83	Bouza Charles	Horizons	Director of Publication	Tel - 75 32 20 37
84	Beninga Aimé	Central African Eye	Director of Publication	Tel - 77 05 77 32/75 53 65 59
85	Songuel Blandin	H.C.C	Analyst	Tel - 75 05 31 42
86	Bakayoko Abdouramane	MISCA	Human Rights Coordinator	Tel - 70 00 38 34/72 24 81 39
MEETING WITH MEMBERS OF CIVIL SOCIETY ORGANIZATIONS				
87	Ounda-Moutengah Célestin	ONAPHA	Relais SICA	Tel - 75 50 79 16
88	Aghou Dieudonné	ONAPHA	Relais SICA	Tel - 70 45 50 34
89	Douba Honoré	Local Authority	SG Association des Chefs Sultans	Tel - 75 57 98 63/77 88 84 88
90	Ibrahim Mariame	Local Authority	TG. Association des Chefs	Tel - 75 56 61 46/72 17 84 66

			Sultans	
91	Ngakossi Albert	Local Authority	7 ^{ème} Arrdt	Tel - 72 04 09 44
92	Derom Pamela-Audrey	CREPEE	Coordinator	Tel - 75 51 41 04
93	Mouompt Saint-Cyr		8 ^{ème} district	Tel - 75 64 61 85
94	Sane Médard	Catholic Peace Volunteers Center	2 ^{ème} District	Tel - 75 83 97 97
95	Gny-Tekombi Nadjala Princesse	Coordinator of MJRPCA and Member of CNJ	4 ^{ème} District	Tel - 75 56 74 95
96	Abraham Issa Alyandre	Sg/pdt of Muslim Youth	3 ^{ème} District	Tel - 75 06 93 96
97	Dannarawah Moribo Maigona	Deputy Chairperson for National UJMCA	President 3 ^{ème} Arrdt	Tel - 75 76 88 44
98	Riva Jean Félix	CNJ	President	Tel - 75 05 48 03
MEETING WITH REPRESENTATIVES OF PRIVATE SECURITY STRUCTURES – 22 MAY 2014				
99	Gueredengui Blaise Gustave	BCAGS	Director of Operations	Tel - 77 88 16 02
100	Mokongo Adolphe	BCAGS	General Director	Tel - 77 88 16 01
101	Ngozo Nazaire	Fox-Security	Supervisor	Tel - 75 05 07 74
102	Jacques Lontsi	GS4	Representative	Tel - 72 75 27 26
103	Shey Justin Aimé	GS4	Guard	Tel - 75 81 84 66

104	Fonkou Chimène	GS4		Tel - 72 60 13 34
105	Poussou Armand	KSS	Inspector	Tel - 75 57 88 09
106	Kengueleoua José Martial	KSS	Investigator	Tel - 77 36 61 17
107	Kenguelewa Jefferson	KSS	General Director	Tel - 77 59 72 72
108	Line Augustin	BCAGS	Head of Security	Tel - 77 05 28 05
109	Col Otsaga	MISCA	Police Commissioner	Tel - 75 82 58 05
120	Adama Diehou	MINUSCA	Police Advisor	Tel - 75 56 50 71
121	Marconnet Patrick	Powers Security	Director	Tel - 72 68 03 90
MEETING WITH REPRESENTATIVES OF UNDP – 23 MAY 2014				
122	Martin Mbanda	UNDP	Head CPRU	Tel - 75020643
123	Youssoufa Silla	UNDP	National Economist	Tel - 75508901
MEETING WITH SWISS FOUNDATION FOR DEMINING AND UNMAS – 23 MAY 2014				
124	Jad Fahd	UNMAS	Program Officer	Tel - 72 16 34 06 E-Mail: jadf@unops.org
125	Pierre Lemelin	UNMAS	Program Manager	Tel - 72 69 99 41 E-Mail: pierrel@unops.org
126	Eugenio Balsini	Swiss Foundation for Demining, CAR	Program Manager	Tel - 72686795

MEETING WITH REPRESENTATIVES OF THE FRENCH EMBASSY AND SANGARIS – 23 MAY 2014				
127	Colonel Yves Dépit	French Embassy	Defence Attaché	Tel - 75 50 58 12
128	Colonel Dominique Ragot	French Embassy	Internal Security Attaché	Tel – 75 53 28 59 E-Mail: dominique.ragot@diplomatie.gouv.fr
129	Thevs Jean-Lue	Sangaris	Deputy Force Commander of Sangaris	Tel – 72 17 06 17
130	Appoline Gagliardi	Sangaris	Political Advisor for General Soriano	Tel – 72 56 60 51
WORKSHOP ON SSR ASSESSMENT MISSION IN BANGUI AND WAY FORWARD – 24 MAY 2014				
131	Guere Dengui	BCAGS	Director of Operations	Tel – 77 88 16 02 E-Mail: gueredeugui@gmail.com
132	Pamela Audrey	CREPEE	Coordinator	Tel – 75 51 41 04/72664674/70999770 E-Mail: p_derom@yahoo.fr
133	Bakela Wassialo Christ Gilbert	SSR Technical Committee/Justice	Committee member	Tel – (+236) 21612192/70021037/72021037 E-Mail: christwassialo@yahoo.fr
134	Col. Stephane Marchenoir	SANGARIS	Chief of Staff	Tel – 72 33 92 29
135	Lue Guela	NTC	Advisor	Tel – 75 50 47 07/72 33 15 25 E-Mail: lueguela@yahoo.fr
136	Bienvenu Djangha	UNDP	DDR/CPR National expert	Tel – 75 50 28 03/70 95 33 32

				E-Mail: bienvenu.djangha@undp.org
137	Lea Koyassoum Doumta	NTC	Vice President	Tel – 70 18 50 13 E-Mail: koyassoum2005@yahoo.fr
138	Col. Andrie-Marie Nambou	SSR technical committee	Committee member	Tel – 75 52 09 05 E-Mail: nambouandrmarie@yahoo.fr
139	Jerome Mahode	SSR technical committee	Committee member	Tel – 75 12 70 92 / 77 30 29 20 E-Mail: jemahode@gmail.com
140	Jean-Pierre Betindji	SSR technical committee	Deputy chairperson	Tel – 70 40 31 81/72247204 E-Mail: betindji@hotmail.com
141	Abel Deholo	SSR technical committee	Committee member	Tel – 75 50 07 13 E-Mail: deholo@yahoo.fr
142	Sylvestre-Constant Yamende	Bangui Municipality		Tel – 75 50 31 33/70 10 33 99 E-Mail: Yamendeconstant@yahoo.fr
143	Albert Ngakossi	City hall of Bangui/Local Authority	Group leader	Tel – 72 04 09 44 /77 06 41 94
144	Honore Douba	City hall of Bangui/Local Authority	Group leader	Tel – 75 57 98 63/ 72 50 63 98 E-Mail: honoredouba@yahoo.fr
145	Bruno Ouayolo	National	Chief of Police	Tel – 75 04 54 74

		Gendarmerie		E-Mail: ouayolo_2007@yahoo.fr
146	Adama Diedhiou	MINUSCA	Police Advisor	Tel – 75 56 50 7172 70 19 85 E-Mail: adamadiedhiou@yahoo.fr
147	Solange Maradas Nado	Ministry of Defence	SSR technical Committee member	Tel – 75 50 67 49 / 70 95 80 06 E-Mail: simaradasnado@gmail.com
148	Jean-Desiri Othiel Kokpata-Tamboula	MSGGRE	SSR technical Committee member	Tel – 75 05 93 66 E-Mail: desikok2006@yahoo.fr
149	Boniface Nakpi	Ministry of Administration of the Territory		Tel – 75 50 68 26 E-Mail: bonakpi@yahoo.fr
150	Ferdinand Ngallo	Ministry of Defence		Tel – 75 50 01 27 / 72 61 15 07 E-Mail: Ferdinand.ngallo@yahoo.fr
151	Lt. Col. Noel Selesson	Ministry of Defence	DG. ODDR	Tel – 75 50 79 78 E-Mail: noelselesson@yahoo.fr
152	Jefferson Kenguelewa	Laking Security Service	General Director	Tel – 77 59 72 72
153	Alphonse Mombeka	Ministry of public security	SSR technical Committee member	Tel – 75 20 58 56 / 75 50 97 63 E-Mail: mombekaalphonse@yahoo.fr
154	Marcel Nazaire Ndagbama	Ministry of public security		Tel – 75 92 79 35 / 70 55 79 38

				E-Mail: nazairendagbama@yahoo.fr
155	Colonel Dominique Ragot	French Embassy	Internal security attaché	Tel – 75 53 28 59 E-Mail: dominique.ragot@diplomatie.gouv.fr
156	Blandin Songuel	GEPPIC/HCC	Journalist representative	Tel – 75 05 31 42/ 77 08 84 44 E-Mail: blandin songuel@yahoo.fr
157	Issa-Algueche Abdraman	Jeunesse-Islamique-Centrafricaine (JICA)	SG/pdt for interim	Tel – 70 06 70 15/ 72 08 15 13 E-Mail:
158	Sgt. Domatiew Kevin Lamba Komassongo	Ministry of Defense	Head of Written press office	Tel – 75 03 64 01 E-Mail: lambakev@yahoo.fr
159	Marlene Betty Baguine	Ministry of Defense	Military press	Tel – 72 71 21 78 / 75 78 84 64 E-Mail: bmarlenbetty@yahoo.fr
160	Pierre Lemelin	UNMAS	Program Manager	Tel – 72 69 99 41 E-Mail: pierrel@unops.org
161	Amb. Adolphe Nahayo	ECCAS-LO	Representative of the Secretary General	Tel – 72 03 99 66/72 28 86 04 E-Mail: nahaado@gmail.com
162	Augustin Ndango-Kpako	Ministry of Defense	Head of press and photography service	Tel – 72 62 42 70 /75 05 66 56 E-Mail: andangokpako@yahoo.fr
163	Adolphe Belfort Dobigue	FACA		Tel – 72 68 26 29

				E-Mail: adolphedobigue@gmail.com
MEETING WITH THE MINISTRY OF WATERS AND FORESTS				
164	TOUHOUYE Yacinthe		Minister	
165	NAMBAÏ Rubens		ICEF	
166	NAMBVOU André Marie		CMRSS/R	
167	NGOUADAKPA Dominique		ICAF	
168	TITO Basile		National Expert APDS	
169	MAHODE Jérôme		CMRSS/ATEF	
170	FALL RENABA Honorine		Protocole	
171	TIMANGUERE Daniel		Attaché de Cabinet	
172	SABA Romain		Aide de Camp	

ANNEX III - TABLE OF CURRENT SUPPORT PROVIDED BY THE INTERNATIONAL COMMUNITY ON SSR RELATED ISSUES

Projects for the Restoration of the Functional Capacities of the CAR Security Forces

Project Title	Beneficiaries	Implementing Agency	Location	Funding Partners	Cost	Time-Frame
Urgent Restoration of the Functional Capacities of the Police and Gendarmerie in Bangui	CAR Police and Gendarmerie	UNDP	Bangui	PBSO	2, 496,718 \$	
Urgent Action for the Restoration of the Police Mission in support to the Population in Bangui	CAR Police and Gendarmerie	CIVI.POL Conseil	Bangui	UE	4,500.000 Euros	18 months
Extreme Urgent Action for the Creation of a Rapid Intervention Force and for Public Order in Bangui	CAR Police and Gendarmerie	CIVI.POL Conseil	Bangui	UE	2,000,0000 Euros	4 months
Payment of the PGA for 480 Policemen/Gendarmes for 30 days starting from March 27, 2014 and Payment of the PGA for 20 OPJ	Police and Gendarmerie Officers	UNDP	Bangui	UNDP		30 days
Training of 480 Policemen/Gendarmes on the Respect of Human Rights during Public Security Operations in a crisis context.	Police and Gendarmerie Officers	UNDP	Bangui	UNDP	14, 760 \$	
Constitution and Equipment of a Mobile Unity of 42 Judiciary Policemen and a	Police and Gendarmerie Officers	RESEJEP	Bangui	UE		

Donation of four (4) Vehicles and an Operational Command Unit						
Provision of Office Equipment, Furniture and a Vehicle to the Judiciary Police	Police and Gendarmerie Officers	UNDP	Bangui	UNDP		
Payment of PGA for 46 Judiciary Police Officers for a period of 3 months.	Police and Gendarmerie Officers	UNDP	Bangui	UNDP		3 months
Training of 50 Judiciary Policemen and Officers on Human Rights during Preliminary Investigation and the Handling of VSBG cases	Police and Gendarmerie Officers	UNDP		UNDP		
New Project in Support to the Fight against Human Rights Violations and the Re-launching of the Justice System in the CAR	UNDP, Ministry of Justice, Public Security, MINUSCA, ONUFEMMES,	UNDP		UNDP, Fonds Danois, ONUFEM	4.011.157\$	2 years

Projects in Support to the CAR Justice System

Project Title	Beneficiaries	Implementing Agency	Location	Funding Partners	Cost	Time-Frame
Rehabilitation Works, Securitization and the Provision of Office Equipment to the CAR TGI.	Bangui TGI	REJESEP	Bangui	UE		
Provision of Technical Assistants (1 Instruction Judge and 1 Justice Auxiliary) to the TGI of Bangui	Bangui TGI	REJESEP	Bangui	UE		

Provision of Office Equipment, Furniture and a Vehicle to the Ministry of Justice	Ministry of Justice	UNDP	Bangui	UNDP		
Payment of PGA (2000FCFA/day) for 10 Judges and Justice Auxiliaries for a period of months.	Judges and Justice Auxiliaries	UNDP	Bangui	UNDP		3 months
Training of 50 Judges on Justice Administration in times of Crisis and the Judicial Handling of VSBG Cases (2 sessions per day during 2 days)	Judges	UNDP	Bangui	UNDP		
Provision of a Consultant in Legal Texts Writing in Support of the Special Organs for the Fight Against Impunity and to Support the Strategic Reflexion on the Fight Against Violations in RCA.		UNDP	Bangui	UNDP		

Projects for the Restoration of the Penitentiary Administration in the CAR

Project Title	Beneficiaries	Implementing Agency	Location	Funding Partners	Cost	Time-Frame
Rehabilitation and Securitization of the NGARAGBA and BIMBO Prisons.		RESEJEP	Bangui	UE		
Provision to the Prison Guards with non-Military Equipment and a Vehicle for the Transport of Prisoners.		RESEJEP	Bangui	UE		

Provision of Office Equipment, mattresses, soap, blankets, etc. to the NGARAGBA et and BIMBO Prisons and Minor Rehabilitation Works.		UNDP	Bangui	UNDP		
Payment of PGA for 71 Prison Guards.		UNDP	Bangui	UNDP		3 months
Training of 71 Prison Guards (46 Guards and 25 volunteers) on the Respect of Detainees' Rights (2 sessions per day during 2 days)		UNDP	Bangui	UNDP		

ANNEX IV - CONSTELLATIONS OF STAKEHOLDERS IN THE SECURITY SECTOR OF THE CAR

