Module 3.4   National Security Planning

People's properties were not properly protected. It was an issue of lack of accountability on the side of the troops, a lack of oversight bodies and authorities that should be giving direction to the armed forces. Above all we did not respect the civilians amongst which we work. (...)

Because it helps them put in place rules and proper control arrangements, (that) demonstrate to the civilian public that indeed they are responsive to them, and accountable to them –

Kellie Conteh, Minister of Defence, Sierra Leone

National Security Planning

SSR

SSR

SSR

National security plans, and the processes by which they are prepared, are central to national security. They provide the lynchpin between vision and budgeted action, and thereby facilitate the effective implementation of national security policies and strategies.[1]

This CRO OADS module describes:
1. The importance of national security plans and related planning processes
2. Possible formats and contents of national security plans
3. Possible steps and stakeholders in the planning process
4. Implementation of national security plans, including oversight and coordination considerations.

This CRO OADS module will benefit practitioners and policymakers engaged in national security policy- and strategy-making, and national security planning and provision. It will also benefit those involved in security sector reform and governance.

can be understood as "effective and accountable security for the State and its peoples without discrimination and with full respect for human rights and the rule of law"
(A/62/659-S/2008/39)

---

[1] Rigg, J. (2020). Preventing and resolving conflict: SSR and national security policies, strategies, and plans. In A. Ebo & H. Hänggi (Eds.), The United Nations and Security Sector Reform: Policy and Practice.

All countries have national security interests, often outlined in a country's national security policy and/or strategy. These documents provide frameworks for a country to address the security needs of its people and the State. They help to advance national security, both preventatively and in response to specific threats or opportunities. But on their own, a national security policy or strategy is insufficient. For their potential to be realised, they must be translated into coherent, effective and affordable national security plans.

It compels a government to define actionable, affordable, and coherent   required to achieve objectives and enable sustainable budget allocation, while ensuring consistency and commitment over time. Moreover, a national security plan establishes   , which can help coordinate the range of stakeholders, activities and resources involved.

Without national security plans, governments not only risk that their vision for national security remains disconnected from reality, but that their security sector becomes unaffordable: guzzling resources that should pay for other national priorities including those with a broad electoral backing.

Having a national security plan is clearly important. But equally important is
, which has the potential to inform, legitimise and thus enable
the national security plan's effective implementation. Taken together, the plan and the

-
  They address security threats and opportunities relevant to the specific national context.[3]
- While potentially less so than national security policy- and strategy-making processes, national security planning is also   . Sufficient time should be planned for consultation with relevant stakeholders.
- While every context is different,   .
  National security plans typically detail how the aim of national security will be achieved. They include clear goals, activities, outputs, indicators, responsibilities, and timelines.
-   While 'stand-alone' national security plans exist, national security plans are sometimes embedded in broader, all-inclusive plans, or in narrower, sectoral plans:
                                          focus on specific threats and opportunities,

Brazil's national security planning process involves political deliberations and decision-making. The country's national National Security Strategy is developed through a political process, with input from government agencies, security forces, and various stakeholders. It addresses a range of security challenges, including defence, cyber threats, border security, and organized crime.

---

[3] An example of a national security plan developed on the basis of a national security strategy is that of
      , The National Security Policy and Plan (2019 – 2022).

and the role of security institutions in addressing them.[4]
frame national security plans within wider
development efforts. This integrated approach

- **_____** in order to achieve people-centred security, the process of national security planning must involve active consultation, participation, and communication with and between various stakeholders, and with civil society and security institutions. Consultation processes encourage the comprehensive (in sufficient number), meaningful (in decision-making roles) and 'whole-of-process' (from inception to development, finalisation, and evaluation) participation of representatives of diverse groups. In addition to strengthening security plans, consultation helps to resolve differences and address grievances, which in turn can strengthen societal trust in security institutions.
- The national security planning process requires coordination at different levels of government. This can include:

_____

interrelated risks, requiring a level of integrated planning to identify and prioritize risks and responses under a single framework.[12]

- to ensure

effective implementation.
, such as a dedicated monitoring committee,[13] an existing statutory institution, or an executive agency such as a national security council.[14] The responsibility for monitoring coordination is sometimes explicitly allocated in national strategic documents at sectoral, institutional, or whole-of-government levels.

can be exercised when parliamentary approval is required before taking decisions such as annual budgeting. Parliament can also oversee whether public resources are being used for the purposes intended and in a way that is responsible and efficient.[15]

through active monitoring of security issues.[16] Civil society can make oversight more responsive and more legitimate by giving voice to groups that are often underrepresented, such as specific ethnic or religious communities, women's organizations, and youth. Human rights organizations can bring attention to risks of human rights abuses,

12

while also ensuring that the plan itself respects international human rights law. Impartial   can also facilitate broad public oversight. Beyond its information-dissemination function, the media can actively advocate for greater transparency and accountability of security sector actors.[17]

, which identify who should be responsible for what and clarify the implication for individuals/authorities not fulfilling responsibilities adequately. These frameworks consider responsibilities, delegation of authority, cost-benefit assessments, monitoring, and reporting, as well as human rights, ethics and integrity standards through implementation committees.[18]

·   effective national security planning includes putting in place coordinated systems for monitoring and evaluation that can further support the learning, review, comparison, and improvement of security provision, as well as the performance of related organisations. Effective monitoring and evaluation includes prior understanding of what to monitor and evaluate, the entities responsible, when and how monitoring and evaluation will be conducted, and what resources will be required.

, such as:
·   Office of the National Security Adviser
·   Ministry of Interior or Department of Homeland Security
·   Ministry of Defence
·   Interagency Task Forces or Committees
·   National Security Council or National Defence Council
·   Prime Minister's Office or President's Office

---

[17]   DCAF, The Role of the Media in Security Sector Governance: A Toolkit for Trainers (2012).
[18]   National Security Committee (NSC), Islamic Republic of   ; Joint Committee on the National Security Strategy (JCNSS),   .

[21] Impediments to stakeholder participation should be addressed, including misperceptions about community interest, security concerns about involving non-government actors, and inadequate definition of community roles in the planning process. Engagement at all levels is necessary.

_____

1.

External communications should emphasise the roles of civil society and the media in raising awareness of commitments to security and highlighting accountability mechanisms in national security policies, strategies, and actions. A vision on national security that emanates from and is broadly shared within society, benefits the government directly. The internal communications strategy should stress the importance of coordination for national security, and of communication – and cooperation – between security providers. Only a national security that is effectively coordinated, keeps the focus on agreed common goals and prevents compartmentalization and wasteful spending.

2.

, preferably to an institution or agency with political authority, resources, and technical capacity.

3.

and mechanisms. External oversight bodies could include parliamentary committees, independent State oversight institutions, the judiciary, civil society organisations, including those focused on human rights, with protection from undue political influence and adequate financial and human resources.

4.

The plan should include a comprehensive budget. In addition, options include:

_____

21   Africa Center for Strategic Studies, National Security Strategy Development in Africa: A Toolkit for Drafting and Consultation (2021).

Developing longer-term financial plans and strategies to ensure sustained funding for national security

Exploring revenue generation options to fund the implementation of national security plans

Regularly monitoring and evaluating the financial aspects of national security plans to assess progress, identify areas for improvement, and make necessary adjustments to enhance financial sustainability.[22]

5.   , which take into consideration changing national and international conditions in the short, medium and long term. These reviews should incorporate human rights impact assessments.[23]

---

[22] _____, Projets Annuels de Performance 2024 (2023); _____, LOI n° 2023-703 du 1er août 2023 relative à la programmation militaire pour les années 2024 à 2030 et portant diverses dispositions intéressant la défense (2023). www.legifrance.gouv.fr/jorf/id/JORFTEXT000047914986

[23] _____, Cour des comptes, La Loi de Programmation Militaire (LPM) 2019-2025 et les Capacités des Armées (2022).

As earlier mentioned, national security plans provide the lynchpin between vision and

- the degree to which the plan contributes to broader national climate-related targets, as well as those outlined in the Paris Agreement, especially concerning mitigation, adaption, response and cooperation.
- the existence and use of a mechanism for cross-sectoral coordination that allows ministries and sector agencies to share information and allocates responsibilities and resources for implementation.
- whether the plan and/or planning process has helped to implement the national security policy and/or strategy and, more specifically, by what positive impact the plan might have had on a targeted problem.
- conducting gender assessments of national and local-level security needs and conducting gender-responsive monitoring including through a gender impact assessment and gender budget analysis during the planning process.
- the degree to which the plan contributes to specific identified national human rights targets, as well as the country's obligations and commitments under human rights law.
- specific mandates and mechanisms that allow associated ministries and sector agencies to align respective sectoral programmes, budgets, and policies to national security plans.
- the existence and use of formal provisions or mandates to regularly monitor and report progress on planning coherence; the government publishing regular reports for parliament and the public about progress on implementation.
- the existence of legal frameworks and use of mechanisms that meaningfully engage different partners (diverse civil society groups, marginalised sections of society, business and industry, science, academia) in the formulation and implementation of plans.
- the existence of explicit commitments in national legislation and/or strategy, in addition to the government's overall political and financial commitment to the plan and planning process. For political commitment beyond government, see 'Acceptability' above.

- whether the plan is being/has been implemented within the expected time frame.

Series 1 – Introduction to CROSSROADS

Series 2 – Fundamentals of SSR

Series 11 – SSR and peace operations

Series 9 – SSR and sustainable peace & development

Series 12 –SSR assistance programmes

Series 10 – SSR and wider challenges

National Security Planning