

Strategic Guidance Framework for International Police Peacekeeping— Capacity-Building and Development¹

Prior to the thematic meeting, a Challenges Forum research seminar on Strategic Guidance for International Police Peacekeeping: Framing the Framework had been hosted on 18 March. The two events were held at an important point of time in the development of UN police peacekeeping guidance. In development since 2009, with feedback provided through a comprehensive consultative process open to all 193 UN Member States and involving five regional meetings, the DPKO/DFS Policy on United Nations Police² in Peacekeeping Operations and Special Political Missions (UN Police Policy) was approved and took effect in February 2014. This document set the scene and the agenda for the discussions at the Oslo joint event, as the overarching policy document that henceforth governs UN police peacekeeping.

The Oslo meetings marked the first event in a multi-year doctrinal process which will see the development of a cascading architecture of guidance composed of policy documents, thematic guidance, technical manuals and training materials. As noted by Dmitry Titov, Assistant Secretary-General for the Office of Rule of Law and Security Institutions in DPKO, a new era in police peacekeeping has commenced through the Strategic Guidance Framework for International Police Peacekeeping (SGF) and the development of a common reference framework for United Nations Police (UNPOL) officers in four core areas of UN policing; namely: Police Command; Police Operations; Police Administration; and Police Capacity-Building & Development. This constitutes a vital step towards improving performance of UN police officers through the articulation of a clear and crystalized vision of what UN policing wants to achieve on the ground, how it needs to be done as well as a common professional language.

Capacity-Building and Development

The thematic meeting on Strategic Guidance Framework for International Police Peacekeeping— Capacity-Building and Development sought to discuss and garner input for the development of more specific guidance on the themes and principles pertaining to capacity-building and development essential parts of the emerging UN Police Policy.

The meeting was hosted 19–21 March 2014 in Oslo by the UN Police Division and the Norwegian Institute of International Affairs (NUI) as a Challenges Forum Partner.

¹ This paper is a policy brief, on the findings from the workshop, written for the International Forum for the Challenges of Peace Operations. The views expressed are not necessarily those of the Challenges Forum Partnership or the Host.

² The usage of police is meant to include police and other law enforcement agencies such as gendarmerie, customs, immigration and border services, as well as related oversight bodies, such as ministries of the interior or justice.



Norwegian Institute
of International
Affairs

THE INTERNATIONAL FORUM FOR THE
CHALLENGES OF PEACE OPERATIONS

UN Police Division Thematic Meeting on Police Capacity-Building and Development

In his keynote presentation, Professor David Bayley underscored the importance of police behaviour as a source of public trust and confidence, which is a critical factor in improving police effectiveness. The effort to cultivate public consent should begin at the start of engagement in a conflict-affected environment during the stabilisation phase, when habits of mind and behaviour may be established among indigenous police. Having a vision of what is sought is important even at this earliest phase, and moving towards this vision in terms of capacity-building. Bayley had six specific suggestions for changing the behaviour of the police:

- Do not try to work around the government;
- Have specific performance indicators based on observation of people in the field;
- Seek to establish an independent judiciary;
- Recognise that internal accountability within the police is a precondition for external accountability;
- Develop an adaptable strategic plan taking into account the nature of the indigenous rule of law system and traditional patterns of authority, and the highly political nature of police capacity-building and development; and
- Reform should focus on police behaviour rather than attitudes, and must start at the top rather than the bottom.

UN Police Division outlined the coming steps in the development of guidance hierarchy through 2015, with the new UN Police Policy to be followed by the elaboration of guidelines, manuals, standard operating procedures and training materials. The notion of ‘paramedic policing’, in which UN police would aspire only to stabilise policing in the host-state, was emphasised and reflective of former UN Secretary-General Dag Hammarskjöld’s assertion that ‘The UN was not created to bring us (mankind) to heaven, but in order to save us (humanity) from hell.’³

The panel on fundamental principles of capacity-building and police development brought together different institutional perspectives from organizations including the Office of the High Commissioner for Human Rights (OHCHR), United Nations Office on Drugs and Crime (UNODC), United Nations Development Programme (UNDP) and the World Bank. While the new UN Police Policy contains strong human rights components, in reality to date, there have often been persistent gaps between policy and practice. Silo-based work continues and human rights have not been used regularly in assessments of police capacities. The record of police capacity-building and development is mixed, as

³ Brian Urquhart, *Hammarskjöld*, (Alfred A. Knopf: New York, 1972), p. 48.

inappropriate models and solutions have often been imposed, including the dominance of common law and supply-driven approaches. There is a need to look at police reform in a comprehensive way, including police integrity or corruption, and engaging in effective coordination and partnerships. The difficulties of UNPOL in dealing with sexual and gender-based violence (SGBV) are likely to be linked to major residual policing problems in terms of the typically large post-conflict increase in SGBV. It was also noted that the World Development Report 2011 changed discourse about the link between security and development, and concluded that governments need to provide jobs in order to prevent recurrence of conflict.

Building institutional police capacity is a long-term developmental effort which needs to be based on an understanding of the effects of capacity-building efforts. DPKO's Police Division has developed a computer-based tool, currently in use in Haiti, which collects and supports analysis of information on the development of host-state police in key areas including human resources, training, operations and equipment. This type of tool is equally needed by host-state actors, to create a shared understanding of what works and what does not.

Experiences from a senior team of advisers on rule of law and police development in Somalia recounted setting aside the strategic action plan that had been developed to reform policing in Somalia on the grounds that it appeared to reflect the needs of the international community more than those of the Somali society and state. Instead the team helped Somali stakeholders to develop a new bespoke plan based on putting the interests and needs of Somalis first and ensuring that it was highly contextualised. One of the main challenges identified in mission environments is that frequently there are two silos operating in policing, one working with internationals, while the other deals with operations.

A solution that was developed in Somalia was to build the strategic planning team with direct links into operational teams and plans and meetings, to better help the police commissioner identify where reform issues fit into the operational side of policing.

The panel on support to policy formulation on policing discussed the police reform process in Serbia, which was facilitated by the OSCE and other international actors since 2001. The process involved sequenced reforms of depoliticisation, decentralisation, decriminalisation and demilitarisation of the police. A host state representative noted the long process of reform, and suggested that the fight against political corruption should be made a priority when police reform is undertaken in transitional contexts. Another host state representative pointed out that the UN will not be in Haiti forever and the police must be self-sustainable. The first mission in Haiti left too quickly and did not focus sufficiently on training, and ultimately had to return. Quantity is useful, but more attention is needed on quality and inculcating police recruits

with the values of protecting and serving the Haitian population. Further, strong coordination mechanisms between government, police, UN and donors are needed.

Turning to accountability and governance, the panel began with an overview of the work of the Commission on Accreditation for Law Enforcement Agencies (CALEA) in the USA in setting out a path for professional policing through the development of a common body of standards. Such standards help police to explain the exercise of authority whenever they are asked, and as such are key instruments for accountability and discipline within the policing profession. A UNODC representative discussed an array of measures involved in combating police corruption, including clear communication by senior management of the values and principles to be applied, specific measures for positions that are particularly vulnerable to corruption, paying police enough to support their families (combined with other controls), specific training for

The Strategic Guidance Framework, or SGF, will lay the foundation for a new era of police peacekeeping.

DMITRI TITOV, ASSISTANT
SECRETARY-GENERAL FOR THE
OFFICE OF RULE OF LAW AND
SECURITY INSTITUTIONS, DPKO

recruits and vulnerable staff as well as senior officers, and a move away from philosophical discussions of ethics and towards concrete training and advice for dealing with specific situations. It was further noted by the AU Police Co-ordinator that while the AU does not have specific policy guidance on police in peace operations, it equally has the SGF, and the AU will continue to support and benefit from this process. He underscored that most important was the empowerment dimension, as the sooner the host-state police take over responsibility, the better.

The final panel on stakeholder engagement noted a consensus that when internationals leave, the host state, including the stakeholders must continue the work. A key challenge then is to identify stakeholders (and spoilers) from UNPOL, indigenous police, the criminal justice system, the wider security and justice system including traditional (or informal) providers, the whole of government (ministries and political leadership), the whole of society, and finally the international community. A further challenge once stakeholders have been identified is to legitimise the new structures of power, since legitimation is ultimately what will sustain the reform. Getting public support is not a goal, but a process, and public consent will fluctuate. A lesson learned in international police development is that top-down approaches must be complemented by bottom-up approaches and community-based practices. An inherent risk in steering committees for police or security sector reform occurs when the UN and donors are in the driver's seat, creating a hierarchy in which civil society actors tend to be marginalised. This can be counteracted

to some degree through the engagement of stakeholders from local communities, a broad range of civil society actors, and by monitoring public perceptions of police reform.

In addition to the presentations and panel discussions, five sessions of group discussion were organized, where the purpose was to operationalize further what capacity-building and development in police reform entails.

Several recurring themes emerged during the Oslo meetings:

- Capacity-building and development must be understood as a fundamentally political process, and requires sensitivity both to the context and to the likelihood of unintended consequences.
- There are inherent tensions, but also a necessary relationship between the international and the local. This is embedded in current understanding of peace operations and the role of police capacity-building and development. The appropriate role of the international versus the appropriate role of the local continues to be a matter of debate. Local ownership, local context, and local counterparts are important in setting priorities; however the international community is also important in providing essential support towards progress in realising those priorities. Thus finding the right balance is the perpetual challenge in coordination of international and local actors, and particularly in the context of organised crime.
- Police in peace operations exist within a larger process of security sector reform, which itself exists in the broader context of rule of law. To tackle a complex phenomenon such as organised crime then, coordination of colleagues from various relevant international and regional organisations and specialised agencies is critical. The tensions built into these relationships will not be easily resolved, but will require constant attention and work.
- The value of the Strategic Guidance Framework process is precisely in focusing our attention on these issues, the core principles, lessons learned and best practices that can help to ensure that the next time we are faced with a challenge, we will better understand, and be better prepared to go about delivering the important services expected of police in peace operations.

... the next time we are faced with a challenge, we will better understand, and be better prepared to go about delivering the important services expected of police in peace operations.



THE INTERNATIONAL FORUM FOR THE CHALLENGES OF PEACE OPERATIONS

The Challenges Forum is a strategic and dynamic platform for constructive dialogue among policymakers, practitioners and academics on key issues and developments in peace operations. The aim is to shape the debate by promoting awareness of emerging issues, identifying key challenges facing military, police and civilian peace operations and generating recommendations to address them. It is a global network of 44 leading peacekeeping-related organizations in 19 partner countries.

www.challengesforum.org