

4.50 UN Police Roles and Responsibilities

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NOTE

Each IDDRS module is current with effect from the date shown on the cover page. As the IDDRS is periodically reviewed, users should consult the UN DDR Resource Centre web site for updates: <http://www.unddr.org>.

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4.50 UN Police Roles and Responsibilities

Summary

This module outlines the proposed involvement of the United Nations Police (UNPOL) in an integrated approach to disarmament, demobilization and reintegration (DDR). The relevance of policing to DDR is two-pronged and focuses on: (1) crime control, law and order, and security; and (2) police reform/restructuring and development in the post-conflict period.

As the peace process moves forward, a large number of activities start taking place in the social, economic and political arenas of the country emerging from war. These activities often present many challenges, which, if not properly dealt with, could seriously undermine the entire process of peace-building. The police services need to be aware of possible challenges and prepare appropriate plans of action to deal with them.

Previous DDR programmes have frequently experienced difficulties because they have failed to connect sufficiently with the police and other components of the criminal justice system in order to deal with the problem of increasing crime levels in the post-war period. The ineffective and often incomplete transition of combatants to civilian life can cause serious law and order problems. If reintegration activities do not succeed, there is the risk that increased criminal activity will develop among demobilized ex-combatants. When small arms continue to be easily available, some ex-combatants continue to misuse them in order to retain power and authority and to make a living. It will require both an attractive package of incentives and effective, collaborative programmes for them to give up their weapons and accept new state authority.

DDR is conducted in a dynamic and volatile environment and, as a result, excellent liaison and coordination across all security sectors are essential to the success of the entire process. This module discusses the likely involvement of the police services at various stages of DDR, from conceptual planning through to the practical implementation of community-based reintegration and long-term peace-building processes.

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1. Module scope and objectives

This module looks at the various levels and areas of police involvement in the DDR process, from the pre-mission planning stage to actual and effective liaison to promote and improve the links between planning and its practical application in the field. The module provides a working example of how to 'operationalize' the concept of integrated planning and to follow it through to effective practical action.

Despite successes in many missions, the role that UNPOL can actually play in relation to DDR is often undervalued. This module provides guidance on improving the involve-

ment of UNPOL in UN peacekeeping missions, highlighting its specific roles and responsibilities within the DDR process. The module also includes advice on:

- pre-mission assessments;
- pre-mission planning;
- deployment and induction training of UNPOL personnel;
- practical operations of the UNPOL component within the mission.

It should be noted that the extent of the involvement of the UNPOL component will vary considerably according to the nature and extent of the mandate granted under Security Council resolutions. However, the involvement of UNPOL can be said to cover the following basic areas within the mission's DDR activities:

- coordination;
- advice;
- monitoring;
- improving and encouraging public confidence;
- reforming and restructuring the national police service.

DDR is a collective responsibility of all those involved in the process, and each component of the security sector should contribute to the success of the entire process to prevent the resumption of conflict. The overall objective of police involvement in the DDR process is to assist in the disarmament and demobilization of combatants and to establish an environment that allows the successful reintegration of former fighters, so that sustainable peace and stability can be established.

2. Terms, definitions and abbreviations

Annex A contains a list of terms, definitions and abbreviations used in this standard. A complete glossary of all the terms, definitions and abbreviations used in the series of integrated DDR standards (IDDRS) is given in IDDRS 1.20.

In the IDDRS series, the words 'shall', 'should' and 'may' are used to indicate the intended degree of compliance with the standards laid down. This use is consistent with the language used in the International Organization for Standardization standards and guidelines:

- "a) 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard.
- b) 'should' is used to indicate the preferred requirements, methods or specifications.
- c) 'may' is used to indicate a possible method or course of action."

3. Introduction

DDR is a multidimensional process that should be based on: an in-depth understanding of the sociocultural history and long-standing problems of the country under reconstruction; an understanding of the causes and nature of the conflict; the resolve of the post-conflict government to abide by the terms of the comprehensive peace agreement; and adequately funded and efficiently mobilized resources.

Because of the multiple problems and challenges in the post-conflict period, successful DDR needs comprehensive strategies to plan the contributions that all in-country partners can make to the process. UNPOL should play an active and fully integrated role in the entire DDR process, since it works at the community level, where reconciliation and the reintegration of combatants to become productive members of society will be the most important factor both in short-term conflict resolution and in the long-term sustainability of peace and stability. Simply put, a well-managed DDR process can make the job of policing local communities simpler, whereas lack of coordination can cause problems requiring solutions that are costly in terms of both human and financial resources.

At present, the issue of policing is only raised in discussions of DDR when considering the possibility of reintegrating combatants into the police service. However, ex-combatants should be recruited to become members of the police service only through a proper process of vetting and selection. There should be no promises that simply being a former combatant will grant free passage to become a police officer as a part of the reintegration initiatives. The issue of setting up the criteria for recruitment should be fully covered in plans for wider police reform and restructuring, including such aspects as ensuring gender balance and ethnic diversity. Such reform and restructuring should proceed together with other criminal justice reform initiatives and be part of the overall security sector reform (SSR) process. Ultimately, SSR initiatives require political will and a level of commitment that can only come from a comprehensively detailed provision within the framework of the peace agreement.

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The mission mandate given to the UNPOL component may dictate the level and extent of its involvement in the DDR process as a whole. Depending on the situation on the ground, the Security Council could grant mandates that might vary from the 'light footprint' activities of monitoring and advisory functions to full policing responsibilities. There is no one-size-fits-all policing policy and, as a result, there can be no standardized approach to determining police support to the DDR process.

4. Military and police roles

To assess and fully analyse the future of DDR, it is important to understand the dynamics of the transition from military to police security during the post-conflict period. This transition has important implications, not only for the DDR exit strategy, but also because the establishment of an effective and professional police service is essential for the transformation from a militarized society to a civilian one. Often, the police service that existed previously will have been reduced in both its size and powers during the time of the conflict and many of its functions taken over by a military with far greater resources. Such a practice militarizes the police. As the State increasingly uses military in police functions, the distinction between maintaining internal order and external security becomes unclear.

As peace returns, the police service should be restructured and its role as the most important security service for maintaining internal order re-established. In order to establish

security institutions with proper civilian control and oversight, the transitional phase should be short, under political control and operationally assisted by international peacekeeping forces. The transition to police assuming overall responsibility for internal security can be challenging, however: there may be overlap of tasks, lack of accountability for acts committed in the conflict period and, moreover, rivalry between the various institutions involved. While a short transition period increases the chances of successfully establishing proper, publicly accountable institutions to strengthen the democratic process, the withdrawal of international peacekeeping forces should be a carefully planned exercise and its speed should be based on the capability of the local security services to take over the maintenance of security and public order.

5. The pre-mission assessment

As soon as the possibility of UN involvement in peacekeeping activities becomes evident, a multi-agency technical team visits the area to draw up an operational strategy. The level of engagement of UNPOL should be decided according to the existing structures and capability of the national police service. Pre-mission assessment is the responsibility of the Strategic Policy and Development Section within the Police Division (PD), which examines the entire structure of the police service, including its legal basis; human resources; and technical, management and operational capabilities. The police assessment takes into account the overall local police capabilities to deal with the immediate problems of the post-conflict environment and estimates the overall requirements to ensure the long-term effectiveness of the local police service as it is redeveloped into a professional police force. Of critical importance during the assessment is the identification of the various security agencies that are actually performing law enforcement tasks: military intelligence units in particular are extremely powerful and perform all types of law enforcement functions, while other paramilitary forces and irregular forces also carry out these functions during conflict periods.

During the assessment phase, it should be decided whether police institutions themselves are to be included as part of the DDR process. Police may have been directly involved in the conflict as fighters or as supporters of the main fighting forces. If this has been the case, keeping the same police in service could be harmful to the peace and stability of the nation, and the police as an institution will have to be disarmed, demobilized, and re-recruited and trained to perform proper policing functions.¹

Also during the assessment phase, the extent of disarmament challenges should be identified. UNPOL should play a central role in identifying the number and type of small arms in the possession of civilians, and assessing the capability of local police to protect civilians and the prospective number of former combatants and their dependants who will return to the community. It is also important to assess the possibility of rapid rearmament as the result of arms coming across badly protected borders and the unregulated availability of arms in neighbouring States. Legal statutes to regulate the possession of arms by individuals for self-protection should be carefully assessed, and recommendations shall be made on any revisions required to meet the objective of proper weapons control.

6. Pre-deployment planning

Before the mandate and establishment of any UN mission, the PD is fully involved in the integrated mission planning process. The planning officer should take into account the

broad aims of the integrated mission and, after consultations and interactions with others involved, outline in practical terms the necessary course of action for police in relation to the DDR operation. Such a course of action will depend on the overall mandate based on the realities on the ground and the expectations of the parties concerned. The size and the composition of the police mission will depend on the mandate from the Security Council. Once these matters have been decided, a deployment plan is drawn up. Usually the deployment will be in phases, responding to the immediate priorities in the country where the mission will be deployed. The planning officer within the PD should take responsibility for DDR liaison and planning.

7. UNPOL's involvement in DDR

A Security Council resolution provides the legal basis for the establishment of a mission. The specific tasks of the related components of such a mission are often well defined and form the basis for the concept of operations. With the deployment of UNPOL to the mission area, the UNPOL Commissioner will (depending on the size of the UNPOL component and its mandate) establish a dedicated DDR coordinating unit with a liaison officer who will work very closely with the mission's DDR command structures in order to coordinate activity with military, national police services, the UN Development Programme and other relevant agencies involved in DDR programmes.



Haitian National Police (PNH) spokeswoman and UNPOL spokesman during press conference at PNH station in Delmas 33 in Port-au-Prince with weapons, ammunition and uniforms (both ex-FADH and PNH) that were seized over the weekend in two joint UNPOL–PNH operations. Photo: S. Paris, MINUSTAH

As a general principle, UNPOL tasks in relation to DDR will fall into the following areas:

- advice;
- coordination;
- monitoring;
- building and encouraging public confidence;
- police reform and restructuring.

Upon deployment to a mission area, all UN police officers receive induction training, which outlines their role in the DDR process. It is essential that all police officers in the mission fully understand the aims and scope of DDR programmes and are aware of the responsibilities of the UNPOL component in relation to the DDR process.

8. Advice

International police are increasingly engaged in advising the local police and policy makers in post-conflict countries. UNPOL carries out advisory functions in missions that are specifically mandated with advisory and assistance tasks. Advisory functions are carried out at three levels:

- *Strategic level:* This is where specific policy issues are conceptualized and formulated, usually with the ministry for the interior, police executive boards and senior police leadership;
- *Operational or middle-management levels:* At this level, international police officers work with operational commanders and mid-level managers, advising them on how to implement concepts and policies on the ground;
- *Service delivery level:* At this level, international police officers advise police officers working on the ground to ensure that their service delivery is appropriate and complies with the professional standards of policing.

UNPOL, with its unique positions at various levels, can positively influence the way the local police service performs its tasks. Advice and capacity-building can range from establishing policy frameworks on disarmaments to drawing up future regulations on arms possession, and can include reforming the national police service in its entirety. At the operational level, the UNPOL component can assist local operational commanders in identifying the problems of crime and lawlessness, and suggest the best ways to deal with them. This function becomes increasingly important as displaced persons and refugees start to return to their homes at the prospect of post-war peace. As they do, economic, political and social activities start to resume and social tensions are likely soon to appear. Such problems, if not tackled straight away, could lead to more complicated problems requiring a major diversion of efforts, resources and time to return the situation to normal. There are also clear links between UNPOL and intelligence gathering in support of military planning to maintain and improve the security of the area in which the UN mission as a whole operates. Police are best positioned to collect information that can help the military component in such security operations.

Advice is often required to assist the local police in dealing with the issues of law and order within and around the vicinity of the disarmament and demobilization camps. Local police shall proactively engage in dealing with criminal activities at these sites and promptly react to any indications that serious crimes could be committed.

The UNPOL component can provide advice and training to local officers to ensure that they develop procedures and processes not only to deal with the shorter-term aspects of disarmament and demobilization, but also to determine longer-term laws and procedures to manage the legitimate possession of firearms and decide the correct follow-up actions for the social reintegration of former combatants into society.

9. Coordination

DDR is a complex process requiring full coordination among all stakeholders, actors and participants. Success depends on the full support of the community. The UNPOL component is usually in a unique position, being welcomed and accepted because of its neutral and non-partisan nature. It can therefore build a working relationship with the community to help create an environment that allows DDR to take place. It can assist with such matters as selecting the sites for the demobilization camps, broker agreements with communities and help assure their safety for practical purposes such as getting to their farms, bringing in the harvest, etc. In the past, ignoring these concerns has caused delays and a loss of opportunities to push forward DDR efforts. The UNPOL component, in cooperation with the local police, is often in the best position to identify local concerns and coordinate with the parties involved to quickly resolve any problems that may arise.

Another important aspect of coordination is ensuring the safety and security of demobilization camps and other sites where the gathering of large numbers of former combatants might cause potential security risks. UNPOL can effectively coordinate security arrangements that reassure ex-combatants trying to return to normal civilian life. Demobilization camp security, on the other hand, shall be the responsibility of the military component of the mission.



Members of UNPOL and Formed Police Unit from the UN Mission in Kosovo (UNMIK) at weapons collection site. Photo: UNMIK

In practice, all matters related to law and order should be undertaken by the UNPOL component. In a UN-led transitional mission with full executive authority, UNPOL shall ensure both law and order and criminal justice provisions. In cases where the UNPOL component is mandated to support law and order, it shall work in close coordination with the local police in ensuring the effective maintenance of law and order. Another important area of coordination will be with international and regional police agencies for information sharing and operational planning with regard to dealing with arms trafficking, terrorism and other trans-border crimes.

The presence of a dedicated UNPOL liaison officer within a DDR unit helps in gathering and processing intelligence on ex-combatants, their current situation and possible future activities/location. Such a liaison officer provides a valuable link to the operations of the UNPOL component and the local police, since ex-combatants can potentially cause law and order problems if they are not properly reintegrated into society. It is important for local police to participate in the process of keeping track of ex-combatants who are reintegrating into society. With a proper involvement in the DDR process, the UNPOL component is well placed to receive 'community intelligence' through active engagement with the local civil society.

Similarly, the liaison officer can fully explain the role of UNPOL in advising and training the national police service to ensure that it has effective training and procedures to contribute to the success of the DDR process.

A final area of coordination will be the operational engagement of formed police units (FPUs) in crowd control and public order problems in the DDR camps or their vicinity. If such incidents arise, immediate employment of an FPU can contain such situations with minimum use of force. Military engagement in these situations might lead to greater numbers of casualties and wider damage.

10. Monitoring

One of the core tasks of the UNPOL component is to monitor whether local law enforcement officers comply with professional standards of policing. This monitoring process is also linked to those of mentoring and capacity-building to ensure that local police are given new skills and an understanding of how to perform their tasks in accordance with the expectations of both local people and the international community. UNPOL should help to ensure that the demobilization and demilitarization process does not merely focus on technicalities and individuals, but firmly establishes the principles and practices of DDR in both the institutions and culture of the country. UNPOL is in a good position to observe and monitor any return to military-style activities; can assist in getting rid of checkpoints, illegal collection points and hold-ups; and can help former combatants give up the idea that they are still part of a fighting force. UNPOL can also monitor the activities of local militia commanders and make them fully responsible for complying with the peace agreement. Above all, it shall focus on the activities of the local police and monitor their compliance with the agreed principles of service delivery. Monitoring involves not only watching the activities, but also being part of the correction measures if there are problems, so that the local police learn the proper way of carrying out their tasks.

Monitoring the trends of crime and criminality and other social problems will be very important, to limit and control any activities that could hinder progress towards stability. Demobilized combatants and regular soldiers are often involved in human trafficking, the

sex trade, racketeering, smuggling and other organized criminal activities in the post-conflict environment. UNPOL, depending on the mandate, will have to ensure that these activities are controlled effectively right from the start to avoid the transitional authority being undermined and the entire peace process being derailed.

Another aspect of monitoring should be that of establishing mechanisms to gather intelligence and monitor any increase in the possession of arms by the civilian population. Rules and regulations on the possession of arms for self-protection shall be well defined and implemented strictly by the local police. Monitoring the efforts of the national authorities in controlling the movement of arms across the borders will be crucial, to identify possible rearmament trends. The disarmament process will not succeed if the flow of weapons is not fully controlled.

Monitoring is a tool for observing the actions of the local police, so that objective recommendations on appropriate corrective measures can be made to the host government. Non-compliance reporting is one of the best tools available to monitors for ensuring that host authorities fulfil their obligations, and it should be used to apply pressure if officers and the authorities fail to deal with incidents of non-compliance, or routinely violate the principles of an agreement. Non-compliance reporting usually focuses on two themes: the standards of professional service delivery (client-focused); and the agreed principles of access and transparency with regard to commitments (bilateral agreements, access to records, detention centres, etc.).

11. Building up public confidence

The division between police and community that emerged during the conflict should be bridged with mutual understanding and acceptance; the prospects for long-term peace depend on how fast this can be achieved. The process of reconciliation requires willingness to compromise and true commitment to maintaining peace, but no progress can be made unless public confidence in the police has been established. Community policing initiatives have proved to be a very effective means of establishing and sustaining long-term community reconciliation processes. They involve changing police methods and practice so that the police and community work together to solve the problems of crime, disorder and insecurity, and in this way a relationship between the police and the public is established.

The philosophy of community policing encourages the development of new ways of dealing with community security concerns, particularly to ensure that the different needs of social actors — women, men, old and young, minorities, disabled people and other vulnerable groups — are systematically dealt with. Community policing forums are the best means to create favourable environments so that ex-combatants and formerly discredited local police are accepted back into the community. UNPOL, in most of its present operations, acts as a bridge to build up confidence and mutual trust so that the community will accept the ex-combatants. It acts to ensure that all stakeholders are made fully aware that compromises will be essential for the peaceful reintegration of ex-combatants into the community. UNPOL can develop local forums and sensitize all parties to the need for caring for each other, reconciliation and trust. Such initiatives offer the opportunity to regularly share matters of concern to all stakeholders, thus encouraging broader understanding and harmony.²

BASIC PRINCIPLES OF COMMUNITY POLICING

- Policing is carried out by consent, not coercion (force).
- The police are part of the community, not apart from it.
- The police and community work together to find out what communities' needs are.
- The police, public and other agencies work together in partnership.
- The business of policing is specifically designed to meet community needs.
- The community is empowered to root out the causes of its social and security problems.
- Diversity in the police force reflects diversity in the community and meets the needs of different social actors.

In a normal society, controlling the availability and circulation of small arms and light weapons is vital for community safety. Citizens will only hand over their firearms if they can see a visible improvement in public safety and security and if they have a certain degree of trust in the police and the security agencies. Community-based policing can play an important role in strengthening weapons control initiatives. Similarly, if there is a good working relationship between the police and the community, it will be easier for the police to obtain information about arms caches and help the military conduct successful operations in ridding the community of arms.

Similarly, police can offer practical advice on security and provide visible reassurance to vulnerable communities such as refugees and returnees during the DDR process. The mere presence of UNPOL often contributes to the safety, security and confidence of the local population. Regular FPU patrols in DDR cantonment sites are a strong confidence-building initiative, providing not only a highly visible and reassuring presence to deter crime and criminal activities, but also relief to the military component of the mission, which can then concentrate on more serious threats to security and wider humanitarian support. However, FPU engagement shall always be limited to the regular maintenance of law and order and not be involved in high-risk camp and weapons security matters.

As mentioned earlier, demobilized combatants from both armed forces and groups are very likely to be involved in the growing problems of domestic violence, sexual abuse and other anti-social behaviour that often characterize a post-conflict community. To deal with such problems, communities shall be encouraged to work collaboratively with the police, and police shall undergo special training on gender-based violence towards women and children, as well as other hidden social problems such as abuse of the elderly.

The sensitization of communities on how to take preventive action to avoid growing interpersonal violence increases confidence and enables police to more effectively deal with the needs of the most vulnerable. The following steps can be taken to strengthen public confidence in the police:

- open access to all police services;
- the availability of police services 24 hours a day, 7 days a week;
- a highly visible police presence;
- aggressive public information campaigns;
- the creation of public forums and civil society engagements so that police actions are monitored and evaluated regularly;
- the representation of minority groups and balanced ethnic composition in the police service;
- the promotion of gender balance in the police force and gender mainstreaming in all police work.

In fulfilling an executive mandate, UNPOL shall develop and carry out all confidence-building measures. To fulfil a non-executive mandate, UNPOL shall assist and advise local police in their confidence-building initiatives.

12. Police reform and restructuring

One of the key tasks that UNPOL is regularly engaged in is the reform, restructuring, rebuilding and capacity development of national and local police. Failure to ensure accountable and transparent police services is an important reason for the breakdown of the rule of law. In conflict-ridden societies, police institutions are mostly neglected, underfunded, politicized and exploited as tools for repression and gross human rights violations. Given that police are the most visible arm of the State, and are entrusted with responsibility for preserving order and maintaining the law, the way in which they carry out their duty is an important indicator of the stability of peace. Police reform is therefore one of the most vital areas of focus for the re-establishment of peace and stability in a post-conflict State. Without properly constituted and trustworthy police, the transition from conflict to peace will be much more difficult. However, police reform cannot take place in isolation and shall be part of a holistic (all-embracing) process of SSR, including simultaneous reform initiatives in the judiciary and prison service. Police reform is usually based on the principles of democratic policing, which in turn are based on the principles of representation, responsiveness and accountability. Police reform is a long process and requires sustained support from the international community.

The process of reforming and restructuring the police has several close links with all three aspects of the broader DDR process. Removing high-calibre, military-style arms from the police should take priority, although care should be taken not to leave police without adequate arms to deal with criminal violence, which can increase during the transition phase. Disarmament of the police should take place within the wider processes of arms control and police reform, so that police can fulfil their mandate to protect the lives and property of citizens. The replacement of military-style weapons with light individual weapons will help pave the way for service-oriented police; however, this requires careful and intensive education and training, supported by new policy and legal frameworks.

Ensuring balanced ethnic diversity and gender representation in the police is vital to the success of reform initiatives. This is why it is essential to avoid any political compromise that allows the inclusion of ex-combatants at the cost of achieving and maintaining high standards of policing. The international police can play a vital role in insulating local police from such political interference.

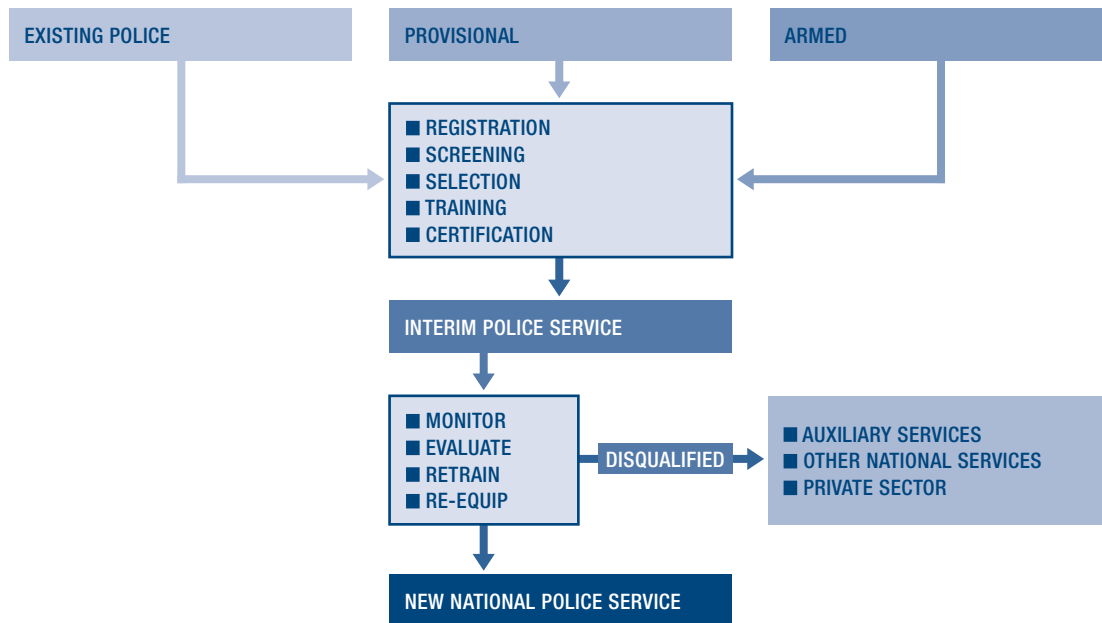
The demobilization of police personnel within the reform framework shall be carefully managed and controlled. Extreme care shall be taken to ensure that the demobilization of large numbers of police does not result in a lack of trained personnel during the transition period. Reduction of the numbers of police shall be carried out in line with local needs and shall proceed in phases, so that there is no gap in the police presence and also to allow the police to prepare for the transition that is about to take place.

As with the reintegration of former combatants, police reintegration shall be a carefully planned activity. Great care is needed to ensure that anyone with a criminal background (including human rights violators) is not re-enlisted into the reformed police service. If any ex-combatants are to be reintegrated into the police, their recruitment shall follow the standard procedures, which will ensure that only those who meet the required standards will be enlisted.³

Lessons learned from earlier missions have shown that existing police personnel should go through a proper vetting process before they are formally certified as police officers. Vetting involves an assessment of existing police officers to make sure that they are suitable for continued employment in the reformed police organization. Depending on the current situation in the country and the UN’s mandate, provisions should be made to maintain an interim police force/service composed entirely of the existing police personnel in the country, or the UNPOL component, which will have legal executive authority until the national police service is re-established.

In this case, the interim police shall remain in existence until the new framework, including organizational structures, legal provisions and all the necessary management and administrative procedures, is in place. The aim of creating an interim police service is to ensure that all those with criminal backgrounds, or officers without the proper personal and professional qualifications to conduct themselves correctly as police, are prevented from joining the new reformed police service.

The following diagram shows the process of establishing a new police service:



12.1. The vetting process

This takes place in three phases:

12.1.1. Registration

Registration is the most important process for obtaining information on the enlistment of all persons who carry out policing functions. Reliable information on the status of individual police officers is often limited, and it may be difficult to validate the different versions or claims individuals may make regarding their status. Similarly, it will be difficult to find out the personal histories of ex-combatants who apply to be inducted into the police. The registration process should clarify matters by:

- providing an accurate number of active police personnel;
- identifying ‘ghost’ police officers whose salaries are paid, but who do not exist in reality, thus allowing the government to reduce expenditure;

- allowing the authorities to establish an accurate register of the details of prospective police officers;
- allowing police training institutions to design and develop sound training programmes.

The registration programme shall be well planned so that no stakeholders are left out. The registration forms should include a photograph and all personal details. All the registration details shall be included in the central database for future reference, and shall be kept confidential.

12.1.2. Screening

Once the number and type of personnel to be included within the reformed institution have been decided, the selection process is started. Individual screening will determine how well people fit the set of criteria for recruitment to the police service. Criteria shall be established that take into account the circumstances of the conflict and the restrictions this might have imposed, for example, on an individual's education, which, in a long-lasting conflict, probably will have been interrupted. The screening process shall also be designed to reveal any involvement in human rights abuses and war crimes. Other areas of importance will be evidence of corruption and unethical conduct, including sexual exploitation, domestic violence and other crimes committed while serving under the previous authority. The screening should take the form of a formal test so that the candidates' standards of literacy can be determined, and include medical tests to assess their physical and mental condition. An interview should be conducted to identify any other relevant competencies that they possess. There should also be background and character checks to verify the suitability of each individual, authentication of any documents, an assessment of general reputation and character, and other measures to determine the strengths and weaknesses of each applicant.

12.1.3. Certification

Provisional officers will be certified as members of the reformed police service after they have been through the entire process of vetting. Certification will be strictly based on the individual having met the recruitment criteria. Once the individuals are certified, they are issued with service identity cards.

12.2. Training

Individuals who meet the basic eligibility criteria shall undergo compulsory training based on their level of experience and education. The standard of training programmes is often determined by the human resources available to train the police service, so a particular effort shall be made to recruit good trainers. Training programmes shall cover all aspects of police work, and shall be properly developed to suit the needs of the country. Imported training programmes that are not adapted to the local environment and realities and the sociocultural background are often a waste of time and resources. Training programmes in the post-conflict environment shall focus specifically on human rights, community policing principles and human security. All training should be reinforced by a full mentoring service to ensure that the theoretical knowledge gained during the training programme is reinforced in practice, through close supervision and guidance. The establishment of a properly trained and capable police organization often allows the withdrawal of the UN mission from a post-conflict society.

Training programmes for police in transition usually focus on the following aspects:

- *Standard harmonization training:* War often interrupts regular training programmes, and the police lose their capacity to properly carry out their tasks. Moreover, many police officers who were recruited during the war have never undergone the proper training to raise their understanding of policing work to an acceptable standard. Harmonization training is often short but intensive, and is designed to train the workforce so that everyone achieves the basic minimum requirements of skills and knowledge on professional policing practices;
- *Supervisory and middle-management training:* This training is often focused on the development of supervisory and managerial skills, and can help prepare leaders for the new police structure;
- *Special skills training:* Depending on the immediate needs of the local police, special skills training is usually carried out to prepare specialised members of the police, such as investigators, traffic officers, security officers, trainers, drivers, mechanics, etc., to resume their responsibilities.

13. Issues of concern

Police reform is a long-term undertaking, which must be methodical and properly planned. The following factors are essential for the establishment of a professional police service.

13.1. Political will

Police reform and restructuring require a strong national political will for change. This is demonstrated when proper measures are taken to ensure the promulgation and amendment of police regulations and police statutes. Furthermore, national political will is shown by protecting police reform plans and processes from any political interference and influences. The police force needs to be a totally non-partisan institution that represents all the groups in the nation, and police officers shall be responsible to the public through obeying and being loyal to a duly elected government. Making resources available for paying regular salaries and providing basic requirements such as uniforms are other ways of displaying political will and commitment. Ultimately, the police reform process should be a national effort and not something imposed on a country from outside. The sustainability of the reform process depends on the level of national ownership of the entire process and the ability of the government to support it in the long run.

13.2. Sustained and coordinated international support

Any war-torn country will have a huge number of priorities, but the damaged economy can deal with these in only a very limited way. Police reform and capacity-building is a long-term requirement, and international support should sustain these initiatives. Piecemeal police reform without such sustained support often brings no long-term benefits. However, contributing to the police reform process can be a politically sensitive issue, and many donor countries are not willing to support this particular activity. It is therefore very important to make the best use of available resources by coordinating and integrating international support so that, through the united effort of all concerned, the best possible end result can be achieved.

13.3. Comprehensive initiatives

Police reform cannot be an isolated activity. Many examples from earlier missions have indicated that police reforms should take place at the same time as the reform and development of the judiciary and prison systems, in a holistic (all-embracing) process of SSR. All three components of the criminal justice system work together and support each other, so their redevelopment should move forward in the same way. Police reform shall therefore also be a part of the overall SSR plan that will include the reform of all security agencies.

14. Conclusion

The importance of DDR for sustainable peace and security in the post-conflict environment is now a generally accepted reality. Strategic plans backed up by political frameworks are vital to the success of such processes. Each step has its own challenges and difficulties, which need to be assessed and dealt with in a coherent manner. There are many areas of UNPOL work that directly affect the DDR process, and the DDR process also directly affects the work of the UNPOL component. This interdependency requires a structured and integrated approach towards planning and operational activities. In short, the following tasks will be the key responsibilities of the UNPOL component within the DDR process:

- to assist and advise the local law enforcement authority in the maintenance of law and order and criminal investigations within demobilization and cantonment centres;
- to improve, through the local police, provisions for the security of demobilized combatants while they are being reintegrated into civil society;
- to proactively carry out confidence-building initiatives through advocacy and education on all aspects of the social reintegration of ex-combatants into the community;
- to assist the national police service in its reform process through the vetting of its existing members and the selection of new ones, including former combatants who wish to join the national police service;
- to assist the military component of the mission in clearing weapons from civilian areas through sharing of information, controlling movements of the civilian populations, etc.;
- to assist the local law enforcement authority in developing the policies and capacities it needs in order to be closely involved in the national DDR process.

Annex A: Terms, definitions and abbreviations

Terms and definitions

Formed police unit (FPU): A self-contained police unit of 125 officers capable of providing a range of tactical options, including an effective public order function.

Police statute: A law, decree or edict enacted by the relevant authority governing the establishment, functions and organization of a law enforcement agency.

Weapons control: Regulation of the possession and use of firearms and other lethal weapons by citizens through legal issuances (e.g., laws, regulations, decrees, etc.).

Abbreviations

DDR	disarmament, demobilization and reintegration
FPU	formed police unit
IDDRS	integrated disarmament, demobilization and reintegration standard/ standards
PD	Police Division
SSR	security sector reform
UN	United Nations
UNPOL	UN Police

Endnotes

- 1 Haiti is an example of a country where existing police will have to give up their military hardware and individuals will be properly vetted before rejoining the reformed police force/service.
- 2 For example, such forums were established and facilitated by the civilian police in each community in Sierra Leone. Paramount chiefs were regularly called in to hold such meetings and support trust-building activities for all concerned.
- 3 In Sierra Leone, for example, the police services were extremely rigorous in their recruitment of new members. The standards they adopted prevented the enrolment of ex-combatants.