UN Police Towards 2020:

Serve and Protect to Build Peace and Security

A Vision and Multi-year Strategy

March 2014

Vision

1.   UN Police contribute to **sustainable peace** through **effective and efficient delivery** on **police-related mandates**.

Elements of the Vision

2.   The vision of UN Police, in cooperation with Member States and other relevant stakeholders, is to work in tandem with host-state authorities to translate day-to-day public safety into long-term peace and security by supporting effective and efficient policing and providing strategic advice and guidance. The vision above has three key elements:

3.   **Sustainable peace** entails an end state where host states promote and protect the rule of law, members of all communities enjoy equal protection through democratic policing, and citizens feel free from fear of crime and violence. Strong, well-functioning and accessible state security institutions build mutual trust, respect international standards for human rights and criminal justice and guard against peace spoilers such as Transnational Organized Crime, impunity and corruption.

4.   **Effective and efficient delivery** of police support – in accordance with the Secretary-General's Five-Year Action Agenda and relevant Security Council Mandates – creates measurable impact on the ground through the cost-efficient, timely, flexible and integrated use of available financial and human resources and delivery mechanisms. This requires the deployment of highly qualified, well trained and equipped police women and men, who conduct themselves in a professional manner, understand international standards for policing and bring varied skill sets and expertise.

5.   Police-related activities are an integral part of Security Council mandates and the overall efforts to build sustainable peace. Achieving sustainable peace requires police support to host-state efforts to promote and protect human rights and the rule of law. As such, **police-related mandates** generally have the following elements: police reform through capacity and institution building, operational support to host-state police and other law enforcement services, interim policing and protection of civilians.

Introduction

6.	The United Nations has deployed peacekeeping operations in the field since 1948, with the first police officers arriving in the United Nations Operation in the Congo (UNOC) in 1960. More recently, UN Police experienced a period of unprecedented growth, with an increase from 1,677 deployed officers in 1994 to approximately 13,000 today, with a highpoint of more than 17,000 authorized and 14,000 deployed in June 2011. The demand remains high, with Secretary-General Ban Ki-moon noting the "growing importance of the United Nations police as a central element in the achievement of sustainable peace and security" (A/66/615).

7.	Recognizing the expanding role of police in the new age for peacekeeping in the early 1990s, a Civilian Police Unit (CIVPOL) was established within the Department of Peacekeeping Operations (DPKO) in 1993, responsible for managing all police deployments to field operations. The CIVPOL Unit became the Police Division (PD) in 2000, the same year the seminal Brahimi Report called for a "doctrinal shift in the use of civilian police in United Nations, to focus primarily on the reform and restructuring of local police forces (according to international standards for democratic policing and human rights) in addition to traditional advisory, training and monitoring tasks" (A/55/305 – S/2000/809).

8.	In 2007, PD was incorporated into the newly established Office of Rule of Law and Security Institutions (OROLSI). Led by the Police Adviser (PolAd), who reports to the Assistant Secretary-General (ASG) for OROLSI, PD is comprised of three sections based at UN Headquarters in New York, as well as the Standing Police Capacity (SPC) based at the United Nations Global Service Centre (UNGSC) in Brindisi, Italy. The three New York-based sections are: the Mission Management and Support Section (MMSS), Selection and Recruitment Section (SRS) and Strategic Policy and Development Section (SPDS).

9.	Among other things, the women and men of the UN Police have been called upon to provide operational support and technical expertise to host-state police, protect civilians, provide electoral and border security, address transnational and other serious organized crime, and investigate and prevent cases of sexual and gender-based violence. They also build the capacity of policing and law enforcement institutions through training and resource mobilization, engage in community-oriented policing and provide executive policing and other law enforcement services in areas severely weakened by conflict and violence. In the countries where they work, UN police peacekeepers perform all these tasks while also supporting a holistic and integrated approach to the wider rule of law sector, in partnership with other mission components and the UN Country Team (UNCT).

10.	In light of the complexity of current police missions, the development of a multi-year strategy is instrumental in setting clear priorities for the coming years, promoting a coherent, consistent approach to implementing the vision for UN Police and meeting the challenges of today and tomorrow.

11.	Four strategic priorities will guide the work of the UN Police over the next four years (2014-2017), as international police peacekeeping continually evolves to meet new needs. These priorities are to:

- Prioritize a focus on **field missions**,
- Foster prudent and **effective management**,
- Deliver holistic **doctrine and training**, and
- Harness the power of **partnerships**.

12.   The aim is for a new brand of UN Police – better trained and equipped, with targeted tasking and specialized skills, delivering together with key partners – to identify and implement the technologies and methods that police professionals need in order to analyze continuously evolving information, data and situations. Informed and validated by evidence, all actions will be geared towards clearly demonstrating measurable results. Through a focus on the field, strong doctrine and training, strategic partnerships and effective management, UN Police will solidify its indispensable role in achieving lasting peace and stability.

13.   After a brief exploration of the evolving context of police peacekeeping, this strategy describes areas in which UN Police face critical challenges and outlines concrete steps to overcome those challenges and deliver more effectively and efficiently on their mandated tasks. By pairing each of the four strategic priorities with concrete activities and deliverables, the Police Division will enhance its ability to respond to emerging challenges and new demands with flexibility, agility and a willingness to promote innovation and change. The programme of action outlined contains many, if not all, of the steps required to make UN Police into a well-oiled machine of maximum efficiency and effectiveness, and as such, is highly ambitious. Throughout the text, the strategy distinguishes between steps that are essential and pressing, and those that are aspirational and desirable, but not absolutely required.

Values and Principles

14.   The UN Police will implement this multi-year strategy while embodying the following values and respecting the following principles:

Value(s)
- United Nations Police shall uphold the highest standards of efficiency, competence and integrity.
- United Nations Police shall promote, protect and respect human rights in full compliance and accordance with UN Standards and Norms on Crime Prevention and Criminal Justice, International Human Rights Law and Standards and International Humanitarian Law.

Principles
- United Nations Police core functions shall be implemented within a wider rule of law and security system reform context.
- United Nations Police shall respect host-state ownership and seek broad buy-in.
- United Nations Police shall ensure that the promotion and respect for human rights are central to efforts related to capacity and institution building, as well as operational support to host-state police and other law enforcement services.
- United Nations Police shall always conduct a thorough and standardized assessment of the host-state situation as a basis for mandate design and implementation planning.

- United Nations Police shall ensure that human rights information, analysis and standards and issues are incorporated in all its activities, including establishing, vetting, training, assessing needs and advising the host-state police and other law enforcement services.
- United Nations Police shall ensure that planned support to capacity development is demand-driven and appropriate in relation to host-state needs.
- In the planning process, United Nations Police shall engage with partners in the United Nations system and Member States in an effort to make mandates as clear, credible and achievable as possible.
- United Nations Police shall provide support that is gender-sensitive and pays particular attention to the needs of vulnerable groups.
- United Nations Police shall recognize the cultural, historical and political context of their work.
- United Nations Police shall seek political commitment, national ownership, participation and accountability from host-state authorities.
- United Nations Police shall identify and recruit the specialized capacities to fulfil mandates and support their development in partnership with Police-contributing Countries (PCCs).
- United Nations Police shall plan activities with a focus on sustainability from the outset.
- United Nations Police shall evaluate delivery on mandated tasks regularly.
- United Nations Police shall cultivate partnerships.
- United Nations Police shall take necessary measures to ensure that the police component complies with the environmental objectives of the mission.

The evolving context of UN Police peacekeeping

15.   Which tasks will dominate the work of UN Police and how is contingent upon the changing security environment and the evolving nature of conflict. Forecasters on future trends generally agree that large-scale political violence will continue to decline over time and that positive change, democratisation and economic growth is highly likely.[1] In the near term, though, the potential is high for increased smaller scale, intrastate conflict – and, with it, accompanying risks for spill over violence and instability in neighbouring states. Violent armed conflict and resource insecurity will continue to occur – and UN Police will continue to be deployed - primarily in poor countries where the following variables are present: weak governance, human rights and international humanitarian law violations (including those committed by host-States), previous experience of conflict and/or widespread youth unemployment among a population where the median age is below 25 years.

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[1] See the following research from observers who argue that global high-intensity and interstate conflict is, in general, on the decline:
- Halvard Buhaug, et al, "Global trends in armed conflict." *International Peace Research Institute,* Oslo, accessed 9 March 2014, http://www.regjeringen.no/nb/dep/ud/kampanjer/refleks/innspill/engasjement/prio.html?id=492941.
- Joshua S. Goldstein, *Winning the War Against War*, (New York: Dutton, 2011).
- Human Security Research Group, "Human Security Report 2013: The decline in global violence: evidence, explanation, and contestation," (Vancouver: Human Security Press – Simon Fraser University, 2013).
- Steven Pinker, *The Better Angels of Our Nature: Why Violence Has Declined*, (New York: Penguin, 2011).

16.   UN Police efforts to strengthen state capacity, in particular the rule of law, public administration and institutional accountability, will remain highly relevant. It is important to note that asymmetric and other threats may have transnational characteristics. Armed insurgents, rebels and other combatant groups may move easily across borders, a characteristic which points to a greater focus on support to border security, where relevant, in mission areas. Currently, in several deployment areas, UN Police are already and will continue dealing with disputes related to natural resources.

17.   Clearly, conflicts and mission environments have become more and more diverse requiring a variety of UN Police responses and configurations. Aside from peacekeeping operations in all shapes and sizes, the role that UN Police plays in DPA-led missions has also grown. Rule of law components may become needed to assist in mediation processes and preventive deployments, both of which UN policy documents have lately been emphasizing. In addition, UN Police may also prove more and more valuable in non-mission settings.[2] For example, the SPC has deployed to Chad and Mozambique in support of UNDP. Likewise, the Global Focal Point for Police, Justice and Corrections (GFP) also foresees possible deployments into non-mission settings. While these suggest smaller deployments than those in an average DPKO-led mission, they nonetheless indicate an important function that UN Police will fill in the coming years, given appropriate resources.

18.   While ambitious, the prioritization and sequencing suggested in this multi-year strategy take into account the current financial climate and the resources we expect to be available in the near future. This has been and will continue to be affected by the global economic crisis and its repercussions for UN peace operations, their mandates and available resources, including funding and staffing for special projects and initiatives. The effects of austerity and financial pressures on public expenditures are also likely to continue affecting the availability of police resources.

19.   Raising awareness about the mandate and capacity of UN Police is an ongoing task, as well as resolving the tension between ambitious mandates and time lines, on the one hand, and the reality of financial constraints, available resources and an evolving security situation, on the other.

20.   Partnerships between UN and regional organizations are likely to grow further in the coming years, not least for reasons of legitimacy; but as regional organizations have limited resources, this will generally be a partnership rather than a take-over. The need for alliances with international financial and development agencies, such as the World Bank, the African Development Bank and others, is becoming increasingly apparent.

21.   Another critical factor in the context is ownership, in particular the extent to which host-state authorities are willing and able to drive, engage in or support reform initiatives. With respect to willingness, commitment to carrying out reforms, at the highest levels of government and among senior police leadership, is essential. When it comes to ability, UN Police often work with host-state police colleagues with very low levels of capacity, weak infrastructure and low

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[2] As stated in the Secretary-General's decisions to the Policy Committee (dated 11 September 2012), the GFP "arrangement should cover PKOs, SPMs and priority non-mission conflict-affected countries, responding to field requests and priorities."

absorption capacity. Ownership is dynamic, and UN Police continuously have to foster ownership by discussing options for planning and carrying out reform and capacity building processes with their host-state counterparts.   Ownership also requires seeking and taking into account the security needs as articulated by the local population itself. Moreover, the UN Police must take steps to seek out community buy-in and strongly encourage the host-state police to do so, as well.

22. An overarching and extremely important challenge for UN Police is to understand the overall context in which they operate, in order to have a solid grasp of the political, cultural and historical contexts and prevailing systems of governance. This requires a clear understanding of:

  i. The roots and nature of the conflict, including historical, ethnic, political, regional and economic dimensions, as well as immediate threats to the population;
  ii. The relationship between the state and its citizens, as well as public perceptions of host-state police and law enforcement agencies;
  iii. The record of the host-state police and its leadership with regard to human rights, including the presence or absence of effective mechanisms for accountability for human rights violations;
  iv. The role of religion, culture and tradition, especially as they relate to the rule of law and informal justice systems;
  v. The capacity of host-state police and law enforcement agencies, including how police powers are exercised and the extent to which police have become "militarized;"
  vi. The place of police in the national security architecture and the role of other security agencies;
  vii. The nature and extent of criminality and corruption in the host-state;
  viii. The government structures, power sharing arrangements and/or perceived marginalization;
  ix. The extent to which the justice and corrections systems are functioning in conjunction with the police and other law enforcement;
  x. The level of civil society mobilization, including potential reform constituencies, and the role of women, children and minority groups in society;
  xi. The gender inequalities in society that may prevent the full participation of women in the reconstruction processes, including undertaking police reform and ensuring access to justice for victims of sexual and gender-based violence;
  xii. The willingness and ability of governing authorities and host-state police to carry out reform initiatives and reasons for any resistance.

23. The following operational challenges relate to the complexity of implementing mandated tasks. In addition, UN Police components face challenges when it comes to the tools and context in which they are tasked with implementing Security Council mandates. These include the continuing mismatch between mandates and resources – in particular financial resources required for reform tasks. Likewise, shortfalls in logistics must be addressed, as well as the need for rapid deployment, better pre-deployment preparation and training, equipment and guidance. Another issue is the deteriorating security situation in many mission areas and resulting concerns over the safety of UN personnel. The challenges and proposed activities to remedy and meet them are described in greater detail in the following section on strategic priorities.

Current and emerging operational challenges

24.   As the nature, landscape and demands of conflict have evolved, so too have the understanding and utilization of UN Police. Beyond providing the day-to-day technical expertise required in the field, police peacekeepers are also developing more targeted and evidence-based approaches to building peace and security over the long-term. The strategic priorities contained in this multi-year strategy aim to ensure that UN Police can meet the following current and emerging operational challenges.

25.   **Capacity and institution building** has long been a staple of UN Police operations, and has been continuously and rapidly evolving in recent years. Looking ahead, UN Police will continue to build the capacities of host-state colleagues in a growing number of specialized areas, including transnational and other serious organized crime, border security and management, maritime security, electoral security and protection of civilians (explained in more detail below). From training and mentoring individual police officers, UN Police have expanded their activities to building or re-building entire police institutions, including strengthening leadership and the administration of financial and human resources. In many cases, successful institutional reform also calls for transforming organizational cultures, but this is a highly time- and resource-intensive process that takes years even in well-developed organizations. At best, UN Police will be able to work with host-state police colleagues to lay the foundations for a transformation process, for example through revised incentive structures. Proper vetting and the application of the Human Rights Due Diligence Policy (in coordination with OHCHR) are useful tools to ensure that UN Police efforts are effective. Capacity and institution building will continue to expand in current and future missions. Its success is contingent upon the deployment of relevant experts and collaboration with UN and bilateral partners. In addition to the need for ownership described above, UN Police support for capacity and institution building entails fostering a stronger sense of police as an integral part of the criminal justice chain and a wider security sector reform process. It also requires coordinated action with all relevant partners, especially the UNCT, who will continue to work with host-state police beyond the life of the peacekeeping operation.

26.   A specific, critical area for capacity building, in which UN Police will increasingly provide assistance at the strategic and operational levels, is **transnational and other serious organized crime**. The line between political and criminal violence is becoming increasingly blurred, and organized criminal networks are often linked to political authorities and processes. As illicit networks undermine regional stability, the peace process and economic recovery, they render fighting organized crime integral to effective peacekeeping. UN Police must, therefore, understand the prevailing political and economic context and partner with others who can address related aspects, such as good governance. Every day, UN Police officers come face-to-face with the intimate relationships between crime, spoilers of peace, terrorism and corrupt and criminalized political elites. Addressing this issue more systematically is a key priority in the multi-year strategy for UN Police. Shoring up domestic institutions to counter organized crime is an integral part of our capacity-building support to host-state police. At the same time, it is clear that organized crime can only be addressed with specialized capacities, comprehensive approaches and partnerships – including UN partners such as UNODC and others, international financial institutions, Member States and civil society – and when there is political commitment to change in the host-state.

27.	Strong **border security and management**, including maritime security, is central to deterring the criminal elements who traffic in drugs, arms and other illicit goods. The UN's broader engagement in the area of border security and management also entails supporting host-state authorities to deal with the movement of armed groups across international borders, address migration-related violence and improve socio-economic conditions along borders. UN Police have been strengthening host-state border capacity in Haiti, Liberia, Timor-Leste and other mission areas, but it will also seek to develop a more systematic approach that responds to operational needs, incorporates guidance and training, makes use of relevant technology and supports regional initiatives on border management and security in compliance with human rights standards.

28.	The current policing tasks and challenges tied to transnational organized crime and border security and management go beyond standard preventative and investigative policing skills, and they require an understanding of the wider socio-economic, political and regional context. Therefore, in addressing the above, the UN Police will pay reinforced attention to **regional approaches and inter-mission cooperation** and engage a wide range of international and host-state partners, such as UNODC, INTERPOL and others.

29.	UN Police play an important role in the **protection of civilians**, primarily in the second (physical protection) and third tiers (protective environment), as described in the 2010 DPKO/DFS operational concept. As an integral part of a mission's overall protection strategy, police contribute to providing physical security, primarily through Formed Police Units (FPUs). Besides the operational challenges tied to the quality of FPU preparedness and equipment, the division of labour between UN Police and military peacekeepers at times requires further clarification. The presence of armed groups, an insecure environment, the probability that the host-police itself will become a threat to the physical integrity of civilians, a fragile political context and the need to coordinate with a host of partners, including humanitarian agencies, host governments and regional players, all contribute to making the UN Police role in POC one of their most difficult. In most cases, however, UN Police are not deployed to enforce the law themselves, but tosupport host-state police, who have the primary responsibility to protect civilians, but who often struggle with limited capacity, weak infrastructure and ineffective judicial institutions. UN Police often emphasize preventive, advisory and support roles to host-state police and focus on working with the police and the communities to build capacity and mutual trust. There is an urgent need for conceptual clarity on the contribution of the UN Police in the area of protection of civilians and on how threats should be defined. A near-term priority is to finalize guidance for UN Police and protection of civilians and promote targeted training in collaboration with the Integrated Training Service (ITS).

30.	In terms of future trends, the evidence suggests that the threat of violence during electoral processes may continue, especially where democracy is not yet stable. Violent competition moves from armed opposition in rural areas to violence around the election process itself, and demand for UN Police support to host-state police in providing security for electoral processes is high. UN Police already routinely support host-state police services in providing **security during electoral processes**. This has included building capacity, developing election security plans, providing operational support and logistical assistance in the delivery of materials, and promoting coordination between host-state police and relevant authorities. In the coming year, the Police Division will explore how to translate guidance on supporting electoral security into

training and otherwise ensure that police components are aware of recently issued guidance in this area.

31.   UN Police – and peace operations more generally – have begun to think more proactively and earlier about **draw-downs, reconfigurations and transition**. From the outset, UN Police will be encouraged to draw up a strategic mission or component plans, review achievements and measure implementation against set timelines. Moreover, missions go through different phases that require UN Police to shift their priorities and redirect support to evolving issues. The multi-year strategy aims to strengthen police components' ability and approach to measure impact, assess progress, identify comparative advantages and develop transition strategies, including effective and sustainable handover to host-state counterparts, UNCTs and international partners. Greater integration and harmony with UNCT programmes and activities will be achieved through closer coordination with UNDP and other GFP partners, especially through joint planning at Headquarters and, in particular, the field.

Strategic Priorities

Strategic Priority 1: Focus on Field Missions

Prioritize field-identified and host-state needs throughout decision-making processes, so that police components benefit from the right people, skills, equipment and knowledge necessary for creating lasting, measurable impact.

32.   The strategic decision to focus on field missions has to be unpacked in the context of current and emerging challenges identified above. In other words, the key steps towards strengthening the field orientation of UN Police in the areas of recruitment/personnel, safety and equipment, should all serve to render UN Police better able to meet their operational challenges by providing police components with the necessary tools and adequate conditions of service, based on systematic accountability.

33.   Moving forward, UN Police as a whole – Police Division and UN Police in field missions – will foster a culture of joint ownership of mission-specific issues through improved, intensified and more varied communication between Headquarters and the field (see also under Priority 2: Effective and efficient Management) and the systematic use of Police Division expertise to stand-up and/or support missions. The utilization, especially, of the SPC will continue to allow for rapid deployment of expertise in a wide variety of areas.

34.   Police Division will concentrate on providing integrated, police planning support for all phases of peace operations, from start-up to drawdown. It will identify available resources, strategies and mechanisms to address transnational and other serious organized crime, as well as contribute to election security, the protection of civilians, and border security and management. This can entail guidance and training development (see Priority 3), but also pilot projects of specialized police teams (e.g. Serious Crime Support Units and SGBV Units) and replicating successes (e.g. Civilian Policing Experts) in other missions.

35.	Regarding selection and recruitment, Police Division will continue to build on recent measures to strengthen standards, streamline recruitment processes and manage performance, including revising assessment procedures, creating the "Hermes" database, harmonizing job descriptions, accelerating recruitment campaigns and intensifying collaboration with Member States. This contributes to ensuring that police personnel are of the highest calibre and can be placed rapidly where and when necessary. Furthermore, UN Police efforts to secure specialized and high-performing officers, including female and francophone police, are underway. And yet, selection and recruitment processes must be reviewed continuously to identify opportunities for further streamlining, increased flexibility and the provision of suitable and skilled personnel. Advanced recruitment and deployment planning will also serve to avoid gaps, especially for Headquarters and key command staff positions.

36.	In addition to implementing the new pre-deployment assessment regime, Police Division will focus on leadership development and training, including the development of enhanced rosters to help identify command staff (P5 and above) and officers with specialized skills. A critical aspect is the ongoing process to systematically screen UN police personnel on standards of conduct prior to their recruitment. In application of the United Nations Policy on Human Rights Screening of United Nations Personnel, UN Police is participating in the development of screening mechanisms, including proactive screening of senior police personnel (P5 and above) and police units to be deployed in peacekeeping operations. Additionally, UN Police is fully committed to the Secretary-General's renewed commitment to human rights, as reflected in the Rights Up Front Action Plan of November 2013.

37.	Building on the comprehensive efforts to improve the operational effectiveness of FPUs since 2007, UN Police will take further steps to increase their effectiveness through enhanced pre-deployment visits and the full implementation of revised standards for the assessment, selection and recruitment of UN Police officers and formed units. This includes ensuring individual officers and FPUs have the equipment and training necessary for duty. Police Division will also work collaboratively and closely with the Office of the Director, Peacekeeping Strategic Partnership (PSP), which will assist in identifying gaps that impact mandate delivery, making recommendations for ensuring the safety, security and welfare of personnel and incorporating lessons learned and best practices. This new function will focus on improving the performance of uniformed personnel, including FPUs.

38.	As we enter the last year of the Global Effort initiative aimed at raising the percentage of female police officers to 20% by the end of 2014, we renew our commitment and redouble our efforts to make progress towards this goal. While it is not realistic to expect that we will reach the 20% mark by the original deadline, it remains a valid goal and one that relies heavily on enthusiastic response from Member States and Police-contributing Countries (PCCs). Coordinated efforts with PCCs and other partners will therefore continue to increase female representation both among UN Police and host-state police services.

39.	As UN peace operations are increasingly exposed to attacks, an enhanced focus on the safety of personnel is warranted through careful analysis of security incidents involving staff of UN police components. Any such analysis and subsequent recommendations will require close collaboration with other mission components, Headquarters offices and the Department for Safety and Security.

40.   The perceived unequal treatment of UN Police personnel, when it comes to the payment of Mission Subsistence Allowance (MSA), represents a serious challenge. In a number of missions, such as UNSMIL, UNSOM, UNAMID and MINUSMA, deductions (such as those for accommodation) leave UN Police officers with almost no money for remaining expenses. Resolving this issue is a high priority for Heads of Police Components. Although setting MSA rates does not fall under the purview of DPKO responsibility, PD does acknowledge that this issue affects operational capacity, not to mention morale, recruitment and incentives for participating in peacekeeping. It will respond to strong feedback from the field by informing the relevant authorities about this issue and requesting a review of existing practices.

41.   Logistics – or police administration – is important as a foundation for field operations and has three main categories: (1) supporting UN Police operations; (2) supporting host-state authorities; and (3) managing Contingent-owned Equipment (COE), mainly related to FPUs on the ground. With respect to the support of UN Police operations, a tailored approach needs to be developed that reflects the growing complexity and variance among missions and the differing logistics requirements for mobility, accommodation, office equipment, welfare and safety and security.

42.   When supporting host-state authorities, logistics planning could be strengthened by identifying typical needs, creating support packages and developing ready-to-use concept designs for police stations and detention centres. Modularization can provide a readily usable response to these field needs. When it comes to COE, better monitoring and reporting at both Headquarters and in missions will be important.

Strategic Priority 2: Effective Management

Achieve a results-oriented culture that emphasizes accountability, transparency and professionalism while incentivizing a collaborative and inclusive work ethos.

43.   Meeting the current and emerging operational challenges requires strong, effective, accountable and strategic management – which is equally important at Headquarters and in the field. Concretely, this means the Police Division provides the support and advice required by the police components and meets expectations of quality and timeliness as posited by the Secretariat, Security Council and other legislative bodies, Member States and PCCs. In the field, effective and efficient management entails managing performance, using personnel, material and financial resources responsibly and ensuring information flow and clear lines of command and reporting.

44.   The complexity of police-related mandated tasks is growing as both demands for proven delivery are increasing and resources become more constrained. The financial climate is expected to remain restrictive, with shrinking global resources for international crisis management. Therefore, UN Police are called upon to ensure that available resources are used responsibly, effectively and efficiently. At the same time, gaining deserved visibility for UN Police activities and achievements, especially in formal reporting from the missions, such as reports from the Secretary General, remains a challenge and requires close collaboration

between field components and HQ sections. This is also the case when external factors hamper mandate implementation and UN Police fails to make progress on key goals.

45.   Project management is a key tool for effective management and responsible use of resources. Systematically adopting basic project management principles will improve the quality and coherence of outcomes. It will do so by articulating clear milestones, timelines, required resources and roles and responsibilities. The latter is especially important in ensuring that all partners – including those in OROLSI, DPKO, DFS, DPA, OHCHR, UNODC and the Global Focal Point for Police, Justice and Corrections – agree on common goals and the actions needed to reach them. Moreover, using a project management approach will increase accountability and the ability to provide measurable and well-documented results, which can then demonstrate the efficacy and value of UN Police peacekeeping to both Member States and UN legislative bodies.

46.   Strategic planning is an essential part of effective management at both the Headquarters and field levels. UN Police will seek to strengthen its planning capacity to conduct assessments, participate in integrated planning processes and, critically, ensure that mandates are both clear and matched with adequate resources. At the field level, each UN police component will engage with relevant authorities, as well as other mission and UNCT components, to outline fundamental, host-state commitments and key reform objectives, both of which should be jointly agreed upon in a compact, Memorandum of Understanding or similar document. The UN Police will then develop a clear and corollary support plan that directs how it will engage the host-state in meeting police reform goals and operational objectives. By using project management methodology, the UN Police will be able to document how it has managed performance and achieved progress, as defined by this support plan.

47.   UN Police also intends to make better use of technology throughout their activities to provide a platform for project management, promote standardization in reports, templates, etc. and enable access to crime data software. No modern police service can make strategic, operational and tactical decisions without real-time information and data analysis. As international criminal elements and peace spoilers are using the most sophisticated technology, methods and means, so too must UN Police identify and implement the evidence-based practices that police professionals need to analyze and understand shifting operational environments.

48.   Information sharing has to be improved at all levels: (1) in the field; (2) between the field and HQ, as well as the field and SPC; and (3) within HQ, including with SPC. The challenging and risk-prone environments, in which UN Police operate, demand reliable and lean mechanisms and routines for information-sharing and clearly defined roles and responsibilities. Information will be shared at all levels, and decisions will be made in a transparent and consistent manner through established management mechanisms. In addition, cohesion, inclusiveness and collaboration between the NY- and Brindisi-based sections of Police Division will be increased at all levels by taking steps to overcome the geographic split.

49.   UN Police will cultivate clear-cut command and control mechanisms at the mission-level and well-coordinated assistance and guidance with all relevant actors at the Headquarters level. Command, Control, Communications and Information Systems (C3I) are important in the context of modern policing technologies. UN Police will strive to deliver and sustain police assistance and support through the establishment early in the mission of a well structured and

balanced command, control, communications and information (C3I) system, including organization, procedures, facilities, ICT support infrastructure, policies, and operations and operational support themes. This will ensure that tasks derived from mandates are clearly understood, properly controlled, appropriately acted upon, and reported with integrity in the most expeditious manner and with the spirit of teamwork across all levels.

Strategic Priority 3: Doctrine and Training

Ensure consistent and high-quality police assistance across all field operations through the development of a learning-oriented culture supported by holistic policy, guidance and standards and the delivery of timely, effective training.

50. Guidance and training assistance are essential elements of HQ support to the field that require further development, in order to promote cohesion in how UN Police implement mandated tasks among the many nationalities represented in a police component and across missions. UN Police must be as prepared and well-trained as possible for the tasks they are expected to fulfil in missions.

51. As reiterated in the 2008 OIOS Report on the Police Division, the development of a solid foundation of guidance for UN Police is a critical need. As such, Police Division has focused on developing the Strategic Guidance Framework for International Police Peacekeeping (SGF) through extensive consultations with Member States, academics and practitioners. Phase I of the SGF was finalized at the end of 2013 with the issuance of the *DPKO/DFS Policy on UN Police in Peace Operations*. This policy will form the basis on which Police Division will create a suite of thematic guidance, job descriptions and training.

52. Beginning in early 2014, Phase II will elaborate on the operational level and meet field-generated demands for guidance in the four core functional areas of: Command, Operations, Administration, and Capacity-Building and Development. At the same time, guidance development will harmonize UN Police approaches to meeting other current and emerging challenges, such as transnational and other serious organized crime, border security and management, etc. In addition to being produced in partnership with all relevant partners, guidance development should follow project management principles of development, implementation and evaluation. In addition, all guidance will be based on an assessment of current and best practices in implementing a given mandated task, including by reviewing the practices of other international, regional and bilateral organisations.

53. UN Police currently works closely with the DPKO/DFS Integrated Training Service (ITS) on a range of training issues, including the review of pre-deployment training and certification of training curricula developed collaboration with Member States. In addition, Police Division is developing Training-of-Trainer courses, for example in the areas of Preventing and Investigating Sexual and Gender-based Crime and standardized pre-deployment training for Formed Police Units. After the latter is finalized, Police Division will work closely with PCCs to ensure that it is being fully utilized during pre-deployment training. It is important to note that both Police Division and ITS have limited capacity in relation to the demand for training support from the field and from

Member States, and that any training initiative is dependent on acquiring extra-budgetary funding.

54.   Nonetheless, to match the guidance hierarchy and ensure its implementation, UN Police aims to develop a comprehensive training concept, in cooperation with ITS and other UN partners, as well as with Member States, regional, professional policing and non-governmental organizations working in the area of police training. The concept should include a cohesive set of trainings that assist in meeting current and emerging challenges in the field, including those related to human rights, strengthen police leadership and ensure effective preparation for deployment. It also must take into account a review of all UN training that already exists and/or has been developed in the area of policing. As both the concept development and its subsequent implementation will require external resources, a detailed, step-by-step plan will need to sequence and prioritize proposed training initiatives. The implementation plan will also consider different modes of training from classroom and in-person training to online and e-learning options. The training concept should support police officers in the execution of their ongoing day-to-day duties, as well as provide career development opportunities for motivated individuals.

55.   Improving induction of new staff into Police Division is a less ambitious but also important measure to ensure that new staff can realize their full potential and become valuable members of the Police Division team as soon as possible. Induction will consist of induction training, i.e. briefings by each section including SPC, and a mentor-system. In the same way, induction training in the missions can be strengthened, but cannot and should not make up for shortfalls in inadequate pre-deployment training that individual officers or formed units should receive in their home countries.

56.   Following on from the gender guidelines and toolkit, gender mainstreaming remains an important issue for UN Police, especially in leadership positions, as it is one key indicator of success not just in a country's rule of law sector, but in its governance structures overall.

57.   In order to capture good practices in both guidance and training, UN Police will pay additional attention to knowledge management. This entails putting in place templates, procedures and platforms that open for more systematically collecting, analyzing, learning and sharing experiences between Headquarters and police components in field missions.

Strategic Priority 4: Partnerships

Cultivate and maintain partnerships with internal UN stakeholders, regional organizations, Member States and other relevant stakeholders to support delivery of police assistance to field operations.

58.   The extent and nature of the current and emerging challenges underlines the need to foster new and cultivate existing partnerships with UN entities, international and regional organizations, Member States and other relevant stakeholders.

59.   Police Division must continually focus on its most important working relationship, i.e. the one it shares with UN Police field components. Many of the steps identified to support Strategic Priorities 1, 2 and 3 aim to solidify the support provided to the field, including better and more

frequent exchange of information, joint measures to ensure missions have staff with required skills, good communication and trust-based relationships at all levels and targeted guidance and training, to name but a few.

60.   In the field, the most critical partners for UN Police are the host-state authorities, police and other law enforcement agencies, civil society and local communities. This partnership has to be cultivated at the strategic level by aligning the work of the UN Police component with host-state priorities and objectives, for example through mission support plans that mirror the host-state police' own reform and development plans. At the political level, a Memorandum of Understanding, compact or similar documents with a host government are useful platforms, on which to provide assistance to host-state police and other law enforcement agencies. On the individual level, personal relationships between UN Police officers, their host-state counterparts and citizens must involve an understanding of local culture and traditions, open lines of communication and trust-based relationships built on all levels.

61.   In several missions, UN Police have taken on the coordination of international assistance, either as a convener or facilitator or as a member of a coordination board or group. To succeed in coordinating effectively and ensuring that assistance is driven by local demands rather than international supply, UN Police must continuously cultivate relationships with host-state authorities, other international agencies and bilateral partners. Given the scope of this task, field-based police components may need to assign dedicated focal point(s) to play this role.

62.   The Global Focal Point (GFP) for Police, Justice and Corrections in Rule of Law areas in post-conflict and other crisis situations is a first manifestation of a new culture of partnership among UN actors (DPKO, UNDP, OHCHR, UNODC, UN Women), but is also the foundation on which to expand cooperation further. In order to make the most efficient and effective use of scarce resources, UN Police and their partners must support host-state police and the rule of law through joint approaches, based on joint assessments and planning, close collaboration with host-state authorities and comparative advantages. The GFP helps to streamline police-related assistance, avoid duplication of efforts and provide complementary expertise from among various UN and partner entities.

63.   In recognition of mandates focused on the protection of human rights, the partnership with OHCHR will be further consolidated to ensure consistent implementation of the OHCHR/DPKO/DPA/DFS Policy on Human Rights in UN Peace Operations and Political Missions by UN Police components. To ensure that all aspects of human rights will be integrated into UN Police work, Police Division and OHCHR will strengthen their partnership (for example, to work together to develop of additional guidance for UN Police officers, who may confront human rights violations in the course of their work).

64.   In addition, UN Police will expand their partnerships with other organizations with common interests. For example, partnering on transnational and other serious organized crime, including trafficking of drugs and small arms, requires strengthening of key partnerships, including with INTERPOL, UNODC, UNODA and others.[3] UN Women and UN Action are relevant when it comes to SGBV, and UN Police has established a close partnership with the Organisation Internationale

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[3] Given its role in supporting the UN Conventions against Corruption and Transnational Organized Crime, UNODC is an especially critical partner for UN Police and its efforts in these areas.

de la Francophonie to increase francophone contributions to UN police components. As noted above, UN Police will look to build a broad partnership in the area of training that will bring together a variety of governmental and non-governmental actors.

65.   More generally, UN Police will seek to strengthen their existing partnerships with Member States in several areas, including awareness raising and guidance and training development. Increased outreach to diversify contributions from across all Member States (including both current and potential PCCs) will provide more targeted recruitment of highly qualified individual officers, formed units, specialized teams and senior police leaders with appropriate language skills and technical expertise. At Headquarters, key collaborators for Police Division are the Strategic Policing Advisory Group (SPAG), the Special Committee on Peacekeeping Operations and the Group of Friends of UN Police.

66.   It is also important for UN Police to improve reporting to UN legislative bodies and PCCs by providing or participating in regular briefings to the Security Council, Special Committee on Peacekeeping Operations and Member States, as well as ensuring UN Police achievements and concerns are adequately reflected in written submissions to these bodies. The Heads of Police Components can also be used to a greater extent in the outreach to PCCs.

67.   Partnering with regional organizations is also relevant in the areas of guidance development and training support. UN Police partnerships with regional organizations (most importantly, the African Union and the European Union) and sub-regional organizations have a critical operational dimension, in which police-related mandates are implemented jointly, in cooperation or in parallel. Room for improvement exists at the field-level when it comes to the communication with regional organizations and facilitating contact between host-state police and regional organizations, including e.g. professional policing associations or regional chapters of INTERPOL. Given the transnational nature of many current and emerging challenges, investing in regional approaches – and other partnerships – will become even more critical to the success of UN Police.

Conclusion

68.   It is crucial that the UN Police continue to perform its core tasks: the reform, restructuring and rebuilding of host-state police and other law enforcement services; operational support to host-state police and other law enforcement services, including the deployment of Formed Police Units; interim policing and protection of civilians. Expanding on this foundation, the vision and strategy contained herein also outline the activities and objectives that will move international police peacekeeping firmly into the modern era.

69.   The successful implementation of the strategy hinges upon certain enabling factors. The UN Police and its partners must work collaboratively to achieve the following conditions for success.

70.   **Strong national ownership and political will**, on the part of host-state counterparts, to commit to police reform and restructuring, especially on difficult questions of personnel vetting and certification; the provision of adequate funding, resources, facilities and equipment; institutionalizing police accountability and oversight mechanisms; overcoming internal

resistance from the police leadership; understanding the overall context in which the UN Police is operating in and mechanisms to root out corruption and malfeasance.

71. **Reliable, consistent and coherent support from a wide cross section of Member States**, including, in equal parts, both the *political backing* and *human and financial resources* that will mutually reinforce the importance of police development in post-conflict countries.

72. **Robust participation of partner entities** – including other UN entities, regional organizations, professional policing organizations, academia, NGOs and civil society – in activities aimed at advocating for and promoting functional, service-oriented police and law enforcement agencies.

73. **Even development of criminal justice institutions across the Rule of Law spectrum,** which will ensure that any gains made in host-state policing will be matched by progress in the judicial, prosecutorial and correctional areas.

74. **Clear commitment of senior leadership** within UN Police (HQ, Brindisi and field), within OROLSI and in relevant departments (DPKO, DFS and DPA).

75. **Vigorous implementation process**, including necessary mechanisms to ensure cohesion across strategic priorities, evidence-based assessment of progress, transparency and accountability.

Methodology and acknowledgements

76. The development of this vision and multi-year strategy has been possible only through a series of direct consultations with colleagues in the field, Brindisi and UN Headquarters in New York. An inclusive feedback process began with the solicitation of inputs from the Heads of Police Components and Standing Police Capacity, followed by facilitated brainstorming sessions with colleagues in the Selection and Recruitment Section (SRS), Mission Management and Support Section (MMSS), Strategic Policy and Development Section (SPDS), and police liaisons from the Integrated Operational Teams (IOTs). The Police Division then shared a draft version of this document with all Police Division colleagues and Heads of Police Components. The latter group convened in New York for the Eighth Annual HOPC Conference on 18 to 22 November 2013, in order to engage in a series of focused workshop sessions designed to refine and agree upon the draft strategy, prior to its official submission. Police Division then incorporated additional feedback from Member States represented in the Strategic Policing Advisory Group (SPAG), as well as the DPKO/DFS Policy Focal Points. As a result of this process, the Police Adviser issued this vision and multi-year strategy for the UN Police in March 2014.

77. Sincere appreciation must be extended to all colleagues who provided support and guidance in shaping this strategy, as well as our academic and other external partners who contributed their valuable input on certain strategic and cross-cutting issues.