

4.50 UN Police Roles and Responsibilities

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4.50 UN Police Roles and Responsibilities

Summary

Police personnel possess a wide range of skills and capacities that can contribute to DDR processes in mission and non-mission settings. As outlined in IDDRS 2.10 on The UN Approach to DDR, mission settings are those situations in which peace operations are deployed through peacekeeping operations, political missions and good offices engagements, by the UN or a regional organization. Non-mission settings are those where no peace operation is deployed, either through a peacekeeping operation, political missions or good offices engagements.

In mission settings, the mandate granted by the UN Security Council will dictate the type and extent of UN police involvement in a DDR process. Dependent on the situation on the ground, this mandate can range from monitoring and advisory functions to full policing responsibilities. In mission settings with a peacekeeping operation, the UN police component will typically consist of individual police officers, formed police units and specialized police teams. In special political missions, formed police units will typically not be present, and the UN police presence may consist of senior advisers.

In non-mission settings there is no UN Security Council mandate. Therefore, the type and extent of UN or international police involvement in a DDR process will be determined by the nature of the request received from a national Government or by bilateral cooperation agreements. An international police presence in a non-mission setting (whether UN or otherwise) will typically consist of advisers, mentors, trainers and/or policing experts, complemented where necessary by a specialized police team.

When supporting DDR processes, police personnel may conduct several general tasks, including the provision of advice, support to coordination, monitoring and building public confidence. Police personnel may also conduct more specific tasks related to the particular type of DDR process that is underway. For example, as part of a DDR programme, police personnel at disarmament and demobilization sites can facilitate weapons tracing and the dynamic surveillance of weapons and ammunition storage sites. Police personnel may also support the implementation of different DDR-related tools (see IDDRS 2.10 on The UN Approach to DDR). For example, police may support DDR practitioners who are engaged in the mediation of local peace agreements by orienting these individuals, and broader negotiating teams, to entry points in the community. Community-oriented policing practices and community violence reduction (CVR) programmes can also be mutually reinforcing (see IDDRS 2.30 on Community Violence Reduction).

Finally, when DDR processes are linked to security sector reform (SSR), UN police personnel have an important role to play in the reform of State police and law enforcement institutions and can positively contribute to the establishment and furtherance of professional standards and codes of conduct of policing.

1. Module scope and objectives

The objective of this module is to outline possible police contributions to DDR processes in the context of UN peacekeeping operations, special political missions (SPMs) and non-mission settings. Although the guidance in this module is based on the experience of UN police components, it is designed for all police personnel who contribute to DDR processes, irrespective of whether these personnel are affiliated to the UN, regional organizations, or State police. The module is also designed for civilian DDR practitioners who are interested in the ways that police personnel and UN law enforcement experts may support their work.

2. Terms, definitions and abbreviations

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

In the IDDRS series, the words 'shall', 'should', 'may', 'can' and 'must' 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 (ISO) 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;
- d) 'can' is used to indicate a possibility and capability;
- e) 'must' is used to indicate an external constraint or obligation.

UN police personnel can include both uniformed police officers and civilian policing experts.

Individual police officers (IPOs) are usually unarmed and have historically been utilised for community-oriented policing, information gathering, capacity building, training and monitoring.

Formed Police Units (FPUs) are self-contained police units of 140 to 160 officers capable of providing a range of tactical police options, including an effective public order function. FPUs are armed, and, generally speaking, deliver a more robust form of policing than IPOs based on mandate authority and tasks.

Specialised Police Teams (SPTs) sometimes reinforce FPUs and consist of a group of experts in a particular area of policing such as special weapons and tactics teams.

UN policing experts may be deployed to Member States as part of technical assistance programmes agreed between United Nations country team entities and the Member State, to provide capacity building or other forms of technical assistance.

Interim Executive mandate: The mandates provided to UN police personnel in mission settings may range from non-executive to partial-executive to full-executive. Full-executive mandates are rarely granted, as they mean that UN police will assume complete responsibility for the maintenance of law and order, and the performance of the whole spectrum of activities associated with policing, including powers of arrest and detention, collecting evidence, investigation of crime and assistance in criminal investigations, border security, riot and crowd control, and robust patrols.

3. Introduction

Police personnel possess a wide range of skills and capacities that may contribute to DDR processes in the context of UN peacekeeping operations, SPMs and non-mission settings. In peacekeeping operations, UN police components will typically consist of IPOs, FPU and SPTs. In special political missions, FPU will typically not be present, and the UN police presence may consist of IPOs who work as senior advisers. In non-mission contexts, the UN or international police presence will typically consist of advisers, mentors, trainers and/or policing experts complemented, where necessary, by a SPT.

The type and extent of UN or international police involvement in a DDR process in a non-mission setting will be determined by the nature of the request received from a national Government or by bilateral cooperation agreements. In mission settings, the mandate given to a UN police component will dictate the level and extent of its involvement in a DDR process. Dependent on the situation on the ground, the Security Council can grant mandates to UN police that range from monitoring and advisory functions to full policing responsibilities. In both mission and non-mission settings, police-related tasks may also include support for the reform, restructuring and development of the State police service and other law enforcement institutions.

4. Guiding principles

IDDRS 2.10 on The UN Approach to DDR sets out the main principles that guide all aspects of DDR processes. This section outlines how these principles apply to police roles and responsibilities.

4.1 Voluntary

In contexts where DDR is linked to SSR, the integration of vetted former members of armed groups into the armed forces, the State police service or other uniformed services as part of DDR processes shall be voluntary (also see IDDRS 6.10 on DDR and Security Sector Reform).

4.2 People centred

4.2.1 Criteria for participation/eligibility

When DDR and SSR processes are linked, former members of armed groups shall only be recruited into the State police service if they are thoroughly vetted and meet the designated recruitment criteria. Former members of armed groups shall not be integrated into the State police service merely because of their status as former members of an armed group. Furthermore, former members of armed groups who have been involved in war crimes, crimes against humanity, terrorist offences and genocide shall not be eligible for recruitment into State police services (see IDDRS 2.11 on The Legal Framework for UN DDR). Importantly, children shall not be recruited into the State police service and effective age assessment procedures must be put in place (see IDDRS 5.20 on Children and DDR).

4.2.2 Unconditional release and protection of children

In both mission and non-mission settings, UN police personnel are bound to international norms, laws and standards and must uphold the highest standards of protection, including child protection standards, in all aspects of their work. The importance of child protection shall be understood by all police personnel, through ongoing training, and mainstreamed into daily operations, and in particular, into protection activities. Police officers at all levels should ensure that differentiated and shared threats to boys and girls and their vulnerabilities are identified and that plans and orders are developed to provide effective protection on the ground, working in concert with mission child protection advisers (when relevant), other child protection partners and the responsible government authorities. A police child protection focal point shall be established. Child protection and child rights, including justice for children and other special protections in international law and standards applicable to children in contact with the law, shall be included not only in police training but in standard operating procedures as well as in police guidance as appropriate. Child protection shall be integrated into all police work, including when UN and international police personnel undertake mentoring and advisory activities and build the capacity of State police services in conflict-affected countries. UN police personnel shall contribute to larger efforts to bring about positive change in national laws and practices, promoting the highest standards for protecting children. Whenever orders are written, or an activity planned, UN police personnel shall always consider the impact on children and their protection, including the appropriate measures to be taken to address any child protection concerns.

4.2.3 In accordance with the standards and principles of humanitarian assistance

Any form of support by United Nations police personnel or UN entities to non-UN security forces shall be governed by the UN Human Rights Due Diligence Policy on United Nations Support to Non-UN Security Forces.¹ This policy requires an assessment of the risk that recipients of UN support will commit grave violations of international humanitarian, human rights or refugee law. If a level of risk is identified, mitigating measures shall be put in place. It is the responsibility of every UN entity providing support to undertake such a risk assessment. As identified in the HRDDP, “support” encompasses a range of potential activities from training, mentoring and advisory services to joint

operations conducted by UN and non-UN security forces. Risk assessments shall be undertaken prior to the delivery of support to recipients.

4.3 Gender responsive and inclusive

Gender-sensitive policing is an operational necessity to address the different and shared security needs of women, men, boys and girls. Particular attention shall be granted to the ability of women, men, boys and girls to share protection threats that concern them and to help identify responses to these threats. Security Council Resolution 2185 (2014) on policing in peacekeeping emphasizes the promotion of gender equality as part of a comprehensive approach to conflict prevention and sustainable peace. UN police personnel shall use a gender analysis and incorporate gender considerations into key aspects of UN police operations such as assessment, planning, management, budgeting and capacity development programmes for police reform. UN police personnel shall promote non-discriminatory and adequate representation of qualified women in State police services at all levels and work to ensure that women in State police services are provided with equal capacity and career development opportunities. UN police personnel shall ensure adequate participation of female police officers in decision-making in the police reform process. UN police personnel shall recognize the specific needs and contributions of women in conflict and post-conflict environments, including the need for protection from sexual and gender-based violence and for community strategies to reflect women's needs, including through the deployment of women within FPUs and the establishment of special protection units.

4.4 Conflict sensitive

Community engagement through community-oriented policing shall not expose persons to risk or cause them harm – particularly those who may be at greatest risk, including the most vulnerable, human rights defenders and/or civil society activists.

4.5 Context specific

There is no one-size-fits all policing policy and, as a result, there can be no standardized approach to determining police support to a particular DDR process. Instead, police support to DDR processes shall be context specific and in accordance with country plans and strategies.

4.6 Flexible, accountable and transparent

4.6.1 Flexible, accountable and transparent funding arrangements

Police reform and capacity-building is a long-term commitment. Piecemeal police reform without sustained international support often brings no long-term benefits. However, contributing to the police reform process can be politically sensitive, 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.

4.7 Nationally and locally owned

Police reform, restructuring and development require strong national political will. This is demonstrated when measures are taken to ensure the promulgation and amendment of police regulations and police statutes. National political will is also shown by protecting police reform plans and processes from political interference. The police shall be a non-partisan institution that represents all groups and sex and age considerations within a 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 needs such as uniforms are other ways of displaying political will and commitment. Ultimately, the police reform process shall be nationally owned and rooted in the particular needs and conditions of the country concerned and based on the development of expertise at the national and community levels. The sustainability of the reform depends on the level of national ownership of the entire process and the ability of the Government to support it in the long run.

4.8 Regionally supported

When necessary, UN police personnel shall coordinate with international and regional police in information sharing and strategic and operational cooperation and planning, particularly when dealing with regional DDR processes, arms trafficking, terrorism and other trans-border crimes.

4.9 Integrated

When police support to a DDR process is mandated by the Security Council or requested by a Government, it shall be integrated appropriately into DDR planning and management processes. Additionally, support to police reform cannot be an isolated activity and should take place at the same time as the reform and development of the criminal justice system, including prosecution, judiciary and prison systems, in a comprehensive SSR process (see IDDRS 6.10 on DDR and SSR). All three components of the criminal justice system work together and support one another.

4.10 Well planned

4.10.1 Safety and security

In DDR processes in mission settings, the protection of civilians and of UN personnel, their assets and freedom of movement can be provided by UN police personnel, either in the form of IPOs or FPU.

The support of IPOs and FPUs shall be sought if and when DDR personnel, sites and activities are endangered. FPU engagement shall always be limited to the regular maintenance of law and order and shall not cross into high-risk matters of weapons security and military security. If the situation does escalate to involve violence and the use of firearms, military units shall be alerted in order to be ready to support the FPU (see IDDRS 4.40 on UN Military Roles and Responsibilities).

4.10.2 Transition and exit strategies

Often during armed conflict, State police services are reduced in size and many of the functions of the police are taken over by the military. As peace returns, the State police service and other law enforcement institutions often need to be restructured and their role in maintaining internal security and public order re-established and strengthened. While a short transition period increases the chances of successfully establishing accountable public institutions, the withdrawal of an international police presence shall be a carefully planned exercise, and the pace of this withdrawal shall be based on the ability of State security institutions to take over the maintenance of security and public order.

5. Deployment of UN police

The mechanism for the deployment of UN police differs in both mission and non-mission settings.

5.1 Mission settings

In mission settings, the deployment of UN police personnel is defined during pre-mission assessment and pre-deployment planning:

5.1.1 The pre-mission assessment

As soon as the possibility of UN involvement in peacekeeping activities becomes evident, a multi-agency technical team will visit the area to draw up an operational strategy. The level of engagement of UN police will be decided based on the existing structures and capability of the State police service, including its legal basis; human resources; and administrative, technical, management and operational capabilities, including a gender analysis. The police assessment takes into account the capabilities of the State police service that are in place to deal with the immediate problems of the conflict and post-conflict environment. It also estimates what would be required to ensure the long-term effectiveness of the State police service as it is redeveloped into a professional police service. Of critical importance during this assessment is the identification of the various security agencies that are actually performing law enforcement tasks. During conflict, military intelligence units may have been utilized to perform law enforcement functions. Paramilitary forces and other irregular forces may have also carried out these functions, using methods and techniques that would exceed the ordinary capacities of a State police service.

During the assessment phase, it should be decided whether the State police service is also to be included in the DDR process. Police may have been directly involved in the conflict as combatants or as supporters of the armed forces. If this is the case, maintaining the same police in service could jeopardize the peace and stability of the nation. Furthermore, the police as an institution would have to be disarmed, demobilized, adequately vetted for any violation of human rights, and then re-recruited and trained to perform proper policing functions.¹

The assessment phase should also examine the extent to which disarmament or transitional weapons and ammunition management (WAM) will be required. UN police personnel can play a central role in contributing to the assessment and identification of the number and type of small arms in the possession of civilians and armed groups, in close cooperation with national authorities and civil society. This assessment should also evaluate the capacity of the State police service to protect civilians in light of the prospective number of combatants, persons associated with armed forces and groups, and dependents who will be demobilized and supported to return and reintegrate into the community, as well as the impact of this return on public order and security at national and community levels.

UN police personnel should then, with the approval of the national authorities and in coordination with relevant stakeholders, contribute to a preliminary assessment of the possibility of rapid rearmament by armed groups due to unregulated arms possession and arms flows. Legal statutes to regulate the possession of arms by individuals for self-protection should be carefully assessed, and recommendations in support of appropriate weapons control should be made. If it is necessary to rapidly reduce the number of weapons in circulation, ad hoc provisions, in the form of decrees emanating from the central, regional and provincial authorities, can be recommended.

5.1.2 Pre-deployment planning

Before the establishment of any UN mission, the prospective mission mandate will be examined in order to jumpstart work on the UN police concept of operations. This is the document that will translate the political intent of the mission mandate into UN police strategies and operational directives, and will contain references to all UN police structures, locations, assets, capabilities and indicators of achievement. The necessary course of action for UN police personnel in relation to the DDR process should be outlined, taking into account the broad aims of the integrated mission, the integrated assessment, and consultations with other UN agencies, funds and programmes. The outlined course of action will also depend on the realities on the ground, the expectations of the parties concerned and the DDR structures to be deployed (see IDDRS 3.10 on Integrated DDR Planning: Structures and Processes). As soon as a Security Council Resolution is issued, a UN police deployment plan is drawn up.

5.1.3 Peacekeeping operations

The UN police structure in an integrated UN peacekeeping operation will be based on the Strategic Guidance Framework for International Police Peacekeeping and will consist of four pillars: UN Police

Command, UN Police Operations, UN Police Capacity-Building and Development, and UN Police Administration. Capabilities to prevent serious and organized crime should be activated and coordinated in order to support operations conducted by the State police service and to build the capacity of these forces where necessary. SPTs should also be included in the police contingent to assist in the development of national police capacities in specific technical fields including, but not limited to, forensics, criminal intelligence, investigations, and sexual exploitation and abuse/sexual and gender-based violence.

At the strategic level, the UN police deployment will engage with the State's central police and security authorities and with the UN Country Team. At the operational level, the UN police deployment will develop regional and sector commands with team sites in critical locations. IPOs will work alongside and in close coordination with the national police, while FPU will be based at the provincial level, in areas sensitive to public order and security disturbances. These FPU may undertake protection of civilian tasks, secure and reinforce the activities of the IPOs, participate in joint missions with the force and civilian components of the mission, and provide general protection to UN staff, assets and freedom of movement. In this latter regard, FPU shall be ready to implement evacuation plans if the need arises.

Upon deployment to a mission area with a peacekeeping operation, all UN police personnel shall receive induction training which outlines their role in the DDR process. It is essential that all UN police personnel in the mission fully understand the aims and scope of the DDR process and are aware of the responsibilities of the UN police component in relation to DDR. With the deployment of UN police personnel to the mission area, the UN police commissioner will (depending on the size of the UN police 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 to coordinate activity with the military, the State police service and other relevant institutions involved in the DDR process. The DDR coordinating unit should be supported by a police gender adviser/focal point who can advise on gender perspectives related to the work of the police on DDR.

5.1.4 Special political missions

In special political missions, pre-mission assessment and pre-deployment planning will take place as outlined above. However, UN police will be structured within a Police Advisory Unit. Within this unit, a Senior Police Adviser to the Special Representative of the Secretary General will be tasked to liaise and coordinate with the State police and security authorities in order to foster reform and development, to engage in the routing and channelling of international assistance, and to oversee the UN Country Office's activities related to police and security issues. The police deployment will typically occur in phases, responding to the immediate priorities in the country where the mission will be deployed.

5.2 Non-mission settings

In non-mission settings, UN policing experts may be deployed to support a DDR process in response to a request from a national Government. The deployment may be part of a technical assistance programme agreed between a UN entity and the Government, or may be defined by the Global Focal Point for Police, Justice and Corrections Areas in the Rule of Law in Post-Conflict and Other Crisis Situations (GFP). Advisers, mentors, trainers and/or policing experts may be deployed complemented, where necessary, by the deployment of a SPT. International police deployments of non-UN personnel can also take place on the basis of bilateral cooperation agreements.

6. DDR processes and policing – general tasks

The general tasks that police personnel undertake in relation to DDR processes are advice, coordination, monitoring and building public confidence. The capacity of UN police personnel to carry out these functions will differ in different settings – mission and non-mission – contingent on mandated tasks and whether FPUs, IPOs and SPTs are present or absent. For example, building public confidence and strong relationships with local communities will not be realistically achievable in a non-mission setting if only one police adviser is deployed.

6.1. Advice

UN police personnel carry out advisory functions when serving within missions that include advisory and assistance tasks within their mandate. In non-mission settings, UN or international police personnel may be deployed in response to a request from a national Government or as a result of bilateral cooperation agreements.

Advisory functions can take place at three levels and shall also be in compliance with the United Nations Human Rights Due Diligence Policy (HRDDP).

Strategic: This is the level where specific policy issues are conceptualized and formulated, usually with the ministry of interior or equivalent. UN police personnel can provide assistance in adopting policing policies, drafting police reform decrees, and reiterating that professional, effective, accountable, accessible and gender-responsive law enforcement, corrections, and judicial institutions are necessary to lay the foundations for sustaining peace and peacebuilding. They can also provide advice to police executive boards and senior police leadership on the establishment of institutional development plans, the enhancement of internal and effective oversight structures, the creation of training programmes and the promotion of gender equality within the police service.

Operational or middle management: At this level, UN police personnel can work with operational commanders and mid-level managers, advising them on how to implement concepts and policies on the ground. UN police personnel should also take note of any specific equipment, infrastructure and training requirements and take action to address these needs.

Service delivery: At this level, UN police personnel can monitor, mentor and advise local police officers working at the community-level, both through working side by side and by conducting joint activities. This work is done in order to ensure that the delivery of the State police service is appropriate and complies with professional standards and codes of conduct of policing as well as with the UN HRDDP. This work is also built on the recognition that State police services are often the primary link between the Government and communities on security issues.

UN police personnel can positively influence the way that State police services perform their tasks in a human rights compliant manner. Advice and capacity-building can range from establishing policy frameworks on disarmament to drawing up future regulations on arms possession, and can include reforming the State police service in its entirety, including through the adoption of policies to promote gender equality within the police service (see section 8). At the operational level, UN police personnel can help local operational commanders to prevent and tackle crime and lawlessness, and suggest ways to deal with these problems. Furthermore, UN police personnel can assist in planning specific crime prevention and security strategies that can be operationalized with an integrated commitment by the UN mission (if in a mission setting), or by the State police service, particularly in settings where armed groups are engaged in criminal activities (see IDDRS 6.40 on DDR and Organized Crime) This may include the creation of Quick Impact Projects (QIPs) and CVR programmes (see section 7.1).

Preventing and combating crime and lawlessness can be particularly important when conflict-affected populations – including ex-combatants, their dependants, persons formerly associated with armed forces and groups, displaced persons and refugees – begin to return to communities. As the return of these individuals gets underway, social tensions may appear. Such tensions, if not tackled straight away, could lead to more complicated situations that require a major diversion of resources, effort and time. In these situations, UN police personnel can provide information and criminal intelligence that help to prevent a deterioration of the security situation and of public order. In mission settings, UN police personnel can also engage with local authorities, communities and civil society organizations, including women and youth organizations, in order to enhance early warning and situational awareness for the benefit of all mission components. In a similar manner, UN police personnel are often well positioned to gather information that the military component of the mission can use to maintain and improve the security of the area in which the mission operates. In non-mission settings, the UN Country Team will be well positioned to detect the signs of a potential return to armed conflict. In these contexts UN police personnel can be utilized in order to advise on the implementation of preventative measures.

6.2. Coordination

DDR is a complex process requiring full coordination among all stakeholders, particularly local communities. Contingent on mandate and/or deployment strength, UN police personnel should aim to build a strong working relationship with different segments of local communities that enables the DDR process to take place. More specifically, UN police personnel can contribute to the selection of sites for disarmament and demobilization, broker agreements with communities and help to assure

the safety of community members. UN police personnel can monitor disarmament and demobilization sites and regularly liaise with communities and their male and female leaders at critical phases of the DDR process. Experience has shown that neglecting to address the different and shared concerns of the various segments of communities can lead to delays and a loss of the momentum required to push DDR forward. Due to their role in community policing, UN police personnel are often well placed to identify local concerns and coordinate with the parties involved to quickly resolve any problems that may arise.

The presence of a dedicated UN police liaison officer within a mission's DDR component helps in the gathering and processing of intelligence on ex-combatants and persons formerly associated with armed forces and groups, their current situation and their possible future activities/locations. Such a liaison officer provides a valuable link to the operations of the UN police component and State police and law enforcement institutions. In this regard, the liaison officer can also keep the DDR component up to date on the progress of UN police personnel in advising and training the State police service.

6.3 Monitoring

The monitoring of crime trends is important to limit and control the spread of activities that could hinder stability and derail the peace process. Demobilized combatants are sometimes involved in human trafficking, the sex trade, racketeering, smuggling and other organized criminal activities (see IDDRS 6.40 on DDR and Organized Crime). UN police personnel, contingent on mandate and/or deployment strength, shall try to ensure that these activities are controlled effectively right from the start. If DDR practitioners obtain information that is relevant to crime monitoring and prevention, this information shall be shared with UN police. Furthermore, if UN police personnel observe a return to military-style activities, they can assist in getting rid of checkpoints, illegal collection points and hold-ups, and can help persuade former combatants to abandon violence.

Another aspect of monitoring should be that of establishing mechanisms to gather information and intelligence and observe any increase in the possession of arms by the civilian population. Where rules and regulations on the possession of arms for self-protection are well defined, they shall be strictly enforced by the State police service. Monitoring the efforts of the national authorities in controlling the movement of arms across borders will be crucial to identifying possible rearmament trends. Disarmament and/or transitional WAM as part of a DDR process will not be successful if the flow of small arms and light weapons is not fully controlled (see IDDRS 4.10 on Disarmament and IDDRS 4.11 on Transitional Weapons and Ammunition Management).

When provided with a mandate and/or appropriate deployment strength, UN police personnel shall also monitor whether State police personnel comply with professional standards of policing. This type of monitoring should be linked to capacity-building, in that, if problems are found, UN police personnel should then support the State police to apply corrective measures. If police misconduct is discovered during the monitoring process, UN police personnel shall report this to the appropriate national or local internal oversight mechanism. 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 State police personnel and 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.).

Finally, in UN missions that hold a specific Child Protection/Children and Armed Conflict mandate, child protection is a specified mandated task for the UN police component. The child protection mandates for missions can include support to DDR processes, to ensure the effective identification and demobilization of children, taking into account the specific concerns of girls and boys, a requirement to monitor and report on the Six Grave Violations against children, namely recruitment and use of children, killing and maiming, sexual violence against children, abduction, attacks on schools and hospitals and denial of humanitarian access, and/or a requirement for the mission to work closely with the government or armed groups to adopt and implement measures to protect children, including Action Plans to end and prevent grave violations. The tasks of the police component, in close consultation with mission child protection advisers, therefore include, but are not limited to: providing physical protection for children; monitoring child protection concerns through community-oriented policing; gathering and sharing information on the Six Grave Violations; ensuring the rights of children in contact with the law; and addressing juvenile justice issues such as arbitrary or prolonged pre-trial detention and prison conditions.

6.4 Building public confidence

A division between the State police service and the community may emerge during armed conflict. This division should be bridged, and public confidence in the State police service should be (re)built, in order for long-term peace to be sustained. Community-oriented policing initiatives, as espoused in the United Nations Strategic Guidance Framework for International Police Peacekeeping, are an effective means of establishing and sustaining long-term community reconciliation processes.² They involve a shift in policing methods and practice, so that the police and different segments of the community work together to solve problems concerning crime, disorder and insecurity (see Box 1). In this way, and through a gender-responsive approach, a relationship between the police and the public is (re)established.

BOX 1: BASIC PRINCIPLES OF COMMUNITY-ORIENTED POLICING

Policing is carried out by consent, not coercion (force).

The police are part of the community, not apart from it.

The police and communities work together to find out what communities' needs are.

The police, the public and other agencies work together in partnership.

The business of policing is specifically designed to meet community needs.

The philosophy of community-oriented policing encourages the development of new ways of dealing with community security concerns, particularly to ensure that the needs of women, men, the old and young, minorities, persons with disabilities and other specific-needs groups are systematically addressed. Police personnel (both State and UN) shall be trained in how to tackle gender-based violence towards women and children, both girls and boys, in addition to other hidden social problems such as abuse of the elderly. UN police personnel shall utilize their gender officers and advisers to closely follow up on all aspects related to protections for women and vulnerable groups. They shall include engagement with local communities and civil society organizations, including women's and youth organizations, to assess the nature and extent of possible abuses and provide immediate assistance and follow-up.

The sensitization of communities on how to take preventative action and avoid interpersonal violence increases public confidence in the police and enables them to more effectively address 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;
- Extensive public information campaigns;
- The representation of minority groups and balanced ethnic composition in the police service;
- The promotion of gender balance in the police service and gender mainstreaming in all police work;
- The establishment of police stations or temporary advances in localities where security services are not installed.
- Raising awareness among the police on human rights and rule of law compliant policing in practice.

In addition to these steps, community policing forums are useful means to create environments that enable the acceptance of ex-combatants, persons formerly associated with armed forces and groups, and discredited local police personnel back into the community. In both mission and non-mission contexts, UN police personnel can support the development of such local forums and sensitize all concerned parties to the need for reconciliation and trust. Such initiatives offer the opportunity for community members to regularly share matters of concern and encourage mutual understanding. They also provide an opportunity for community members and civil society representatives to regularly evaluate the actions of the police.

When fulfilling an executive mandate, UN police personnel shall develop and carry out all appropriate confidence-building measures. When fulfilling a non-executive mandate, UN police personnel shall assist and advise the State police service in their confidence-building initiatives. Where appropriate, UN police personnel can conduct community policing activities and gradually include the State service. This approach can help to ensure that community trust in the State police service is increased over time. This will enable the State police service to take over when the mission withdraws.

7. DDR processes and policing – specific tasks

As outlined in IDDRS 2.10 on The UN Approach to DDR, integrated DDR processes are made up of various combinations of DDR programmes, DDR-related tools and reintegration support. In addition to the general tasks outlined above, UN police personnel may also perform more specific tasks that are linked to the particular DDR process in place. These tasks may be implemented in both mission and non-mission settings, contingent on mandate and/or deployment strength, and are outlined below:

7.1 DDR programmes

When disarmament and demobilization is planned as part of a DDR programme, UN police personnel can provide advice and training to State police personnel to ensure that they develop procedures and processes to deal with the shorter-term aspects of disarmament and demobilization. These shorter-term aspects may include, but are not limited to, the travel and assembly of combatants, persons associated with armed forces and groups and dependants.

In disarmament and demobilization sites (including encampments or cantonments), the gathering of large numbers of ex-combatants and persons formerly associated with armed forces and groups may create security risks. The mere presence of UN police personnel at disarmament and demobilization sites can help to reassure local communities. For example, regular FPU patrols in cantonment sites are a strong confidence-building initiative, providing a highly visible presence to deter crime and criminal activities. This presence also eases the burden on the military component of the mission, which can then concentrate on other threats to security and wider humanitarian support. Importantly, FPU engagement shall always be limited to the regular maintenance of law and order and shall not cross into high-risk matters of weapons security and military security. With that said, the outreach and mediation capabilities of UN police personnel may sometimes be deployed in such situations in order to defuse tensions.

In a mission context with a peacekeeping operation, the provision of security around disarmament and demobilization sites will typically be undertaken by the military component (see IDDRS 4.40 on Military Roles and Responsibilities). State police shall proactively act to address criminal activities inside and in the immediate vicinity of disarmament and demobilization sites. However, if the State police service delays or appears reluctant to take action, UN police personnel may intervene in order to ensure that the DDR process is not adversely affected. The immediate deployment of an FPU, to operationally engage in crowd control and public order challenges, can serve to contain the situation with minimum use of force. In contrast, direct military engagement in these situations may lead to escalation and consequently to greater numbers of casualties and wider damage. If public order disturbances are foreseen, it may be necessary to plan in advance for the engagement of FPU contingents and place a request for a specific, temporary deployment, particularly if the FPU is not conveniently located in the area of the disarmament and/or demobilization site. If the situation does escalate to involve violence and the use of firearms, military units shall be alerted in order to be ready to support the FPU.

In mission settings where an FPU is deployed, the presence of UN police personnel should be requested, as often as possible, when combatants assemble for disarmament and demobilization as part of a DDR programme. Duplicate records of the weapons and ammunition handed over should, wherever possible, be shared with UN police personnel for the purposes of (i) preservation of the records and (ii) weapons tracing. UN police personnel can also be requested to provide dynamic surveillance of weapons and ammunition storage sites, together with a perimeter to secure destruction operations. Furthermore, when weapons and ammunition are temporarily stored, as a form of confidence-building, UN police personnel can oversee the management of the double-key system or be entrusted with custody of one of the keys (see IDDRS 4.10 on Disarmament).

7.2 Community violence reduction

The role of CVR programmes within DDR processes is explained in IDDRS 2.30 on Community Violence Reduction. CVR programmes can contribute to the ability of UN and State police personnel to improve local security conditions, especially outside capital cities, by exploring synergies between CVR and community-oriented policing. These possible synergies include:

- The involvement of UN and/or local State police representatives in the project advisory/review committee or local selection committees. In particular, UN police personnel may be able to provide advice on sources of community violence that need to be addressed.
- The development of CVR projects that reinforce State policing capacities.
- Quick Impact Projects (QIPs) implemented by UN police personnel, such as the rehabilitation of local police infrastructure or the training of female police personnel, could also, where appropriate, become part of a CVR programme.
- If the eligibility criteria for a CVR programme require the handover of weapons and/or ammunition, UN police personnel can provide support in a variety of ways including the preliminary assessment of weapons collected, the choice of temporary storage facilities for weapons and ammunition, the registration of weapons and ammunition, and the collection of photographic records.
- UN police personnel can also provide support to CVR programmes by diffusing key messages related to the programme. When relevant to the project at hand, UN police personnel can also provide lectures on civic education, multicultural tolerance, gender equality and respect for the rule of law.

7.3 Transitional weapons and ammunition management

The role of transitional WAM in DDR processes is explained in IDDRS 4.11 on Transitional WAM. UN police personnel can contribute to transitional WAM activities in a variety of ways, including by supporting and advising State police on the control of civilian-held weapons, and encouraging registration and handover procedures with the aim of establishing weapons-free zones and enhancing

security. These measures can help to limit the recirculation of weapons diverted or illicitly retained by former combatants.

Community-based policing can play an important role in strengthening weapons control initiatives. If community members have a certain degree of trust in police and security institutions, they may feel more comfortable engaging in activities related to transitional WAM. Similarly, if there is a good working relationship between the police and the community, the police will more easily obtain information about weapons caches.

In addition, UN police personnel may also provide support to the development of longer-term laws and procedures to manage the legitimate possession of weapons. UN police personnel can then contribute to the verification, registration and tracing of the weapons held by citizens, offering advice on the security, handling and custody of these weapons, as well as encouraging civilians to hand these weapons over to the authorities as a means of building confidence in the State police and security institutions.

7.4 DDR support to mediation

When DDR practitioners provide support to the mediation of local-level peace agreements, UN police personnel can orient these practitioners, and broader negotiating teams, to the most suitable entry channels in the community. To build confidence, UN police personnel can then assist and facilitate the introduction of negotiating teams and provide them with security that allows freedom of movement. UN police personnel can also be deployed to ensure that delegates on both sides of the negotiations are not subject to hostile actions during the discussions or when *en route* to the chosen venue for the negotiations. UN police personnel can also be used to obtain the commitment of community and religious leaders, representatives of women's and youth groups, and other relevant stakeholders in order to support the settlement of local disputes and encourage acceptance of a DDR process. When requested, UN police personnel can also give advice concerning the security portion of the agreement being discussed.

7.5 DDR support to transitional security arrangements

When DDR practitioners support the creation of TSAs, UN police personnel can contribute to analyses of the overall security situation in the area of interest, the activities undertaken by criminal and armed groups (including any trends in these activities), and what type of TSA may be most useful and where (see IDDRS 2.20 on The Politics of DDR). Where required, UN police personnel can engage male and female community leaders to ensure that their expectations and experience are taken into account when tailoring particular TSAs. In addition, UN police personnel can oversee the general security and protection tasks undertaken by the armed forces and groups that are participating in TSAs in order to ensure that these activities are not being used as a cover for illicit activities or harassment of the population.

7.6 Police support during reintegration into society

Police can also play an important security role during reintegration. State police services should be supported to discharge community-policing functions during reintegration in accordance with international human rights law and principles. State police can play an important dissuasive role where ex-combatants may be at risk of using violent means to gain access to illegal income and livelihoods. They can also protect ex-combatants and persons formerly associated with armed forces and groups who are reintegrating into society.

Law and order disturbances may arise if the reintegration of these groups is inadequately supported, if grievances related to the conflict remain unresolved and in situations where ex-combatants, persons formerly associated with armed forces and groups and their families are not necessarily welcomed by communities (see IDDRS 4.30 on Reintegration). Contingent on mandate and/or deployment strength, UN police personnel can also assist in the monitoring and countering of efforts by armed groups to re-recruit demobilized combatants and/or formerly associated persons.

In particular, UN police personnel can disseminate messages discouraging the resort to arms among demobilized combatants and their families and protect these individuals from stigmatization and reprisals by community members or other armed groups yet to adhere to the DDR process.

8. Police reform and restructuring

The establishment of an effective and professional police service is essential to the transformation of militarized societies into civilian ones. Often, the police service that existed previously will have been reduced in both its size and powers during the period of armed conflict, and many of its functions will have been taken over by a military apparatus with far greater resources. This serves to militarize the police, which is then comprised of personnel who may not have a specific police background and may operate without professional police capacities and attitudes. When States use the military in police functions, the distinction between maintaining internal order and external security becomes blurred, particularly because policing and public order control tend to be conducted with military techniques. At the same time, the general population will increasingly come to identify military forces as the primary security and order responder/provider.

As countries transition from war to peace, the State police service should be reformed and restructured and its role as the security service responsible for maintaining internal security and public order should be (re)established. The period during which the police assume overall responsibility for internal security can be challenging. There may, for example, be a lack of accountability for acts committed during the prior conflict and rivalry between the different institutions involved. In this context, the withdrawal of international peacekeeping forces – including the UN police component – should be carefully planned, and the speed and phasing of the withdrawal should be based on the ability of State security institutions to assume responsibility for the maintenance of security and public order.

During the period of transition from war to peace, DDR processes are sometimes linked to the reform of the State police services, particularly through the integration of former members of armed

groups into the police and other law enforcement institutions. For further information on this integration process, see IDDRS 6.10 on DDR and Security Sector Reform.

Annex A: Abbreviations

CVR	community violence reduction
FPU	formed police unit
HRDDP	Human Rights Due Diligence Policy
PD	police division
QIP	quick impact project
SSR	security sector reform
TSA	transitional security arrangement
WAM	weapons and ammunition management

Endnotes

¹ See

https://elearning.un.org/CONT/GEN/CS/UNHR_V3/Module_01/story_content/external_files/4.11_HRDDP%20Guidance%20Note%202015.pdf

² See also DPKO-DFS Policy on United Nations Police in Peacekeeping Operations and Special Political Missions, Ref. 2014.01, and DPKO-DFS Guidelines on Police Operations in United Nations Peacekeeping Operations and Special Political Missions, Ref. 2015.15.