UN Police Operations

The Establishment of a UN Peace Operation

This chapter will offer an insight into understanding peacekeeping and the context in which the UN Security Council makes the decision to establish a peace operation, in terms of form and function. (1)

The Evolution of Peacekeeping

UN peacekeeping is based on the principle that an impartial presence on the ground can ease tensions between hostile parties and create space for political negotiations. Peacekeeping can help bridge the gap between the cessation of hostilities and a durable peace, but only if the parties to a conflict have the political will needed to reach the goal. Initially developed as a means of dealing with inter-State conflict, peacekeeping has increasingly been used in intra-State conflicts and civil wars, which are often characterised by multiple armed factions with differing political objectives and fractured lines of command.

The structure of peacekeeping missions has been evolving since the 1990s. While some peacekeeping operations are still based on the "traditional" model of a neutral military force separating warring parties, more and more peacekeeping operations are increasingly becoming "multidimensional". These multidimensional missions comprise a wide range of components including police, military, disarmament, political, civil affairs, judicial, human rights, humanitarian, reconstruction, public information and gender. Some of these operations do not have a military component but implement their mandates alongside a regional or multinational peacekeeping force.

Depending on their mandate, multidimensional peacekeeping operations (also referred to as peace operations) may be required to:

- Assist in implementing a comprehensive peace agreement;
- Monitor a ceasefire or cessation of hostilities to allow space for political negotiations and a peaceful settlement of disputes;
- Provide a secure environment encouraging a return to normal civilian life;
- Prevent the outbreak or spill-over of conflict across borders;
- Lead states or territories through a transition to stable government based on democratic principles, good governance and economic development; and
- Administer a territory for a transitional period, there by carrying out all the functions that are normally the responsibility of a government.

While military personnel remain vital to most operations, police and civilians are increasingly taking on a growing number of responsibilities, which can include:

- Reform and restructuring of local police agencies;
- Advising, mentoring and training of local police agencies;
- Assistance with judicial and penal reform;
- Supervising and conducting elections;
- Promoting respect for human rights and investigating alleged violations;
- Assisting with post-conflict recovery and rehabilitation; and
- Setting up a transitional administration of a territory as it moves towards political settlement.
- Helping former opponents to implement complex peace agreements by liaising with a range of political and civil groups;
- Supporting the delivery of humanitarian assistance;
- Assisting with the disarmament, demobilisation and reintegration (DDR) of former combatants.

Activities of the UN Police

Generally, when UN Police are deployed to a conflict zone, they find the local police service in a moribund state; consequently, there is an immediate need to assist the local police in regaining an adequate level of operational capacity and effectiveness. The list of characteristics below reflects the situation of the local police in many missions to date as the first group of UN Police Officers arrive on the ground: Corrupt and engaged in human rights abuses; Politically and militarily influenced, biased and not accountable to the public; Little or no formal command and control structure and/or controlled by warlords; Non-police personnel in police ranks, often recruited from militias or corrupt concessions; Obsolete training facilities, overall lack of equipment and insufficient numbers of adequately trained officers, especially in specialised fields; Lack of trust and conflicting relationships with local communities; Little or no influence or presence of the police in many areas; Extremely low or zero salaries paid to the police officers; Lack of functioning courts and prisons; General departure from the Rule of Law. In these types of environments, the main tasks of the UN Police are to assist in enhancing the operational capacity of the local police; support local police institutional development through the reform and reorganisation of police structures; and to help instil a level of trust between police and local communities. These efforts are achieved by implementing the applicable police mandate, consistent with the principles of democratic policing as set out below.

Principals of Democratic Policing (2)

Representative policing ensures that:

- Police personnel sufficiently represent the community they serve;
- Minority groups and women are adequately represented through fair and non-discriminatory recruitment policies and police services; and
- The human rights of all people are protected, promoted and respected.

Responsible policing ensures that:

- Police are responsive to public needs and expectations, especially in preventing and detecting crime and maintaining public order;
- Policing objectives are attained both lawfully and humanely;
- Police understand the needs and expectations of the public they serve; and
- Police actions are responsive to public opinions and wishes.

Accountable policing is achieved in three ways:

- *Legally*: police are accountable to the law, as are all individuals and institutions in States;
- *Politically*: police are accountable to the public through the democratic and political institutions of government as well as through police and citizen liaison groups and
- *Economically*: police are accountable for the way they use resources allotted to them.

UN Police Tasks and Responsibilities (3)

Reflecting the increasingly complex and multidimensional nature of peacekeeping operations, UN police responsibilities encompass a wide range of activities that can be broadly categorized as follows: Advising and Reporting; Reforming and Restructuring, Rebuilding and Strengthening Institutions; Training, Mentoring and Skills Transfer; Executive Law Enforcement; Formed Police Units; Electoral Assistance; Disarmament, Demobilisation and Reintegration; Community-Based Policing; and Public Education

Advising and Reporting

In the early 1990s, UN police components were tasked mainly with monitoring local police agencies to ensure observance of the principles of democratic policing. This required observing the behaviour of local police in the performance of their duties and reporting issues of concern to the Head of Mission for appropriate action. In the *UN Transitional Assistance Group in Namibia* (UNTAG), for example, the UN police component was to ensure that the South West Africa Police fulfilled their duty of maintaining law and order in an efficient, professional and non-partisan manner. UN police officers investigated public complaints against the local police and reported any violations of human rights by the police agencies.

Their presence in tense border areas helped build confidence in the impartiality of the UN and reassured the general public. Although UN police had no direct authority for the maintenance of law and order and could influence the standards of policing only indirectly, they contributed significantly in keeping the transition plan for Namibia on track.

Lessons learned in the 1990s showed that while monitoring was useful, it did not have a sufficient impact on the local police agencies in terms of change in attitudes, institution building or in bringing about systemic changes in the local police agencies. The passive monitoring style of early UN police missions-simply noting problems in local policing practices -proved to be of limited utility because it is less likely to change the standards and methods of operation of the local police to any significant extent. The tendency toward more active intervention through active monitoring, which identifies weaknesses and ways to address them, has been seen to be a more effective approach and increasingly is being adopted as part of the UN police's growing capacity-building role. To the greatest extent possible, these approaches should work with, not against, the institutional structures of the local police.

The late 1990s saw an increasing shift towards a process of advising and working with local counterparts. This process of advising local police, which includes observation, advice, supervision and reporting on counterparts, now forms the core of the UN police role in multidimensional peace-keeping missions. The process is not an end in itself, but a means to detect problems, identify steps to address them and assess the effectiveness of existing measures for redress. When working with a local police agency, the UN police looks at the effectiveness of the local police command structure, its ability to conduct internal investigations; and its relations with judicial authorities, with the ultimate objective of enhancing capacity in the local police agencies and of making them independently capable of dealing with all policing issues. More importantly, the UN police works towards influencing the local police agencies to be more responsive to the community they are responsible for serving and protecting. It also assists in channelling support in terms of logistics and training to the local police.

In a number of situations, UN police have found that an effective technique of working with local and national police agencies is by co-locating UN police personnel with the local police. Working together with the local police and community on a daily basis, with our strategic mission in mind, facilitates transfer of skills, trust, good communication and mutually beneficial working relationships to pro- mote democratic and community policing practices. Thorough institutional assessment of local police institutions, made possible by co-location,

has been an effective way for UN police to identify their strengths and weaknesses and to ensure that reports on their activities are grounded in local realities and based on the local context.

The effectiveness of the process often depends on the willingness of the local police agencies to cooperate with the UN police. For example, the role of the UN police component in the United Nations Transitional Authority in Cambodia (UNTAC) was to supervise the local police service, primarily through monitoring and reporting. UNTAC's police was able to make substantial progress only where the local police service saw it as in their interest to cooperate with the UN, or where moral authority provided sufficient leverage.

Early on in a peacekeeping operation, it is important that appropriate standards and guidelines should be established for UN police on how to advise and report on the local police. These must be implemented in a rigorous, programmed manner, albeit with flexibility, if they are to be effective. Advising and monitoring at local level is a resource-intensive exercise, requiring a large number of UN police officers with relevant skills to be imparted. However, if efforts are focused on senior ranks of a local police agency, then fewer UN police officers, but with more managerial experience and seniority, may be needed. A top-down approach has been seen to be more effective than a bottom-up approach. If the senior and middle levels of leadership in the local police agencies are willing to reform, then the trickle-down effect to the field level is more marked. However, in this scenario, spot checks and targeted support at lower levels would still be

Reforming, Restructuring, Rebuilding and Strengthening Institutions

The strategic mission of the UN Police is:

> *"To build institutional police capacity in post-conflict environments"*

Experience has made it abundantly clear that until a local police ser- vice can execute regular law-and- order functions on its own, most other peace-related processes will not take root in any sustainable manner. Free and fair elections, sustainable return of refugees and internally displaced persons (IDPs), business recovery, good governance and, ultimately, community trust and reconciliation, all depend on a functioning police within a framework of rule of law

The UN Police has evolved at a much faster pace since the turn of this century. The establishment of self-sustaining law enforcement institutions has been the long-term objective of police activities in all peace- keeping operations in the past five years. A doctrinal

shift has taken place in the use of UN Police, namely reform and restructuring efforts aimed at supporting the institutional development and capacity-building of the local police. The UN Police vision includes ensuring that local police services have a long-term democratic basis, operational sustainability and public trustworthiness. In the United Nations Interim Administration Mission in Kosovo (UNMIK), several thousand recruits were selected and trained by the international police presence to enable them to enter active service alongside their UNMIK police counterparts. In Timor-Leste, UN police were mandated to maintain law and order as well as to establish and train a credible and professional national police service. Within the first two years, more than 2,000 local police officers had graduated from the police academy and were CO-located with UN police officers throughout the country, as part of a mentoring programme. A gradual handover of UN police activities to the certified officers of the newly-established *Policia Nacional de Timor-Leste* has taken place successfully.

Forming an adequate cadre of trained, professional police officers is usually the primary focus of UN police missions with institution-building mandates and is an important and highly visible confidence-building activity. Establishing basic administrative and financial management arrangements for the local police agencies at an early stage is vital for institution-building. It is particularly important to identify sources of funding, prepare budgets and accounting systems, develop office procedures, effective procurement and asset management tools and human resources systems. The early establishment of strong internal oversight, audit and internal investigations units is critical for transparent, accountable institutions.

In some peacekeeping operations, local police salaries have been an issue of some concern. In these situations, a cost of living analysis can be conducted to help determine a fair and equitable police salary scale, without which it could be difficult to adopt democratic and community policing practices or attract the best candidates.

Police reform and restructuring require short- and long-term resource requirements to be effective. Priority areas for funding should include the infrastructure necessary to build the police ser- vice, such as training facilities, police stations, communications equipment, information management networks, police vehicles and police uniforms. However, the capital investment must take into account the local conditions and the ability of the local police systems to absorb the latest inputs. Infrastructure inputs should be appropriate to local conditions and must be sustainable in the long run, so that the recurrent operational costs of the new facilities and equipment do not overburden the police service and the government in

the longer term, and lead to a situation where the government is unable to pay police salaries or maintain equipment.

Reforming, restructuring, rebuilding and strengthening efforts must take into account the national context, including cultural, political, economic and social realities. Imported models imposed by the UN police without consideration for local cultural, political, economic and social realities may not be fully acceptable to the local police agencies and may prove to be counter-productive. Working closely with national authorities is a must to ensure local ownership of any reform and restructuring efforts as well as transfer of appropriate technology and policing models. Local involvement and "buy-in" will also ensure sustainability of the initiatives in the long run.

The UN Police have also become increasingly involved in the screening, selection and recruitment, as well as training of local police candidates, their on-the-job mentoring and monitoring, and evaluation of their performance in the field. Peacekeeping missions with man- dates for reforming and restructuring of national police agencies have also been responsible for advising national authorities on how to design and establish more appropriate (often significantly smaller) administrative and operational structures for national police agencies in addition to overseeing efforts to instil more professional, democratic and community-oriented principles of policing. An important element of this work has been to emphasise the strict separation of military and paramilitary entities from police in developing national law enforcement structures.

Effective personnel management and recruitment is vital to the reform of police services and includes removal of undesirable personnel from the police service, at the same time developing and implementing systems to ensure that they are not recruited in the future. In addition to direct screening activities, internal oversight and investigation capacities are important in any police service. In the process of screening and selecting local police officers it is frequently important to ensure that any members recruited from former warring parties are incorporated into a single policing structure and that minority groups and women are sufficiently well-represented in police ranks. This not only develops an appropriate esprit de corps but also brings about representation of all segments of society.

Local police and authorities can sometimes perceive police reform and restructuring activities as unwelcome interference. In situations where the international community has faced resistance, UN police have, at times, faced tremendous difficulties in implementing reform and restructuring solutions. In such instances, UN police needs sufficient influence and

leverage over the parties to effect change in local structures, procedures and behaviour. This is an important lesson learned from the experience of the United Nations Mission in Bosnia and Herzegovina (UNMIBH), where an innovative non-compliance reporting tool was developed to provide some leverage to the International Police Task Force (IPTF), the police component of UNMIBH.

Non-Compliance Reporting and De-Certification in UNMIBH (4)

Non-compliance reporting" and "de-certification" were techniques used in Bosnia and Herzegovina to support UNMIBH's monitoring and restructuring mandate by providing UN Police Officers with some leverage over the local police services when monitoring revealed problems. Until the introduction of the mechanism, the mission had made little progress with the police entities in Bosnia and Herzegovina. The non-compliance reporting evolved out of the expanded powers granted to UNMIBH and the IPTF and was based on increasing political will to address the institutional reform agenda in Bosnia and Herzegovina.

Non-compliance reports were issued when local police officials failed to comply with reasonable requests for information and access by IPTF personnel or in any way obstructed the work of the UN Police. If several non-compliance reports were filed against a police officer, the IPTF had the authority to request the issuing of a de-certification warning or to de-certify the police officer, resulting in the police officer losing the authority to exercise police functions (and most likely the job). While non-compliance reports and de-certification of police officers did not vest any executive authority in the IPTF, they nevertheless provided some leverage to help it influence the policies, procedures and operations of the local police. UNMIBH de-certified nearly 500 police officers who were unwilling to comply with democratic policing standards.

Training Mentoring and Skills Transfer

The primary goal of training local police has been to enhance capabilities and strengthen police services, bring about a change of attitudes, professionalize the police officers and foster pride in the uniform, so that their conduct and actions become effective and comply with international standards for democratic policing.

The four main local target groups for police training are new recruits, existing active police officers, middle and senior managers in the police service and police trainers. Other than the basic training courses developed for new recruits, police training by UN police also covers subjects such as democratic policing standards, human rights, crisis management, relations

between police and judicial authorities, personnel management, finance, logistics, procurement, facilities and equipment maintenance and asset management. Local police personnel are trained in all operational aspects of policing, including crime scene investigation, organised crime, close protection, traffic management, police law etc. Special efforts have also been made to provide training on domestic violence, Rights of the Child, dealing with drug abuse etc. in peacekeeping operations such as Kosovo, Liberia, Bosnia and Herzegovina. Good training programmes must be based on a flexible curriculum that can be tailored to the local situation. In Haiti, case studies used in training of police cadets were based on actual cases which UN human rights monitors had investigated in that country.

UN police may not always be directly responsible for designing and delivering training, but may complement or coordinate development activities (e.g. training and support) provided bilaterally by Member States and regional organisations which may have greater resources and capacity to conduct such police enhancement programmes in certain situations. UN police may also act as a catalyst to bring together Member State or regional organisations for the enhancement of law enforcement capacity, such as the support provided by some Member States for some countries which are hosting peacekeeping operations. Such bilateral efforts supplement the resources of the UN and are helpful in providing scarce expertise and resources for host nations.

Executive Law Enforcement

A significant new development in the role of UN police in peacekeeping missions occurred with the mandates approved for the transitional administration missions of Kosovo and Timor-Leste in 1999. As part of the legislative and executive authority given to these missions, the UN police component was vested with broad responsibilities: maintaining law and order; developing local law enforcement systems; and training local personnel to take over law enforcement duties at the end of the transition period. This type of mandate is referred to as an "*executive law enforcement*" mandate and effectively requires the UN police to serve as the national police service until domestic capacities are developed. In UNMIK, for example, the executive policing mandate required UN police to carry out all normal policing duties, including:

- Protection of property and lives;
- Investigation of crime and criminality;
- Enforcement of law and order; and
- Assistance and capacity-building support for the local police.

In addition, UNMIK Special Police Units (SPU) carried out public order functions, such as crowd control and area security, while UN Border Police ensured compliance with immigration laws and other border regulations.

A UN police component mandated with executive authority requires a large number of experienced personnel to carry out the entire gamut of law enforcement tasks. In fulfilling executive responsibilities, UN police are expected to evaluate and respond to the constantly changing situation in the mission area while working strictly within the parameters of the mandate.

Former Police Units (FPU)
Lessons learned from past missions showed that a gap existed between the deployment of unarmed UN police and the military units. In situations of serious threats to peace or public order, the unarmed UN Police was ineffective, while the heavily armed military units were not appropriately trained or equipped. The solution proposed was *Formed Police Units* armed with non-lethal weapons (but capable of using lethal weaponry, if required) and a robust law enforcement capacity.

These Units consist of approximately 120 police officers who have been trained together and work as a cohesive, specialised unit. The FPU component would typically include one Unit Commander, one deputy, three platoons each with one commander and 32 police officers. FPU units also include logistic officers, liaison officers, a doctor and nurses. Their tasks and responsibilities include dealing with public order and threats to peace, static security of vulnerable buildings, mobile security of vulnerable areas, VIP protection, criminal information gathering, counter-terrorism and counter-insurgency operations, surveillance, election security, road blocks and checks, barricade reconnaissance and removal, house search, vehicle search, escort duty and training of local police agencies in crowd control and law and order duties. They act as a backup support to the UN Police component and also provide high visibility crime deterrence capability for the unarmed UN Police.

FPUs are required to arrive in their respective missions with appropriate crowd and riot control equipment and training. They are also lightly armed to deal with acts which are a threat to local peace or situations which are beyond the control of the local police. Their armament must include Anti-riot equipment, Tear Gas Launchers, handguns and automatic rifles as well as light machine guns for back-up support. In missions such as UNMIK (Kosovo) and UNMIL (Liberia) they are deployed under the administrative and operational

control of the Police Commissioner. Routine daily operations of these Units are coordinated by the Sector/ Regional police commanders.

Electoral Assistance

The role of the police in all phases of an election process cannot be overemphasized. Unlike elections in most established democracies, those in a post-conflict society are fraught with security concerns. There is a crisis of confidence which requires a proactive role on the part of the law enforcement agencies. The police have a role at all stages of the electoral process. This includes:

1) the pre-election phase, which involves security for voter registration and campaigning, as well as identification of secure polling sites;

2) the election day itself, which can pose security challenges such as the potential abduction of candidates, intimidation of voters when casting ballots and sabotage at the polling booths; and

3) the post-election phase, which includes security of the ballot papers, security during the installation of the newly elected leaders and general security in the tense post-election phase.

During each phase, the police provide security and can help ensure that basic human rights, such as freedom of expression and association, and the right to peaceful demonstrations, are protected. Protecting voters and candidates from intimidation, harassment, abduction and retribution are key police responsibilities during the entire period. The UN police can and do assist local police through training and advising on all aspects of security planning and operations for the election. The training and advice provided by the UN police has helped several post-conflict societies, from Namibia to Kosovo, to conduct peaceful and internationally accepted democratic elections.

Disarmament, Demobilisation and Reintegration (DDR)

Disarmament, Demobilisation and Reintegration (DDR) are complex and interconnected processes, which have the ultimate objective of reintegrating ex-combatants into society. The role of the UN police is often not fully recognised, but a number of experiences have shown that the more UN police are involved in DDR-related confidence building initiatives, the greater the acceptance of ex-combatants and their relatives into society. UN police can assist in a multitude of functions affecting the implementation of confidence-building initiatives.

The following tasks are core DDR areas for the UN Police:

- Assisting and advising local law enforcement authorities in the maintenance of law and order within the demobilisation and cantonment zones;

- Supporting the local police in providing security for demobilised combatants being reintegrated back into society;

- Assisting in the vetting and selection of ex-combatants to be reintegrated into the local police agencies;

- Assisting local law enforcement authorities in the development of legislation and policies regulating individual possession of firearms; and

- Assisting the military component in arms reduction and control by disarming the civilian population as a part of a comprehensive disarmament, demobilisation and pacification process and in recording collected firearms.

Community-Based Policing

The central tenet of community-based policing is that it is a partner-ship between the community and the police aimed at problem-solving through cooperation. It is a strategy that allows the police and the community to work together to solve community concerns. Community-based policing requires a paradigm shift in the traditional operation of existing policing forces in host countries - a shift that keeps community interest at the centre of all policing activity, a shift that requires a move from a "force" to a "service".

Community-based policing is an increasingly important element of policing in post-conflict environments and is closely linked to public education. The community policing approach enhances the confidence of the local community in the police and fosters cooperative relationships. It provides reassurance to vulnerable groups, returning refugees and internally displaced persons (IDPs), owing to the visible presence of police officers working with local populations in and among the community. Addressing common community and policing concerns through, and with, the community can help to ensure that improvements in law and order are better understood and accepted by the population. As such, community policing is a key approach for UN police in peacekeeping missions. Many host countries of peacekeeping operations have certain entrenched local policing practices. These can be adapted to include modern community policing practices. The local communities must be encouraged to address their own social problems. UN police can act as a catalyst for the participation of the local communities in finding solutions to their security and justice problems.

Public Education

An important and sometimes overlooked aspect of police reform and restructuring is the need to ensure that the general public is aware of its rights and has appropriate expectations of local law enforcement structures. Experience has shown the importance of public information strategies, community policing and engaging civil society groups in developing respect for the reformed police. In the absence of public understanding of, and support for, police reform, the civilian population may see the process as a technical exercise with minimal impact on their lives.

Public forums, round tables, seminars, radio broadcasts, flyers and other outreach efforts can help build understanding and support for police in local communities. In Liberia, the public information campaign launched by the Commissioner reaped great dividends. In Haiti and Rwanda invitations to human rights Non-Governmental Organisations (NGOs) to speak to police cadets during their basic training helped the cadets understand these issues better. Similar meetings arranged between NGOs and judges and prosecutors in training at the judicial academy likewise helped orient the judiciary to their concerns. Grass-roots human rights organisations in Haiti were invited by the national police to attend their human rights training sessions to orient them to human rights issues and their responsibilities in society.

Cooperation and Key Partnerships

Police and Military Cooperation (CIMIC)

An important issue for policing in UN peacekeeping operations is the relationship between the UN police and the UN military component. UN police and the military are natural partners in a peacekeeping operation but coordination between the two is sometimes a challenge in the field. In some peacekeeping missions, cooperation between the UN police and the military components has been excellent, characterised by close coordination of activities and shared responsibility for different aspects of security. In Kosovo, for example, UNMIK police gradually assumed increasing security and law and order responsibilities from the multinational peacekeeping Kosovo Force (KFOR), led by the North Atlantic Treaty Organisation (NATO). In Bosnia and Herzegovina, UNMIBH police and the NATO-led Stabilisation Force (SFOR) also worked well together and conducted joint patrols.

It is however imperative for the UN police to remember that the police need to maintain a civilian profile distinct from the military. The need for a distinct police profile is important to make clear the civilian nature of policing, as it imparts a message to our local interlocutors who may be struggling to come out of the shadow of military policing styles caused by war.

This also helps to maintain the moral authority, public trust and community involvement needed for effective policing. The ability to maintain separate profiles while establishing strong functional relationships between UN police officers and military peacekeepers is a difficult balance but is critical to the success of policing in peacekeeping operations.

Police and Civilian Cooperation

Coordination with the civilian component of the mission, as well as partners external to the mission, is essential to the success of any police mandate. UN police can benefit from close cooperation with UN funds, programmes and specialized agencies working in the mission area as well as NGOs and civil society groups. Human rights personnel are key partners in building effective rule of law structures and procedures. Human rights specialists, for example, can provide information on human rights conditions in the country and historical information on the record of state institutions. They can also provide valuable inputs on human rights principles and standards for police training curricula. Humanitarian workers are often in contact with local grass-roots organisations and can provide crucial insights into the population's opinions of the police and sensitive issues such as how to deal with past human rights abuses, reconciliation and victim support. Humanitarian personnel often have a good understanding of issues related to the protection of vulnerable groups and other beneficiary populations.

Within the peacekeeping mission, input and advice should be sought from the political affairs, civil affairs, human rights, gender and humanitarian assistance components when designing reform and restructuring programmes for local police. Personnel from these components may be able to provide valuable insights into organized crime, property disputes, corruption and the special concerns of children, adolescents, IDPs and returning refugees. Public information officers in a peacekeeping operation are also important partners, as they can help the UN police develop public information strategies and key messages for the public to raise awareness and understanding about human rights issues and the role of police in society.

Other Police Entities

Coordination and cooperation are also essential with other entities, including bilateral partners, who may be able to provide support and training for local police. New operational and institution-building capabilities for police reform and training are emerging in regional organisations which can be tapped. The UN can benefit by cooperating closely with these entities, who may be able to take over the institution-building role once the UN mission departs, as was the case in Bosnia and Herzegovina in 2003.

Gender Perspectives in UN Police Activities

During conflict, traditional forms of moral, community and institutional safeguards disintegrate, leaving women and girls particularly vulnerable to all forms of physical, emotional and sexual violence. Torture, rape, sexual slavery, forced prostitution, mutilation, forced termination of pregnancy and sterilisation are some of the acts of violence perpetrated against women during conflict. When a woman is sexually abused or raped, the intent is often to victimise both her and her male relatives by demonstrating the failure of men in their protective role.

Men and boys are also subject to sexual abuse, torture and mutilation. Gender-based and sexual violence is used as a weapon of war to demoralise and humiliate the targeted group, and the deliberate endorsement of these acts by military commanders and political leaders underscores their significance as more than random assaults.

Conflict also tends to exacerbate existing inequalities between women and men and can put women at increased risk of physical and emotional abuse from male family members. There is usually a rise in domestic and criminal violence against women in countries ravaged by conflict. The proliferation of weapons during times of conflict increases the probability of those weapons being turned against civilians, most often women, even when the conflict is over.

UN police must understand these differentiated effects of conflict and must seek to protect women's rights and ensure they are integrated into all actions promoting peace, implementing peace agreements, resolving conflict and reconstructing war-torn societies. If peacekeeping operations are to succeed in ensuring a sustainable peace and long-term reconciliation based on democratic principles and internationally recognised human rights, it is crucial that all their activities and policies uphold the principles of gender equality and non-discrimination.

It is important that UN police realise that conflict has different consequences for women and children and that they have particular post-conflict priorities and needs. A peacekeeping operation will enjoy greater success in carrying out its mandate if planners and implementers take into consideration the differing needs of women and men, girls and boys.

The UN police component of a peacekeeping mission may be charged with monitoring local police agencies and training new or restructured agencies. In the latter case, the objective is to create professional law enforcement agencies which adhere to international standards of

democratic policing. Recruiting and retaining women officers must be an important objective; new or restructured police agencies must develop the systems that enable them to work in a gender-sensitive way, to address gender-based and sexual crimes as well as sexual assault and domestic violence. They must incorporate strategies to combat the trafficking of human beings, especially women and children.

UN Police and Media Relations
Relations with the media are critical to all UN peacekeeping operations. Police officers selected for duty with UN missions are reminded of the effect that the media may exert upon political leaders and policy makers.

UN Police Officers are reminded that they have the following obligations:

- To seek advice from the UN Public Information Section;
- To recognise that information should not be systematically denied to the media, provided that the success of operations and confidentiality are not endangered;
- To be aware that journalists are helpful as a medium to reach out to the community and to inform members of the public about the role and functions of the police;
- To note that systematic refusal to talk to the press will give rise to suspicion and misinterpretation;
- Always to note and report the presence of news media;
- Only to discuss matters within your knowledge and area of responsibility if you are unable to avoid speaking to journalists;
- To think before speaking, and be polite and helpful but firm when referring journalists to a higher authority;
- To be honest and positive whilst remaining professional and dignified;
- Never to give formal interviews without prior approval and not to discuss UN operations, plans or procedures at any time with journalists;
- Never to divulge information about local forces which might be of use to antagonists (i.e. be particularly careful in social environments);
- Never to speculate or provide an opinion as to what might or not happen in certain circumstances;
- Never to mislead or take sides;
- Never to allow the media to pressure you into saying things that you would rather not say or that you should not discuss; and
- To be aware of the nature of classified documents.

Future Direction

UN police mandates will continue to change and evolve based on the needs of future post-conflict situations. The UN police component has developed a significant track record in monitoring, advising and training local police agencies in addition to assisting in police reform and restructuring activities. The thrust of future policing activities in peacekeeping will be on *building institutional police capacity in post-conflict environments*. According to the DPKO, UN Police will increasingly move away from simple monitoring and advising to active participation in the reform, restructuring and training of local police agencies so that they become self-sustaining.

The UN Police will shift the emphasis from quantity to quality of personnel deployed. This will ensure that the ever-divergent and more numerous UN Police tasks are supported through the proper recruitment of the best-qualified officers available in the world as quickly as possible. Emphasis will be placed on recruiting individual officers with unique and relevant skill areas such as criminal investigation, community policing and police operations and administration, all increasingly in demand in police components. Every effort must be made to enhance the number of women in mission police components.

Each of these areas continues to develop and be refined with experience. Mandates for executive law enforcement, while not ruled out in the future, are less likely to recur. Lessons learnt from these experiences as well as the experience of other regional and multinational policing entities will continue to have an effect on the development of UN police doctrine. UN police may also be engaged more proactively in initiatives within the administration of law and order to pre-empt potential problems, which are often a contributing factor for the conflict. Such efforts would mitigate known problems before the country collapses into chaos. UN police have proved to be a valuable and often crucial component of multidimensional peacekeeping and can continue to be a valuable tool for the international community in helping consolidate peace and security in post-conflict societies. The sustainable enhancement of national police capacity, given its vital role in the maintenance of the rule of law, will serve as a viable exit strategy for a peacekeeping operation.

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