



# Strategic Guidance Framework for International Police Peacekeeping – Framing the Framework

## Challenges Forum Research Seminar

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Excellencies,

Ladies and Gentlemen,

On behalf of the Department of Peacekeeping Operations, I would like to, once again, extend a warm welcome to all of you.

It is a pleasure to be at this meeting. I would like to thank our organizers, the Challenges Forum Secretariat and NUPI as well as the Government of Norway, for bringing us together here in Oslo. We deeply appreciate your support to the United Nations, its peacekeeping and our doctrinal development.

Assembled in this room is one of the best groups of global peacekeeping experts. Thank you for coming all the way to join our discussion on how to strengthen a crucial element of peacekeeping – the United Nations police.

As UN Secretary-General Ban Ki-moon has emphasized and I quote, for “societies traumatized by years of fighting and gross violations of human rights, nothing is more critical than establishing the rule of law. When the guns fall silent, the United Nations is often the first organization on the ground helping fractured countries to start building peace and strengthening key institutions.”

Ladies and Gentlemen,

There is a pressing need for our discussion.

Peacekeeping – and police peacekeeping in particular – has expanded exponentially in the past decade. Our tasks are growing daily, as are the demands on the UN police. But equally, the global changes and threats have evolved dramatically.

The 13,000 police officers deployed in 19 United Nations missions are now more problem-solvers, strategic advisers, trainers and mentors than mere monitors. Police peacekeeping has

become increasingly comprehensive and, depending on the mandate, UN police officers often have the task of assisting local police or build the whole police organization from scratch.

Our operating environment has also evolved. Today's peacekeeping is drastically different from the one many of us experienced a decade ago. The enemies of peace are operating behind the scenes, corrupting recovering police agencies and judicial systems, smuggling weapons and natural resources, drugs and humans across borders. Operating in high seas and in cyber space, organised criminals are therefore increasingly turning into a principal threat for international security and for peacebuilding processes.

The United Nations police has become more diverse. With police officers from more than 90 nations, there are more police-contributing countries than ever. However, some of the main sources of UNPOL personnel in 2001 have withdrawn or drastically cut their contributions over the last 15 years. For example, the contribution of European Union countries [total: 203] now only amount to 1.5 % of the total of UN police officers [total: 13,180].

Last but not least, national police development and reform have become a visible topic and, for some, a big business. UN Agencies, regional organizations, bilateral partners, private contractors and consultants are now all involved.

Ladies and Gentlemen,

Have we responded well to these changes? My answer is "yes". But should and could we do more? My reply is also "yes".

UN peacekeeping has certainly recruited thousands of police officers. We can now deploy much faster and more efficiently than we used to. However, our recipient countries increasingly need particular, high-grade skill sets – forensics, organized crime, finance, or fleet and facilities management. We have sometimes been supply-driven, and thereby losing focus on local demands or the need to deliver on priorities.

Also, UN efforts towards reforming, restructuring and rebuilding national police services have been largely successful. This is particularly true for those areas where UNPOL special guidance has been developed, for example, on SGBV [sexual and gender-based violence] prevention and investigation.

Simultaneously, we have increased our efforts in support of the fight against transnational organized crime. Our record in this field, however, remains inconsistent. Together with UNODC, INTERPOL and other international partners, we are supporting the implementation of the West Africa Cost Initiative. This is a regional plan adopted by ECOWAS countries. Our officers have mentored and supported local police in the efforts to contain organized criminals. Nevertheless, much more needs to be done to ensure the sustainability of our work when UN peacekeeping and peacebuilding leave. For example, the concept of a Serious Crime Support Unit – a team of UNPOL officers working in support of local police, in the context of the UN field presence – needs to be operationalized as soon as possible.

Broadening the pool of police-contributing countries is another challenge. Take Europe as an example. We all know that Germany has excellent organized crime specialists, France is a leader in public order management, and Britain has world-class counter-terrorism experts.

And the list goes on. Each and every police service in the European Union is a benchmark of quality in world police rankings. Yet, as I had mentioned before, only some 1.5 % of individual UNPOL officers are from this region. [NB: In absolute terms, the total number of EU police officers in UN peace operations [203] is matched by the contribution of Yemen [206].]

In the current model of peacekeeping, those who mandate operations, those who contribute personnel and equipment, and those who provide financial resources are largely distinct groups. No member state is currently part of both the “Top Ten” troop and financial contributors. DPKO leadership has argued all along that this model is not sustainable. Not only do we need high-class specialists from various countries, we need teams of pre-trained specialists coming from a country or a region.

Ladies and Gentlemen,

The Strategic Guidance Framework, or SGF, will lay the foundation for a new era of police peacekeeping. UN police began in the 1960s with monitoring. It evolved in the 1990s into police reform, restructuring and development. Today, we are tackling new and emerging threats, with increasingly multi-dimensional peacekeeping mandates, including cyber-crimes.

As we bear witness to unprecedented UNPOL expansion, we recognise United Nations police must evolve. We can no longer rely on the approaches we inherited from the 1990s.

If that period of time – the 1990s – could be seen as UN Police 2.0, we are now developing UN Police 3.0. All of you gathered here are helping us work through that strategic process.

Why do we need it? Because UN policing differs from domestic policing and should be put on a solved doctrine and operational footing. Our police officers work in a relatively new environment and we navigate among policing approaches of colleagues from around 90 different countries.

We need to first and foremost address the new global challenges, which will require new qualifications, technical tools and a new mind-set; we also need more consistent and harmonised approaches. We should have a more sophisticated system of recruitment of staff with the necessary specialised skills and experience, together with a new pre-deployment and in-theatre training system.

UNPOL must learn how to tackle these challenges effectively, while using scarce global resources in the most efficient manner. At this time of austerity, “we must learn to do more with less”, and eventually to do “better with less”, as Secretary-General Ban Ki-moon repeatedly remarked.

An important aspect of achieving this goal is through reliable, long-term partnerships and systematic leveraging of resources available.

We are therefore keen to partner with multilateral, regional and bilateral partners in joint programming and joint development of knowledge tools. With many of them, our police cooperation is already very strong and operational, in particular with the African Union and the European Union.

Ladies and Gentlemen,

On 6 January 2014, the DPKO/DFS leadership endorsed the Policy on United Nations Police in Peacekeeping Operations and Special Political Missions.

In producing this internal UN Policy, the United Nations police is responding to new challenges I have just outlined. Our goal is to create a common reference framework for police officers. We want to make UNPOL a serious delivery service while benefiting from unprecedented diversity.

The policy was drafted in an inclusive, participatory manner. Member states, UN family organizations, INTERPOL, regional organizations, humanitarian and human rights partners, academia and, most importantly, UNPOL officers at HQ and in the field have been consulted. As the first element of the multi-year doctrinal development exercise, the policy is a document which we all collectively own.

Our ambition is to follow up with thematic guidance and manuals on the very specific police subjects. The cascading guidance architecture will ultimately help all UNPOL officers know what their tasks are. They will know what the United Nations police approach is to, say, investigations, capacity-building or police budgeting.

The guidance architecture will also help us develop specialized job descriptions for the UN field police officers. It will help us recruit the right type of personnel for the Missions. It will considerably enhance pre-deployment and in-mission induction training.

We will develop guidance in close collaboration with our partners. We hope that final guidance products become common, which would make it much easier for AU or EU police officers to integrate into UN operations and vice versa.

Once we have reached the stage of joint guidance, we should proceed with joint training to officers. We would achieve work force mobility, so re-hatting and transition planning would become easier. We would literally speak the same professional language.

Ladies and Gentlemen,

I call upon all of you to actively participate in the next stage of the SGF, its operationalization. This is not only the work of practitioners; in fact there is much which can be done by academic institutions and think tanks.

Throughout 2014, global thematic meetings will be organized on command and control, administration, operations and, tomorrow, on police capacity-building and development. We will look at the thematic guidance that can be evaluated in this context. Altogether, we will seek to develop a common UNPOL understanding in the four core areas of United Nations policing. I urge all of you to participate and actively contribute to this endeavor.

NUPI has offered to be a repository of knowledge products and guidance on police capacity-building and development. This is an excellent idea. I hope other Challenges Forum partners can do the same for other areas.

Ladies and Gentlemen,

The development of the Strategic Guidance Framework is projecting a clear and crystallized vision of UNPOL's roles and tasks. It could help make UN policing in peacekeeping, peacebuilding or preventive contexts be more attractive and rewarding for police officers. It will motivate more highly qualified or specialized personnel to deploy in an international mission. It will encourage more Governments to contribute highly qualified and skilled officers to UN peace operations.

In addition, member states will know what skill sets UN requires and what experience they can expect their seconded officers to bring back from an UNPOL operation. Ultimately, we hope that we will have a greater, stronger and more flexible pool of professionals serving under the UN flag and helping revive societies torn by conflict. All of that will be done within the existing mandates entrusted to us by the General Assembly, the Security Council, the framework of rule of law and protection of civilians, towards universal goods of democratic and social-economic development.

Before I close, I must thank each of you for prioritizing this important event. I would also like to recognize the Government of Norway for its outstanding support of this meeting, and the development of the SGF, UN Peacekeeping and the Organization itself. I encourage other member states to do likewise.

I strongly believe that we are all standing at a new stage of UN policing, and of the Rule of Law development at large. I invite you to join me as we forge ahead with building a dynamic and global force for peace and stability.

Thank you.