



Norwegian Institute
of International
Affairs

Knowledge Management and Police Peacekeepers: Experiences and Recommendations

Marina Caparini and Kari M. Osland



NUPI Report
[Report no 6, 2017]

Publisher: Norwegian Institute of International Affairs
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ISSN: 1894-650X

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Published by the Norwegian Institute of International Affairs

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Summary

While over 90 countries contribute police personnel to international peace operations, only a handful systematically interview returned police and attempt to gather insights and information on their mission experiences.

This report explores a selection of police-contributing countries (PCCs), examining their mechanisms for deploying police officers to international missions, and then, on return from international missions, for collecting information on their experiences. From this overview, we identify good practices as well as gaps in knowledge generation, and offer some recommendations for improving the collection, management and application of mission-relevant police knowledge.¹

Establishing coherent systems for gathering insights from on-the-ground experiences of police officers deployed to peace operations is valuable for building and sharing awareness of what works and what does not work in international police deployments. Such feedback should be used by PCCs to inform and tailor police pre-deployment training programmes, support mechanisms for deployed officers, and post-deployment reintegration practices.

The insights of police officers who have served in peace operations can also be applied to enrich what is known about the complex tasks international police are commonly asked to perform, such as supporting the reform and restructuring of host-state police and law-enforcement institutions, and the challenges of undertaking such tasks in specific mission and country contexts.

¹ This study is part of the 'Learning from Experience – International Policing' project, financed by the Norwegian Ministry of Foreign Affairs and conducted by Dr Marina L. Caparini and Dr Kari M. Osland. We thank the many people who responded to our requests for interviews and survey responses. We also thank Eva M. Stambøl, for research assistance in connection with this report. We remain responsible for all errors and omissions.

Introduction

In the 1960s, the UN started deploying police officers to international peace operations, with the mandate of monitoring, observing and reporting on the conduct of their local police counterparts.³ Since then, both the mandates and the numbers of police officers deployed internationally have expanded significantly. In 1988, 35 police officers were deployed to one UN peacekeeping mission in Cyprus: by mid-2010, this had risen to over 13,500, deployed in over 13 missions.⁴ As of 31 May 2017, the UN had deployed 12,254 police officers in 16 peacekeeping operations.⁵ Police roles in peace operations have undergone a qualitative shift as well, with their tasks including the protection of civilians, UN staff and facilities, and providing operational support to local police and interim law-enforcement activities, as well as the more complex role of supporting the reform and restructuring of host-state police forces. In exceptional cases, international police may even take over the role of local police

...member states must not treat mobilisation of civilian capacities as an afterthought. They need to identify the right expertise, to provide the right training and to create the right incentives to attract the best people. They need to enact systematic debriefing procedures, and transform what are currently ad hoc and disjointed national efforts into a more systematic pan-European endeavour.²

Jean-Marie Guéhenno, UN Under-Secretary-General for Peacekeeping Operations, 2000–2008

2 Jean-Marie Guéhenno, 'Foreword' in Daniel Korski and Richard Gowan, *Can the EU Rebuild Failing States? A Review of Europe's Civilian Capacities* (London: European Council on Foreign Relations, 2009), p. 8. http://www.ecfr.eu/page/-/ECFR18_-_Can_the_EU_rebuild_failing_States_-_a_Review_of_Europes_Civilian_Capacities.pdf

3 'UN Police', <http://www.un.org/en/peacekeeping/issues/police.shtml>

4 Philipp Rotmann, 'First steps towards a police doctrine for UN peace operations (2001–2006)', *Policing & Society*, Vol. 21, No. 1 (2011), p. 84.

5 'United Nations Peacekeeping Operations Factsheet', 31 May 2017, <http://www.un.org/en/peacekeeping/documents/bnotelatest.pdf>

forces, with executive authority and responsibility for policing and maintaining law and order while domestic police organisations are developed or rebuilt.

While the UN is the international organization deploying most police officers internationally, it is not the only one to do so. Regional organizations such as the Organization for Security and Co-operation in Europe (OSCE), the European Union (EU), and the African Union (AU), similarly provide law enforcement-related assistance to conflict-affected states and countries in transition, with deployed officers providing police education and training, mentoring, and support to the development of community policing and administrative and structural reforms. This means that numerous police officers from various countries have experience of international operations, which could provide insights for the design and implementation of missions, crisis management and security sector reform (SSR). However, only a few countries systematically collect these experiences with the aim of informing policy, mission design and transition, and training.

A 2009 study of EU member-states' civilian capacities for European Security and Defence Policy (ESDP) – now known as Common Security and Defence Policy (CSDP) – missions revealed 'a mélange of approaches to training, planning, debriefing and recruitment [...]'.⁶ With regard to *debriefing* of ESDP personnel, only six countries (Denmark, Finland, Germany, the Netherlands, Sweden and the United Kingdom) were found to have good and comprehensive systems, defined as 'obligatory post-mission debriefing process with link to lesson-learning processes'.⁷ Eight countries (Austria, Belgium, Greece, Latvia, Ireland, Romania, Slovakia and Slovenia) scored in the middle range, indicating 'some form of formal debrief process (e.g. post-deployment written reports required, but not used to inform policy)'. The remaining 13 countries (Bulgaria, Czech Republic, Cyprus, Estonia, France, Hungary, Italy, Lithuania, Luxembourg, Malta, Poland, Portugal and Spain) were found to have rather 'informal debrief processes'. The report identified debriefing practices only for ESDP missions, and not for UN peace operations or OSCE missions. However, training and debriefing of personnel to these missions are often conducted by the same institutions, suggesting that the findings may be valid more broadly. While identifying large discrepancies between European countries in terms of debriefing practices – and thus experience-gathering – the report also noted the countries from which lessons should be learned.

⁶ Korski and Gowan (2009), p. 13.

⁷ Ibid., pp. 80–81.

The present report discusses knowledge management as a means of adding value to the processes of the police organisation with specific regard to international deployments, and maps current mechanisms for gathering experience of police officers after they have been deployed. We begin with Norway, followed by the Nordic countries, and then a selection of other like-minded countries in alphabetical order. From this overview, we identify some good practices as well as gaps in knowledge, and offer recommendations.

Why collect and share experiences from police mission deployment?

Psychological debriefings of personnel are widely used in various professions, including the military, emergency services and media organisations, following international deployments where personnel may have been exposed to traumatic events. Common practice involves attempts to mitigate potential psychological harm, through pre-mission training, as well as post-mission decompression programmes, psychological de-briefings and provision of educational information to help personnel to adapt to returning home.⁸ Such psycho-social measures aimed at managing trauma are provided by many police- and troop-contributing countries to personnel returning from international missions, especially those in high-risk environments.

Our primary focus in this report is not on psychosocial support, but on knowledge management of mission-related experience – i.e. the sending organisation's efforts to collect and retain the know-how and insights of staff from their functional operational experiences of deployment in peace operations and other international missions. The systematic collection and analysis of deployment experiences to identify lessons learned is a valuable tool for tracking important issues relating to the employment of military forces in peacekeeping operations, such as in doctrine, operational planning, training, logistics, and command and control.⁹ In the UN context, knowledge management, while still unevenly applied, is recognised as a key element to improving organisational performance, helping organisations 'to learn from past failures and successes, redeploy and reuse existing knowledge assets, solve problems or innovate, foster and develop the right competencies,

8 K. Mulligan, N.T. Fear, N. Jones, S. Wessely and N. Greenberg, 'Psycho-educational interventions designed to prevent deployment-related psychological ill-health in Armed Forces personnel: a review', *Psychological Medicine* (2010): 1–14; Eric Vermetten et al., 'Deployment-related mental health support: comparative analysis of NATO and allied ISAF partners', *European Journal of Psychotraumatology*, Vol. 5 (2014), <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4138710/>

9 Ahmed Ghanmi and Kendall Wheaton, 'Improving Peacekeeping Operations through Lessons Learned', Directorate of Operational Research (Joint) Research Note RN 2001/02, Operational Research Division, Department of National Defence, Canada, May 2001.

update and remove obsolete knowledge and ensure that knowledge and competencies are not lost.’¹⁰

The establishment of a mechanism to gather insights and lessons learned from operational experience, and to re-use or apply that knowledge through sharing is a means of both individual and organisational learning. Such knowledge management systems for police in peacekeeping operations could offer a related yet distinct set of benefits for PCCs. Most directly, a debriefing mechanism could, by collecting and processing information on deployments in a regular and timely manner, enable the PCC to identify and correct problems relating to deployment, training and support mechanisms for police peacekeepers. Police in international peace operations are now involved in a wide array of peacebuilding tasks, but police education and day-to-day work in their home context does not prepare them for many of the challenges encountered in international service. Pre-deployment training and mission-specific training provide an essential introduction to police peacekeeping, and in some cases to host-country conditions. The continuing effectiveness of such courses should be monitored through feedback from deployed police, and improved as necessary. Feedback provided by returned police can be used to adjust training, for example, providing more tailored information that peacekeepers feel would have been prepared them for the mission, or providing more focused training on skills such as mentoring or training of host-state counterparts.

Beyond training, police deployed to peace operations learn about and interpret their role in the mission and the wider host society through various mechanisms, including interactions with experienced colleagues, international peers and mission staff, and local counterparts. Knowledge acquisition and attitudes of newly deployed police are strongly influenced through informal interaction and socialisation processes involving other actors in the mission – i.e., experienced national and international police colleagues. One study has found that the influence of friends and colleagues occurs both during and prior to deployment, with soon-to-be-deployed police officers seeking information about the upcoming peacekeeping assignment from experienced colleagues (preferably in person, but alternatively by email or telephone), secondly from sources on the Internet, and to a far lesser extent from written documents and training courses.¹¹ While often

10 Petru Dumitriu, ‘Knowledge Management in the United Nations System’, Joint Inspection Unit, United Nations, JIU/REP/2016/10, Geneva, p. v.

11 Murat Erkan Eren (2012), Knowledge-Sharing Practices Among Turkish Peacekeeping Officers (Doctoral dissertation), University of North Texas, August 2012, pp. 91–96, 124.

useful, information provided informally by colleagues did not satisfy all the information needs of recently deployed peacekeepers and varied in relevance and reliability.¹² In some circumstances, such socialisation processes and knowledge acquisition from experienced colleagues can have negative effects, such as the perpetuation of ‘narratives of dysfunctionality’ of the mission or host-state police, or resistance to changes in the mandated tasks and role of police missions.¹³ A knowledge-management mechanism can contribute to better understanding of knowledge acquisition processes, beliefs and attitudes of peacekeepers, and over time may provide a more reliable and effective means of influencing how peacekeepers fulfil their functions.

Further, surveying police personnel who have returned from deployment on peace operations provides valuable information about the police component and the mission more broadly, in terms of their perceived impact and effectiveness at implementing mandated tasks. Peacekeeping missions, and the role of the police component within them, have become more complex and are being asked to operate in more challenging operational conditions, and there has been concern about the widening gap between what missions are mandated to do and what a mission can deliver.¹⁴ Increasingly, a primary responsibility of individual police officers is to support host-state police institutional reform and capacity development. This is a particularly challenging task that is best undertaken with knowledge of the local cultural setting and system of policing.¹⁵ Police peacekeepers often mention the need for more training and education about the local context prior to deployment. Such training could be enhanced through the documentation and analysis of the practical experience of police peacekeepers. Systematic debriefing of deployed police peacekeepers may provide information about the local context and the political conditions and organisational dynamics and constraints which influence the extent to which institutional reform is supported. Such information can empower the PCC to make informed, substantive, experience-based suggestions to the UN or regional organisation responsible for the mission, or to improve police capacity-building and

12 Ibid. pp. 106–112.

13 Werner Distler, ‘Intervention as a social practice: knowledge formation and transfer in the everyday of police missions’, *International Peacekeeping*, Vol. 23, No. 2 (2016), pp. 340–341.

14 *Uniting our Strengths for Peace – Politics, Partnership and People*. Report of the High-Level Independent Panel on United Nations Peace Operations, 16 June 2015, p. vii.

15 External Review of the Functions, Structure and Capacity of the UN Police Division, May 2016, para. 93. <http://www.un.org/en/peacekeeping/documents/police-review-2016.pdf>; Marina Caparini, ‘Capacity-building and development of host state police: the role of international police’, *Challenges Forum, Occasional Paper No. 3* (May 2014).

institutional reform practices generally.¹⁶ The primary responsibility of individual police officers deployed to peacekeeping missions is to support host-state police institutional reform and capacity development. This is an area that requires improved knowledge management and the documentation of experience. Especially if paired with an academic institute or team of researchers, information provided by police practitioners through a debriefing mechanism can be used to build understanding of the dynamics of police reform.

It is also frequently recognised that experiences and competencies gained from overseas service can improve capacities for domestic policing, especially in diverse, multicultural contexts. International deployment provides deployed officers with exposure to different cultures and the opportunity to develop international networks, and may contribute to leadership development, management and planning skills.¹⁷ As a former UN police adviser commented, ‘Send us a good officer, and we will return to you a better one.’¹⁸ The knowledge and skills gained by officers deployed on international service enhance the sending state’s police human resources for various aspects of domestic policing when they return. However, PCCs have been slow to capitalise on the enhancement of personnel competences when police peacekeepers return from peace operations and are reintegrated by their domestic employer.¹⁹ As noted in a recent Dutch study, ‘It requires a high standard of personal and functional briefing and debriefing procedures for the sending organisations to fully benefit from these advantages.’²⁰

16 For example, see Paivi Kuosmanen, *Feedback from Finnish Experts on EU CSDP Missions*, CMC Finland, *Peacebuilding and Civilian Crisis Management Studies*, Vol. 5, No. 2 (2014).

17 *The Right Capacities for New Challenges: Making International Police Peacekeeping More Effective for the 21st Century*, Report of the High-Level Conference on International Police Peacekeeping in the 21st Century, 10–11 October 2012, Berlin, p. 23. Also, Russel Parkin, ‘Communities of Interest and Communities of Practice: The Role of Norms, Values and Principles in Training for Peace Operations’ in *Regionalism, Security & Cooperation in Oceania*, pp. 131–134.

18 Ann-Marie Orlor, former UN Police Adviser, quoted in *The Right Capacities for New Challenges*, p. 14.

19 Benoit Dupont and Samuel Tanner, ‘Not always a happy ending: organisational challenges of deploying and re-integrating civilian police peacekeepers (a Canadian perspective)’, *Policing & Society*, Vol. 19, No. 2 (2009): pp. 134–146. Also Julianna Psarris, *Showing the Flag: Canadian Police and International Peacekeeping Missions: Acknowledging the Issues Police Officers Encounter throughout the Pre-Deployment and Reintegration Phases* (Master’s Thesis), Simon Fraser University, Vancouver, Canada (2012), pp. 52–55. Available at: <http://summit.sfu.ca/system/files/iritems1/12577/etd7581jpsarris.pdf>

20 Franca Van der Laan, Luc van de Goor, Rob Hendriks, Jäir van der Lijn, Minke Meijnders, Dick Zandee, *The Future of Police Missions*, Clingendael Report (February 2016), p.10. http://www.clingendael.nl/sites/default/files/the_future_of_police_missions.pdf

Selected PPCs' approaches to deployment decisions and knowledge management

Norway

Since 1989, when it sent police to Namibia, Norway has deployed more than 1200 police officers to international operations in 35 countries.²¹ As of February 2017, 40 Norwegian police officers were deployed across four UN missions and one observer mission, all outside Europe: Colombia (UNMVM), Liberia (UNMIL), South Sudan (UNMISS), Haiti (MINUSTAH) and Hebron (TIPH). Norway also has a police advisor stationed in Nairobi (EASFSEC).²² Around 65% of the personnel deployed are male.

Decision-making structure

After an invitation to contribute police personnel is received from the UN, the EU, the OSCE or other multilateral actors, a decision about police deployment is taken jointly by Norway's Ministry of Foreign Affairs (MFA) and the Ministry of Justice (MOJ), in consultation with the National Police Directorate (POD) and the Norwegian delegation to the UN in New York (if the invitation comes from the UN). The MFA makes a political and economic assessment; the MOJ decides on prioritisation and use of resources; and the POD undertakes a professional evaluation as well as assessing personnel availability. Responsibility for police personnel on duty lies with the Department for International Police Cooperation at the Office for International Peace Operations of the Norwegian MFA, but POD has the responsibility as employer. Regarding bilateral missions, decisions on Norwegian participation are made in the MFA or MOJ.

21 Politiet, 'Politiets deltakelse i internasjonale fredsoperasjoner for FN med flere',

https://www.politi.no/om_politiet/internasjonalt_samarbeid/internasjonale_operasjoner/

22 Ibid.

Selection, training, and knowledge-management systems

The mandate is given by the MFA, through the Ministry of Justice, to the National Police Directorate. The latter is given responsibility for recruitment, announced for police personnel once a year. The selection process consists of written application, interview, an international course (which the candidate must pass), then selection the mission. The final selection focuses on the candidate's competence and qualifications. Some missions may have specific requirements as to, e.g. language proficiency or special police skills like investigation. There is no difference between the recruitment process to multilateral and bilateral operations.

While the selection and nomination of candidates is undertaken by POD, it is the international organisations that approve candidates, and staff from the respective missions who conduct phone interviews and quality control of candidates. Police officers are sought and recruited from all districts and specialised bodies; leadership experiences and skills are particularly in demand.

Qualified applicants must complete an international police officers course in Norway or abroad. Pre-deployment training is conducted regularly together with Denmark, Finland and Sweden. Such pre-deployment training normally lasts between two and three weeks, with the National Police Directorate and the National Police University College responsible. In recent years, police officers assigned to international deployment have trained together with military personnel, when relevant. Deployment assignments normally last for 12 months.

Norway is one of the few countries to have a system for gathering information. After end of mission, every officer must submit written feedback to POD, to be followed up with a conversation. The aims are two-fold: First, to hear how the officer has handled the assignment, whether s/he has experienced any physical and/or mental challenges during the year, and whether further follow-up is needed after end of mission; second, to discuss what can be improved in relation to selection, pre-deployment training and equipment. A survey sent to all Norwegian police who have served in international operations showed that international experience is not recognised in the promotion system of the police organisation.²³

23 Kari M. Osland, 'Norsk politi i Internasjonal tjeneste. 1989-2016.' NUPI Report No. 2 (2017).

See also Kari M. Osland, 'Norwegian Police in International Operations. 1989-2016.' NUPI Policy Brief No. 3 (2017).

Denmark

Denmark was among the first countries to deploy police to peacekeeping missions, initially contributing to Cyprus during the period 1964–1974. In 1992, following the unrest in former Yugoslavia, Danish police officers were again deployed. Since then, some 55–75 officers have been on secondment to international peace support operations.²⁴ Denmark has contributed to EU missions, such as those in Kosovo and Afghanistan, and has indicated that it would give importance to priority countries in Africa in the future. Up to 75 police officers are available for annual deployments to international missions.²⁵ In 2014 Denmark deployed 66 police officers to international missions, and 24 in 2015.²⁶ At the 2015 UN Peacekeeping Summit, it pledged to contribute 20 Danish national police to UN peacekeeping missions, 12 of whom to MINUSMA in Mali.²⁷ As of 31 March 2017, Denmark had 9 police officers deployed on UN missions.²⁸ In addition to deploying police abroad, Denmark has provided police trainers to international pre-deployment courses, including to courses for member states of the East Africa Standby Force in recent years.²⁹

Decision-making structure

Previously, when requests for assistance were received by Denmark they were forwarded to the Danish Ministry of Defence (MD) and the Ministry of Foreign Affairs (MFA); the police were informed of the decision taken by the MFA as to whether an operation would be supported by the Danish government and whether they were to contribute personnel. Today the police are more proactive in influencing decisions on whether

24 Danish National Police, *Police in Denmark, the Faroe Islands, and Greenland* (no date), p. 38.

https://www.politi.dk/NR/rdonlyres/1E0ECA1B-64BD-4B39-9924-770CA65CDE93/0/Pjece_danskpolti_UK_FINAL.pdf

25 Denmark, Ministry of Foreign Affairs, *Denmark's integrated stabilisation engagement in fragile and conflict-affected areas of the world* (2013), p. 21.

http://www.netpublikationer.dk/um/11222/pdf/Stabiliseringspolitik_UK_netpub.pdf

26 North Atlantic Council, 'NATO Defence Planning Capability Review 2015/2016 – Denmark – Overview', C-M(2016)0030 (DE-OVERVIEW) (INV), 10 June 2016, para. 8. Available at: <http://www.fmn.dk/temaer/nato/Documents/Overview-NATOs-oversigt-over-Danmarks-forsvarspolitiske-indsats-20152016.pdf>

27 Lucie Rychla, 'Denmark sending police officers to UN mission in Mali', CPH Post Online, 29 September 2015; Challenges Forum, '2015 Leaders' Summit', p. 2.

28 UN Peacekeeping: Troop and police contributors, 'Denmark', <http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

29 Paul Mugume, '54 Police officers passed as AU peacekeeping course ends', Chimpereports, 19 June 2016. <http://www.chimpereports.com/54-police-officers-passed-as-au-peacekeeping-course-ends/>

and where police officers will be deployed internationally, with feedback provided by police personnel on deployment (see below).³⁰

Concerning Danish international assistance capabilities and support to coordinating efforts in disaster areas, responsibility lies with the Danish Emergency Management Agency (DEMA) – including for civilian capabilities. DEMA falls under the Ministry of Defence, while the Danish MFA decides when and where DEMA resources can be deployed internationally.

Regarding EU missions, the Danish government allocates a specific portion of the national budget for police deployment, so that no financial loss is incurred when police officers are sent on an international mission.³¹ However, it has become increasingly difficult for police officers to get positions on EU missions, due to the winding up of some EU missions and high competition for those that remain.

Selection, training, and knowledge-management systems

All civilians attend training courses at DEMA. Those who will be working alongside the military when deployed to mission also receive relevant pre-deployment preparation.³²

The Danish selection process for police for international deployment is held to be quite rigorous. Potential candidates must apply and undergo a psychological test. An external psychologist helps to identify candidates that may have indications of post-traumatic stress disorder (PTSD), drug or alcohol dependences, or other addictive behaviour. This risk-mitigation strategy is aimed at identifying unsuitable candidates at an early stage, before time and effort have been invested in training and preparing them for deployment; moreover, recalling/repatriating them once they are deployed is costly. Candidates must also undergo physical tests, and submit a letter of motivation explaining why they wish international deployment. There is a low rate of candidates who are accepted for deployment abroad.³³

The Danish National Police have operated a debriefing system since 2014.³⁴ Shortly before deployed police are due to return to Denmark,

30 Interview with senior Danish National Police official, Vejle, Denmark, 1 February 2016.

31 Korski and Gowan (2009), p. 47

32 Korski and Gowan (2009), p. 48

33 Interview with senior Danish National Police official, Vejle, Denmark, 1 February 2016.

34 Interview with senior Danish National Police official, Vejle, Denmark, 1 February 2016.

they receive a questionnaire from the Directorate of Police concerning their experience in the mission. In the questionnaire, they are asked, first, whether the skills they were told they would need were in fact used in their position in the mission, and what skillsets they have developed while on mission. Second, they are asked about the extent to which UN SCR 1325, on women, peace and security, has been implemented in the mission. And third, they are asked whether they are aware of strategic implementation plans for achieving the goals outlined in UN mandates – and if so, how effective they consider those plans to be.

The information provided by respondents is then sent to their local district commander so that when they return to Denmark and resume their normal positions, their duties may reflect the new skillsets they have developed. Information from the questionnaires is also used to help the head of International Police Cooperation and the Police Directorate inform policies being considered by the MFA concerning Danish police contributions to specific missions.

Finland

Since the early 1990s, Finland has sent police officers to civilian crisis management missions implemented by the EU, the UN, the OSCE, NATO and the European Council. As of April 2017, Finland had 51 police officers deployed internationally;³⁵ over half (27) of them in connection with UN peacekeeping operations.³⁶ Finland has focussed its contributions primarily on the EU but in 2016, Finland pledged more police for UN operations.³⁷

Decision-making structure

The MFA decides to which missions Finland will send police and other civilian personnel. Responsibility lies with the Director General level in the MFA;³⁸ the Ministry of Interior (MOI) is normally consulted as well.

From 2005, when Finland passed a law on participation in civilian crisis management, the MOI became responsible for recruitment and training of those to be deployed. It soon became clear, however, that the MOI was not ideally suited for this operational task, and so basis the Crisis Management Centre (CMC) was established in 2007. While the MFA remains responsible for strategic decisions regarding deployment, the CMC has responsibility for the subsequent recruitment and training of personnel.

Selection, training, and knowledge management systems

The CMC recruits, trains and debriefs experts for international civilian crisis management, peacebuilding and civil protection missions.³⁹ Until

35 CMC Finland, 'Finnish participation to civilian crisis management', www.cmcfinland.fi/en/civilian-crisis-management-2/finnish-participation-to-civilian-crisis-management/ (accessed 14 April 2017)

36 United Nations, 'Troop and police contributors', Finland, effective 31 March 2017. <http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

37 Challenges Forum, '2015 Leaders' Summit on Peacekeeping: Summary of Member-State Commitments', October 2015, p. 3. Henceforth '2015 Leaders' Summit'. <http://www.challengesforum.org/Global/Forum%20Documents/2015%20Yerevan%20Annual%20Forum/2015%20%20Leaders%20Summit%20Pledge%20Summary.pdf>

38 This is contrary to decisions regarding military deployment, which are to run through what is called the triple-lock system, where the president, parliament and government are involved in the decision-making process.

39 <http://www.cmcfinland.fi/>

2008, the MOI maintained a roster, and interested individuals applied to be placed on a stand-by basis.

The training offered by CMC Finland is comprehensive. It includes pre-deployment and induction training such as basic training (non-specific crisis management knowledge and skills), specialised training (EU, UN or NATO-specific training), tailored training (e.g. gender and human rights), and mission-specific training.

Finland has one of Europe's most comprehensive mechanisms for debriefing and gathering of experiences of personnel deployed to international operations. The CMC has created stable and effective methods for systematically collecting and analysing feedback from Finnish experts in EU CSDP missions.⁴⁰ Methods include three types of questionnaires as well as two-day 'Mission Feedback and Lessons Learned' events arranged twice a year for newly repatriated experts. Lessons are used to improve training, logistical services and to inform research, but can also be shared with the MOI and the MFA to provide information on international operations and Finnish capacities.

40 Kuosmanen, P. (2014): 'Feedback from Finnish Experts on EU CSDP Missions'. CMC Finland, Peacebuilding and Civilian Crisis Management Studies, Vol. 5, No. 2/2014.

Sweden

Sweden has pledged to make 1% of its police available for UN peace operations.⁴¹ By March 2016 Swedish police officers had been deployed in Kosovo (EULEX), Serbia (OSCE) Ukraine (EUAM), Moldova (EUBAM), Georgia (EUMM), Afghanistan (EUPOL), Palestine (EUPOL COPPS), South Sudan (UNMISS), Democratic Republic of Congo (DRC) (MONUSCO), Liberia (UNMIL), Mali (MINUSMA) and Guatemala (CIGIG).⁴² As of 31 March 2017, Sweden had 57 police deployed to UN missions.⁴³

Decision-making structure

After a formal request for Swedish police participation has been sent by the UN, EU or other actors, the Ministry of Foreign Affairs (MFA) gathers relevant ministries and departments for joint discussion.⁴⁴

Selection, training, and knowledge-management systems

Recruitment of police personnel for international operations is done through the Swedish National Police Board. Since 2008 also the Folke Bernadotte Academy has recruited civilian personnel,⁴⁵ and maintains an overview of all categories of Swedish national civilian expertise that contribute to ongoing operations.

The Swedish Police Peace Support Operations unit (PSO) of the Swedish National Bureau of Investigation was created in 2000 to organise the participation of Swedish police officers in peace support operations. The PSO offers courses in basic generic training, projects/programme planning and generic training on management level for peace support operations.⁴⁶ Although directed by the PSO,

41 '2015 Leaders' Summit', p. 6.

42 <https://fba.se/contentassets/238fa4cf524a4627b628911ce76ef116/karta-mars-2016.pdf>

43 United Nations, 'Troop and police contributors', Sweden, effective 31 March 2017.

<http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

44 <http://www.providingforpeacekeeping.org/2014/04/03/contributor-profile-sweden/>

45 Government Communication 2007/08:51, National strategy for Swedish participation in international peace-support and security-building operations:

<http://www.government.se/contentassets/f1eeedbd51784b4db60c2a2d3fea4738/national-strategy-for-swedish-participation-in-international-peace-support-and-security-building-operations>

46 <https://polisen.se/en/Languages/The-Swedish-Police/International-cooperation/PSO-Training/>

courses are conducted in cooperation with the Swedish Armed Forces International Training Centre. Courses include International Police Development for Security Sector Reform, and UN Police Commander Training. Pre-mission trainings are open to police officers from other countries as well. Training and courses are also offered to police officers by the Folke Bernadotte Academy, which primarily trains military personnel.⁴⁷ On their return to Sweden, police officers are asked to complete a form and have a discussion with their supervisor about how to utilise their new knowledge and skills gained from deployment.⁴⁸

⁴⁷ <https://fba.se/en/how-we-work/courses/all-courses/>

⁴⁸ Interview, Swedish police official, Stockholm, 28 March 2017.

Australia

While currently deploying only seven police officers specifically to UN peacekeeping missions,⁴⁹ the Australian Federal Police (AFP) has had a total of 400 police officers deployed to international missions, with a specific focus on regional missions in Timor-Leste, Papua New Guinea, Nauru, Solomon Islands, Vanuatu, Samoa and Tonga. The ratio of male to female police officers on deployment is approximately 4:1.

Decision-making structure – strategic level

There is a whole-of-government consultation among all relevant ministries, concerning whether, what and how to contribute. The Australian Federal Police International Deployments (former International Deployments Group) provides the Australian government with a standing capacity to deploy Australian police domestically and internationally to contribute to stability and security operations, UN missions and capacity-developing missions. There is no difference in the decision-making procedures for deploying police personnel to bilateral or multilateral operations.

Selection, training, and knowledge-management systems

As for the recruitment and selection process, there is a pool of qualified members who can be chosen for deployment at any time. All are required to complete a comprehensive four-week training programme prior to being included in the pool and undertaking overseas duties. The AFP is responsible for the training, which has theoretical and practical components. Considerable emphasis is placed on police capacity development, cultural awareness and teamwork. Additional elements include bush-craft, four-wheel driving, land navigation, remote first aid, and a range of mission-specific scenario activities. There is a special training ‘village’ for scenario-based training, where they blow up cars, set dwellings on fire and have actors participate in mock riots. Police are also required to complete UN core pre-deployment training materials and specialised training materials for UN Police roles. A typical pre-deployment Training programme will include sworn and non-sworn AFP members, UN military observers, and members of Pacific national police services contributing to the Regional Assistance Mission to Solomon

49 United Nations, ‘Troop and police contributors’, Australia, effective 31 March 2017.
<http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

Islands (RAMSI). Peace operations training courses are also offered at the Peace Operations Training Centre of the Australian Defence Force.⁵⁰ Assignments abroad normally last for 24 months. International experience does not appear to be recognised in the promotion system of the police organisation.

Australia is one of the few countries to have a comprehensive and advanced mechanism to gather and analyse experiences from police officers who have served in peace operations, stabilisation missions or provided assistance abroad. All officers are debriefed following each deployment.⁵¹

50 <http://www.defence.gov.au/adc/acsc/peacekeeping/about.asp>

51 For a comprehensive overview on the institutional learning architecture within the AFP, and recommendations on how to enhance it and link it with the planning and implementation cycles, see: Bryn Hughes, Charles T. Hunt and Jodie Curth-Bibb (2013): *Forging New Conventional Wisdom Beyond International Policing. Learning from Complex, Political Realities*. Leiden/Boston: Martinus Nijhoff.

Canada

Canada highlights the benefits of international police assistance to domestic policing, recognizing that officers gain professional development and leadership skills – and not least cultural awareness which can be used to strengthen police relationships with diaspora communities in Canada.⁵² Since 1989, more than 3000 Canadian police officers have been deployed to some 60 missions in 30 countries around the globe.⁵³ Today, Canadian 90 police officers are serving in the UN peace operation in Haiti.⁵⁴ Additionally, police are deployed to other international assistance missions in Cambodia, Ukraine and the West Bank.⁵⁵ In 2016 another 150 police officers were pledged to UN peacekeeping operations; 10 officers were subsequently earmarked for deployment to Colombia under UN auspices as well as bilateral assistance.⁵⁶ However, as of this writing, the remaining police officers have not yet been deployed, nor has the UN mission(s) to which they will be sent been named.⁵⁷

Decision-making structure – strategic level

A request for Canadian police participation in international operations may come from the UN, the EU or from specific countries.⁵⁸ The decision to deploy Canadian police is made within the framework of the Canadian Police Arrangement (CPA). This is a partnership between Global Affairs Canada (formerly known as the Department of Foreign Affairs, Trade and Development), Public Safety Canada and the Royal Canadian Mounted

52 Public Safety Canada, 'International Police Peacekeeping and Peace Operations',

<https://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/ntrntnl-plc-pckpng-eng.aspx>

53 Public Safety Canada, 'International Police Peacekeeping and Peace Support Operations',

<https://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/ntrntnl-plc-pckpng-eng.aspx>;

<http://www.rcmp-grc.gc.ca/po-mp/index-eng.htm>; Royal Canadian Mounted Police,

'Commissioner's Statement: National Peacekeeper's Day – August 9, 2016',

<http://www.rcmp-grc.gc.ca/en/news/2016/4/national-peacekeepers-day-august-9-2016>

54 United Nations, 'Troop and police contributors', Canada, effective 31 March 2017.

<http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>; and United

Nations, 'UN Mission's summary detailed by country', 31 March 2017,

http://www.un.org/en/peacekeeping/contributors/2017/mar17_3.pdf

55 Royal Canadian Mounted Police, 'Current Operations', [http://www.rcmp-grc.gc.ca/po-](http://www.rcmp-grc.gc.ca/po-mp/missions-curr-cour-eng.htm)

[mp/missions-curr-cour-eng.htm](http://www.rcmp-grc.gc.ca/po-mp/missions-curr-cour-eng.htm)

56 Murray Brewster, 'Canada sending police to Colombia to help with peacekeeping', CBC News

online, 10 January 2017, [http://www.cbc.ca/news/politics/colombia-peacekeeping-cops-](http://www.cbc.ca/news/politics/colombia-peacekeeping-cops-1.3927811)

[1.3927811](http://www.cbc.ca/news/politics/colombia-peacekeeping-cops-1.3927811)

57 'Murray Brewster, 'Liberals commit \$450 million, up to 600 troops to UN peacekeeping

missions', CBC News online, 26 August 2016.

58 Royal Canadian Mounted Police, 'International Peace Operations', [http://www.rcmp-](http://www.rcmp-grc.gc.ca/po-mp/index-eng.htm)

[grc.gc.ca/po-mp/index-eng.htm](http://www.rcmp-grc.gc.ca/po-mp/index-eng.htm);

Police (RCMP). When making a decision on Canadian police deployment abroad, first the type of policing services required is considered, then the request is assessed against a list of 12 factors to determine whether Canada should participate – including Canada’s foreign policy interests within the mission area; nature and source of the request; authority of the operation as a whole; mandate; purpose; agreement of the parties to the conflict; potential role of Canadian personnel; expected results of Canadian involvement and of the mission; safety and security of the police officers; logistics and funding; capacity and duration; and exit strategy.⁵⁹

Reflecting Canada’s declared re-engagement with peacekeeping, the Peace and Stabilization Operations Program (PSOPs) was recently established in Global Affairs Canada to replace and build on the former Stabilization and Reconstruction Task Force. PSOPs is tasked with exercising leadership by influencing dialogue and action among allies and partners, especially at the UN, on stabilisation and fragile states; coordinating Canadian responses to conflicts and crises abroad; and designing and delivering catalytic stabilisation initiatives. PSOPs has an annual budget of CAD\$17 million to support the deployment of Canadian police officers, managed in cooperation with Public Safety Canada and the RCMP through the International Police Peacekeeping and Peace Operations program.⁶⁰

Selection, training, and knowledge-management systems

The Royal Canadian Mounted Police, with its International Peace Operations Branch, manages the deployment of Canadian police. This includes planning and evaluating missions, selecting and training personnel from across the country, and providing support to deployed officers throughout their period of deployment. Some 70% of international deployments of Canadian police assistance are from municipal and provincial police agencies across Canada, while 30% are from the federal-level police agency, the RCMP.⁶¹

59 Global Affairs Canada, ‘Evaluation of the Canadian Police Arrangement and the International Police Peacekeeping and Peace Operations Program’, March 2012, para. 8.1.5, http://www.international.gc.ca/gac-amc/publications/evaluation/2012/cpaipp_apcpip12.aspx?lang=eng

60 Government of Canada, ‘Peace and Stabilization Operations Program – Backgrounder’, 26 August 2016, <http://news.gc.ca/web/article-en.do?mthd=index&ctr.page=1&nid=1117199>

61 Public Safety Canada, ‘International Police Peacekeeping and Peace Operations’, <https://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/ntrntnl-plc-pckpng-en.aspx>

Canada has a solid organisational structure for managing police deployments, including a recruitment campaign that targets both RCMP (in the regions and divisions) and other Canadian police services.⁶² Plans have been developed to incorporate competency-based management into the selection, training and performance evaluation of candidates. Police officers are interviewed to check if they have the aptitude for going on mission, and various physical and psychological tests are conducted.

After candidates are selected, pre-deployment preparation includes e-learning and mission-specific training. All candidates participate in a one- to two-week session in Ottawa before being sent on mission.⁶³ The session is divided into five sections, with content tailored to the requirements of each mission; operations (mandatory skills training, e.g. firearms, self-defence, use of force), health briefing, administrative briefing, cultural awareness briefing and specialised training (specific to each mission; can include human rights and international law, the structure of the UN, the role of UN Police, mine awareness, map reading, etc.). According to a Canadian police officer deployed recently to MINUSTAH, his preparation included a three-week course at the RCMP school in Ottawa, followed by another three-week course. On his arrival at the mission, the Canadian contingent then organised an additional ten days of training.⁶⁴

In certain cases, such as police officers returning from duty in Afghanistan, psychological surveys have been administered to facilitate decompression and reintegration. However, as of spring 2017, Canada did not yet have a formalised operational debriefing and knowledge management system in place for police returning from international deployment.⁶⁵

62 RCMP, 'International Peace Operations', <http://www.rcmp-grc.gc.ca/po-mp/index-eng.htm>

63 RCMP, 'Police selection criteria and recruitment', <http://www.rcmp-grc.gc.ca/po-mp/select-eng.htm>

64 Interview with Canadian UNPOL officer, Port-au-Prince, 8 May 2016.

65 Telephone discussion with RCMP officials, 27 April 2017.

Germany

Germany has deployed more than 8500 police officers to UN, EU and bilateral police missions, drawing from police services in the 16 states (Länder) as well as the national police, and currently deploys around 320 police to 11 EU and UN police missions (including 30 officers currently deployed to UN missions)⁶⁶ as well as its bilateral police assistance project in Afghanistan.⁶⁷ At the 2015 international summit on peacekeeping, Germany committed to deploying additional police personnel to four UN peacekeeping operations, including two specialised police teams.⁶⁸ Germany has carved out a leading role with regard to supporting the work of the UN Police Division,⁶⁹ and seeks to foster cross-country collaboration and joint training in Europe and internationally.⁷⁰

Decision-making structure

For historical reasons, the international deployment of German uniformed personnel has been a sensitive issue. In contrast to the deployment of military personnel, the deployment of police personnel does not require parliamentary consent, although the lower house (*Bundestag*) must be informed. Police fall under state, not federal, jurisdiction in Germany. Consequently, the federal Minister of the Interior must request authorisation of police deployments through the

66 United Nations, 'Troop and police contributors', Germany, effective 31 March 2017.
<http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

67 Permanent Mission of Germany to the United Nations, New York, 'International Police Cooperation', <http://www.new-york-un.diplo.de/Vertretung/newyorkvn/en/03-what-we-do/international-police-cooperation.html>

68 '2015 Leaders' Summit', p. 3.

69 At a high-level conference in 2012, Germany established a 'Group of Friends of UN Police' comprising the UN Secretariat and member-states engaged in UN policing. The group is to advise and support the UN in the further strategic and operative development of the Police Division, to increase contributions by member-states to UN policing and to help the UN in coordinating member-state donor activity and involvement – See Permanent Mission of Germany to the United Nations – New York, 'International Police Cooperation', <http://www.new-york-un.diplo.de/Vertretung/newyorkvn/en/03-what-we-do/international-police-cooperation.html>

70 The German Center for International Peace Operations (ZIF) is also the manager of the European Commission-funded Europe's New Training Initiative for Civilian Crisis Management, which brings together training centres across Europe to work on a joint training curriculum and methodology for police in international operations. See: <http://www.entriforccm.eu/>

heads of the German states.⁷¹ Police officers sent on EU missions continue to receive their salaries from the federal state police.⁷²

Selection, training, and knowledge management systems

Civilian personnel for peace operations are recruited and selected, trained and supported by the Berlin-based ZIF. Germany is a major European provider of training for international operations under the UN, EU and OSCE, and bases its courses on international training standards. The German Training Partner Platform⁷³ brings together several large training centres for international operations which offer training to police officers from various European countries.

While post-mission debriefing seminars are offered by the Partner Platform at ZIF and at the Police Academy of Baden-Württemberg, experience from international operations is also an integral element in the various courses, as course trainers themselves have first-hand experience from missions. Lessons-learned and experiences are incorporated into the course curricula offered by German training institutions.

71 Nadine Ansorg and Felix Haass, 'Peacekeeping Contributor Profile: Germany', Providing for Peacekeeping, <http://www.providingforpeacekeeping.org/2014/04/03/contributor-profile-germany/>

72 Korski and Gowan (2009), p. 47.

73 Consisting of ZIF, UN Training Centre of the German Armed Forces in Hammelburg, the German Federal Police Academy, Police Academy of North Rhine-Westphalia, Brühl, Police Academy of Baden-Württemberg, Bundeswehr Command and Staff College and Akademie für Internationale Zusammenarbeit (AIZ).

The Netherlands

Unlike the other countries examined in this study, the Netherlands has both civilian police under the Ministry of Security and Justice, and a gendarmerie corps under the management and control of the Ministry of Defence. Until 2008, the Netherlands had committed to deploying 40 members of the civilian Netherlands Police (NP) per year to peacekeeping missions. In response to increasing demand from international organisations and expected domestic returns on greater international police cooperation, it upped its ceiling to 100 NP per year from 2008.⁷⁴ However, recent NP deployments have averaged around 30 to 40 per year.⁷⁵ As of 31 March 2017, 17 NP were deployed on UN peacekeeping missions,⁷⁶ most of them (14) serving with MINUSMA.⁷⁷ The gendarmerie force, the Royal Netherlands Marechaussee (KMar), has regularly deployed abroad to a mix of UN, EU and NATO missions. It tends to deploy larger contingents of staff to UN missions than the NP. For example, in mid-2014, 153 members of the KMar were available for deployment to international missions, with 66 actually deployed.⁷⁸ KMar is currently contributing its largest deployments to the UN missions in Mali and South Sudan. Additionally, KMar has a 60-member standby unit available for rapid deployment under the framework of the European Gendarmerie Force, an arrangement that can deploy up to 800 gendarmes within 30 days.⁷⁹

Decision-making structure

The decision to deploy police officers to international operations is made by the Dutch national government. Decisions are prepared in the interdepartmental Steering Group Missions and Operations. It is at these weekly Steering Group meetings, presided over between the MFA and Ministry of Defence in rotation, that the various security policy interests that may be served by police deployment abroad come together. Permanent members of the Steering Group are high-level officials from the Ministries of Foreign Affairs, Defence, Foreign Trade and

74 Franca Van der Laan, Luc van de Goor, Rob Hendriks, Jäir van der Lijn, Minke Meijnders, Dick Zandee, *The Future of Police Missions*. Clingendael Report (February 2016), pp. 12–13.
http://www.clingendael.nl/sites/default/files/the_future_of_police_missions.pdf

75 Van der Laan et al., p. 88.

76 United Nations, 'Troop and police contributors', Netherlands, effective 31 March 2017.
<http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

77 United Nations, 'UN Mission's Summary detailed by country', 31 March 2017,
<http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

78 Interview with KMar officer, Apeldoorn, Netherlands, 20 June 2014.

79 For more on the European Gendarmerie Force, see <http://www.eurogendfor.org/>

Development Cooperation, General Affairs (the Prime Minister's department) and Security and Justice.⁸⁰ Unlike the case for military contributions, there has not been a dedicated policy framework formulated for police deployment to international operations.

Selection, training, and knowledge-management systems

Both NP and KMar are deployed to international missions. The decision to send NP or KMar is taken by the Dutch government, based on the request from the UN or another international organisation. Additionally, whenever 100 Dutch military are deployed on mission, a unit of KM officers will accompany them as Military Police. In Mali, the KMar officers were present as Military Police for the Dutch military, and others as individual police officers (IPOs) for monitoring, mentoring and advising of host-state police.

KMar officers do not choose to go on mission but are ordered to do so by their district commander; nevertheless, individuals may signal their interest in being deployed internationally or to a specific mission and this may be taken into account in the decision. There is a list that ranks officers who are to be deployed, although exceptions can be made for up to two years. Failure to deploy after that would end the military side of the officer's career in the KMar, and that individual could either become a civilian member or leave altogether. After the age of 53, officers are on international missions only on a voluntary basis. Additionally, female KMar who have children 8 years and younger are not included on the deployment list.⁸¹

Compared with 20 years ago, the Dutch support system surrounding KMar deployments has become more professionalised. Falling under military regulations, KMar officers receive two to six months of pre-mission training, and then are deployed for a period of four to six months if deploying as units, and six months if deploying as individuals.⁸² On their return to the Netherlands, KMar officers receive twelve weeks of 'aftercare', with interviews, operational and psychological debriefing, health checks, return of equipment, and holidays.⁸³ Thus in total, KMar officers who deploy abroad spend up to one year removed from their regular workplace.

⁸⁰ Van der Laan et al., p. 97.

⁸¹ Interview with KMar officer, Apeldoorn, Netherlands, 20 June 2014.

⁸² Van der Laan et al., p. 81.

⁸³ Telephone interview with KMar officer, 28 August 2014.

Before deployment to an international mission, KMar officers attend a five-week refresher course in basic military training. Once they know where their assignment will be, they receive mission-specific training, with additional modules depending on what the assignment. KMar officers are considered capable of assisting and monitoring regular police work. If they are expected to conduct training of host-state police, they will be given a module on that.⁸⁴

The Hague-based Clingendael Institute of International Relations offers training courses for police officers as well as civilians and armed forces personnel.⁸⁵ The training includes mission-specific pre-deployment training for crisis management missions (Afghanistan, Georgia, Horn of Africa, Libya, Mali and Niger), as well as specialised courses on issues such as negotiation and mediation, security sector reform and border management.

The Dutch civilian police have a recent history of involvement with international deployments, and have sent fewer officers to missions. Each police officer is interviewed before, during and after the mission. Individual and groups interviews are conducted if officers were deployed as part of a group (for example, in Afghanistan, where KMar officers trained with infantry colleagues and operated together with them in teams).⁸⁶ However, NP officers do not undergo a 'structured functional debriefing' on their return to the Netherlands. That indicates that the human resources dividends (policing and personal competences such as increased knowledge, new skills and insights, international networks and contacts) resulting from deployment abroad are not yet fully realised or integrated on return to home services.⁸⁷

According to a Dutch civilian police officer who had been deployed to Mali, there is no institutionalised effort in the Dutch police to make use of new skills of police officers who have returned from international deployment.⁸⁸ However, some accounts indicate recent efforts by the National Police to identify relevant re-employment opportunities for returning officers, such as assigning certain officers to police facilities where asylum-seekers and refugees are located.⁸⁹

84 Interview with KMar officer, Amsterdam, Netherlands, 18 June 2014.

85 See Clingendael's website at: <http://www.clingendael.nl/academy>

86 Interview with KMar officer, Apeldoorn, Netherlands, 20 June 2014.

87 Van der Laan et al., p. 112.

88 Interview with NP officer, 02 February 2016.

89 Van der Laan et al, p. 112.

United Kingdom

The value of deploying police and other personnel abroad to support stabilisation was highlighted in the UK's 2011 *Building Stability Overseas Strategy*.⁹⁰ The 2010 Strategic Defence and Security Review pledged to increase the number of deployments of Stabilisation Response Teams, including military, law enforcement, civil servants and other civilian experts.⁹¹ The 2015 Strategic Defence and Security Review further pledged to increase the number of law enforcement and civilian experts on UN peacekeeping missions and at UN headquarters, while continuing the training of foreign peacekeepers.⁹² Nevertheless, in contrast to the 'high-water mark' of its deployments during the mid-1990s, and despite being one of the highest financial contributors to UN peacekeeping,⁹³ the UK has in recent years deployed very low few police officers to UN peacekeeping operations. In March 2015, the UK had four police officers deployed to UN peacekeeping operations;⁹⁴ one year later, there were five.⁹⁵ As of 31 March 2017, the UK had no police officers deployed in UN peacekeeping missions.⁹⁶

This low level of police deployments has been linked, in part, to the changing nature of UN peacekeeping, and the belief that UK is considered to have fewer police officers suitable for today's more robust UN peacekeeping missions, owing to 'Britain's devolved domestic police structures, lack of career incentives to join UN missions, and their general lack of weapons training'.⁹⁷ Further, the UK system is based on

90 United Kingdom, *Building Stability Overseas Strategy* (2011), para. 8.3.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67475/Building-stability-overseas-strategy.pdf

91 United Kingdom, *Securing Britain in an Age of Uncertainty: The Strategic Security and Defence Review* (October 2010), p. 46.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/62482/strategic-defence-security-review.pdf

92 United Kingdom, *National Security Strategy and Strategic Defence Review and Security Review 2015* (November 2015), para. 5.92. <https://www.gov.uk/government/publications/national-security-strategy-and-strategic-defence-and-security-review-2015>

93 Stuart Griffin, 'The UK and UN Peacekeeping: Back in Blue?' *Defence-In-Depth*, Defence Studies Department, King's College London, 02 March 2016.

<https://defenceindepth.co/2016/03/02/the-uk-and-un-peacekeeping-back-in-blue/>

94 United Nations, 'Contributors to United Nations peacekeeping operations', 31 March 2015, <http://www.un.org/en/peacekeeping/contributors/2015/country.zip>

95 United Nations, 'Contributors to United Nations peacekeeping operations', 31 March 2016, http://www.un.org/en/peacekeeping/contributors/2016/mar16_1.pdf

96 United Nations, 'Troop and police contributors', United Kingdom, effective 31 March 2017. <http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

97 David Curran and Paul D. Williams, 'Peacekeeping Contributor Profile: The United Kingdom', *Providing for Peacekeeping*, updated August 2016, Part 7,

<http://www.providingforpeacekeeping.org/2014/04/03/contributor-profile-the-united-kingdom/>

individual regional forces, so practice for international deployments has not been a true reflection of policy guidance from the Foreign & Commonwealth Office (FCO). This is currently being changed by the development of the Joint International Policing Hub (JIPH), a recent initiative by the National Police Chiefs Council that will function as the single gateway to triage and co-ordinate responses to all requests for UK overseas police engagements in the future, while promoting the British model of policing by consent.⁹⁸ The JIPH is based in the Stabilisation Unit platform and seeks to enhance the UK's capacity to 'identify, prioritise, develop and deliver upon non-operational international policing requirements and requests.'⁹⁹

Decision-making structure

In UK, it is the FCO that decide policy on where, when and how many police officers are to be deployed.¹⁰⁰ For EU Common Security and Defence Policy (CSDP) missions, vacancies are announced to member states, which, on the basis of their own strategic priorities, then determine the roles with which they wish to support the mission. The cross-government Stabilisation Unit recruits and selects the candidates from the 43 police forces around the country. Once the posting and the police officer are identified, a Ministerial submission is written for agreement. Police deployed to bilateral missions can be variously funded; and some police forces deploy their own officers without using the Stabilisation Unit.

Selection, training, and knowledge-management systems

Once a year the International Secondments Team writes to Chief Constables and the human resources departments of police forces in the UK with an application pack detailing the missions to which the FCO is

⁹⁸ House of Lords, Written Answer HL262, 01 June 2016, <http://www.parliament.uk/business/publications/written-questions-answers-statements/written-question/Lords/2016-05-24/HL262/>

⁹⁹ United Kingdom, 'UK policing forum considers way ahead for international policing', 10 April 2017, <https://www.gov.uk/government/news/uk-policing-forum-considers-way-ahead-for-international-policing>

¹⁰⁰ Government of the United Kingdom, 'International secondments for the Foreign and Commonwealth Office – Guidance', updated 12 December 2016, <https://www.gov.uk/guidance/international-secondments-for-the-foreign-and-commonwealth-office>

expecting to make contributions in the coming year.¹⁰¹ Additionally, the Stabilisation Unit holds a database of police officers who have shown an interest in deploying to overseas operations. When a job opportunity comes to the Unit, it is advertised on their police website, or the call is sent directly to police officers who might be interested.¹⁰²

Applications from interested UK police officers are sent to their Home Force, which that selects and places officers to international operations when vacancies become available. Decisions on whom to recommend for deployment, and where, reside with Chief Constables, in consultation with their Police and Crime Commissioners.¹⁰³ When a secondment agreement is signed, a letter is issued by the Home Office, the Northern Ireland Office or the Scottish Executive, under the relevant Police Act. Secondments are for a period of 12 months, and extensions can be requested locally through the missions.¹⁰⁴ For EU CSDP missions, the Stabilisation Unit is responsible for managing recruitment and deployment processes after the FCO has chosen the roles with which it wants UK to support the mission in question.

Police Force Scotland conducts its own recruitment and selection of officers, and does not use the Stabilisation Unit or the same funding to deploy the officers. Some forces also deploy officers bilaterally without asking for FCO advice or the Stabilisation Unit to conduct recruitment and selection.

Pre-deployment training for UK police normally lasts for two weeks and covers many areas, including life in mission, mine awareness, firearms, first aid, training with language assistants, political and legal briefings, and scenario-based training for the roles officers will carry out in specific missions. In addition, those selected for a position in Iraq undertake a two-week firearms course. A commercial company provides situation awareness training and practical skills training, and police officers often train together with other civilian personnel. The UK does not conduct regular pre-deployment training together with other

101 Government of the United Kingdom, 'International secondments for the Foreign and Commonwealth Office – Guidance', updated 12 December 2016, <https://www.gov.uk/guidance/international-secondments-for-the-foreign-and-commonwealth-office>

102 Stabilisation Unit, 'Working for SU', <https://www.gov.uk/government/organisations/stabilisation-unit/about/recruitment#pool-of-serving-uk-police-officers>

103 House of Lords, Written Answer HL262, 01 June 2016, <http://www.parliament.uk/business/publications/written-questions-answers-statements/written-question/Lords/2016-05-24/HL262/>

104 Ibid.

countries. International experience does not appear to be recognised in the promotion system of the police organisations.

The UK has a reintegration scheme for police officers who have served in international operations. Returning officers are first to get 28 days' leave, and are then invited to attend a re-integration course held at the Ministry of Defence Police facility in Wethersfield, Essex. At this course, they may discuss any issues or problems encountered at post and make suggestions for future missions. The FCO uses these de-briefings to consider areas for improvement in future deployments.

Conclusions and recommendations

Despite the potential benefits of a comprehensive functional debriefing and knowledge management system for collecting, analysing and sharing insights and knowledge relating to police deployments to international missions, this survey of several like-minded police-contributing countries reveals that few have established such knowledge management systems.

Individual police-contributing countries that seek to prepare their personnel to adapt and perform well in international missions should consider developing a more systematic and deliberate means of capturing, applying and sharing knowledge within the organisation. Specifically, we recommend that PCCs:

- Establish a knowledge management mechanism whereby a survey is administered to all police peacekeepers, and possibly civilian experts deployed to work in rule-of-law functions in peace operations. The survey may be administered through individual interview, group de-briefing, an online platform, or via a written or emailed request. At a minimum, such a survey should be administered following return from mission. For maximum information on knowledge requirements and learning over the course of deployment, pre-deployment, in-mission, and post-deployment surveys should be administered as well.
- Survey questions should include topics raised in the 2015 *Report of the High-Level Independent Panel on United Nations Peace Operations* and the 2016 *External Review of the Functions, Structure and Capacity of the UN Police Division* to provide practical feedback concerning strategic reform issues.
- Establish a database or other knowledge repository where survey responses can be stored, analysed and accessed, with priority issues tracked over time.
- Encourage personnel selected for deployment to international missions to use the database to retrieve information and lessons learned in their specific mission context.
- Pair an academic researcher with the police-deploying organisation, to encourage policy-relevant research, and identify

lessons learned as well as areas where knowledge can be applied to improve existing practices and policies.

- Exchange information on police deployment experiences with other countries, as lessons learnt through debriefing may be relevant beyond that specific country.



Norwegian Institute of International Affairs

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