



INL GUIDE TO POLICE ASSISTANCE



UNITED STATES DEPARTMENT OF STATE

Bureau of International Narcotics and Law Enforcement Affairs

Contents

Foreword	V
Introduction	1
How To Use This Police Guide	1
I. Overview of Police Roles and Organizational Responsibilities	2
A. Police Organizations and the Criminal Justice System	2
B. Police Authority: Powers and Limitations	3
C. Police Organizational Values	4
D. Police Organizational Characteristics	4
E. Styles of Policing	4
F. Police Standards and Principles	5
G. Abuses of Police Power	6
H. Roles of Police Organizations and Military	7
II. Comparing and Contrasting International Policing Models	8
A. Police Organizational Configurations and Characteristics	8
B. Police Organization Hierarchy	8
C. Legal Context of the Host Country	9
III. Bilateral, Multilateral, and Coalition-Based Police Assistance Programs	12
A. INL Police Assistance Programs	12
B. Challenges To Police Capacity Building, Reform, and Development	14
IV. Planning and Implementing Effective Police Assistance Programs	17
A. Recommendations For Planning and Managing a Police Foreign Assistance Program	17
B. Implementation Partners	18
C. Use an Organizational Development Approach	19
D. Select Appropriate Form of Assistance	20
E. Guidelines For Effective Police Foreign Assistance Programs	23
F. Considerations For Planning International Organization-Sponsored Police Programs	25
G. Program Performance Measurement	26
V. Contemporary Police Reform Program Topics	26
A. Develop Police Organizational Leadership and Management	26
B. Establish Standardized Crime Reporting and Data Collection Systems	26
C. Build Police Training Capacity	28
D. Promoting Meaningful Participation of Women In Police Service	28
E. Enhance Police Accountability	29
F. Improve Police Human Rights Practices	30

Contents

G. Prevent and Control Police Corruption	31
H. Implement Community Policing	33
I. Develop Effective Civil Disorder Management and Control Capability	36
J. Manage Criminal Investigations	37
K. Implement and Manage Forensic Programs in Support of Police Investigations.	38
L. Implement Public Outreach Campaigns	38
VI. Conclusion	41
Appendix I: Sample Police Code of Conduct	42
Appendix II: Sample Police Values Statement	47
Appendix III: Sample Police Tables of Organization	48
Appendix IV: Police Functions	51
Appendix V: Principles of Policing in a Free Society.	52
Appendix VI: Links To Related Reference Materials	53

Foreword

“What happens overseas, what we do overseas, has a direct and immediate impact on our homes, our streets, and our communities here in the United States of America.”

—**William R. Brownfield, Assistant Secretary of State**

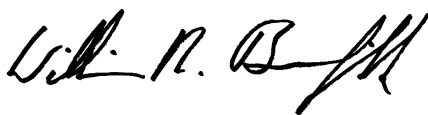
The mission of the Bureau of International Narcotics and Law Enforcement Affairs (INL) is to minimize the impact of international crime and illegal drugs on the United States and its citizens by providing effective foreign assistance and fostering global cooperation. INL does this in part through foreign assistance programs that help governments develop the capacities of their criminal justice institutions. For a criminal justice system to function effectively, all of its component parts must work efficiently and in coordination.

INL has produced a series of programmatic guides to aid INL staff in their criminal justice program assessment, design, and execution across the criminal justice spectrum. This guide focuses on police assistance. As an institution, police function as the intake for the criminal justice system and provide a range of crime prevention, public order maintenance, and community services that enhance the quality of life in the jurisdictions they serve. Law enforcement as a profession continues to evolve to meet new challenges and this guide will utilize our collective experience to apply the most appropriate tools to assist our police development efforts abroad.

Companion guides to this one—on corrections, justice, anti-corruption, and gender—have helped INL officers conceptualize how effective criminal justice assistance programs can be developed and implemented. These guides have proven useful as programmatic tools, particularly when accompanied by collaboration with INL subject matter experts.

Assisting police organizations is a central focus of INL’s work overseas. The bureau has assembled a wealth of institutional knowledge regarding the development of police institutions, and I am pleased to release this guide as part of the effort to share that knowledge base more broadly.

Thank you.



William R. Brownfield
Assistant Secretary of State

Introduction

The U.S. Department of State's Bureau of International Narcotics and Law Enforcement Affairs (INL), Office of Criminal Justice Assistance and Partnership (CAP), developed the *INL Guide to Police Assistance* (the "Police Guide") to assist INL officers in Washington and at Post in planning, developing, and implementing police foreign assistance programs. The Police Guide contains information and recommendations derived from INL's experience implementing a wide variety of police development and reform programs for more than 20 years. These programs are important components of U.S. foreign policy and serve U.S. national security interests.

INL police foreign assistance programs benefit both the host nation and the United States. Through such programs, host nations increase organizational capacity, improve government functioning, and promote credibility with the public. Together these benefits help improve citizen security, enhance public support of law enforcement efforts and foster the rule of law. INL police assistance programs also help protect the United States against foreign criminal or extremist threats and reduce the impact of transnational crime and gangs on U.S. communities. By building foreign capacity to fight crime, we are safer at home.

How To Use This Police Guide

The Police Guide is one in a series of program guides that provide project management and technical assistance. Those engaged in police assistance programs may wish to consult the other INL guides, including justice, corrections, gender in the criminal justice system, and anticorruption, as well as program management, for clarification and further information. Subject matter experts in INL/CAP are also available to provide assistance to INL officers during project design and implementation.

This Guide is organized into six parts and an appendix as follows: *Part I, Overview of Police Roles and Organizational Responsibilities*, provides an outline of the roles of police and where the police fit into the criminal justice system.

Part II, Comparing and Contrasting International Policing Models, describes key differences between police forces in the United States and police forces in other countries including the ramifications of various entry methods into police organizations and the legal contexts within which the police operate.

Part III, Bilateral, Multilateral, and Coalition-Based Police Assistance Programs, describes various configurations

of INL police foreign assistance programs, including INL's authority and scope for police foreign assistance. This Part also presents some frequently encountered challenges to police reform and development.

Part IV, Planning and Implementing Effective Police Assistance Programs, details the processes and guidelines for planning and implementing a police foreign assistance program, including conducting assessments, developing program plans, selecting appropriate forms of assistance, and choosing effective implementers.

Part V, Contemporary Police Reform Program Topics, addresses 12 important police management, administrative, and operational topics found within many INL police assistance programs that may prove to be appropriate areas of focus for contemplated police foreign assistance programs.

Part VI, Conclusion, summarizes the important takeaways from the Police Guide.

The Police Guide contains a series of appendices that provide examples and illustrations of points made within the body of the Guide. The appendices may

serve as guidelines, templates, or principles for police foreign assistance program planning and development. Prior to their use in a host nation, the examples in the appendices and elsewhere in this Guide require modification to tailor them to the local legal requirements, cultures, police practices and other relevant, specific circumstances of that nation.

Several crosscutting issues affect criminal justice system administration and operations and, by

extension, police programming. These include human rights protection and promotion, public corruption, and promoting meaningful participation of women. While these topics are included as specific focus areas for potential assistance programs, INL officers are encouraged to address them in any police foreign assistance initiative to help build public acceptance of—and support for—the police institution and thereby make the program more effective and more sustainable.

I. Overview of Police Roles and Organizational Responsibilities

INL works to build capacity within partner country police organizations to prevent crime, maintain public order, and resolve community problems in a manner that respects human rights. Police organizations throughout the world are empowered by governments at various levels—national, provincial, or municipal—to achieve their missions by maximizing voluntary compliance with the law by the general public. While the police perform a similar function across different countries, their sources of authority, responsibilities, roles, organizational values, and styles of policing can vary widely.

A. Police Organizations and the Criminal Justice System

A criminal justice system is comprised of a grouping of interrelated, component organizations that have key roles in a linear criminal justice process. When those component organizations work together successfully, they are each more effective and better able to protect public safety, promote the rule of law, and ensure a transparent, credible process of justice. While almost all countries have the same component organizations, police, public prosecutor, defense attorneys, judiciary, and corrections system, depending on a country's legal and cultural history, they can operate in profoundly different ways. Understanding these differences is critical to designing effective criminal justice programs.

The Police Function. In a free society, the police are responsible for protecting public safety. They do so by encouraging voluntary compliance with the criminal law, preventing crime, and maintaining reasonable levels of public tranquility. In the event of a crime, the police in most countries are responsible for securing the crime scene and apprehending the suspect. In some countries the police are also responsible for investigating crimes. For police investigations to culminate in successful prosecutions, police must make sure their investigative practices are consistent with legal guidance contained in the host nation's code of criminal procedure and the instructions they are given from the prosecutor and/or judge. In countries where the police do not have the authority to lead a criminal investigation, that task falls to an investigative judge whose role will be discussed below in relation to the judicial function.

The Prosecutorial Function. In every legal system, the public prosecutor coordinates to one extent or another with both the police and the judiciary. In some countries, the prosecutor may take a lead role in deciding whether or not to initiate a criminal investigation and if so, the course that the investigation will take. The prosecutor can instruct the police to continue the investigation if the current level of evidence appears to be inadequate to secure a conviction. The public prosecutor receives and compiles evidence from criminal

investigations; examines and analyzes the evidence to ensure it is legally sufficient to be presented in court; and files charges against the accused.

The Defense Function. In countries that have this function, criminal defense legal services are often provided by either private attorneys who work on a fee-for-service basis, government-sponsored legal aid providers, or through local non-governmental organizations (NGOs) offering legal aid services. The purpose of these services is to enable persons accused of committing a criminal offense to mount an effective defense to the charges pending against them. Defense services are intended to balance the power of the prosecutorial service and ensure fair representation for criminal defendants. Originally only found in common law countries, defense services are now more widely available in civil law countries as well.¹

The Judicial Function. The primary role of the judiciary is to interpret and apply the law in the name of the state. The judiciary's role is determined by the type of legal system in which it operates: adversarial or inquisitorial and common law, civil law, customary law, religious law, or a mixed legal system. In adversarial (often common law) trial systems, a judge acts as a neutral arbiter hearing the legal arguments presented by the prosecutor and the defense. In an inquisitorial (often civil law) trial system the judge—sometimes called an investigative judge—is responsible for investigating criminal offenses. An investigative judge will go to a crime scene, work with the police to identify a suspect, interview witnesses, and collect evidence. The investigative judge turns over the case to a second judge, to conduct the trial after completing the investigation.

For information on INL's approach to justice sector assistance, including assistance to the core institutions and actors involved in the prosecution, defense, and adjudication of criminal matters, refer to the *INL Guide to Justice Sector Assistance*.



A New York Police Department detective works with a Haitian National Police officer during community-oriented policing training in Haiti.

The Corrections Function. The corrections system—including detention, imprisonment, probation, parole, and community supervision—supports the criminal justice system by safely, securely, and humanely controlling or confining individuals, either before or after a criminal trial. In a pre-trial context, individuals may be detained pending trial after an accusation of a crime (not yet found guilty or not guilty). After trial, they may be incarcerated following conviction of a criminal offense pursuant to an order of sentencing from the trial court. For the latter, the corrections system can provide opportunities for them to rehabilitate and successfully integrate back into society. The corrections officers or prison service are generally—but not always—a separate force from the police and may or may not possess law enforcement authorities.

For information on INL's approach to corrections sector assistance in planning, designing, and evaluating corrections programs, refer to the *INL Guide to Corrections Assistance*.

B. Police Authority: Powers and Limitations

The nature and extent of police authority, jurisdiction, responsibilities, and limitations are contained in the constitution and laws of every country. These authorities

¹ The main hallmark of a common law system, such as the U.S. system, is the doctrine of stare decisis, which means the legal principles enunciated in judicial decisions are binding precedent and must be followed. The majority of countries follow the civil law tradition, in which comprehensive written codes serve as the primary source of legal authority.

include laws and specifications defining the types of activities in which the police can engage, the body of law they are charged with enforcing, and the human rights guarantees of the general public. Some of the common legal authorities used to define the powers of the police are the national constitution, treaty obligations, Police Act, Code of Criminal Procedure, operational policies and procedures, and police accountability systems (See Appendix I: Sample Police Code of Conduct).

C. Police Organizational Values

Contemporary police organizations recognize the importance of defining and inculcating values among their members that are consistent with high ethical standards to facilitate accomplishment of their mission. In many instances, a value statement will be included in the police organization's annual strategic plan and also will be prominently displayed within all police facilities. (See Appendix II: Sample Police Values Statement.) Individuals working on police reform and development programs should consider recommending the preparation of a values statement for the host nation police organization that incorporates local traditions, ethical standards, cultural values, and best practices.

D. Police Organizational Characteristics

Police senior executives usually determine the configuration of a police organization, including the functions the department may perform and the arrangement of personnel, based on their understanding of the challenges and resources within the jurisdiction the organization serves. Organizational design and management principles should be employed in constructing or reforming a police organization so that it is best able to accomplish its mission. When a new organizational design is being considered, it is important to identify and analyze the possible ramifications, including unanticipated consequences, of any contemplated change.

Police Functions. There are more than 70 possible functions that a police department may perform (See Appendix IV: Police Functions). Not all police

When a new organizational design is being considered, it is important to identify and analyze the possible ramifications, including unanticipated consequences, of any contemplated change.

organizations perform all 70 functions. The functions should be arranged based upon commonly accepted organizational management standards, which are intended to enhance management effectiveness through communication, oversight, supervision, and accountability.

Hierarchal Configuration. Police organizations generally involve a hierarchal arrangement of personnel that resembles a pyramid. The top of the pyramid is occupied by the highest ranking manager or executive of the organization cascading down to senior command, mid-level managers, first-line supervisors, and finally to task execution-level or rank-and-file personnel. A hierarchal configuration is important for police accountability. (See Appendix III: Sample Police Tables of Organization.)

E. Styles of Policing

Police tend to operate reactively or proactively. In many cases, police agencies default to a reactive mode of operation. Police reform initiatives may strive to help host country counterparts move to a more proactive style of policing. Such a style will support the development of regular, positive police-citizen contacts, thereby helping to create an environment characterized by increased levels of public confidence in the police.

Reactive Policing. Reactive policing occurs when uniformed officers remain within their district or precinct stations until they receive notification of a problem or a situation necessitating a police response. Reactive policing is very common among police forces that lack sufficient funds to utilize personnel in a more proactive manner. A reactive policing model may also

be a product of historical practice, the result of deficient police leadership, poor police and citizen relationships, or fear—justified or unjustified—on the part of the police for their safety should they assume a more visible public presence.

Proactive Policing. Proactive policing occurs when police deter crime by actively engaging in neighborhood patrolling and citizen engagement in order to both prevent crime and detect criminal conduct in progress. In their patrols, police focus on unusual conditions, unknown persons, and anything else they believe to be a deviation from the norm and then investigate to determine if criminal activity occurred or is likely to occur in the future. Elements of a proactive policing approach may include anti-crime patrols, tip-line programs, and sting operations. There are many forms of proactive policing including community policing and data-driven approaches.

Community Policing. Community policing is a common form of proactive policing in many countries, including the United States. It focuses on developing reciprocal police and public partnerships. Under this concept, as police perform their missions, the public is kept well-informed of police activities and goals. The police recognize the role that communities should play in the formation of police policies and priorities, and the community, in turn, appreciates the important role that police can play in identifying and solving community problems.

Data-Driven Approach. Using this approach, police agencies deploy resources based on an understanding of crime trends derived from a statistical analysis of data. One example of such an approach is the CompStat model, which is a proactive, data-driven management style for which the name is derived from *computer* and *statistics*. But while computerized data collection systems might be ideal, even a less expensive paper-based data collection system, if developed and implemented properly, can help identify indicators of criminal activity and other information that can assist the agency with strategic

planning. The key is the existence of a standardized data and crime reporting system through which, for example, each officer completing a crime report gathers the same type of information. INL can help refine an existing system or develop a new system, including the creation of standardized forms.

F. Police Standards and Principles

The following represent widely accepted standards and principles that define certain human rights and limit governmental authority and power (including police actions). These standards and guidelines should be considered in the planning and development of police foreign assistance programs.

United Nations Universal Declaration of Human Rights. Although not legally binding, the Universal Declaration of Human Rights remains one of the principal international documents pertaining to the protection of human rights. It identifies a series of rights to which all persons are entitled to by virtue of their existence and which should be protected by all governments. This document, which the United Nations General Assembly adopted in 1948, establishes the



A New York Police Department (NYPD) officer interacts with Haitian youth as part of an ongoing community-policing mentorship program in Haiti that began in 2010. NYPD officers serve as technical advisors to the Haitian National Police (HNP) pilot Community Policing Unit, advising and coaching HNP officers in community engagement, youth outreach, police patrol operations, police ethics, and investigative methods. INL leverages the expertise of agencies like NYPD to support INL-funded foreign assistance programs.

baseline of rights that police must honor and respect in the performance of their official duties.

Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.

The United Nations Convention against Torture, which entered into force in 1987, is an international human rights treaty under the purview of the United Nations that aims to prevent torture and other acts of cruelty and inhuman or degrading treatment or punishment around the world. The convention requires states parties to take effective measures to prevent torture in any territory under their jurisdiction and forbids states to transport people to any country where there is reason to believe they will be tortured.

Principles of Policing in a Free Society. The International Criminal Investigative Training Assistance Program (ICITAP) in the United States' Department of Justice developed these principles in 1997. They have been updated to meet contemporary conditions and requirements. Taken as a whole, they describe a police organization based on the principle that the individual citizen is the client of the police and that police actions must be proactively focused on protecting the rights of that client. (See Appendix V: Principles of Policing in a Free Society.)

Accreditation Programs, or Police Officer Standards and Training Commissions (POST). Accreditation programs and training commissions ensure that police services conform to an established set of professional standards. Within the United States, state agencies and NGOs accredit police organizations. The state agencies are known as Peace Officer Standards and Training (POST) or police training commissions. NGOs active in police accreditation include the Commission on Accreditation of Law Enforcement Agencies (CALEA) and various state chiefs of police associations. These organizations develop, adopt, promulgate, and maintain a body of standards covering a wide range of police operations, operations support, and administrative functions. As a precursor to accreditation, these bodies periodically assess law enforcement organizations to

verify that they comply with established standards. State agencies such as POSTs and police training commissions also set standards for the hiring, training, ethical conduct, and retention of police officers through certification or licensing. The overall purpose of these bodies is to achieve a high quality of police services.

G. Abuses of Police Power

Police authority is abused when the police use excessive force, employ impermissible coercive acts to punish suspected criminal perpetrators or elicit confessions, take part in corruption, or engage in sexual exploitation and abuse. Abuse of police power can be a result of employing insensitive, cruel, or overzealous police, an absence of clearly defined standards of conduct, poor first-line supervision, lack of accountability and oversight, or governmental policies that officially or unofficially sanction or reward misconduct. Whatever the cause, police abuse of power destroys public trust and confidence in law enforcement.

Excessive Use of Force. One of the most prevalent forms of police abuse is the excessive use of physical force. While the authority for police to exercise use of force varies widely from country to country, in some cases police are authorized to use physical force to defend themselves or another from attack; to make a lawful arrest; to prevent a crime; and to capture and detain a fleeing suspect. Unfortunately, poorly trained and poorly disciplined police sometimes employ disproportionate force to achieve an otherwise legitimate police purpose in their efforts to identify, locate, or arrest a suspected criminal. Such conduct may be punishable administratively under the police code of conduct and criminally under the host nation's criminal laws.

Use of Force for Eliciting Confessions. Using physical force of any kind (e.g., slapping, beating, inflicting pain) to extract a criminal confession is a violation of fundamental human rights. Confessions elicited under physical duress are inadmissible at trial in many countries. Moreover, admissions obtained in this manner

are highly unreliable because suspects are known to say anything—true or not—to avoid continued physical pain and discomfort.

Corruption. Police corruption is a global phenomenon that is exceedingly difficult to eliminate. It emanates from the significant power conferred upon the police while performing their official duties. This power provides almost limitless opportunities for unscrupulous law enforcement personnel to prey upon the public for their own personal gain. Common examples of police corruption include setting up roadblocks and forcing motorists to pay a fee in order to pass; demanding “protection money” from business owners to protect them from crime; allowing illegal conduct to occur in exchange for bribes; perjury; and filing a false affidavit. Police can be involved in corruption individually, as agents of powerful political figures or predatory elites, or through involvement in organized crime.

Sexual Exploitation and Abuse. In any setting, but particularly in conflict-affected settings in which members of the local community might be particularly vulnerable, police should be trained on how to prevent and respond appropriately to sexual exploitation and abuse. According to the UN Secretary-General’s Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse, the term “sexual exploitation” means any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. The term “sexual abuse” means the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.

H. Roles of Police Organizations and Military

While a country’s civilian police and military forces are legally permitted to use physical force, the scopes of their authorities and reasons for using force are very different. While in the international context there can be some overlap, the principal mission of a nation’s

military is to protect the country from external threats while it is the responsibility of the civilian police to maintain public order and protect its citizens from domestic threats. This delineation of roles, however, may not be strictly followed in every nation and on every occasion. For instance, when an internal threat exceeds the capacity of the civilian police, the nation’s military forces may be called upon to support or, in some circumstances, supersede the civilian police.

The authorities under which a nation’s civilian police and military forces operate also differ. Civilian police are an indispensable element of the rule of law within a nation and they exercise authority conferred upon them by the law that defines their jurisdiction and methods of operation. They encourage civilians to voluntarily comply with the law, enforce the nation’s criminal code in a manner consistent with legal requirements, and are part of a larger criminal justice system. Military forces have no analogous aspects.



Officers from the Jamaican Constabulary Force practice less than lethal force techniques as part of a defensive tactics training by the Pasadena Police Department (PPD). PPD is a formal INL partner law enforcement agency, and in that role they provide expertise and support to INL-funded foreign assistance programs.

II. Comparing and Contrasting International Policing Models

Countries have different policing models based on their political, historical, cultural, and legal circumstances. While differences are innumerable, three primary differences among international policing models are key to establishing effective rule of law programming:

- Organizational configurations and characteristics;
- Methods for entering police service;
- Legal context of the host country.

A. Police Organizational Configurations and Characteristics

International policing models generally fall into one of three organizational configurations: national police forces, municipal forces, or paramilitary police organizations.

National Police Forces. Many countries throughout the world operate national police forces, which have broad jurisdictional authority. In some instances, such as in Indonesia and El Salvador, the national police may be the only law enforcement organization in the country. In those cases, the police may designate provincial and local contingents to provide services while operating police headquarters and certain specialized functions at the national level. Specialized functions might include criminal intelligence, organized and transnational crime interdiction and investigation, as well as statistical analysis. In many of these countries, national police organizations include a deployment to assist foreign nations as an important element of career advancement.

State, Provincial, or Municipal Forces. In other countries, such as Mexico, police duties and responsibilities may vary by jurisdictional limits and level of government (such as federal or state). In Mexico for instance, jurisdiction is shared by federal, state, and municipal police forces which can lead to duplication of effort. In this case, it is important for the jurisdictional boundaries of national, state, and municipal police forces to be clearly defined and respected to

ensure maximum law enforcement cooperation and efficiency.

Paramilitary Police Organizations. Paramilitary or gendarmerie-like police organizations are organized similarly to a military force. Some countries, such as Argentina, France, Italy, Romania, and Spain, operate both civilian and paramilitary police organizations with similar if not concurrent jurisdictions. Paramilitary organizations coexist with civilian police organizations and possess authority to enforce portions or all of the criminal law within their countries and territorial possessions. In some countries, the gendarmarie serve both military and civilian functions at the same time whereas in others they serve a civilian policing function unless ordered to active duty.

B. Police Organization Hierarchy

Countries have different methods for how, when, and at what level individuals can enter police service. Some countries use a dual or multiple-entry system wherein recruits can enter police service at different levels. Other countries, including the United States, Canada, and other former British colonies, permit initial entry only at the lowest level of the organization and require all personnel to progress to senior positions through the ranks. Understanding a country's rank structure and degree of authority and discretion conferred on individuals at all ranks helps ensure that INL officers are working with counterparts who have the authority to implement INL initiatives. Table 1 provides a depiction of police organizational hierarchy in single-entry and dual or multiple-entry systems.

Single-Entry Systems. Entry into police service in some countries, such as the United States, Canada, and Great Britain occurs at the lowest level of the organization and allows those most qualified to be promoted into senior positions. Advantages of these systems are that each person in the organization experiences working in the lower level positions, and therefore

POLICE ORGANIZATIONAL HIERARCHY

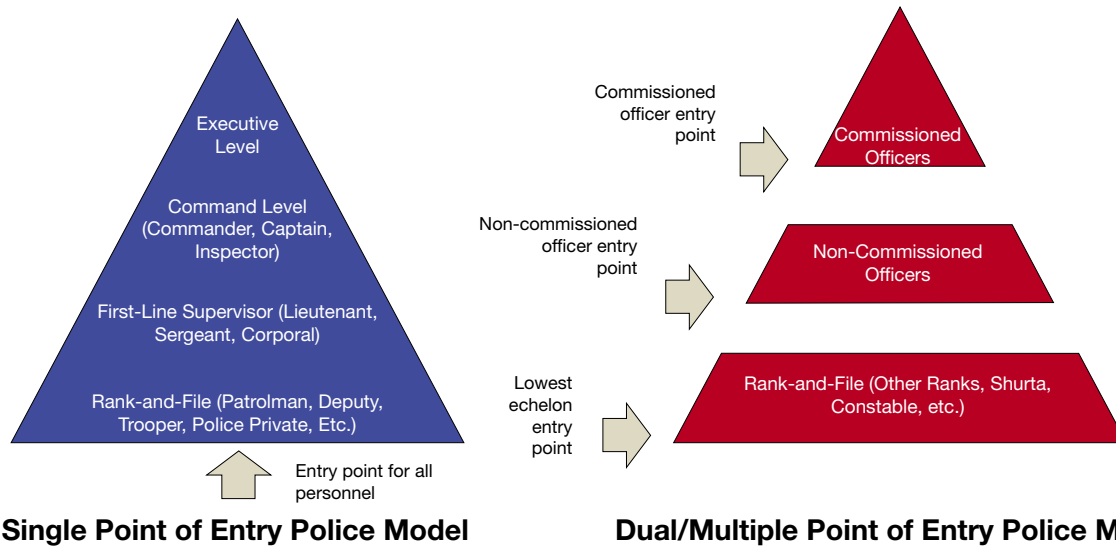


Table 1. Illustration of Single-Entry and Dual/Multiple Entry Police Systems

gains an appreciation of the requirements of those positions. This understanding helps higher-level officers to better mentor and counsel subordinate officers. One disadvantage of these systems is that police agencies may lose bright senior managers due to the mundane tasks they must complete prior to rising to the top of the organization. Another downside is that training for senior officers is not as well-defined as in multiple entry systems, because people gather knowledge and skills as they rise through the ranks at their own pace as opposed to attending specific classes.

Dual or Multiple-Entry Systems. Countries with a dual-entry (or multiple-entry) system for the police generally permit new employees to join as rank-and-file personnel, sergeants, or commissioned officers depending upon their level of education, experience, and other qualifications. Much like the military, clear distinctions exist among these groups and ranks including the degree of pre-service training received, authority conferred, assigned responsibilities, and benefits and respect accorded.

Rank-and-file. Rank-and-file police comprise a large percentage of the organization's personnel.

Individuals entering the police force at the rank-and-file level may have minimal formal education and meet only basic qualifications. Individuals at this level have various titles including police officer, constable, private, etc.²

Sergeants. Sergeants are non-commissioned officers who are charged with supervising entry-level personnel and, in some foreign police forces, performing technical or specialized functions such as serving as detectives.

Commissioned Officers. Commissioned officers are responsible for the more complex and traditional police activities (e.g., personnel supervision, criminal investigations, intelligence gathering) and, ultimately, management of the organization.

Exercising Discretionary Authority is Limited to Commissioned Officers in Multiple-Entry Systems.

Discretionary authority refers to the power police personnel possess to take police-related action on their own volition without the necessity of first obtaining approval from a superior officer. Examples include making a decision to stop and question a person, search

² Note that in some countries the use of the term "police officer" may be confusing. In a police organization that uses the dual or multiple entry system and in which clear distinctions are made between police rank-and-file, non-commissioned officers and commissioned officers, the term "police officer" is properly employed only when referring to commissioned officers with the rank of lieutenant and higher.

COMPARATIVE DISCRETIONARY AUTHORITY

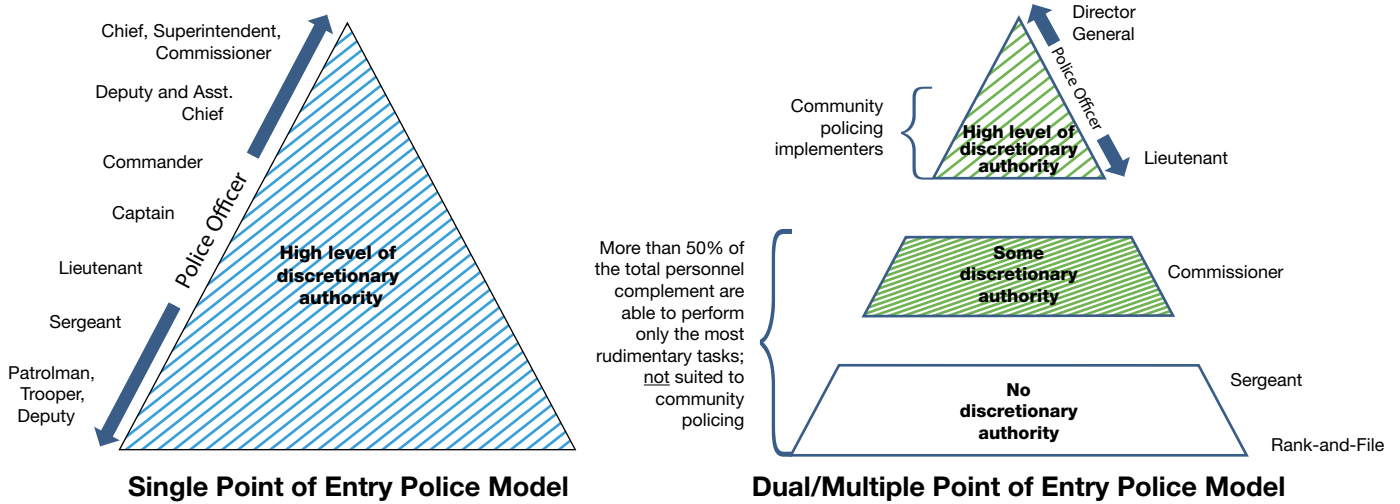


Table 2. Depiction of comparative levels of discretionary authority between dual/multiple point of entry systems and single point of entry systems.

a person, make a physical arrest, initiate (or discontinue) a criminal investigation, pursue a fleeing suspect, and change an established patrol route. In the single-entry system, discretionary authority is accorded to all police personnel regardless of rank. In countries with dual-entry or multiple-entry systems, only commissioned officers are permitted to exercise discretionary authority. This substantially limits the scope of duties that rank-and-file personnel are able to perform and may create problems for implementing community policing where this practice prevails.

Table 2 provides a comparison of discretionary authority between countries who base their police system on two different models, illustrating how and where authority vests.

C. Legal Context of The Host Country

To determine the programmatic interventions that would be most beneficial for a given country, an INL officer needs to know the type or types of legal systems used in the country and the trial practices used in that nation's court system. There are four main types of legal systems and two types of trial practice systems. Understanding how these operate is essential for effective program design.

1. Legal Systems

A legal system is an amalgamation of organic documents, laws, rules, traditions, principles, processes, and the organizations assigned to perform and conform to those guidelines. These systems are designed to define and enforce the rights and obligations of the people to each other as well as to the government. The part of the system that addresses criminal conduct is known as the criminal justice system, a subset of a nation's legal system. Although there are four main categories of legal systems, many countries have developed a hybrid model blending aspects of each into a working model unique to that nation.

Common Law. A common law legal system is one in which law is primarily derived from custom and judicial precedent rather than statutes. In these systems, legal principles are articulated and embodied in judicial decisions as binding precedent. The common law system originated in England and most former British colonies use it today as the basis of their legal system.

Civil Law. A civil law legal system, sometimes referred to as the French or Napoleonic system, is one in which the body of law is in writing, codified, and not determined by the opinions of judges. In these systems

written codes are the primary—and sometimes the sole—source of legal authority. The civil law originated in and evolved from Roman law; it is the most widely used legal system today.

Customary Law. A customary law legal system is one in which traditional common rules or practices have been accepted and expected by the community and therefore are treated as legal requirements. Customary legal systems tend to have contextually defined processes, involving flexibility, negotiation, and reinterpretation of a dynamic body of knowledge to reflect what is considered reasonable under the circumstances. Punishments in customary legal systems tend to focus on making the community whole again and thus do not rely on incarceration as frequently as common or civil law systems, if at all.

Religious Law. A religious law system is one in which ethical and moral codes taught by religious traditions and sacred texts form the basis for a legal system. Religious law systems tend to cover all aspects of life, including child and marital law. As such, religious law systems tend to recognize a wider category of crimes, including crimes against God, for which tradition demands punishment. The most widely used religious law system today is Islamic law, known as Sharia.

2. Trial Practice Systems

A trial practice system is a component of a nation's legal system and is comprised of a set of procedural rules that govern how cases are heard before a court. The trial system delineates responsibilities among different components of a criminal justice system. The two main trial systems are the adversarial system and the inquisitorial system.

Adversarial System. An adversarial trial system has a two-sided court structure under which each advocate (prosecution and defense) represents their party's position through oral testimony and an impartial person or persons (judge or jury) determines the truth in cases. In adversarial systems, the police are responsible for criminal investigations and

These systems are designed to define and enforce the rights and obligations of the people to each other as well as to the government.

for apprehending criminal suspects. They do this work under the supervision of the prosecutor, which is part of the executive branch of government and thus independent of the judiciary, to ensure they are collecting evidence legally.

Inquisitorial System. An inquisitorial trial system has a structure in which the court or part of the court is actively involved in investigating the facts of the case. In an inquisitorial system, the investigation is generally conducted by an investigative judge—not by the police. The investigative judge acts as an inquisitor directing fact-gathering, questioning witnesses, interrogating suspects, and collecting evidence while the prosecutor, who is part of the judicial branch and thus not independent from the court system, plays a very passive role.

3. Implications of the Legal System and Trial Process for Police

The role of the police in a criminal investigation is dependent on the type of legal system and trial process that a country uses. In some countries, the police are responsible for the entirety of the criminal investigation; in others, their responsibility ends with securing the crime scene. Consulting a country's code of criminal procedure will provide an understanding of how criminal matters are handled in that country.

Police-Prosecutor Relationships. In countries where the police play an active role investigating criminal activity the police-prosecutor relationship is essential. It is very common for there to be open hostility between police and prosecutors, and with the judiciary—and virtually no movement between these communities (i.e., police never become prosecutors and prosecutors never become judges). Breaking down the barriers and misunderstandings is important in promoting effective inter-organizational coordination. Communication

and cooperation between police and prosecutors in investigations, collection of evidence, and case management are essential for successful prosecutions. Proper communication ensures that police activities are lawful

so that evidence will be admissible in court. Moreover, proper cooperation allows prosecutors to continuously assess the sufficiency of evidence and, when necessary, advise police to continue their investigations.

III. Bilateral, Multilateral, and Coalition-Based Police Assistance Programs

INL has a long history in supporting police foreign assistance programs. Traditionally, INL serves as the funding source for these programs, which are implemented by various organizations under INL oversight. In recent years, INL has established and expanded partnerships with federal organizations, state and local law enforcement agencies, as well as international organizations to complement and assist program implementation.

A. INL Police Assistance Programs

INL Authority for Police Assistance Programs. The legislative basis for INL dates from the adoption of the U.S. Foreign Assistance Act of 1961 (FAA), as amended. Chapter 8, “International Narcotics Control and Law Enforcement,” which addresses INL and includes Section 481, “Policy, General Authorities, Coordination, for Police Actions, Definitions and Other Provisions” (22 U.S.C. 2291) was added to the FAA in 1972 and amended several months later to add Section 482, “Authorizations” (22 U.S.C. 2291a). In 1974, the FAA was further amended to include Section 660, a prohibition on police training (22 U.S.C. 2240), but this provision does not apply to activities authorized under Section 482. Chapter 8 also contains sections specifying prohibitions, limitations, reporting and certification requirements, and other Congressional provisions related to authorizing the Administration to provide foreign assistance.

Police Assistance Program Environments. INL police assistance programs can be implemented in a wide range of environments, including fragile states, emerging democracies, steady states, or in post-conflict settings.

Fragile State. This term refers to an environment within a host nation in which multiple challenges prevent the civilian government from functioning effectively and providing security throughout the territory it controls. Somalia is an example of a fragile state in which INL is implementing a police foreign assistance program.

Emerging Democracy. This refers to a nation that has been formerly ruled by an oppressive government and functioning without the support of the people but is now seeking to establish a democratic government. Many of the states of the former Soviet Union such as Georgia, Kazakhstan, Kyrgyzstan, and Ukraine can be characterized as emerging democracies.

Steady State. This refers to a condition in which a host nation manifests generally acceptable, stable, and sustainable levels of governance, but within which one or more aspects of its criminal justice system needs improvement; such as a need for increased accountability, high rates of internal or transnational crime, an inability to counter violent extremism, or a limited capacity to suppress narcotics production or trafficking. Many countries in the Western Hemisphere can be characterized as steady states.

Post-Conflict. This refers to an environment within a country or region that is emerging from an armed conflict, whether it is attributed to internal or external civil, religious, or military strife. Programs carried out in post-conflict environments include

Bosnia-Herzegovina, Croatia, Kosovo, Liberia, and Timor-Leste. INL involvement in post-conflict operations are initiated and conducted under the auspices of multi-national military interventions or international organizations that are approved by the appropriate authority, e.g., regional council, UN Security Council. The typical Department of State/INL mechanism used to contribute U.S. personnel to staff such operations is a contract services provider.

There is no bright line separating these four environments and, in some instances, police reform and development programs may be required to operate under conditions that display traits of more than one. Examples of this paradigm can be found in situations where sufficient residual violence has kept countries from fully realizing post-conflict status, while their stated goals may be to preserve sovereignty and pursue democratic ideals, such as Iraq and Afghanistan.

In unique circumstances, INL may also offer assistance for beneficiaries from environments that do not fit into any of the categories above. An active war zone does not represent a permissive environment for traditional assistance programs. However, the United States may have interests in developing programs that require non-traditional approaches, such as delivering training in a secure location outside of the country engaged in internal violent conflict.

Police Assistance Program Structure. Within the foregoing environments, INL police foreign assistance programs may be structured in several ways including bilateral assistance, multilateral assistance, or through a coalition.

Bilateral Assistance. Foreign assistance provided directly to a host nation by the U.S. government, without any intermediaries or other donors, is called bilateral assistance. INL currently operates bilateral assistance programs with more than 70 countries through bilateral Letters of Agreement.

Multilateral Assistance. Foreign assistance provided to a host nation by the U.S. government but implemented through an international organization, such as the United Nations, is called multilateral assistance and may be implemented pursuant to an International Organization Letter of Agreement.

Coalition-Based Assistance. Coalition-based assistance involves a group of countries working together to assist a country in the development or reform of its police organization.

Nature and Extent of Programs. Decisions regarding the type of police assistance program to be offered to a host nation are dependent upon a number of factors, including U.S. policy goals, the INL Functional Bureau Strategy, the Integrated Country Strategy,



A Togolese Formed Police Unit (FPU) of 140 police officers after receiving eight weeks of pre-deployment training from INL trainers before deploying to the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) in April 2015.

the absorptive capacity of the host nation, political support, and budget considerations. Ultimately policy-makers and the U.S. Embassy decide the scope of INL programs. Depending upon the circumstances, INL is able to develop and operate foreign assistance programs in a number of configurations.

The most comprehensive INL programs seek to build capacity for a country's entire criminal justice system rather than simply the police. These programs address capacities across the criminal justice system. INL programs may also address complete police organizational reform or capacity building. These programs seek to increase the effectiveness of the various functions performed by the police organization within a host nation including those falling within the operations, operational support, and administrative support categories. Based upon the results of a functional assessment, the amount and type of assistance provided to

specific police functions will vary on the basis of particular deficiencies, needs, funding resources available to INL, political will, and opportunities for improvement.

In some cases, INL police assistance programs may target specific areas for limited police functional reform and capacity building. Examples include programs seeking to improve police training, internal accountability, police-community relations, civil disorder management and control, and management and supervision.

Human Rights Vetting Requirements are Applicable to Police Assistance Programs. The Leahy Law, established by the Foreign Assistance Act of 1961, as amended, requires human rights vetting. Section 620M is the latest update that applies to human rights provisions on INL-funded assistance to security forces, defined in INL as personnel authorized by their government to use force (e.g., search, detain, arrest), including police and prison guards. The law prohibits assistance to any unit of a foreign country's security forces that has been determined, on the basis of credible information, to have committed gross violations of human rights until and unless the country has taken effective steps to bring responsible members to justice. Vetting of potential participants in INL-funded activities (not just training) is a critical legal requirement, and all foreign personnel and their units proposed for inclusion in any such activity are subject to vetting through the Department of State, International Vetting and Security Tracking (INVEST) system administered by the Bureau of Democracy, Human Rights and Labor (DRL). Lead time of at least 30 days will be needed to complete the vetting process, but additional time is often required. Refer to "Compliance with the State and DOD Leahy Laws: A Guide to Vetting Policy and Process" (INVEST, September 2012) for additional information.

B. Challenges To Police Capacity Building, Reform, and Development

Over the years, challenges have been encountered in connection with efforts to provide police foreign

Implementing Place-Based Strategies for Success

INL is partnering with USAID in Central America to implement an innovative place-based strategy for violence reduction in the most at-risk communities in the region.

- Together INL and USAID are working with civil society and local police to support highly-targeted interventions in the epicenters of violence in Central America.
- In the two communities in Honduras where INL is implementing place-based strategies, Rivera Hernandez and Chamelecon, INL is supporting embedded law enforcement advisors to train Honduran police on proven concepts like community policing and using crime statistics for intelligence-led patrol.
- In the same small communities, USAID is working with community members to provide safe spaces to neighborhood kids that offer educational, economic, and social services to youth identified as the most at-risk of joining gangs. At the same time, INL and USAID are supporting local community leaders to prevent retaliatory violence among gang members and to implement rehabilitation and reintegration opportunities for some of the neighborhood's most violent offenders.

It takes focus, bravery, and a dramatic amount of dedication from communities to make this integrated strategy a success.

assistance. These challenges must be recognized and factored into planning in a way that minimizes their effect so as not to diminish program quality.

Resistance to Change. Virtually every program that is developed to build capacity or reform a host nation police organization involves substantial change for that organization and its personnel. Depending upon the nature and extent of the change, it may be accepted by most members of the organization. In some instances, however, individuals who perceive the change as a direct threat, personally or professionally, will resist it. Those resistant to change may include senior police leaders and executives who have established a comfortable and predictable environment within which they operate. Some individuals may fear the loss of income or other benefits derived from corrupt practices, while others might simply be concerned about the unknown or a potential loss of authority, status, or other benefits. It may be difficult to accurately identify true supporters of institutional reforms because their attitudes and reactions to change may be carefully withheld from public view. When making efforts to reform, it is important to place a high value on evaluating the actions of key officials involved in the program.

Ineffective Organizational Management. Senior police leaders may default to an autocratic style of management including highly centralized decision-making, concentration of authority at upper echelons, and resistance to sharing information with peer managers. Rather than empowering individuals to perform complex activities using their initiative and discretion, managers may limit subordinates to simple tasks that require neither personal commitment nor a great deal of thought to accomplish. The net effect is to virtually paralyze the police organization in terms of its ability to respond with any agility, innovation, or creativity. In some countries, resources are squandered by an inappropriate emphasis placed on ceremony and superficiality rather than on substantive performance, and work assignments and promotions may be based on loyalty rather than on

To be effective, capacity building and reform requires the active support and participation of individuals throughout the chain of command.

quality of work performance and merit. To be effective, capacity building and reform requires the active support and participation of individuals throughout the chain of command.

Reactive Rather than Proactive Policing. Many police organizations operate in a reactive rather than proactive manner. Attacking the problem of crime from a reactive mode places the police in a very difficult and inefficient position. Criminal investigations are expensive, time-consuming, and frequently ineffective in identifying the perpetrators of the criminal incident. Within organizations practicing the reactive mode of policing, the response to questions regarding the practice is often, “We’ve always done it that way.” Police reformers and capacity builders can explore the benefits of moving from a reactive to a proactive style of policing, and incorporating such an effort within a police foreign assistance program plan.

Dual or Multiple-Level Entry into Police Service. In these systems, lower echelon personnel are accorded very low status, are treated with little respect and are given little, if any discretionary authority. They are given detailed orders, typically an assignment to perform simple security tasks (such as standing fixed posts) at a specific location and for a period of time ending when they are relieved. These duties require little knowledge, skill, or ability and no independent decision-making. This tends to discourage a commitment to the organization, and may engender resentment, negative attitudes, and marginal job performance. It also renders these personnel to be of little use in community policing programs without substantial training, supervision, and profound institutional changes with respect to assignment of individual discretion and authority for decision-making.

Existence of Public Corruption. Corruption often exists throughout the governments and police organizations of countries within which INL operates. In many nations, public corruption has existed for so long it is accepted as a normal way of doing business by the general public. The reduction or elimination of police corruption is an extremely difficult and costly undertaking requiring a long-term and deep-seated commitment on the part of senior host government officials.

Absence of Police Accountability. The absence of accountability of the police for misconduct or abuses corrodes and destroys public trust and confidence in the police institution. This, in turn, impedes the achievement of the legitimate police mission. It is, therefore, critical that all police personnel and agencies are held accountable for their performance or actions. When all personnel are held accountable, the police gain credibility and confidence among the community they service rises. INL supports development of mechanisms for reporting, codes of conduct, and policies and procedures.



Participants in the International Law Enforcement Academy (ILEA) in Gaborone, Botswana prepare their crime scene investigation toolboxes. The ILEA in Botswana was established in 2000 to assist law enforcement agencies in sub-Saharan Africa combat corruption, drug trafficking, financial crimes, and trafficking in persons.

Host Nation Resource Allocation Favors Military. In some countries, resources are prioritized in such a way as to provide the nation's military with higher-quality personnel, equipment, and general funding than are accorded to civilian police. Resource allocation may impact the sustainability of a police program, including whether the program goal(s) will be met and whether the country will be prepared to continue programmatic changes once U.S. intervention ceases.

Human Rights Abuses. Human rights abuses occur frequently and unfortunately are not considered a priority problem in some countries. The abuses most likely to occur in police organizations include excessive use of force, torture, and extrajudicial killing. In some instances, these abuses have become so institutionalized as to be accepted as standard police practice by the general public. Whether or not this is the case, human rights abuses are always unacceptable to the United State government and, under the Leahy Law, may make it difficult or impossible to render assistance.

Promoting Meaningful Participation of Women in Policing. Increasing the number of women in policing helps increase operational effectiveness and access to justice. In many police organizations, women are not well represented across the range of police roles and positions of authority. They often are not assigned to perform meaningful police tasks, but are instead relegated to subservient or clerical roles. For more information on promoting the meaningful inclusion of women at all levels in the police organization, refer to the *INL Guide to Gender in the Criminal Justice System*.

Poor Coordination within Criminal Justice System. The criminal justice system consists of a chain of actors: police, prosecutors, courts, defense bar, and correctional officials. When there is poor coordination between any of these actors, the entire system can break down. For instance, if there is poor coordination between police and prosecutors, cases may

not be investigated legally. If there is poor coordination between police and the judiciary, police officers may miss their opportunity to testify at trial and courts may not fully understand what led to certain

investigative practices. In designing programs, it is important to look at the criminal justice system and ensure that all actors are coordinating with one another.

IV. Planning and Implementing Effective Police Assistance Programs

Police development and police reform refer to the different contexts within which police foreign assistance programs are operated. Police development refers to activities designed to build a functional law enforcement organization in the absence of any such entity due to a recently concluded conflict, natural disaster, or other cause. Police reform refers to efforts designed to improve an existing law enforcement organization by providing additional capabilities or otherwise enhancing its efficiency or effectiveness. While most INL police foreign assistance programs are included within the latter category, both should emphasize sustainable, institutional capacity building to achieve maximum effect. INL officers are encouraged to consult the *INL Sustainability Guide* to help build sustainability into a program.

Part IV of the Police Guide is designed to assist INL officers navigate the complexities and subtleties associated with police assistance programs. Any effective police foreign assistance program requires:

- A series of logical and relevant steps intended to cumulatively achieve the desired end state and performed in a specific appropriate sequence. Please refer to the *INL Results Framework Guide* for a detailed description of how to break down a goal into those steps;
- A strong organizational foundation or infrastructure within the partner country capable of supporting and sustaining intended organizational changes; and
- The services of police management and technical subject matter experts who possess experience in police assistance programs and the ability to effectively convey required knowledge, skills, and

abilities (KSAs) to members of the host nation police organization through advising, mentoring and/or training.

A. Recommendations For Planning and Managing a Police Foreign Assistance Program

The following processes for implementing bilateral, multilateral, and coalition-based programs are best performed sequentially, so that one step builds upon another and culminates in the achievement of a defined, desired end state for police reform or development. The *INL Guide to Project Design* and the *INL Guide to Developing a Performance Measurement Plan* outline in more detail the steps one should follow when developing a program. CAP subject matter experts are available to assist with any aspect of the process.

1. Assessment. A preliminary assessment should be conducted to identify and assign causes to functional, structural, or other weaknesses within a host nation police organization. The purpose of the assessment is to identify—with input from relevant stakeholders, including all criminal justice sectors, support ministries, regional organizations, other donors, and NGOs in addition to the host government—the relative strengths and weaknesses of the host nation’s police organization and interior (or other cognizant) ministry to inform development of a police assistance program plan. A comprehensive assessment report covers a police organization’s strengths and weaknesses and overall environment, including the legal and political context, within which reforms and development would take place. Recommendations can be made based on an

analysis of the causative factors of identified challenges and opportunities.

2. Program Plan. A police foreign assistance program plan should be used to guide the implementation, management, and evaluation of a police assistance program. The program plan should include goals and objectives, strategy, timeline, budget, and evaluation methodology, as well as a description of any potential negative effects and consequences, along with a means of mitigating them. For example, a project that involves greater interaction with the public could generate increased complaints, so a plan should include mechanisms for addressing the complaints transparently and with citizen involvement. Each police assistance program plan should integrate host nation priorities, wishes, and cultural issues to the extent possible. A program plan should be modified as necessary during the life of the program.

3. Program Evaluation. The police foreign assistance program should be evaluated on the extent to which programmatic goals and objectives have been realized. INL's Office of Resource Management, Program Assistance and Evaluation Division (INL/RM/PA&E) is available to work with program offices to align measures within a results framework that fulfills the Bureau's goals.

B. Implementation Partners

The most important implementation partner in any police foreign assistance program is the host nation itself. The countries to which police assistance is being provided are sovereign entities. Their priorities and wishes must be considered and, to the extent consistent with U.S. foreign policy, fully integrated within such programs if they are to be successful and sustainable. In particular, consultations with national authorities and local stakeholders, including NGOs, assist in identifying the conditions, needs, and priorities that should inform the nature and scope of, or changes to, police assistance. Consultations also help identify any existing national or agency police reform strategies. Dovetailing



A student conducts genuine and counterfeit practical exercises in the laboratory at United States Secret Service (USSS) training at the International Law Enforcement Academy (ILEA) in Budapest, Hungary. The ILEA in Budapest opened in 1995 to host law enforcement officers from Central Europe and the former Soviet Union for training.

activities with such strategies helps encourage necessary buy-in to support long-term gains.

INL utilizes a variety of mechanisms to implement programs. INL may conduct an openly competitive process to award a contract to a private contractor or a grant or cooperative agreement to a nonprofit entity or university. When deciding whether to implement a rule of law activity through a contract, a grant or cooperative agreement, or a combination of mechanisms, INL considers a number of factors, including funding availability, oversight requirements, and the program immediate needs. INL may also enter into a formal Interagency Agreement with a U.S. government agency that has relevant expertise, such as the Department of Justice (DOJ) Office of International Criminal Investigative Training Assistance Program (ICITAP). Other interagency partners include the component agencies of DOJ, including the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), and the U.S. Marshals Service (USMS), as well as other federal agencies such as the Department of Homeland Security (DHS) and its component agencies, including Customs and Border Protection (CBP) and Immigration and Customs Enforcement (ICE).

INL may also fund a project through a Letter of Agreement with an international organization such as the U.N. Office on Drugs and Crime (UNODC). INL may select an international organization as the implementing partner when such an organization offers specific areas of expertise, is already active in a particular country, or is able to engage in places that are difficult for the United States for a variety of reasons, such as security. In some cases, INL directly seconded police officers to a U.N. peacekeeping operation managed by the U.N. Department on Peacekeeping Operations (DPKO) and approved by the U.N. Security Council.

Finally, INL has established relationships—or partnerships—with U.S.-based state and local law enforcement agencies to leverage their expertise in support of INL program goals. Through these partnerships, active serving U.S. experts may participate in short assignments abroad to mentor, advise, and train host country counterparts, and may also host delegations of foreign counterparts at their home agencies to demonstrate and discuss their operations and approach to law enforcement. Such exchanges can be mutually beneficial, enabling state and local partners to expand their ties with countries of interest to their communities, while representing the United States with counterparts abroad.

C. Use An Organizational Development Approach

To achieve maximum sustainability, police foreign assistance programs should go beyond training on discrete subjects and incorporate police organizational development concepts and techniques. Use of an integrated, organizational development approach improves management practices, the structure of an organization, and its overall functioning. Such an approach ensures that the required management commitment, supervisory abilities, guidance materials, equipment and supplies, and training programs all coalesce to support police personnel and to promote an effective work environment.

Addressing the following tasks through an integrated approach will help develop an effective police program.

For each of the tasks outlined below, the suggested foundational documents and processes should always be developed by the host country to ensure national ownership and buy-in, as well as to ensure that they reflect the legal, historical, and cultural climate of a given country. By creating these documents and processes, organizations are required to reflect on their priorities, goals, and missions—a process that will help ensure the sustainability of reform.

1. Develop and publish a clear and concise mission statement for the organization. The mission statement identifies the principal reason and goals for the police organization. The mission statement for a police program plan should not be confused with the mission statement for the host nation police organization.

2. Adopt a set of organizational values that senior management believes must guide the organization in all aspects. Typically these include such things as honesty, integrity, loyalty, tenacity, and ethical conduct. See Appendix II: Sample Police Values Statement.

3. Develop a host nation police organization strategic plan that is regularly updated or rewritten. This plan extends for a reasonable period of time (typically one or two years) during which the goals the organization seeks to achieve are laid out in priority form along with the strategy and resources the organization

Sample Police Mission Statement

The Police Department, in serving the people of _____, strives to reduce crime and provide a safe community by:

- Helping people and providing assistance at every opportunity;
- Providing preventive, investigative, and enforcement services;
- Increasing citizen satisfaction with public safety and obtaining community cooperation through the Department's training, skills, and efforts; and
- Realizing that the Police Department alone cannot control crime, but must act in concert with the community and the rest of the criminal justice system.

intends to use in order to accomplish those goals. These plans should be the product of the host nation planning staff, assisted if necessary (and desired) by INL.

4. Select police functions to be performed by the host nation's police organization. Using the list of possible police functions contained in Appendix IV: Police Functions as a guide, senior host nation police leaders should decide which capabilities they wish the organization to possess and identify the appropriate functions, consistent with the legal framework.

5. Create a table of organization that is consistent with the designated functions and principles of organizational design. The graphic depiction of a police department's organizational structure can reveal areas of possible conflict or ineffectiveness that can be remedied by adjustments to the structure.

6. Implement a rank structure and staffing plan to adequately populate the organization. Based on professional projections, the number of personnel required to perform all of the functions of the police organization should be determined. Based upon the organizational structure, number and types of functions to be performed, and the overall personnel complement of the police organization, an appropriate rank structure should be developed to make sure that adequate supervision has been identified. Care must be exercised not to overburden a police organization with excessive, unnecessary police ranks simply to emulate a military structure.

7. Promulgate appropriate policies and procedures to furnish guidance to all organizational personnel. Providing guidance to personnel is one of the most essential functions of organizational management. Directing the work of the organization can be accomplished in many ways, however, as an organization grows in size and scope, effective direction becomes more of a challenge. In order to avoid confusion and questions concerning the correct way an activity should be performed, management should make written

policies available to everyone in the organization, either in hard or soft copy form.

8. Distribute and develop position descriptions. Position descriptions identify the essential tasks assigned to all positions along with the minimum qualifications in terms of required KSAs and experience. Each employee should receive a copy of the position description describing his or her job.

9. Prepare and adopt a budget correlated with the goals and objectives of the applicable strategic plan. The budget includes an operating budget and a capital budget. The former identifies all resources and costs required to operate the organization for the duration of the budget. The latter budget includes all capital expenditures for facility construction or renovation, as well as the purchase of major equipment items such as vehicles, information technology, and communications systems.

10. Establish effective communication flows within the organization. Once host country counterparts have developed foundational documents and other policies and procedures, they will need to make them available throughout the police organization. The establishment of effective communication flows will help ensure that personnel conduct their work consistent with the policies, thus contributing to desired outcomes.

D. Select Appropriate Form of Assistance

Typically, INL employs one or more of the implementation techniques described below in order to deliver police assistance. As important as the selection of any given technique is, it is more important that assistance efforts be properly prioritized and sequenced to achieve maximum effect. Police training is not always the first, best, or even the most appropriate intervention at a given time. Care should be exercised to clearly and accurately identify the problems to be solved before attempts are made to designate solutions. The unique circumstances and requirements of any given program will help dictate which of the following methods or combination thereof should be employed, and in what order.

Technical Assistance. Technical assistance includes virtually any professional help rendered by an experienced police executive, manager, supervisor, or technical expert (criminal investigator, intelligence specialist, internal affairs investigator, forensic analyst, commander, first-line supervisor, tactical specialist, etc.). Technical assistance may be the appropriate form of assistance when new methods or processes are being constructed or introduced. When offering technical assistance, the host nation continues to be the actor, and the assistance provider functions in support of host country counterpart actions, while offering knowledge and other support. The list of operations, operational support, and administrative support functions depicted in Appendix IV: Police Functions demonstrates the depth and breadth of potential subjects for which technical assistance might be provided.

Mentoring and Behavior Modeling. A form of focused and individualized training, mentoring typically occurs in a one-on-one situation in which a technical specialist observes as a mentee performs an assigned duty or task. In behavior modeling, a technical specialist performs a critical task or duty for the purpose of demonstrating the correct technique or method for doing so and then observes as the mentee mimics them. In both, the specialist then critiques the mentee and provides suggestions for improving performance. The mentee is once again observed to ensure that he or she has understood and applied the recommendations from the specialist. Because the outcome of the specialist's advice and guidance is limited to only a very few individuals at any given time, mentoring tends to be confined to tasks and duties of upper echelon and highly specialized police personnel. Because of its high cost and limited number of individuals that can be affected, mentoring is not a recommended intervention for entry-level personnel.

Study Visits. When properly structured, police study visits can provide an excellent opportunity for police from our partner countries to observe the application of those techniques and practices in which they have been trained. They also enable participants to envision the adaptation and installation of new policies and



Kurdish police officers participate in a three-week study visit funded by INL as a part of the Iraq Police Education Program (IPEP). The program for Iraqi and Kurdish police officers ran from 2010 to 2015 and included study visits and exchanges on policing and training techniques in partnership with U.S. police departments. Above is a graduation ceremony for Kurdish officers who visited local U.S. law enforcement agencies to learn about leadership and management, crisis response, criminal investigations, and cultural exchanges.

procedures, and technological applications in their own workplaces. The schedule should have specific goals and objectives, and should be developed in conjunction with the host agency. Adequate time should be allocated to enable participants to view and experience the particular facility, operation, or technology upon which the visit is predicated. It can be beneficial to schedule time at the end of the study visit for the visiting team to strategize how to integrate their learning into their own operations.

Study visit destinations should be chosen to maximize the impact on the host nation. It is best to avoid selection of a country that is considerably better resourced than the home nation, which could create false expectations or prove discouraging by presenting an environment their home country will never be able to replicate. Security issues should also be taken into consideration prior to scheduling a visit. Depending upon the nation from which participants originate, the possibilities of defection or request of political asylum by a visit participant may be a real and present challenge.

Training. Training programs are essential in the reform and development of police organizations. The timing

and nature of police training are vitally important to the overall success of that effort. Historically, training programs have been prescribed by policymakers as the first intervention in post-conflict environments. All too often these programs were delivered under conditions and at a time when their effect was minimal. This may have occurred because training failed to provide trainees with relevant KSAs, trainees were reassigned after training, or supervisors who had not yet been trained were incapable of properly mentoring newly trained personnel so that they could apply recently acquired capabilities.

Police training is best delivered only when the employing police organization is in a state of readiness to accept and properly employ newly trained personnel. This requires effective police management and leadership, including first-line supervision, a functional organizational structure, effective operational and administrative policies and procedures, position descriptions, and adequate supplies, equipment, and facilities to enable trainees to employ their newly learned KSAs. For this reason, large-scale training of police recruits is not recommended as the first step in any police foreign assistance program, especially before it has been determined if the police organization is fully able to assimilate and properly utilize newly trained, entry-level personnel.

With the help of new technology, knowledge-based—as opposed to hands-on—skills training can be delivered remotely, significantly reducing program costs. Particularly when addressing issues such as managerial and supervisory development, strategic planning, and organizational development, teleconferencing technology has a clear, productive application. Development of automated training centers for remote training should also be considered when appropriate.

Train-the-Trainer. Train-the-trainer models can also moderate travel costs for foreign trainers. These models create a sustainable training program within transitioning organizations so that personnel gain the skills and abilities to train other officers without

Police training is best delivered only when the employing police organization is in a state of readiness to accept and properly employ newly trained personnel.

outside intervention or assistance. In all training programs, sustainability of knowledge or skill transfer is an important consideration and should be maximized in every way possible.

Within both existing and newly created police organizations, INL officers should consider delivering training in the following order:

- Senior executive leadership and management training;
- Command staff leadership and management training;
- Mid-level manager leadership and management training;
- First-line supervisory training; and finally
- Entry-level, rank-and-file training.

Providing training in this order prepares the overall organization to manage each of its levels effectively. When pre-service or entry-level police training is provided first, trainees may emerge from their academies and assume operational assignments only to find that their superior officers are unprepared to properly employ them due to the lack of both subject matter knowledge and managerial/supervisory skills. All training curricula must be consistent with the host country legal framework.

Scholarships and Fellowships. In appropriate situations, managers and technicians displaying high levels of potential can be selected for scholarships to attend educational institutions where they may gain knowledge and skills that will serve both them and the organization when they progress to advanced positions. Fellowships may also be arranged for the temporary assignment of current or future organizational leaders to professional institutes, associations, police agencies or other appropriate organizations. During those assignments, these individuals should engage in project activities relevant to the host nation police organization

to provide them with the opportunity to acquire or refine advanced policing, managerial, supervisory, or other knowledge and skills. Persons selected for these programs should be positioned to have some meaningful decision-making authority so their observations can be translated into appropriate change when they return home. Assigning a low level police officer to such a program does little to affect change within his or her home agency.

Equipment Donation. In some instances, equipment donation is necessary for the effective implementation of police reform or development. INL officers should research all current requirements and restrictions applicable to the procurement and shipment of police-related equipment generally, or to particular countries specifically, before finalizing any program plan that would include equipment donation. Experience has shown that considerable preparation is required prior to the procurement and shipment of police-related equipment to many host nations to avoid delays and conflicts. Moreover, before donating equipment it is important to ascertain who will be responsible for receipt, training, storage, as well as upkeep and maintenance.

E. Guidelines For Effective Police Foreign Assistance Programs

The following guidelines and considerations are intended to assist INL officers and others engaged in bilateral, multilateral, and coalition-based international police reform and development to do so effectively.

Promote sustainability by ensuring approval by the host country, understanding the local context, and employing holistic criminal justice system reform. It is essential to build a partnership among the U.S. embassy, INL program office, and host nation government, including the police and other criminal justice sector entities, before any reform or development efforts begin. Program officers should evaluate the depth of political will on the part of the host nation government, police, and other criminal justice sector entities

prior to initiating a program. Consideration should also be given to the overall environment and the level of resources at the time of implementation and afterwards. It is important to avoid the tendency to apply U.S. values, traditions, and practices to the reform or development of police in other countries, and instead ensure that host nation priorities, values, and culture are appropriately integrated into any program.

Consider the implications of the legal context and the police organizational hierarchies of the law enforcement institutions in the host country. Effective communication is essential to achieving the police department's mission and increasing organizational effectiveness. In a dual or multiple-entry system where lower echelon personnel exercise limited discretionary authority, the divide between commissioned and noncommissioned personnel can often cause communication problems. If this type of divide exists in a host nation where INL is assisting, the strategy should include a plan for making appropriate adjustments within the local police organization.

INL officers should also keep in mind that organizational culture is an important factor that will affect the likelihood of successful organizational change. Police organizations with a history of strong internal communication, collaboration, positive information flow, trust, and effective problem solving seem to have higher potential for achieving successful change than do those lacking these attributes.

The International Police Education and Training Program (IPET)

The International Police Education and Training Program (IPET), implemented through a cooperative agreement, is an example of a successful fellowship. The IPET program is intended to produce sustainable, long-term change within the police organizations of partner nations through ongoing mentoring, advising, and inclusive, hands-on training of host country counterparts. A recent IPET program in Morocco resulted in the development and implementation of standardized procedures for crime scene management and evidence chain of custody.

Consider employing an organizational development approach. Police organizations rely heavily on a strict chain-of-command to carry out their duties and ensure accountability. By employing an organizational development approach, INL officers can help ensure sustainability of reform by improving the organization itself at all levels: from management practices to the actual structure of the organization, thereby ensuring that the chain-of-command is sensible and remains intact.

Implement programs in host nations with stable and safe environments. INL police assistance programs are implemented in a wide range of environments, however, the challenges associated with implementing programs in unstable security environments should be considered. A requirement to provide physical and personal security for program implementers is an extremely expensive proposition and can inject substantial time delays as escorts and convoys are scheduled. Where limited funds are available for the program, operating within an unstable security environment can substantially dilute the effects of substantive program technical assistance, training, and other interventions.

Consider change management concepts and principles to help counter resistance to change. Regardless of the nature and extent of any police assistance program, the host nation police organization receiving such assistance will undergo change in some form. Because change represents the unknown and has the potential to upset entrenched interests, it is often feared or actively opposed rather than welcomed.

Organizational change may only be implemented successfully if it is fully supported by the most senior leaders of the organization. The power to adjust organizational missions, values, priorities, and structures typically resides at the top of any organization. In almost every host country police department, senior executives make the decisions about how work is to be performed. No matter how sound or effective a new idea may be—and in some cases even if supported at the ministerial level—it is unlikely to gain traction unless it is accepted and supported by senior police leadership.

At the same time, organizational change cannot be unilaterally mandated from senior management. Effecting change requires appropriate planning, preparation, and engagement throughout the chain of command. While senior executives can decide on a program of organizational change, the extent to which that decision is effectively implemented resides within the employee population. If they are not involved in at least some of the decisions regarding the work they do, employees may not fully accept organizational change decisions made higher in the chain of command.

Overall, positive organizational change requires continual, effective communication up and down the chain of command. Employee feedback regarding the extent to which changes are working as anticipated is essential to program success. Similarly, management guidance and support to employees trying new methods to accomplish work can achieve desired outcomes that, in the absence of such communication, are unlikely.

Consider promotion of external change drivers. Organizational change requires not only commitment from within the institution, but also by its external stakeholders, including the general public. Engaging civil society organizations, even (and perhaps especially) those which have been most critical of the police, can help to reinforce positive changes or to sustain pressure on more intractable problems. External agents



Haitian National Police (HNP) officers salute the American and Haitian flags at their graduation from a Crime Scene Processing training course at the Miami-Dade County Police Department (MDPD) Academy in Miami, Florida. MDPD is a formal INL partner law enforcement agency, and in that role they provide expertise and support to INL-funded foreign assistance programs.

of change may include community or religious leaders, the business sector, social groups, political parties, NGOs, social media groups, and traditional media. External change drivers can work in many different ways, including as advisors, independent validators, and ombudsmen.

F. Considerations For Planning International Organization-Sponsored Police Programs

Due to the unique nature of international organization-sponsored police operations, such as those sponsored by the United Nations or the European Union, the following guidelines below should be considered.

1. Information Acquisition. To better prepare for supporting international organization-sponsored programs, INL officers should obtain information describing the general role the international organization intends for the United States regarding the mission and the specific functions to be performed by U.S. personnel seconded to the mission. Typically, police in a U.N. or regional organization mission will perform a police advisory or training function. To the extent possible, determine the critical tasks required of U.S. personnel seconded to the mission and the KSAs necessary for the successful performance of these tasks. Work closely with the Bureau of International Organization Affairs (IO) and the applicable international organization Missions, such as the U.S. Mission to the U.N.

2. Prepare Draft Concept of Operations. Using the foregoing information and KSAs as a basis, prepare a preliminary Concept of Operations describing:

- The purpose of the U.S. program in terms of supporting the U.N. or other international organization;
- The mandated tasks for the particular U.N. mission, which will be detailed in the relevant Security Council resolution;
- A description of the position or positions to be filled by U.S. personnel within the U.N. or other international organization mission;
- The nature and scope of activities and tasks to be

The International Police Peacekeeping Operations and Support (IPPOS) Program

INL is the Department of State lead for police peacekeeping policy and provides assistance on police training and capacity building for peacekeeping operations. INL's Office of Criminal Justice Assistance and Partnership (INL/CAP) maintains a strong relationship with the U.N. Department of Peacekeeping Operations' Police Division (UN DPKO PD) which is responsible for the police component of U.N. peace operations. INL/CAP manages the International Police Peacekeeping Operations and Support (IPPOS) program that fosters police contributing countries' ability to deploy well-trained and equipped police to the U.N. and regional peacekeeping missions in a timely manner. To date, IPPOS has helped train over 7,000 police peacekeepers from nine countries for deployments to five U.N. missions.

performed by U.S. personnel in support of the U.N. or other international organization mission in question;

- The minimum qualifications required of U.S. personnel specified by the U.N. or other international organization for secondment to the mission;
- The chain of command and reporting relationships for U.S. personnel once in mission;
- The sources and vetting of U.S. personnel to be seconded to the mission;
- All mechanisms for ensuring performance and behavioral accountability; and
- The nature and extent of all orientation and training that will be provided in order to properly prepare U.S. personnel for secondment to the U.N./international organization mission in question.

3. Procurement. Arrange for sufficient numbers of personnel to be put on contract, who will comprise the U.S. contingent. One individual should be assigned as the head of the contingent for purposes of coordination, communication, conduct, discipline, and ensuring completion of activities and tasks. Large contingents will have one or more deputy contingent leads.

4. Arrange for Training. Working with INL/CAP, ensure all personnel report for orientation and training as required and that pre-deployment training is part

of the contract language. INL/CAP pre-deployment training personnel will provide training and orientation to those seconded in preparation for their assignments. INL officers should provide the contingent with a copy of the Concept of Operations and all preliminary information obtained from the U.N. and elsewhere pertaining to the mission.

G. Program Performance Measurement

Performance measurement is an important aspect of foreign assistance program management. It helps demonstrate that assistance has had a beneficial effect

on the targeted organization and the citizenry. A host nation's data reporting system can help collect baseline data to help measure the success rate of law enforcement operations and foreign assistance initiatives over time.

Analysis of collected data helps measure the extent to which a foreign assistance intervention is making progress toward intended results. INL officers can work with host country counterparts to develop indicators that will measure change that the program activities are expected to prompt. Indicators should be logically linked to a program's stated goals and objectives.

V. Contemporary Police Reform Program Topics

As a result of funding limitations or specific requirements existing within a particular host nation, it frequently becomes necessary to limit assistance to specific police topics or functional areas. In keeping with the general approach that all police foreign assistance should be sustainable and contribute to the institutional development of the host nation's law enforcement organization, this section covers topics that meet those criteria and are frequently part of INL police foreign assistance programs. The discussion includes a variety of contemporary focus areas that INL officers may encounter or may find appropriate to include in planning police foreign assistance programs.

A. Develop Police Organizational Leadership and Management

INL's experience with police foreign assistance programs suggests that law enforcement organizations in many of our host countries lack effective organizational leadership and management. Police organizations function more effectively when skilled management is in place. Whether in the ministries of interior or senior officials located within the police organization, those charged with managing a police agency are responsible for establishing the direction, values, and style of that organization.

Senior executives benefit from the following component abilities, which combine to constitute management skill. Any police foreign assistance program that includes a component addressing managerial skills building should include training covering:

- Planning;
- Organizing;
- Staffing (personnel management);
- Directing;
- Coordinating;
- Reporting;
- Budgeting; and
- Delegating tasks and authority.

It is critical that leadership and management skills are a requirement for appointment to senior positions. The topic of organizational management capacity building should be given strong consideration in the planning of every police foreign assistance program.

B. Establish Standardized Crime Reporting and Data Collection Systems

Systematically collecting and recording accurate crime data is essential to the proper organization and operation of any law enforcement agency. This is true from

a developmental or reform perspective and an operational perspective. In order to accurately determine the type of intervention required to increase the effectiveness of a police organization, it is essential to gather data regarding the nature and extent of crime in the host nation. From an operational context, quality data depicting the nature and quantity of crime helps improve the quality of police decision-making on issues such as the number of required personnel to properly service a community. Because many types of crime require specialized interdiction or investigative personnel, having the appropriate data will ensure a police agency's ability to properly and efficiently prepare and equip its personnel.

For these reasons, one of the first activities that INL officers should consider undertaking is a review of a host nation's criminal activity standardized reporting and data collection system. If none exists, INL officers should seek to include the design and implementation of a system that provides quality data from each city, province, region, and the nation as a whole in the overall strategic plan. Clearly this effort must be consistent with existing resources, conditions, and constraints within the host nation. It should also be articulated in the obligating document that is being used, whether it is an interagency agreement, a contract, or other instrument, as a monitoring system can be a costly endeavor. Any system devised can be as basic and manual or sophisticated and automated as conditions and resources allow. In addition to the benefits that such a system offers the INL partner country, it will yield distinct benefits in terms of program management, particularly with respect to performance measurement.

Objective police performance measurement is not possible without quality, current, and comprehensive information regarding criminal activity. Also, in the absence of quality data:

- Important management decisions become highly subjective and error-prone;
- The assignment of personnel and organizational resources is arbitrary rather than fact-based;
- Training of field personnel may not mirror actual

Program Performance Measurement Indicators

Indicators help demonstrate progress toward outcomes rather than measure outputs (such as metrics for number of police trained, deployed, etc.). Ideally, INL officers look to outcomes that have been achieved by the host nation police organization as a result of program interventions in the form of organizational performance changes and capability. Outcomes will vary depending upon the focus of a particular police foreign assistance program, but may include such things as:

- Reductions in criminal activity;
- Enhanced traffic safety as indicated by reductions in traffic collisions, injuries, and fatalities;
- Reduction in the number of criminal cases rejected for insufficiency by the prosecutor;
- Enhanced rates of conviction for criminal charges;
- Positive changes in citizen attitudes toward the police;
- Reductions in the average police response time to calls for service;
- Reductions in the numbers of errors in reports;
- Increases in quality in the performance of assigned tasks;
- Improvements in maintenance of assigned equipment and uniforms;
- Reductions in confirmed acts of corruption;
- Increases in reporting of certain types of crime, such as violations of human rights or sexual and gender based crimes;
- Reductions in recorded incidents of human rights violations; and
- Reductions in the number of citizen complaints in which police personnel are deemed to have violated applicable performance or conduct standards.

challenges and may not be consistent with real world requirements;

- Comparisons regarding year-to-date and year-to-year criminal activity are impossible to make;
- Outcome based goals and objectives are difficult to establish; and
- Organizational effectiveness is virtually impossible to measure.

For these reasons, INL officers are encouraged to consider including standardized crime reporting and data collection system development in any new police foreign assistance program. This will better equip INL to determine if its programs are having an effect and to measure the return on investment for the program.

C. Build Police Training Capacity

The functions required of civilian police have become increasingly numerous and complex due to the increase in international and organized crime as well as advancements in the use of technology for criminal purposes. Satisfactory performance of the critical tasks associated with these functions now requires more complex levels of KSAs than previously required. In order to ensure that police organizations are capable of properly performing more complex tasks associated with contemporary policing, their training practices often require substantial changes. These changes include:

- Curriculum development procedures that stress inclusion of KSAs required for successful performance of the critical tasks assigned;
- Adoption and use of current training theory, e.g., principles of adult learning, instructional design systems;
- Application of technology-based training methodologies, e.g., distance-learning, computer-based instruction;
- Elimination of outdated training subjects and methods;
- Training trainers in contemporary training methodologies;
- Engaging training staff who are dedicated to the institution and mission;
- Ensuring that the focus of training is geared toward KSAs rather than traditional perfunctory activities such as marching in formation;
- Matching the skills needed for training with an appropriate training provider; and
- Building capacity of the training academy or institution.

In today's complex law enforcement environment, training time and resources should be directed toward job-related subjects that prepare police officers to function in the modern world.

D. Promoting Meaningful Participation of Women In Police Service

Women represent more than one half of the world's population and yet women account for an average of only

It is essential to gather data regarding the nature and extent of crime in the host nation... quality data depicting the nature and quantity of crime helps improve the quality of police decision-making.

nine percent of the world's police. This translates into a vast, underutilized pool of talent that could augment existing law-enforcement resources. Promoting the participation of both men and women as police—and as professionals across the criminal justice system—results in a more representative criminal justice system, one more likely to respond effectively to the needs of the community it serves. Some crime victims may feel more comfortable reporting crimes to women officers, increasing access to justice as well as the operational effectiveness of the police, and improving a community's trust in the system.

While the recognition that women possess required abilities to perform police tasks and add to the available range of police capabilities is broadening, resistance to this expanded role for women remains. It is important to understand the local context of a particular host country in order to effectively promote an expanded role for women in policing. In some countries, religious and cultural restrictions may serve as an impediment to further inhibit the expansion of professional policing opportunities for women.

The expanding role of women in policing is an important aspect of police reform and development, and should be addressed whenever possible in INL police programs. The focus of such efforts should be to integrate women thoroughly within police organizations allowing them to occupy any operational, support, and/or administrative assignments for which they are qualified, and at all levels including leadership positions.

Activities that promote women's participation in the police include:

- Assessing the host country police organization and

the ministry to which it reports in order to understand how women are incorporated in police ranks;

- Developing a strategy to better incorporate women;
- Modifying policies to support the hiring, retention, and advancement of women;
- Developing a process for receiving, investigating, and resolving complaints based on discrimination and harassment;
- Conducting general training and training of trainers on new policies and procedures; and
- Considering the needs of women when undertaking construction and procurement projects.

For additional information on increasing women's meaningful participation in the police organization, please see the *INL Guide to Gender in the Criminal Justice System*.

E. Enhance Police Accountability

In a democratic society, governments, including the civilian police, are accountable to the people for their performance. This includes the extent to which they have achieved their mission, the manner in which they perform assigned duties and responsibilities, and their general conduct on and off-duty.

Where police accountability is lacking, opportunities for waste, abuse, and corruption abound. The people must have an opportunity for recourse when these things occur if public confidence and trust in the police service is to be maintained. Police accountability systems ensure that all members of a police organization are held responsible for their performance and conduct. Accountability requires a combination of a code of conduct which defines acceptable and unacceptable behavior; a legal framework within which the police operate; and police policies and procedures which serve as operational guidelines.

Accountability is best maintained by management that ensures all police personnel are fully aware of expectations regarding performance and their obligations to their organization and the citizens they serve. Personnel

should be required to attest to the fact that they have read the code of conduct and will abide by it. First-line supervisors should reinforce code of conduct training on a regular basis through close review of subordinate performance and appropriate corrective coaching, counseling, and/or fair and equitable discipline if necessary. In some police departments, quality assurance units (also called management inspection and audit units, Inspector General, etc.) regularly sample and review the performance of individual police units and personnel to ensure compliance with established requirements.

The nation's criminal laws also play a role in ensuring police accountability. Being a member of a police organization provides no protection for his or her conduct when it amounts to a criminal act. A police officer is subject to criminal prosecution for on or off-duty conduct that violates the host nation's criminal laws. In some instances, the same conduct may give rise to both an administrative action (e.g., termination of employment) and a criminal sanction (e.g., fine or incarceration).

Police accountability systems also include reporting mechanisms for the public to use when offending conduct occurs; investigative bodies to ascertain the

Police Code of Conduct

The police code of conduct establishes parameters for acceptable on and off-duty behavior of all police employees. Topics typically covered in police codes of conduct include requirements for fidelity in the performance of official duties; adherence to high ethical standards; prohibitions against corruption and the unnecessary use of non-lethal and lethal force; conformance with all human and civil rights; a requirement for courtesy toward the general public; proper maintenance of organizational equipment; adherence to operational and administrative policies and procedures; and conduct generally becoming a member of the police service. For further reference, a code of conduct for a major American metropolitan police department is included in Appendix I, Sample Police Code of Conduct.

Violations of the code of conduct can result in administrative discipline beginning with verbal warnings and concluding with termination of employment, depending upon the nature of the offense and the offending police member's prior record.

validity of complaints; an adjudicative mechanism by which guilt or innocence is determined; and a schedule of possible sanctions. It is important that any programming establishing a police accountability system includes a public outreach element that educates the public about the modes and methods to hold police accountable for misconduct. This outreach is necessary to encourage the public to report abuses.

Police accountability systems may be internal—managed and operated within the police organization—or external—structured and operated by another government agency or specialized agency created solely for the purpose of ensuring effective police accountability. In environments where citizens do not have trust and confidence in the police, independent complaints organizations can be useful in establishing and maintaining true police accountability. Over time, depending upon police performance and overall adherence to behavioral standards, it is possible that the use of an external

agency may be discontinued in favor of a system operated within the police organization.

F. Improve Police Human Rights Practices

Areas in which human rights abuses by the police are most frequently encountered include:

- Using excessive force in the process of making an arrest or in public order management;
- Misuse of non-lethal equipment, such as tear gas or rubber bullets;
- Pending trial, confining a suspect incommunicado or under inhumane conditions;
- Employing more force than necessary to defend against a personal attack;
- Unlawful tactics used during criminal investigations such as sexual abuse, cruel, inhuman, or degrading treatment, or torture in attempt to elicit a confession or locate evidence or persons;
- Direct or indirect participation in extrajudicial killing or disappearances; and
- Abuse of police authority.

The traditional approach for mitigating human rights abuses by police includes the following.

1. **Strengthen national laws against human rights abuses.** Making the violation of a person's human rights a criminal offense with accompanying enforced penalties can have a salutary effect in reducing the incidence of such offenses by anyone, including police.
2. **Develop and publish a code of conduct, police regulations and public laws that define and make human rights abuses illegal. These violations should be the basis for disciplinary action (up to and including termination of employment) and a basis for criminal prosecution.** Provide police with clear definitions of acceptable and unacceptable behavior and provide a basis for taking administrative disciplinary action when accusations of abuses are sustained. Any codes and regulations outlining what behavior is acceptable should be incorporated

Integrated Approaches to Sexual and Gender-Based Violence

INL programmatic activities support fair, equal, and supportive access across the criminal justice system for women who engage with the system as survivors of sexual or gender-based violence. INL strives to work across the spectrum of the criminal justice system, offering technical assistance and training for police, criminal justice officials, and other stakeholders throughout the life of a project. During project inception, INL specialists include questions during police assessments about responses to sexual and gender-based violence. Technical assistance may include working with host country counterparts to increase numbers of women in policing, given that police often serve as the entry point into the criminal justice system for a survivor of sexual or gender-based violence. Other assistance could include the design and implementation of special police units or family justice centers, which help survivors access the services of police, prosecutors, counselors, and medical professionals in one location. Training activities may focus on developing a curriculum and offering training that arm police with a broad skills base to assist in preventing, investigating, and prosecuting crimes of sexual and gender-based violence. Training topics include understanding the dynamics of sexual and gender-based violence, forensic evidence, the use of modern investigation techniques, crime scene investigation, and interviewing survivors and witnesses.



An officer from the Las Vegas Metropolitan Police Department (LVMPD) teaches a domestic violence and sex crimes training course to students from Armenia, Georgia, and Macedonia at the INL-funded International Law Enforcement Academy (ILEA) program in Budapest, Hungary. INL leverages the expertise of agencies like LVMPD to support INL foreign assistance programs.

into police training and widely disseminated to the public of a host nation with information regarding where and how to report observed violations.

- 3. Furnish training to ensure that all police personnel are aware of their obligations under the code of conduct.** Training reinforces and clarifies the standards of conduct and the sanctions that will follow should an accusation of human rights abuse be investigated and sustained.
- 4. Establish an effective citizen complaint system.** Such a system provides an avenue for persons claiming that they have been abused by the police to register complaints with authorities. The system should include a mechanism for investigating and adjudicating complaints as well as the ability to refer appropriate cases to the public prosecutor for criminal charges.
- 5. Provide enhanced supervisory and leadership capacity.** Development of police supervisory and managerial competencies to observe, monitor, correct and, where necessary, take appropriate disciplinary action to reinforce conformance with the code of conduct is an essential element of any effective accountability system.

In addition to the traditional approach outlined above, INL officers may consider techniques to help host country police partners “internalize” and incentivize human rights protection as part of the very fabric of the organization. Under this approach, human rights becomes a theme that transcends all aspects of the organization, and each person is responsible for ensuring that each person below him or her in the chain of command honors human rights. Protection of human rights could be recognized through awards and rewards, such as selection for coveted training or transfers.

G. Prevent and Control Police Corruption

Public corruption, the abuse of public power for private gain, has unfortunately infiltrated police organizations within many countries, creating a litany of problems and forming barriers to effective reform and positive change. Police corruption is incompatible with the rule of law, destroys the public’s trust and confidence in its police institutions, and makes a mockery of the espoused police mission. Corruption is extremely difficult to control, much less eliminate.

Corrupt police officers render the acquisition and application of confidential information to anti-crime forces virtually impossible. Where police corruption exists, citizens may be reluctant to share information about criminal activity to the police for fear of retribution. Without a free flow of credible information from the public concerning criminal activity, police are powerless to prevent or solve crimes.

Examples of police corruption can include demands for money to pay fuel by police responding to calls; demands for sex to avoid arrest or to respond to a complaint; selling “protection” to businesses; theft and resale of police equipment and supplies; police officials “selling” desirable assignments, transfers, and promotions to subordinates; and police working for and being paid by criminal organizations.

Anticorruption programs require a genuine and ongoing commitment from senior government and police

officials and broad scale public support. Frequently, anticorruption efforts are motivated by NGOs and media outlets seeking to reform governmental institutions. By constructing a base of public support, these entities can sometimes help motivate governmental and police officials to undertake anticorruption efforts.

Because of the inertia that fuels corruption, reformers may encounter subtle delays and obstacles to eliminating offending practices emanating from senior police and government officials. As a result, anticorruption efforts will likely occupy a period of time considerably longer than normally would be anticipated. For that reason, the commitment required of senior leadership may need to extend beyond the terms of office of host nation officials who initiate efforts to root out corruption.

Effective anticorruption programs require a combination of public information and outreach; effective constitutional and legal measures; comprehensive police codes of conduct; aggressive prosecution of persons believed to be significant actors in government corruption regimes; protection for whistleblowers; and dedicated, honest government and police officials. Even with this combination, these programs are extremely complex and difficult.

Depending upon local challenges, conditions, resources and laws, anticorruption programs may employ a number of techniques including the following.

1. Reducing Motivation for Corrupt Practices. Initiatives could address factors that might motivate corruption, such as promoting adequate working conditions and supervisory processes, and ensuring that police wages and benefits are commensurate with similarly situated government employees. Providing an adequate salary and fringe benefits may remove some of the incentive for otherwise honest police personnel to turn to corruption to support their families, although in some instances, this is used as an excuse to justify corrupt actions by police.



Officers from the California Highway Patrol (CHP) pose for a photo with the Ukrainian police that they trained. INL partnered closely with the Ukrainian Ministry of Interior to help it implement the first major step in police reform—replacing the highly corrupt and publicly distrusted traffic inspection militia and the inefficient patrol militia with the new patrol police. Moreover, due to a proper awareness campaign carried out by the project partners 33% of the recruits were women. CHP is a formal INL partner law enforcement agency, and in that role they provide expertise and support to INL-funded foreign assistance programs.

- 2. Making Uniformed Police Readily Identifiable.** Requiring uniformed police to clearly display nametags and/or badge numbers can both discourage misconduct and facilitate the identification of any alleged miscreants.
- 3. Creating Specially Vetted Police Units.** Personnel in these units undergo extremely thorough screening prior to appointment to the positions. Screening may involve background investigations including contact with references provided as well as those developed during the investigation; neighborhood canvasses; visits to the candidate's residence; a comprehensive financial statement identifying assets owned by the candidate and his/her immediate family; and drug testing. The use of a polygraph machine has received widespread acceptance and proved to be effective if only as a deterrent to persons seeking to infiltrate a law enforcement organization for corrupt purposes.
- 4. Periodic Re-screening of Police Personnel.** Utilizing the techniques described above, effectiveness of the screening techniques can be enhanced when they are employed without prior notice to the persons being screened. This eliminates the

possibility for test contamination and increases the reliability of the screening process.

5. **Requiring Periodic Financial Reporting.** By requiring police personnel to complete and submit financial reports depicting their sources of income and assets, police organizations can identify individuals who are living beyond their means and further explore the sources of any extra income to ensure it does not have illegal origins. It should be required that these reports be submitted under penalty of possible dismissal and criminal prosecution if they are incorrect, incomplete, or disclose illegal conduct.
6. **Developing and Conducting Sting Operations.** These are structured situations that appear to be criminal in nature and which give participants an opportunity to voluntarily commit crimes such as selling stolen property. They must be carefully planned and implemented in order to abide completely with local laws and avoid accusations that the suspect was entrapped into committing a criminal act, rather than doing so under his or her free will. In this regard, suspects must merely be given an opportunity to commit a crime and not be encouraged or influenced by the government to do so in any way. It is important that local law be carefully researched in order to determine whether or not these activities are legally appropriate.

Policy makers and INL officers must carefully evaluate whether corrupt practices can be controlled or eliminated. Entrenched offenders likely will resist reform or actively obstruct efforts to reduce or eliminate corrupt practices. These forces frequently include members of the host nation power structure both within and outside of the police service.

Within INL the principal responsibility for anticorruption programs has been assigned to the Crime Office. INL officers seeking to include anticorruption components in police foreign assistance programs may consult with the INL Crime Office, the *INL Guide to*

Anticorruption Policy and Programming, and subject matter experts within INL/CAP for recommendations.

H. Implement Community Policing

The subject of community-oriented policing (or community policing) is one of the most misunderstood aspects of civilian law enforcement today. Even within police circles, the term “community policing” is interpreted differently among jurisdictions. Community policing is an innovative law enforcement philosophy and organizational approach to providing police services. The concept seeks to transform the role of law enforcement from a reactive approach to a proactive approach in order to more fully meet the day-to-day needs of the community. The benefit of community policing is the development of strong, positive relationships between police and the general public, which contributes to a culture of lawfulness, and general voluntary compliance with criminal laws.

Building Relationships and Trust Within the Community. Community policing is based upon the recognition that police alone are unable to have a substantial effect upon crime reduction, community attitudes, or the general quality of life without significant community input, support, and participation. Police leaders have come to appreciate that to obtain and perpetuate this support, the law-abiding public must play a role in determining police priorities and the techniques police employ to accomplish their mission. In this relationship, the police function almost as community ombudsmen as they seek solutions to problems from other governmental departments such as social services, public works, code enforcement, transportation, and sanitation and non-governmental resources that are best positioned to solve those problems.

This view of police and community relationships necessitates a wholesale change in the way police think, structure their organizations, and operate at the street level and throughout the entire police organization. In some cities, police officers have been assigned to bicycle patrol to make them more accessible to the

public. Other examples of ways to increase police presence in the community include neighborhood watch programs, neighborhood town meetings, and storefront mini-stations. While calls for police services must still be answered, resources and personnel deployment are adjusted to provide sufficient time for community police officers to interact with the public. In addition to fostering open communications with the public, these kinds of tactics also help identify problems and solutions.

In order to constitute a full community-policing program, it is imperative that policies, procedures, and appropriate training be provided to officers before they are instructed to interact more with the community. Community policing is intended to complement, not replace, the traditional role of the police.

Nature of Community Problems Addressed. The nature of the community problems addressed by community policing within the United States varies widely. The most common example cited is that of abandoned houses that remain vacant for long periods of time. These properties are characterized as public nuisances and are a haven for a host of illegal activities, such as drug dealing and use. Working with community leaders, a police officer can assist in solving the problem in the short term by seeking assistance from the city's Public Works Department to board up abandoned buildings, and in the long term by working with the City Attorney's Office lawyers to locate and compel the owner of record to repair or demolish the structure, or condemn it if the owner cannot be found. The use of a "whole of government" approach, in which several local government agencies participate in achieving solutions for the community, is a frequent and highly effective technique used in successful community policing programs.

Community Policing and Discretionary Authority. As originally conceived, community policing was to be practiced within U.S. police departments that conferred a high degree of discretionary authority upon rank-and-file police personnel, who could

Police alone are unable to have a substantial effect upon crime reduction, community attitudes, or the general quality of life without significant community input, support, and participation.

expand that discretion to include community problem identification and problem solving. Fortunately, the traditional structure and distribution of discretionary authority within the typical U.S. police agency was consistent with and easily adaptable to the new precepts of community policing.

However, for many police organizations in INL partner countries, laws, tradition, rank structures, and methods for entering police service combine to severely limit the discretionary authority of lower echelon personnel, assigning such authority instead to so-called "commissioned officers" at the rank of lieutenant (or its equivalent) or higher. Given their low status, minimal level of training, and lack of authority, lower echelon personnel are often relegated to following direct and specific orders, standing fixed posts, and otherwise performing duties equivalent to private security guards in the United States. This is incompatible with the requirements of typical community policing as developed and practiced in the United States. The net effect of these police practices is to significantly reduce the number of police able to interact with the general public (only at the level of lieutenant and above); to remove the street police officer from the community problem identification-solution process; and to generally require substantial alteration to either traditional police structures and practices or the concept of community policing in order to be used productively in many international contexts.

Community policing programs presume that the police have an intimate knowledge of the community and communicate regularly with the community to negotiate and implement innovative solutions to community programs. Countries with dual or multiple-entry systems, neither rank-and-file nor



Haitian National Police (HNP) officers learn community policing techniques from New York Police Department (NYPD) advisors as part of an ongoing community-policing development program in Haiti that began in 2010. NYPD officers helped establish Haiti's first Community Policing Unit and serve as technical advisors to advise and coach HNP officers in community engagement, youth outreach, police patrol operations, police ethics, and investigative methods. INL leverages the expertise of agencies like NYPD to support INL-funded foreign assistance programs.

commissioned officers may be well suited for implementing a community policing program. Particularly under these circumstances, successful community policing programs require a substantial commitment on the part of the host nation to modify police structures, position descriptions, operational practices, and task assignments to bring commissioned officers into day-to-day contact with communities and increase the capacity and discretionary authority of selected rank-and-file personnel.

Decisions on whether to implement community policing in any new host nation should be the result of consultations between INL officers, INL/CAP police subject matter experts, U.S. Embassy staff, and the host nation to ensure that conditions within that nation are compatible with a community policing philosophy and style.³

Community Policing Caution and Prerequisites.

In order to maximize the likelihood that community policing in a given host nation will be successful, INL

officers should first verify that the following prerequisites for community policing are in place:

- High government and senior police officials possess an in-depth knowledge and understanding of the benefits and implications of community policing, and make a knowledgeable and sustained commitment to implement and maintain community policing;
- The host nation police agency functions in at least a minimally acceptable manner;
- A comprehensive community oriented policing plan is developed;
- Lower echelon police personnel are empowered to exercise a degree of discretionary authority required for successful community policing;
- The existence and identity of legitimate community groups and leaders with which to establish functional partnerships has been verified;
- The host nation general population is familiar with and supports the concept of community policing;
- If police corruption exists, it is minimal and coupled with aggressive and effective efforts to control it; and

³ The U.S. Department of Justice COPS Office (Community Oriented Policing Services) offers additional information and resources regarding the subject of community-oriented policing within the United States. See www.cops.usdoj.gov.

- To the extent human rights violations have occurred, they are not organizationally sanctioned and are coupled with aggressive and effective efforts to prevent reoccurrence.

To the extent any of these attributes are absent in a prospective host nation, the chances for successfully implementing community policing are diminished, and alternative types of policing programs should be considered.

I. Develop Effective Civil Disorder Management and Control Capability

Public order is essential to an acceptable quality of life, citizen security, and economic growth. At the same time, in a democratic country, the public's right to congregate, dissent, and demonstrate must be preserved. The police are responsible for balancing the competing interests of the general public interested in the maintenance of reasonable levels of tranquility against those who seek to voice their point of view in the public square. Civil Disorder Management and Control (CDMC) is a police operational concept that attempts to achieve that balance. Skilled CDMC staff can negotiate with those planning to demonstrate in order to protect their rights while minimizing disruption, damage, and other risks to the general public; deploy personnel to guide and control demonstrations; and employ riot control formations, technology, non-lethal weaponry, and other tools to quickly quell disorders when they escalate using the minimally required force to reduce injuries, property damage, or fatalities.

Perhaps no single activity can rebound more negatively against a nation's government and its police than the mishandling of a single incident of civil disorder. The use of lethal weaponry, the indiscriminate use of chemical irritants such as teargas and pepper spray, and incidents of excessive force, can all combine to confer the degree of public attention and concern that may be far in excess of that merited by the issue motivating the demonstration in the first place. While civil disorders

encompass a broad spectrum ranging from political demonstrations to full-blown riots in which life and property are threatened, it is incumbent upon a nation's police to respond to these incidents in a professional manner that ultimately controls or diffuses the situation rather than inflames it. The challenge of doing so is not an easy one.

Instilling discipline within police personnel involved in riot control to prevent them from overreacting and inflaming a situation should be a principal objective for police commanders. Doing so requires a blend of relevant and timely intelligence and information; effective management and first-line supervision; personnel training to engender self-restraint; and use of appropriate equipment.

Political violence can quickly escalate. Elections in fragile and post-conflict states are a common trigger point or window for conflict. While police are critical players in preventing these situations from getting out of control, they are not the only players. A tactical plan for handling a specific protest march or election is not a substitute for a broader strategic plan for police planning as well as coordination with other actors relevant to the context (e.g. an electoral commission during an election period). Such plans should also include a strategic communications component, of which the goal is to inform the public about police roles and responsibilities surrounding election day or other large-scale event. This is a critical aspect of ensuring citizens are not deterred from participating due to security force presence.

In some instances, pre-event negotiation with demonstration leaders can have far-reaching benefits. The concept of managing demonstrations is one that has been productive within the United States, particularly in Washington, D.C., a jurisdiction that has been the site of numerous marches, demonstrations, and protests. Negotiations in which police and demonstration leaders agree in advance upon parameters such as geographical boundaries and a definition of permissible activities help ensure that gatherings of even

large numbers of people occur without inflammatory incidents.

J. Manage Criminal Investigations

When managing criminal investigations, an organization's resources are focused on obtaining all relevant facts regarding a specific crime, including the identification and acquisition of all physical evidence; identification of witnesses; determination of the identity of the perpetrator or perpetrators; and location and apprehension of a suspected person or persons. There is a defined base of KSAs that characterize a successful criminal investigator, operational policies and procedures that describe the criminal investigations process, and position descriptions that define the KSAs necessary for those seeking to engage in this specialty. Technical training based upon those policies and procedures is provided to prospective criminal investigators who are then mentored by experienced personnel in order to provide a real-world dimension.

Personnel and operating costs supporting this process can be extremely expensive. Criminal investigators frequently work individually, without continual, direct oversight. This raises the potential for time to be wasted or efforts to be misdirected. For these reasons, it is important that the criminal investigation function be carefully described, conducted, and closely supervised to keep costs at an acceptable level. Investigations that are not likely to be solved should be deferred in favor of those that are more likely to be solved. Decisions to suspend or intensify investigative activities are serious ones, but should not be avoided and should be made on the basis of objective criteria as set forth in organizational policies and procedures.

It is important to understand the specific role of the police in the criminal investigative process to ensure that reform efforts are consistent with that role. Assuming that the police have full criminal investigative authority may be erroneous and lead to the development of training programs that will not provide them with appropriate skills. For example, some countries



Officers from the Guatemala National Civil Police participate in a basic bike patrol training course hosted and conducted by the Miami Dade Police Department (MDPD). MDPD is a formal INL partner law enforcement agency, and in that role they provide expertise and support to INL-funded foreign assistance programs.

operate within a modified civil law system in which the role of the police in the criminal investigative process is reduced in favor of enhanced responsibilities of investigative judges or prosecutors.

Regardless of whether the police or prosecutors have primacy with respect to the criminal investigative function, any program seeking to build criminal investigative capacity should include a component addressing police-prosecutor relationships. Issues of case management and flow between the police and the prosecutors are important and should be included in virtually any criminal investigative enhancement effort.

Initiatives on managing criminal investigations should address the increasing role of social media as an effective tool in criminal investigations. Criminals often use social media to disclose their whereabouts, revel in their exploits, describe the fruits of their illegal activity and, in some cases, reveal plans for future criminal activity. By monitoring this electronic information, police investigators may obtain a wealth of intelligence regarding the identity of persons of interest and their associates, locations, and planned activities. In some cases, social media can also link individuals to gangs or terrorist cells; provide videos, photos, or statements to corroborate or interpret evidence; and provide a basis



A Senegalese National Police Formed Police Unit (FPU) practices defensive tactics as part of the United Nations (UN) standard FPU curriculum prior to deploying on the UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) in April 2014. FPUs are equipped and trained to act as a cohesive unit responding to policing duties such as crowd control and protection of UN staff and facilities, as well as civilians.

with which to obtain search warrants. Such monitoring must be closely coordinated with the public prosecutor to ensure its legality, confirm that it will be admissible as evidence in court, and avoid human rights violations. Social media can also be used as a tool to communicate with the public, and in the best circumstance, to identify and locate persons of interest or provide other information that can be critical to an investigation.

K. Implement and Manage Forensic Programs In Support of Police Investigations

Forensic science is the analysis of physical evidence to solve a crime and has become an invaluable instrument in the search for justice globally. Building forensic capacity directly aids investigations by providing investigators with reasonable alternatives to the use of confessions and eye witnesses to solve crimes. In some countries, criminal courts will not admit or consider physical evidence or the results of forensic science tests at trial. Where legally admissible, however, proper handling and management of physical evidence can play a significant role in assessing and building a prosecution case. Many countries are transitioning from the

inquisitorial system to an adversarial trial process in which both physical evidence and forensic science test results are admissible in criminal trials.

The wider use of adversarial trial processes has created an environment for the expanded use and critical review of forensic evidence. Many countries are now requesting assistance with training of forensic scientists and aligning work processes with international standards. Standardization ensures that police agencies and forensic laboratory institutions follow good laboratory practices, use valid test methods, and retain proper documentation of results so as to be credible and yield admissible evidence during adjudicative proceedings.

Implementation of a quality management program under the International Organization for Standardization (ISO) requirements will ensure that the management and technical processes of the forensic laboratory conforms to international standards. Adopting and adhering to these international standards helps ensure evidence is handled and analyzed in a manner that will allow the results to withstand the scrutiny of an adversarial court. Given the transnational nature of crimes, the ability to demonstrate reliability of evidence through the exercise of best practices is critical when evidence has the potential to be used across jurisdictions.

INL/CAP works in consultation and collaboration with other U.S. government agencies and state and local law enforcement agencies to assist INL officers in the planning, development, and implementation of forensic science components in police foreign assistance programs. INL forensics initiatives include mentoring on standardization and accreditation for host country forensic counterparts and scientific training for forensic crime lab staff and police crime scene units.

L. Implement Public Outreach Campaigns

INL works with civilian law enforcement entities that derive their authority and power from the public. Law enforcement institutions can only protect the public and effectively perform their duties if they are trusted

by the public and the public understands and appreciates their work. In many cases, hearing the “police side” of the story can reduce or counter rumors and correct erroneous public perceptions of the police.

It is important for the police to engage directly with the public through outreach and engagement programs. INL officers can work with their public affairs colleagues at the local embassy to create police public engagement programs, either directly with the police or with local NGOs. Starting a public outreach campaign, even a modest one, will allow citizens to better understand how the police operate and will over time generate trust and goodwill between citizens and law enforcement entities, provided the public affairs campaign is grounded in a legitimate police organization that is accountable and effective.

A public outreach or engagement program should be tailored to the literacy and technology engagement levels of people in the host country. Launching a written program when the overwhelming majority of citizens cannot read would be ineffective. Likewise, launching an engagement program over the Internet would be ineffective in a country where few people have access to computers or the Internet.

Social Media as an Outreach Tool. As a two-way form of communication, social media can simultaneously help the police engage with the public by developing positive community attitudes toward the police and increasing the effectiveness of police operations.

By increasing the effectiveness of branding, messaging, and narrative or discourse that comes from police, social media can effectively increase public awareness of—and support for—the police department and its activities, and increase the flow of information between the police and the public. Social media can provide a police agency with direct and immediate access to individual members of the community, providing a continuous two-way stream of relevant information on a variety of topics. By furnishing topical information

Initiatives on managing criminal investigations should address the increasing role of social media as an effective tool in criminal investigations.

about the department such as its mission, activities, and positive stories, the public is given an opportunity to examine the police organization without the filter of the news media. Social media posts may consist of a wide variety of information including articles describing police accomplishments in the areas of public safety; warnings of ongoing criminal trends in certain locations; public service announcements on road closures or detours; direct appeals for public involvement with ongoing issues (e.g., being on the lookout for criminal suspects or evacuation of certain areas in anticipation of natural disasters); or crisis communications.

Establishing an Effective, Lawful, and Safe Communications Strategy. Senior police managers should develop a communications strategy before they launch a social media campaign. Managers should also establish appropriate controls for the use of social media. While having people “like” or “follow” a police department is a good first step to a successful social media strategy, the goal should always be a two-way engagement where followers proactively engage in a conversation with the police and share information with them. The Spanish National Police’s (SNP) use of social media is an excellent example of an effective social media communications strategy. With nearly 7.7 million Twitter followers on its Spanish language site, 2,700 Twitter followers on its English language site, and more than 4.2 million views on its YouTube videos, the SNP uses its social media presence as a productive law enforcement tool. In 2012 alone, the agency received approximately 500 emails from citizens providing tips about drug dealers or other criminals, leading to approximately 250 arrests and the seizure of more than 450 kilos of drugs.⁴

The use of social media in policing is not without its hazards—for both a department and its individual

⁴ Manuel Baigorri, *Bloomberg Global Tech*, December 17, 2013.



Participants in the International Law Enforcement Academy (ILEA) in Gaborone, Botswana lift a cast during a crime scene investigation course. The ILEA in Botswana was established in 2000 to assist law enforcement agencies in sub-Saharan Africa combat corruption, drug trafficking, financial crimes, and trafficking in persons.

members. Police departments should develop policies establishing specific guidelines for social media use, for both on and off-duty personnel, and then thoroughly train all personnel on those policies. Guidelines for employee use (or non-use) of departmental information, photographs, videos, and any images on personal sites should be included in these policies.

This will ensure that sensitive information is not inadvertently “leaked” to the public via a personal social network site. In addition to protecting the department from leakage of information regarding sensitive case investigations, appropriate guidelines also help protect individual officers who may be targeted by criminal elements for their own nefarious purposes.

When appropriately planned, developed, and monitored, social media can be an effective tool to enhance positive community attitudes and higher levels of community support for law enforcement. This is particularly true when a police organization’s communications strategy is designed with community concerns and priorities in mind.

VI. Conclusion

Promoting well-functioning criminal justice systems through police assistance programs in partner countries is a complex and long-term endeavor. The development of effective and accountable police sectors is an ongoing process that requires national ownership and leadership to succeed.

This Police Guide identifies and describes a range of approaches and activities for helping partner countries undertake police reform based on leading practices and guiding principles in rule of law promotion, development, and foreign assistance. Ultimately, all criminal justice sector assistance programs must be contextualized and responsive to country conditions, needs, and priorities. INL officers in Washington and at Post, and others engaged in this overall process, will always be

circumscribed by funding constraints, political will, and other external factors. Even the most thoughtful and rigorous program design and administration will have to face those dynamics that define both the limits and possibilities of the field. Despite the challenges, goals and results can be achieved through concerted engagement.

INL is continually developing new tools to help INL officers navigate the field of criminal justice system assistance and to develop, implement, and evaluate assistance programs based on best practices and lessons learned. The experienced subject matter experts in INL/CAP can advise and assist INL officers in program assessment, design, implementation, and evaluation.

Contact the INL Office of Criminal Justice Assistance and Partnership

The INL Office of Criminal Justice Assistance and Partnership (INL/CAP) employs experienced senior police and forensic advisors who are available to provide guidance to INL officers during project design and implementation. They can provide subject matter expertise in the following areas:

- Assessing law enforcement organizational effectiveness, strengths, and deficiencies;
- Designing police organizational development programs to meet identified needs;
- Identifying required program resources and necessary equipment;
- Developing and delivering technical assistance, organizational development, and appropriate training;
- Monitoring and evaluating results; and,
- Assisting with the identification of an appropriate implementer.

Please contact the INL/CAP Police Team via email (INLCAPPoliceTeam@state.gov) to request a list of additional resources, including topical papers, and other assistance from INL/CAP's subject matter experts.

APPENDIX I

Sample Police Code of Conduct

The following sample is provided to illustrate the content and scope typically found within a code of conduct for a major U.S. metropolitan police department. In recognition of the organizational, cultural, and local differences between a host nation and the United States, it is not recommended that this code be adopted as written, but rather used as a guide to inform development of a specific code for a particular country.

Police Department Professional Code of Conduct

1. General Requirements

- 1.1. All officers are required to take appropriate police action toward aiding a fellow officer exposed to danger or in a situation where danger may be imminent.
- 1.2. On-duty officers shall, at all times, take appropriate action within their jurisdiction, to protect life and property, preserve the peace, prevent crime, detect and arrest violators of the law, and enforce all federal, state, and local laws and ordinances.
- 1.3. Officers shall use reasonable judgment in carrying out their duties and responsibilities. They need to weigh the consequences of their actions.
- 1.4. Employees shall not interfere with any criminal investigation being conducted by this department or any other law enforcement agency.
- 1.5. Employees shall not knowingly communicate in any manner, either directly or indirectly, any information that may assist persons suspected or accused of criminal acts to escape arrest or punishment or which may enable them to dispose of evidence.
- 1.6. Employees shall not recommend a dismissal, reduction of charges, or other disposition of a pending criminal case which has been previously filed in any criminal court or before a grand jury except by written approval of their division commander. A copy of the approval will be kept in the case file.
- 1.7. Employees shall not interfere with the attendance of witnesses or their testimony through coercion, bribery, or other means.
- 1.8. Employees shall not attempt to have any traffic citation reduced, voided, or stricken from the calendar for personal or monetary consideration. (See Dismissal of Traffic/Parking Charges and Citations)
- 1.9. Employees shall immediately report any violation of rules, regulations, or laws that come to their attention to the Internal Affairs Unit, regardless of the violator's assignment or rank within the Department.
- 1.10. Any employee charged, arrested, or cited for Driving Under the Influence (DUI) or a non-traffic violation, or notified they are being investigated for a criminal offense, shall immediately notify their chain of command and Internal Affairs or an on-duty supervisor, who will notify the Internal Affairs Unit. Notification shall consist of personal telephone communication (no voicemail messages) or written contact. Required information is the formal charge or allegation, date, time, and jurisdiction of alleged occurrence, and any special or relevant factors. Employees will also notify the Internal Affairs Unit of the disposition at the time the charge or case is disposed. When an employee is notified that an Order for Protection (OFP), Restraining Order (RA), or a Harassment Order (HA) has been filed against him or her, the employee shall immediately notify Internal Affairs and provide a copy of the OFP, RA, or HA, and the date scheduled for hearing the allegations made in support of the request for the order. The information is required for department compliance with Federal Law 18 U.S.C. Sec. 922 (g)(8).

- 1.11. Sworn employees shall maintain a valid driver's license that is accepted by the State of _____ at all times as a condition of employment. Sworn employees shall immediately report loss or limitation of driving privileges to their supervisor and to the Internal Affairs Unit.
- 1.12. Employees shall give their name and/or badge number to any person upon request.
- 1.13. Employees shall not use indecent, profane or unnecessarily harsh language in the performance of official duties or in the presence of the public.
- 1.14. Soliciting or accepting personal gifts:
 - 1.14.1. Employees shall not solicit or accept any gift from an interested person, lobbyist or principal who has a direct financial interest in a decision that that the employee is authorized to make.
 - 1.14.2. Exceptions. The prohibitions in this section do not apply if the gift is:
 - 1.14.2.1. A campaign contribution as defined in State Law;
 - 1.14.2.2. A service to assist an official in the performance of official duties, including, but not limited to providing advice, consultation, information and communication in connection with legislation, or services to constituents;
 - 1.14.2.3. A service of insignificant monetary value;
 - 1.14.2.4. A plaque or similar memento recognizing individual services in a field of specialty or to a charitable cause;
 - 1.14.2.5. A trinket or memento of insignificant value;
 - 1.14.2.6. Informational material of unexceptional value;
 - 1.14.2.7. Food or a beverage given at a reception, meal or meeting away from the recipient's place of work by an organization before who the recipient appears to make a speech or answer questions as part of the program;
 - 1.14.2.8. Given because of the recipient's membership in a group, and an equivalent gift is given to the other members of the group; or
 - 1.14.2.9. Given by an interested person, lobbyist, or principal who is a related person to the recipient, unless the gift is given on behalf of someone who is not a related person.
 - 1.14.3. An employee who receives any gift prohibited by this section shall return, dispose of, or request that the city council accept the gift on behalf of the city.
- 1.15. Employees shall treat all fellow employees with respect. They shall be courteous and civil at all times with one another. When on duty in the presence of other employees or the public, officers should be referred to by rank.
- 1.16. Employees shall not engage in sexual harassment.
 - 1.16.1. Harassment may include either:
 - 1.16.1.1. Offers or attempts to elicit sexual activity in exchange for some positive job benefit, or
 - 1.16.1.2. Unwelcome sexual advances, requests for sexual favors, and other verbal or physical harassment of a sexual nature when it is so frequent or severe that it creates a hostile or offensive work environment, or when it results in an adverse employment decision (such as the victim being fired or demoted).
 - 1.16.2. Harassment does not have to be of a sexual nature, however, and can include offensive remarks about a person's sex.

For example, it is illegal to harass a woman by making offensive comments about women in general.

- 1.16.3. Both victim and the harasser can be either a woman or a man, and the victim and harasser can be the same sex. The harasser can be the victim's supervisor, a supervisor in another area, a co-worker, or someone who is not an employee of the employer, such as a citizen.
- 1.17. Employees shall not publicly criticize or ridicule the Department, its policies or other employees as to the performance of their duties in a manner which is defamatory, obscene, unlawful, or in any other manner which impairs the effective operation of the Department or in a manner which displays a reckless or knowing disregard for the truth. This regulation shall not be construed so as to impair the exercise of free speech by employees on matters of public concern.
- 1.18. Employees shall not use any derogatory language or actions that are intended to embarrass, humiliate, or shame a person, or do anything intended to incite another to violence.
- 1.19. Employees shall be decorous in their language and conduct. They shall refrain from actions or words that bring discredit to the Department. They shall also not use words or terms that hold any person, group or organization up to contempt. The use of such unacceptable terms is strictly forbidden. Employees shall not display material that may be considered discriminatory, derogatory, or biased in or on City property. Specifically, discriminatory, derogatory or biased materials regarding race, color, creed, religion, ancestry, national origin, sex, affectional preference, disability, age, marital status, public assistance, or familial housing are prohibited. Such materials include, but are not limited to, calendars, cartoons, and posters.
- 1.20. Employees shall conduct themselves in the buildings and offices of the Department in a manner that would not discredit the Department.
- 1.21. Employees shall not bring to or keep any dangerous drug, narcotic, or alcohol beverage on departmental premises except for evidentiary purposes.
- 1.22. Any money other than that received from unclaimed properties paid or sent to any employee as a result of on-duty police action shall be promptly forwarded to the Finance Division.
- 1.23. All property received as a result of on-duty police action shall be forwarded to the Property and Evidence Unit. The Property and Evidence Unit shall dispose of unclaimed property according to their policy and procedure manual.
- 1.24. Employees shall avoid regular or continuous associations or dealings with persons whom they know, or should know, are under criminal investigation or indictment or who have a reputation in the community or Department for present involvement in criminal behavior, except as necessary in the performance of official duties, or when unavoidable because of family ties to the employee.
- 1.25. Employees shall not engage or participate in any form of illegal gambling at any time except in the performance of duty under specific orders of a superior officer.
- 1.26. Off-duty employees shall not carry any firearm or ammunition while using drugs or controlled substances, or while using or under the influence of alcohol.
- 1.27. Employees shall never be under the influence of alcohol while on duty. A reading of .02 blood/alcohol concentration is considered under the influence of alcohol. Employees shall not consume alcoholic beverages while on duty or in uniform unless it's necessary in the performance of a non-uniformed officer's undercover work. Employees shall not consume alcoholic beverages while off-duty to the extent that they are considered under the influence of alcohol when reporting for duty. No employee shall be under the influence of any drug while on duty. When an employee is prescribed medication that may

affect an employee mentally or physically, that employee will notify his/her supervisor and the Human Resources Division.

- 1.28. Employees shall pay all debts when due and shall not undertake any financial obligations which they know or should know they will be unable to meet. An isolated instance of financial irresponsibility will not be grounds for discipline except in unusually severe cases. However, repeated instances of financial difficulty may be cause for disciplinary action. Filing for a voluntary bankruptcy petition shall not, by itself, be cause for discipline. Financial difficulties stemming from unforeseen medical expenses or personal disaster shall not be cause for discipline provided that a good faith effort to settle all accounts is being undertaken.
- 1.29. Employees shall not purchase, or have purchased for them, any auto/property sold at a city auction. Employees are also prohibited from owning any such auto/property purchased at a city auction for one year after the date that the auto/property is sold at the city auction.

2. Departmental-Sanctioned Social Events

In an effort to remain professional at all times, including department-sanctioned social events, the following guidelines shall be followed:

- 2.1. Officers are not allowed to solicit door prizes while on-duty or in the name of the Police Department for an event.
- 2.2. Attendance at off-duty events is optional.
- 2.3. Awarding alcoholic beverages as door prizes is prohibited.
- 2.4. Complimentary alcoholic beverages are prohibited.
- 2.5. If the event is not held on police department property, advertising at a public establishment connecting the gathering to the Department is prohibited.
- 2.6. Officers drinking alcoholic beverages at any department-sanctioned event are prohibited from carrying any firearms.
- 2.7. Supervisors, while in attendance at said events, are

reminded that they are responsible for the actions of officers under their command at an event.

- 2.8. Inappropriate behavior at an event should immediately be reported to a supervisor.
- 2.9. If security is needed for an event, arrangements should be made by the organizer.

3. On-Duty Code Of Conduct

- 3.1. Officers shall respond without delay to calls for police service unless otherwise directed by proper authority. Emergency calls for service shall take precedence. However, all dispatched calls shall be answered as soon as possible consistent with departmental procedures. If officers need to temporarily go out-of-service on a detail or otherwise be unavailable for calls, they shall notify their immediate supervisor and request permission for such details.
- 3.2. Officers shall provide emergency medical care when necessary. The care provided shall be consistent with their EMS training.
- 3.3. Employees shall remain alert, observant, and occupied with police business during their tour of duty. When on duty, employees shall devote their entire attention to the business of the Department. It is a violation of this order for employees to conduct personal or private business while on duty or for officers to engage in policing for private interests while on duty.
- 3.4. Employees shall not make referrals to any attorney or other business from on-duty contacts.
- 3.5. On-duty officers shall be armed at all times in the City except where prohibited. Weapons must conform to Department specifications.
- 3.6. All sworn personnel shall carry their badge, handcuffs, and identification card at all times while on duty or in uniform unless the nature of the assignment would dictate non-police identification.
- 3.7. Officers shall have prior approval of a supervisor before initiating undercover investigations while on duty.
- 3.8. Employees shall not allow anyone not employed by the Department to enter a police facility without permission of a supervisor.

- 3.9. Employees shall not permit any person to enter a police facility to sell goods, offer them for sale, or to canvas or solicit for any purpose without authorization from the facility's acting commander.
 - 3.10. Officers working uniformed patrol or in a marked squad who wish to go out of service for a meal break shall request out of service-meal status from the police radio dispatcher. The request must include the requested location. The dispatcher may grant or deny out of service-meal status based on call load and staffing levels.
 - 3.10.1. Employees shall not take excessive time for meals and officers working two-officer squads must take out of service-meal at the same time.
 - 3.10.2. No more than three marked or unmarked squads may be out of service for meals at the same public location unless officers are also participating in a community event.
- 4. Procedural Code Of Conduct**
- 4.1. No officer shall arrest any person or search any premises except with a warrant or under circumstances in which such arrest or search is authorized without warrant under the laws of the United States.
 - 4.2. No officer shall falsely arrest, or direct any malicious prosecution against any person.
 - 4.3. No employee shall willfully mistreat or give inhumane treatment to any person held in custody.
 - 4.4. Officers shall not render aid or assistance in civil cases except to prevent an immediate breach of the peace or to quell an existing disturbance. Officers may inform any citizen of the steps necessary to institute a civil suit or advise citizens on protecting their rights.
 - 4.5. Employees shall not willfully misrepresent any matter, sign any false statement or report, or commit perjury before any court, grand jury or judicial hearing.
 - 4.6. Employees shall not knowingly remove or destroy, or cause such action, to any report, document, or record without authorization.
 - 4.7. Employees shall not give any lawyer, bondsman, agent of either, or any other person unauthorized or confidential information regarding prisoners in confinement, suspects in a case, property held, or records of the Department.
 - 4.8. Employees shall not make known any information concerning the progress or future actions to be taken on an open investigation to any person not authorized to receive such information by the case investigator or the commanding officer of the investigating unit.

APPENDIX II

Sample Police Values Statement

The following sample statement of values is one that a police organization in a partner country might wish to consider including in its strategic/change management plan; prominently displaying within its facilities; and, in other ways, instilling within its members. Depending upon the history, cultural values, and specific requirements of a host country, these values should be supplemented and/or modified.

Police Department Statement Of Values

All police members shall:

1. Perform all official duties in a manner consistent with the highest standards of integrity, bravery, and loyalty to the police organization and to the nation.
2. Respect and honor the human rights of all persons with whom they interact, including other police employees.
3. Recognize that citizens are the clients of police and, to the extent consistent with the police mission, treat them with all courtesy and respect.
4. Always be aware that they are stewards of the public facilities, equipment, and supplies furnished to them for the performance of assigned duties and have a duty to maintain, operate, and use these items in a matter consistent with this obligation.
5. Treat each other with respect and promptly obey all lawful orders of their designated superiors, exercising their sound professional judgment in so doing.
6. Recognize that employee input is valued as an important ingredient of the overall success of the police organization and, therefore, provide and encourage constructive input at a time and in a manner that is appropriate.
7. Continually recognize that human life is irreplaceable and, therefore, act in a manner that minimizes the risk of serious bodily harm to others except when the use of significant or lethal force is required to save the life of a police member or another person.
8. Provide police services to all persons equally without regard to gender, age, religion, race, color, tribal affiliation, sexual orientation, or membership in any lawful organization.
9. Exercise assigned discretionary authority in accordance with law, organizational values, high ethical standards, policies and procedures, and sound professional judgment as appropriate for the circumstances under which he or she is functioning.
10. Conduct themselves at all times, both on and off-duty, in such a manner so as to engender public trust, confidence, and respect for them and the police organization as a whole.

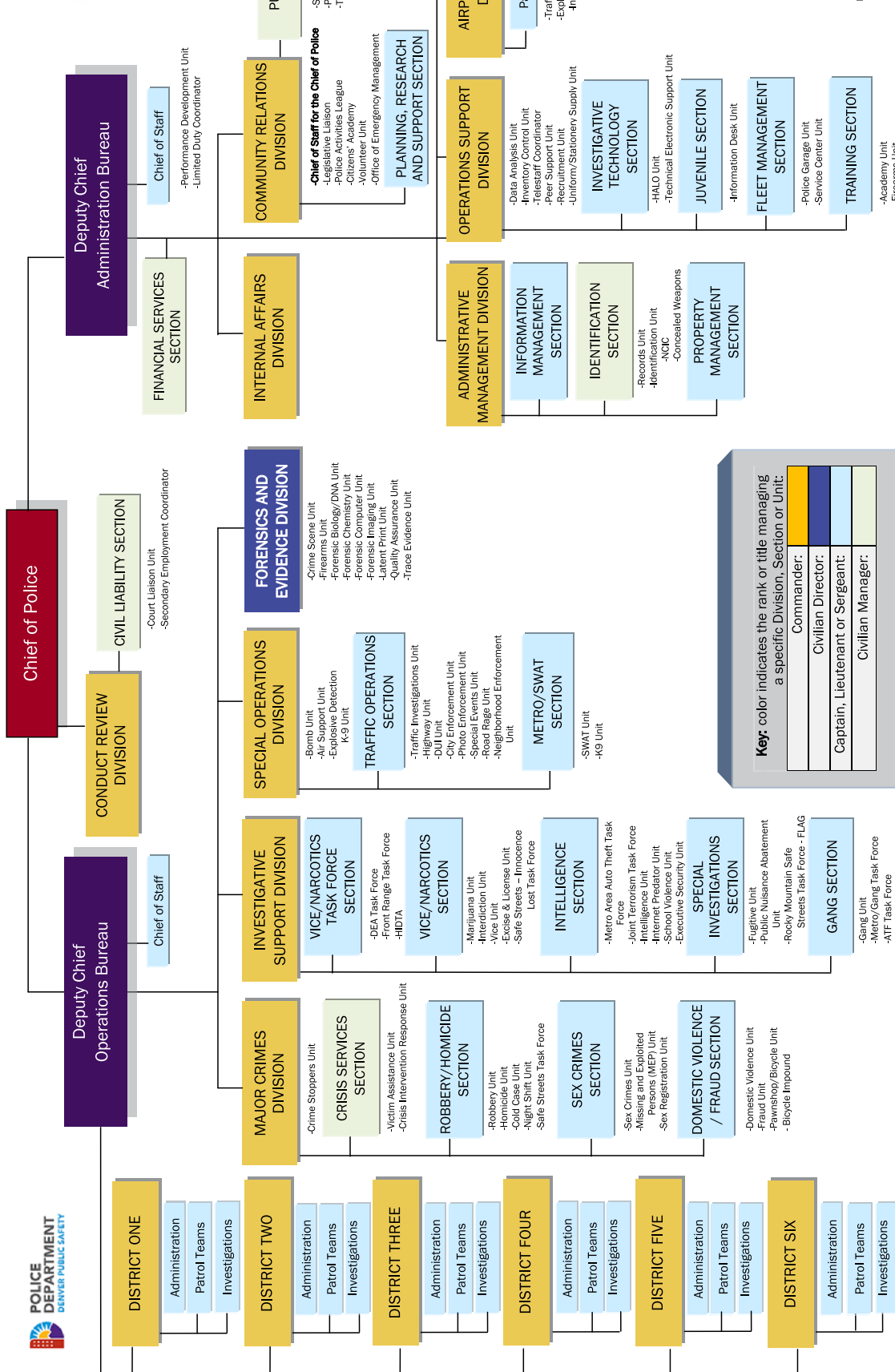
APPENDIX III

Sample Police Tables Of Organization

This appendix contains two examples of U.S. police department tables of organization. They are provided to illustrate how certain police executives have elected to organize their departments.

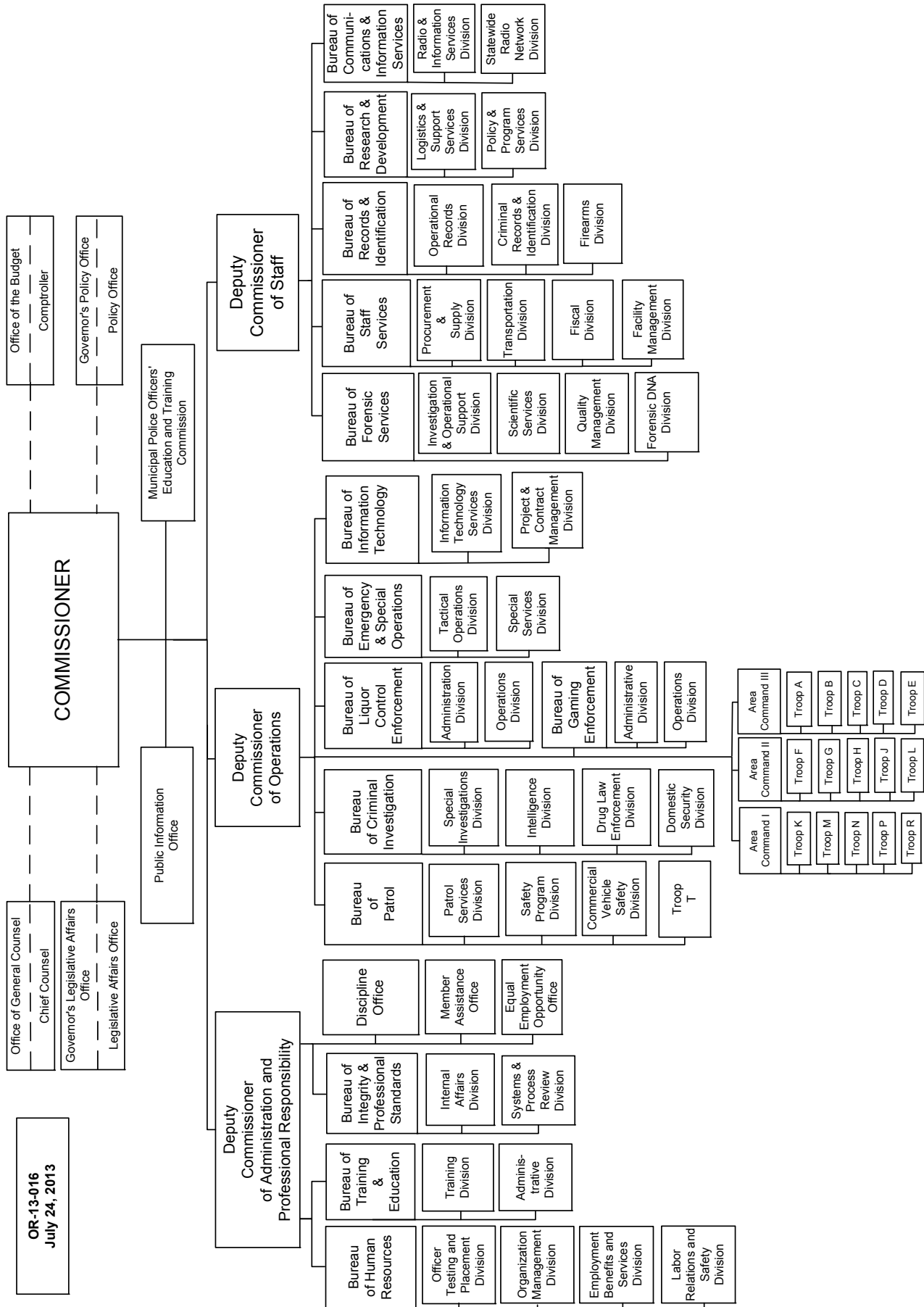
The following police departments are represented:

1. Denver (Colorado) Police Department (page 49)
2. Pennsylvania State Police Department (page 50)



Planning, Research and Support
REV 02/2/2016

PENNSYLVANIA STATE POLICE



APPENDIX IV

Police Functions

The following list depicts police functions performed by police organizations around the globe. Not all of these functions have been noted within any one police organization. Rather, the list represents a group of functions, some of which have been observed within several police organizations with which INL has interacted. While this list depicts the vast majority of police functions, some esoteric functions are not included. The list is separated into police operational and police support functions.

Police Operational Functions:

1. Air Patrol/Search/Rescue
2. Border Security
3. Canine Operations
4. Counter-Terrorism
5. Crime Analysis
6. Crime Prevention
7. Crime Scene Preservation
8. Criminal Intelligence
9. Criminal Investigation
10. Crowd/Riot Control
11. Customs
12. Cyber and Electronic Crimes Investigation
13. Dignitary Protection
14. Domestic Violence Prevention/Investigations
15. Elder Abuse Prevention/Investigations
16. Emergency Services/Special Weapons and Tactics (SWAT)
17. Environmental Crime Prevention/Investigation
18. Explosive Ordnance Disposal
19. Facility Physical Security
20. Gang Control/Investigation
21. Gender-Based Crime Prevention/Investigation
22. Immigration
23. Juvenile Services
24. Marine Patrol/Search/Rescue
25. Motor Carrier Safety Services
26. Motorcycle Operations
27. Mounted Police Operations
28. Narcotics Interdiction/Investigation
29. Natural Resources Protection/Investigation
30. Organized Crime Investigation/Interdiction
31. Physical Security
32. Public Service/General Patrol
33. Tactical Street Crime
34. Traffic Safety Control/Enforcement/Investigations
35. Vice Control Investigations
36. Wildlife Protection/Investigations

Police Support And Administrative Functions

1. Armory
2. Band/Parade/Ceremonial
3. Budget
4. Community Relations
5. Corrections Liaison
6. Court Liaison
7. Crime Analysis
8. Criminal Records
9. Equipment Maintenance
10. Evidence Analysis
11. Evidence Collection
12. Evidence Storage/Retrieval
13. Facilities Maintenance
14. Fiscal Affairs
15. Found Property
16. Headquarters
17. Human Resource (Personnel) Administration
18. Identification
19. Information Management
20. Internal Accountability/Internal Affairs
21. Legal Advisor
22. Management Inspections/Audits
23. Medical
24. Ministry Liaison
25. Planning Services
26. Police-Military Liaison
27. Polygraph
28. Pre-Trial Detention
29. Printing and Graphics
30. Procurement
31. Professional Accountability/Internal Affairs
32. Prosecutor Liaison
33. Psychological Services
34. Public Information
35. Training and Personal Development
36. Vehicle Maintenance
37. Victim Support
38. Warehousing/Supply

APPENDIX V

Principles of Policing in a Free Society

A law enforcement organization functioning in a free society is one that:

1. Considers the individual citizen to be the client of the police rather than the state.
2. Develops, encourages, and maintains adherence to organizational values which, without regard to race, religion, national origin, ethnicity, sex, sexual orientation and gender identity, age, social status, or other non-behavioral human traits:
 - Honor human rights and human dignity of its members and the general population;
 - Support the free exercise of available legal rights of all persons; and
 - Encourage the fair and impartial enforcement of those laws within its purview.
3. In all functional aspects, operates in strict conformance with legal requirements contained in the nation's constitution, police act, criminal code and other applicable laws.
4. Establishes and maintains an organizational culture in which public service rather than public repression is the end product of police activities.
5. Maintains a proactive focus on crime prevention as a means to foster public order, domestic tranquility, and an acceptable quality of life for all persons within the country.
6. Where reasonably possible, enters into partnerships with community and other governmental organizations to identify and solve community problems that provide opportunities for criminal conduct.
7. Actively and effectively investigates reports of criminal conduct with the objective of identifying and apprehending the perpetrator(s) so that guilt or innocence may be properly adjudicated.
8. Forms functional relationships with other key components of the country's criminal justice system to ensure that persons introduced to that system are processed lawfully, effectively, and fairly.
9. Approves and encourages the use of non-deadly physical force by its members only under carefully defined circumstances to further a legitimate and lawful, societal objective, and the use of deadly force by its members only to save the life of any person, including a member of the police, from a perceived threat of imminent death or serious injury, or under other circumstances articulated in a local, public law.
10. Develops, maintains, and operates according to a code of conduct, rules, policies, and procedures which provide reasonable guidance to police personnel for their behavior and the discharge of their assigned functions while holding them accountable for the manner in which they perform their duties.
11. Manages the institution in a manner which rewards adherence to organizational values, effective performance and personal growth of its members, and discourages non-conforming behavior.
12. Readily accepts and thoroughly investigates complaints of misconduct against police personnel.
13. Appropriately disciplines police personnel who are fairly determined to have violated the established police code of conduct, rules, policies, and/or procedures.

APPENDIX VI

Links To Related Reference Materials

UNHCR International Human Rights Standards for Law Enforcement, <http://www.ohchr.org/documents/publications/training5add1en.pdf>

DOJ Principles for Promoting Police Integrity, <https://www.ncjrs.gov/pdffiles1/ojp/186189.pdf>

UNODC Handbook on Police Accountability, Oversight and Integrity http://www.unodc.org/documents/treaties/UNCAC/WorkingGroups/workinggroup4/2011-August-22-24/Presentations/Valrie_Lebaux_UNODC_-_DO.pdf

OSCE Police Reform within the Framework of Criminal Justice System Reform, <http://www.osce.org/secretariat/109917>

OSCE The Role of Capacity Building in Police Reform, <http://www.osce.org/kosovo/19789>

UNHR The Universal Declaration of Human Rights, http://www.ohchr.org/EN/UDHR/Documents/UDHR_Translations/eng.pdf

UNHCR Practical Guide to the Systematic Use of Standards & Indicators in UNHCR Operations, <http://www.unhcr.org/40eaa9804.pdf>

UNDP Public Oversight of the Security Sector; A Handbook for Civil Society Organizations, http://www.undp.org/content/undp/en/home/librarypage/civil_society/public_oversightofthesecuritysectorahandbookforcivilsocietyorgan.html

OHCHR Preventing Torture, http://www.ohchr.org/Documents/Countries/NHRI/Torture_Prevention_Guide.pdf

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