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Police forces in international crisis management

Zeszyty Naukowe Państwowej Wyższej Szkoły Zawodowej im. Witelona w Legnicy 19 (2), 7-20

2016

Artykuł został opracowany do udostępnienia w internecie przez Muzeum Historii Polski w ramach prac podejmowanych na rzecz zapewnienia otwartego, powszechnego i trwałego dostępu do polskiego dorobku naukowego i kulturalnego. Artykuł jest umieszczony w kolekcji cyfrowej bazhum.muzhp.pl, gromadzącej zawartość polskich czasopism humanistycznych i społecznych.

Tekst jest udostępniony do wykorzystania w ramach dozwolonego użytku.

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STRESZCZENIE

Siły policyjne w międzynarodowym zarządzaniu kryzysowym

Doświadczenia ostatniego ćwierćwiecza wielokrotnie dowodziły, że przeciwdziałanie kryzysom może być efektywne wyłącznie w przypadku wspólnego wykorzystania zdolności cywilnych i wojskowych. W wyniku implementacji podejścia zintegrowanego siły policyjne uzyskały trwałe miejsce w międzynarodowym zarządzaniu kryzysowym.

Siły te mogą być wykorzystywane w interwencjach międzynarodowych na różne sposoby, choć najczęściej występują w charakterze służb o mandacie wykonawczym (*executive*), zastępując lokalne policje (*substitution*), bądź też bez charakteru wykonawczego (*non-executive*), realizując wzmocnienie lokalnych formacji prawa i porządku (*strengthening*) poprzez działalność doradczo-szkoleniową.

W związku z ewolucją kilku z najbardziej złożonych i wielowymiarowych teatrów operacji ostatnich lat autor przedstawia teoretyczną problematykę użycia sił policyjnych, zilustrowaną dwoma przykładami praktycznymi misji UNMISS w Południowym Sudanie oraz operacji EUFOR w Republice Środkowoafrykańskiej, w których siły policyjne wkomponowane zostały w szersze interwencje międzynarodowe. Wyniki przeprowadzonych badań dowodzą, że siły policyjne ze względu na ich efektywność oraz perspektywy zapewnienia trwałych stanów końcowych misji i operacji (*end state*) nadal będą szeroko wykorzystywane w międzynarodowym zarządzaniu kryzysowym.

Słowa kluczowe: policja, żandarmeria, zarządzanie kryzysowe, podejście zintegrowane.

Introduction

Crisis management operations within the last decades were most often conducted with participation of both military and civilian elements, providing increased effectiveness through instruments' integration for the benefit of host countries and their societies. Such efforts, where all available to ols are employed for counteracting crises, in the subject matter literature are defined as comprehensive approach. Its implementation turned out to be one of the biggest challenges of the contemporary international crisis management. Recent experiences proved in multiple cases that resolving crises can only be effective and the effects long-lasting, if a full spectrum of available instruments is properly employed, including diplomacy and various aid mechanisms. Such outcomes fulfil expectations and desires of engaged international organizations and single states, which await evident results of their participation in peacekeeping and stabilization missions and operations, ones that ensure enduring amelioration of security situation.

Pure military or pure civilian missions or operations are not conducted anymore. Military operations contain civilian elements and civilian missions often possess military expertise. Therefore, currently, integrated interventions are most often deployed. They are characterized by different levels of integration. The civilian components within bigger, multidimensional interventions possess various forms, ranging from separate missions, components integrated into wider operations, civilian groups or even single advisors.

Identification of new forms and methods of planning and conduct of civilian-military activities is essential, first of all, because of the aim of contemporary engagements which tend to induce enduring changes. Secondly, crises cannot be solved only by use of force. Restoring balance may not be effectively done uniquely by military forces, participation of civilian elements is also imperative.

Civilian missions' and components' activities may be conducted in the scope of policing, border policing, gendarmerie, customs, rule of law, wider law and order including prosecution and court capabilities, administration, civil protection, monitoring, Security Sector Reform (SSR) and supporting Disarmament, Demobilization, Reintegration and Repatriation (DDRR).

A special role among civilian capabilities was assigned to police forces, more often constituting integral elements of civilian-military crisis management interventions or functioning in close coordination with them. These forces can be deployed in many different ways, although they are most frequently used as executive, substituting local law enforcement formations, or non-executive, strengthening by conduct of training and mentoring for the benefit of local law and order security formations.

This material is divided into two parts: theoretical, examining roles of possible police forces engagement in international missions and operations and practical presenting two case studies for such engagements within different organizations' interventions. As some of the most complex and multidimensional theatres of the last years are evolving, it is worth to examine the subject matter of the practical roles of police forces in crisis management missions and operations, composed into the integrated effort of the international society. The first case study is based on a multinational presence under the United Nations umbrella in South Sudan, known as the United Nations Mission in South Sudan (UNMISS). Second of the proposed case studies refers to the European Union force in the Central African Republic (EUFOR CAR), where the European Gendarmerie Force (EUROGENDFOR) integrated police unit executed its tasks. One of the keys for success in both cases is the comprehensive approach's implementation and execution. Police forces' components were composed into the integrated effort of the international society for creation of the Safe and Secure Environment (SASE) for the benefit of citizens of both states.

The research aim of this material is to present police forces within multidimensional civilian-military interventions, how these forces are structured and organized, what are their tasks and what kind of challenges they have to face. To achieve the defined research aim, an assumed scope of scientific activities comprised conduct of both theoretical and empirical research. The research method was based on analyses of recorded results of interviews, talks and consultations conducted with military and police participants of the UNMISS, the EUFOR CAR and its EUROGENDFOR component. The article was also based on conclusions drawn from analyses of the listed bibliography.

Roles of police forces

Majority of multidimensional, international interventions are deployed in failed or failing states in situations of post-conflict stabilization and reconstruction. As a result, governmental and security structures in such states are often absent or not satisfactory. If at all existent, the security sector, including policing formations, prosecution, courts and penitentiary service, is usually to some degree dysfunctional. Effective policing is a key to provision of law and order, however it cannot be fully efficient without being followed by trial, conviction and correction. Therefore police forces cannot act in separation from an entirety of security sector.

There are two generic roles of police forces within integrated, international interventions¹:

1. Strengthening of local security formations.
2. Substituting local security formations.

In the first case, police forces are deployed within wider operations with the main task of performing MMA activities (mentoring, monitoring, advising) and also to train and educate local security formations. All these activities are usually done with a use of commonly recognized 'good practices', with the aim of bringing local security formations up to international standards, including in the field of respect for human rights. In the second case, police forces substitute host nation's security formations. Such situations are usually encountered in failing or failed states where it is vital to restore security by preventing violence, defusing disputes and reducing social tensions.

Whatever the role of police forces in an international intervention, all organizations from the very beginning exert efforts to identify exit strategies allowing to sustain missions' achievements. It is assumed that the achievements of missions with a substitution character are naturally sustained by engagements with a strengthening character. Exit strategies for strengthening engagements are often planned in the form of proper sustaining capacities being outsourced from private companies. In this vein, the core police forces activity is a strengthening scenario.

The generic role for police forces executing strengthening missions should encompass a wide array of possible activities ranging from training of local security formations, through a rule of law mission possessing both policing and justice pillars, where both sectors have to be dealt with accordingly, to a highly complex Security Sector Reform role (SSR).

The general objective of any police forces strengthening activity is to reestablish or to strengthen and improve, under local ownership, self-sustainable, transparent and accountable security formations of the host state, with the aim of improving their law and order capacities and ensuring that they are able to undertake the full range of law and order functions for the benefit of the host state's society, with respect for human rights and fundamental freedoms. Achievement of this objective should be done through definition of clear tasks, priorities and measurable indicators within realistic timeframes².

The general objective of police forces substituting local security formations is to fully or partially act as a policing force in any host state. The police force component has to be

¹ *Comprehensive Concept for Police Substitution Missions*, Council of the European Union, 2010, p. 2.

² *Comprehensive Concept for ESDP Police Strengthening Missions (Interface with broader Rule of Law)*, Council of the European Union, 2009, p. 12–14.

adaptable to any specific circumstances and to cover complex requirements. First of all, a police force participating in a substitution scenario must be able to act in destabilized situations performing a large spectrum of policing tasks. Depending on a given mandate, the police force may be tasked to cover core functions of general policing, including patrolling, community, traffic and special policing, immigration and border police, public order, antiterrorism as well as criminal investigative functions, including criminal intelligence, crime investigation, identification and forensics.

Secondly, the police force for substitution scenarios should be rapidly deployable and logistically self-sustainable. To effectively respond to a violent crisis scenario the force should be capable of deploying in the shortest possible time to carry out required police functions. Its personnel should be pre-identified, trained and equipped and it should be kept in an on-call mode. An assumption should be made that in a destabilized crisis scenario it will be impossible to localize a proper level of available logistic resources. Therefore the component should be self-sustainable, at least in the deployment's preliminary stage, when encountered conditions are harsh and unfriendly.

Lastly, this police force component should be characterized by proper levels of flexibility and interoperability. Each engagement has its specificities and is a subject to rebalancing and refocusing. Therefore the force should be easily adaptable in its size and scope of activities to a changing operational situation. Interoperability should be ensured in the fields of procedures, training and administrative aspects of logistics management, including purchase of vehicles, weapons, ammunition and other equipment with similar characteristics³.

Police forces of the UNMISS

Being a former British colony, partially governed by Egypt, in 1956 Sudan announced its independence. Its territory consisted of Islamic North of Arabic origin and Catholic South, inhabited by African people. The southern part of Sudan was heavily oppressed by the Arab authorities. Because of both racial and religious differentiations and continuous harassments, Southerners started their efforts to gain independence from the North, through creation of a separate state.

Without having possibilities to become an independent state by peace activities, in 1983 the South started war on the temporary border of both regions, which was regarded as one of the most drastic, bloody conflicts ever. Nearly 2 million people were slaughtered and almost 4 million announced refugees. Fights lasted for more than 20 years and terminated in 2005 with an adoption of a Comprehensive Peace Agreement (CPA) between North and South, signed respectively by the Government of Sudan (GoS) and the Sudan People's Liberation Movement (SPLM). The CPA granted autonomy to the southern provinces of Sudan. In January 2011 a referendum in the South was held. Nearly 99 percent of the voters voted for separation from the North.

On the 9 July 2011 the South claimed independence, becoming the newest country in the world. A new state was created: Republic of South Sudan, whose independence was recognized by principal international organizations and majority of the world's countries. Unfortunately, in spite of having vast oilfields and minerals, in accordance with the Human

³ *Comprehensive Concept for Police Substitution Missions*, Council of the European Union, 2010, p. 4.

Development Report 2014, the country of South Sudan was classified at the top of the poorest and least developed states in the world⁴.

The UN deployed UNMIS (United Nations Mission in Sudan) with the aim of supporting the implementation of the CPA during the interim period set up by the GoS and the SPLM. The UNMIS finalized its mandate with the South Sudan's independence on the 11 July 2011. As a follow up to this interim period, the UN Security Council, by the Resolution 1996, established a new mission, in the newly created country, the UNMISS⁵.

In accordance with the mission's mandate, the UNMISS was to support the Government of South Sudan (GoSS) in peace consolidation, fostering long-term state building and economic development, assist the GoSS in exercising its responsibilities for conflict prevention and protection of civilians as well as for capacity development to provide security, establish rule of law and reform security and justice sectors. The initial authorized manpower was up to 7 000 military staff and up to 900 police force staff and an appropriate civilian component.

The Republic of South Sudan, however, did not enjoy peace for a longer period of time. On the 15 December 2013, violence broke out again in its capital city Juba and quickly spread to other venues in the country bringing about deep security crisis. The crisis had serious negative consequences for the human rights situation in many South Sudanese provinces, in particular in areas of biggest force confrontations. It is estimated that since the outbreak, thousands of people have been killed during the hostilities. In order to give the UNMISS adequate capacity to deal with the growth of the crisis, the UN Security Council agreed to temporarily increase the overall troop and police strength of the mission. The troops number was raised to 12 500 and the police force number to 1 300, through temporary transfers from ongoing peacekeeping missions. From this time, the main focus of the mission was on protection of civilians, human rights and contributing to the creation of security conditions conducive to the delivery of humanitarian assistance⁶.

The UNMISS has been divided into a number of components, units, offices and divisions, enabling the mandate's execution. All of them had been shortly referred to in this material, however, taking into account the article's scope, special attention was devoted to units and divisions possessing in their structures police forces, that is the UN Police (UNPOL), the Rule of Law and Security Institutions Support Office (ROLSISO) and the Child Protection Unit (CPU).

Military Component

The UNMISS Military Component (MC) is the biggest mission's part. Its basic role is to support and assist in creation of the SASE in South Sudan. The aim of SASE is to establish conditions necessary to ensure stability in the country.

The security situation is characterized by violent, intertribal fights and semi-active war with Sudan. The UNMISS MC activities remain in line with the mission's objective to support the GoSS in consolidating peace and security and establishing conditions for development. The MC also aims to deter aggressors against harming the South Sudanese civilian community and to support the Sudan People's Liberation Army (SPLA) and other agencies in protection

⁴ *Human Development Report. Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience*, United Nations Development Programme, 2014, p. 167–168.

⁵ *Resolution 1996*, United Nations Security Council, 2011, p. 1.

⁶ *Resolution 2155*, United Nations Security Council, 2014, p. 2.

of civilians. Whenever possible the UNMISS MC provides assistance to the SPLA by encouraging, facilitating and demonstrating devotion and professionalism in its activities⁷.

The key tasks of the UNMISS MC are⁸:

- <http://unmiss.unmissions.org/LinkClick.aspx?fileticket=ki-HtkOjiNw%3d&tabid=5475&language=en-US> Supporting the GoSS and the SPLA in conflict prevention, mitigation and resolution and in the SASE creation.
- Physical protection of civilians under imminent threat of physical violence, particularly with the GoSS incapability to provide such security.
- Supporting the SSR and the DDR processes.
- <http://unmiss.unmissions.org/LinkClick.aspx?fileticket=syino75O9v0%3d&tabid=5475&language=en-US> Facilitating access and providing protection for civilian humanitarian and development organizations.
- Assisting in building the capacity of the SPLA and other security agencies.
- Protecting of UN personnel, installations and equipment.

United Nations' Police

The UN Police (UNPOL) within the UNMISS is a police component with basically a substitution character, however it also performs duties of strengthening nature. It consists of 4 pillars: operations, SSR, policing and training. Its operations' pillar is vital in promoting peace and security, among others through maintaining public safety within the UNMISS' protection of civilians venues, in line with human rights standards. This pillar exerts efforts to protect civilians under threat of physical violence, monitors, investigates, verifies and reports on abuses and violations of human rights and contributes to the creation of conditions for delivery of humanitarian assistance⁹.

The UNPOL's SSR pillar is responsible for restructuring, reform and capacity development of the South Sudan Police Service (SSPS) to ensure provision of a professional and accountable police formation responding to the needs of society.

Its policing pillar supports the development of systems of crime prevention, criminal reconnaissance, investigations, oversight and accountability and public order management. It also strengthens administration and planning capacity at both national and provincial levels as well as communication, reporting, coordination and command and control.

The UNPOL's training pillar trains, mentors and advises the SSPS to strengthen their capacities in the areas of crime intelligence, investigating serious crimes, crime scene management and forensics. It also supports the SSPS on security measures such as small arms control, securing mass events and border control. <http://unmiss.unmissions.org/LinkClick.aspx?fileticket=LQGBY0NpkB0%3d&tabid=5403&language=en-US> Trainings delivered by the pillar include courses in high and middle management, community policing, traffic management, English language, computer skills, leadership, gender, child and vulnerable persons' protection¹⁰.

⁷ W. Fenton, S. Loughna, *The search for common ground. Civil-military coordination and the protection of civilians in South Sudan*, Humanitarian Policy Group Working Paper 2013, p. 11.

⁸ *Resolution 2155*, United Nations Security Council, 2014, p. 4–5.

⁹ *Conflict in South Sudan: A Human Rights Report*, UNMISS, 2014, p. 8–10.

¹⁰ *Understanding impact of police, justice and corrections components in UN peace operations Rev. 0.1*, edit. W.J. Durch, The Stimson Center, 2012, p. 59–60.

ROLSISO

The UNMISS Rule of Law and Security Institutions Support Office (ROLSISO) ensures a harmonized UN approach to the rule of law and security reform in the whole state. It also provides technical assistance, capacity building and coordination with national and international stakeholders in three divisions of Justice Advisory, Corrections Advisory and Security Sector Reform. Within this office a number of police experts have been deployed.

The Justice Advisory Division contains both civilian and military parts. It <http://unmiss.unmissions.org/LinkClick.aspx?fileticket=XmJrOEtult8%3d&tabid=5442&language=en-US> assists the GoSS in enhancing the rule of law and justice capacities and advises state and local authorities and justice institutions.

The Corrections Advisory Division <http://unmiss.unmissions.org/LinkClick.aspx?fileticket=ubATVhvoXvo%3d&tabid=5442&language=en-US> advises National Prisons Service of South Sudan (NPSSS) and Sudan People's Liberation Army (SPLA) on different types of detentions. It also assists the NPSSS in establishing, maintaining and managing safe and secure prison and detention system, respecting human rights, among others through daily mentoring to the NPSSS personnel at all levels.

The SSR Division provides <http://unmiss.unmissions.org/LinkClick.aspx?fileticket=M69aTxErYZw%3d&tabid=5442&language=en-US> support to the GoSS in reforming overall national security system as well as governance and oversight of the security sector, through capacity building and training¹¹.

Child Protection Unit

The UNMISS Child Protection Unit (CPU) verifies, investigates and reports on the six serious violations committed against children in armed conflict: recruitment and use of children, killing and maiming of children, sexual violence against children, attacks against schools and hospitals, abduction of children and denial of humanitarian access to children¹².

Outcomes of the lengthy conflict continue to impact South Sudanese children. In the last years the country also faced various political, humanitarian and development crises, bringing about numerous threats for children, including the mentioned six grave violations. The UNMISS CPU, in relation with the GoSS, the United Nations International Children's Emergency Fund (UNICEF) and other stakeholders, monitors, investigates and reports on the violations, supporting implementation of measures to address them. The CPU is also a unit where a number of police investigation experts have been deployed.

The CPU strives <http://unmiss.unmissions.org/LinkClick.aspx?fileticket=wEATvaYZYpc%3d&tabid=5462&language=en-US> for child protection institutionalization within the SPLA, among others through introduction of proper training curricula and foundation of the SPLA's child protection units. It also exerts efforts <http://unmiss.unmissions.org/LinkClick.aspx?fileticket=Dmp7FuzBFxE%3d&tabid=5462&language=en-US> to ensure justice

¹¹ *Corrections Update. Volume 4 2012*, UN Department of Peacekeeping Operations, p. 18–20.

¹² *The six grave violations against children during armed conflict: the legal foundation. Working paper No 1*, Office of the Special Representative of the Secretary General for children and armed conflict, 2013 p. 3.

for children in conflict with law, through regular visits to detention centres to monitor their situation¹³.

Office of Gender Advisor

The Office of Gender Advisor (OGA) implements the UN Security Council Resolution 1325 on women, peace and security. It coordinates further with other UNMISS units and stakeholders to develop a mission and state-wide gender strategy. The UN recognizes the need for full and equal women's participation at all stages of peace processes underlining the essential role women possess in resolving conflicts.

The OGA coordinates implementation of UN Security Council resolutions on gender issues, supporting advocacy on processes for eliminating women's discrimination. It also supports women's civic engagements including their participation in constitution making processes. The OGA is also responsible for planning and conduct of training on gender matters for the <http://unmiss.unmissions.org/LinkClick.aspx?fileticket=YqWelz9Zi5U%3d&tabid=5468&language=en-US> SPLA and the SSPS¹⁴.

HIV/AIDS Unit

The UNMISS HIV/AIDS Unit's activities are directed at combatting the diseases within and outside the mission. The Unit is committed to promoting enduring responsible behaviours, including suitable prevention strategies. It is involved in designing programmes in which all persons regardless of their origin, gender and economic status will have permanent access to quality HIV/AIDS services.

Human Rights Division

The UNMISS Human Rights Division (HRD), representing the Office of the High Commissioner for Human Rights (OHCHR) in South Sudan, works to promote human rights in the newly established state. It focuses on monitoring, verifying and reporting on human rights violations as well as violations of international humanitarian law during armed conflict activities.

The transition to independence following lengthy civil war led to numerous human rights abuses in South Sudan. The HRD supports the GoSS in addressing inter-tribal violations, including the rights of the most vulnerable citizens such as women, children and disabled. The HRD's support also refers to raising levels of state institutions providing assistance to victims and overall access to justice as well as fighting poverty and shortage of adequate standards of living¹⁵.

UN Mine Action Service

The United Nations Mine Action Service (UNMAS) is a division of the UN Department of Peacekeeping Operations and a focal point within the UN for all mine-related issues. Its main responsibility is to ensure an effective, proactive and coordinated UN response to landmines and Explosive Remnants of War (ERW) contamination, by collaborating with other UN departments and agencies.

¹³ *Handbook on United Nations Multidimensional Peacekeeping Operations*, UN Department of Peacekeeping Operations, 2003, p. 93.

¹⁴ *Resolution 1325*, United Nations Security Council, 2000, p. 1.

¹⁵ *Conflict in South Sudan: A Human Rights Report*, UNMISS, 2014, p. 13–15.

The entire South Sudanese territory is contaminated by mines and ERW. They are a significant risk to local communities, internally displaced persons, refugees and international society. The UNMAS assistance is critical to enable safe and secure routine to the society, the UNMISS and humanitarian stakeholders¹⁶.

Resident Coordinator Office – Recovery, Reintegration and Peacebuilding

The UNMISS Resident Coordinator Office – Recovery, Reintegration and Peacebuilding (RCO-RRP) possesses the primary responsibility of coordinating the UNMISS peace-building agenda. To achieve this aim, the RCO-RRP in conjunction with the GoSS, developed the Peace-Building Support Plan linking with UN Headquarters in New York on funding and support.

<http://unmiss.unmissions.org/LinkClick.aspx?fileticket=XXBgJpkJ-48%3d&tabid=5454&language=en-US> The office strives to prevent return of violence. It also ensures more robust partnerships among the United Nations departments, development agencies, bilateral partners, governmental and non-governmental organizations, regional institutions and international financial mechanisms with the aim of implementing national strategies directed at institution building, based on state ownership and mutual accountability.

Civil Affairs Division

The UNMISS Civil Affairs Division (CAD) is utilized as a basic interface between the UNMISS and the local community and local authorities. The CAD role is to assist the mission's peacekeeping mandate at the state level. It works http://unmiss.unmissions.org/LinkClick.aspx?fileticket=khkD_xMKJYA%3d&tabid=5459&language=en-US to strengthen civic and social conditions needed to keep peace. Its main focus is directed at conflict prevention, establishing governance structures and cross-country support to other UNMISS divisions.

EUROGENDFOR component of the EUFOR CAR

The crisis in the Central African Republic (CAR) started in 2004 with the fights between Muslim rebels and government defence forces representing Christian part of the CAR's community. In response to the rebels' attacks, Christians created defensive groups to respond to Muslim aggression. In 2013 the conflict violently escalated and mass racist and religious murders started. A number of civilian people were killed. Society's internal movements started, resulting in nearly 600.000 Internally Displaced Persons (IDPs).

The UN Secretary General in his report from August 2013 on the situation in the Central African Republic reported an entire breakdown of the constitutional power across the country. Anarchy started to govern and the authorities lost all control over their institutions and services. The report's conclusions indicated that the lack of an immediate international engagement would result in the fights' and the murders' continuation and would cause a humanitarian catastrophe. In these circumstances international security organizations started activities aimed at the situation's amelioration¹⁷.

¹⁶ *Handbook on United Nations Multidimensional Peacekeeping Operations*, UN Department of Peacekeeping Operations, 2003, p. 76.

¹⁷ *Report of the United Nations Secretary General on the situation in the Central African Republic*, S/2013/470, United Nations Security Council, 2013, p. 3.

Escalating conflict since the beginning was carefully examined by the European Union (EU). In 2013 intense works started to deploy EUFOR CAR operation. The final decision of all EU member states was made at the forum of the Political and Security Committee (PSC) on 10 February 2014.

The EU operation's mandate was granted by the UN Security Council Resolution 2134 of 28 January 2014. In accordance with its content the EU operation is authorized "to take all necessary measures within the limits of its capacities and areas of deployment from its initial deployment and for a period of six months from the declaration of its Full Operational Capacity (FOC)"¹⁸.

EU strategic objectives were defined as¹⁹:

1. Counteraction to armed groups' threats to the society.
2. Supporting return of constitutional order.
3. Participation in solving crisis and diminishing its influence on the society.
4. Creation of conditions for functioning of a follow-up peacekeeping force.

The EUFOR CAR's basic task was to contribute to the civilian population security in the capital city Bangui and in particular to protect the Bangui airport's area which became a haven for nearly 100.000 IDPs. The operation was also responsible for providing security support to international community and creating conditions to delivery of humanitarian aid.

The operation was conducted in 4 phases:

Phase I – Preparation, transportation and deployment of forces to the Area of Operations.

Phase II – Execution – fulfilling of EUFOR's mandate.

Phase III – Consolidation – creation of SASE. Termination of operational activities. Handover of responsibility.

Phase IV – Withdrawal – redeployment.

The EUFOR CAR's duration was planned for 9 months, including 3 months for preparation of the FOC and then 6 months of functioning in the execution mode. The intervention was planned as bridging, with an intent of responsibility handover to a UN mission on 15 December 2014. However, because of the UN's inability to achieve satisfactory capabilities within this timeframe, EUFOR's mandate was extended and ended on 15 March 2015²⁰.

The operation's manpower was approximately 1.000 personnel, the budget about 26 million euros. Operation headquarters (OHQ) was located in one of the EU's parent headquarters in Larissa, Greece. Force headquarters (FHQ) was deployed in Bangui, the CAR.

The intervention's forces consisted of²¹:

1. Maneuver battalion (4 companies).
2. Integrated Police Unit IPU (4 platoons).
3. Special forces unit.
4. Logistic unit.

Because of the operation's specificity, it was clear from the beginning that a police component will be necessary for the mandate's achievement. Therefore efforts were undertaken to identify an available force provider, ready to assign a considerable size robust and armoured police component capable of integrating with a military chain of command.

¹⁸ *Resolution 2134*, United Nations Security Council, 2014, p. 11.

¹⁹ *EUFOR CAR Crisis Management Concept*, European External Action Service, 2014, p. 5.

²⁰ *Resolution 2181*, United Nations Security Council, 2014, p. 1.

²¹ *EUFOR CAR Concept of Operations*, European External Action Service, 2014, p. 10.

In the encountered conditions, the EU decision-making bodies, after negotiations with the European Gendarmerie Force (EUROGENDFOR) High Level Interministerial Committee CIMIN (fr. Comité Interministériel du Haut Niveau), decided to take advantage of this pre-trained and well-equipped formation.

The European Gendarmerie Force EUROGENDFOR was established on 17 September 2004 in Noordwijk, the Netherlands. Its creation was proposed in the frame of the CSDP as an input in ensuring security, law and order by the French Minister of Defence, Michèle Alliot-Marie during an informal EU Ministers of Defence meeting in Rome in October 2003. The initiative of France was supported in particular by the Ministers of Defence and Interior of Italy, the Netherlands, Portugal and Spain, all states possessing police forces with military status, capable of performing police tasks of strengthening and substitution of local police.

EUROGENDFOR may be deployed under the auspices of the EU, NATO, the UN or other international organization or coalition of states. There are seven full members of EUROGENDFOR: France, Italy, the Netherlands, Poland, Portugal, Romania and Spain. Lithuania is a partner and Turkey an observer²².

In the crisis situations the EUROGENDFOR may be an effective supplement of military structures, able to cooperate with local police, in particular during a transition phase from a military character operation to a civilian character mission, just as it was the case in the CAR.

The EUROGENDFOR is prepared to conduct operation beyond the EU and its forces are ready to perform public security tasks in under-threat scenarios. They may also be used to conduct criminal police duties, to fight terrorism and organized crime. EUROGENDFOR may provide security and conduct wide policing activities until proper conditions are created to deploy a traditional police mission.

An important feature characterizing EUROGENDFOR is its military status and capability of performing both police and military tasks. As a consequence, the formation is ready to manage every aspect and act in each phase of a crisis situation²³:

- During the initial phase EUROGENDFOR can carry out stabilization activities, ensure security and order in conjunction with military forces.
- During the transition phase continue its tasks as part of integrated expeditionary forces.
- During the final phase facilitate seamless transfer of authority from military to civilian chain of command and perform traditional policing tasks.

All the presented conditionalities decided that upon a common agreement the EUROGENDFOR was used in the CAR to perform police forces duties. Because of political dependencies France took the lead-nation role in the CAR, assigning the biggest contribution to the operation and also to the police component. French Gendarmerie assigned its commander, two gendarmerie platoons and also investigation, criminal intelligence and forensic specialists.

The EUROGENDFOR component, numbering 120 personnel, consisted of²⁴:

1. Command.
2. 4 gendarmerie platoons (2 French, 1 Spanish, 1 Polish).
3. Investigation section.

²² *The European Gendarmerie Force: Beyond potential*, Policy brief. Clingendael Conflict Research Unit, p. 1.

²³ M. Rozmus, *W europejskich strukturach*, „Przegląd Sił Zbrojnych” 2014, nr 3/2014, p. 24.

²⁴ *EUFOR CAR Concept of Operations*, European External Action Service, 2014, p. 11.

4. Criminal intelligence section.
5. Forensic section.

The EUROGENDFOR's role of a police component in the integrated, international intervention is well summarized by the below quoted part of the letter directed by the EUFOR CAR operation commander to the European Gendarmerie Force commander: "...with regard to EUROGENDFOR IPU deployed in Bangui so far, I consider them paramount to successfully continuing the operation. That is why, as a matter of fact, the operation is becoming every day more a "Police/Gendarmerie-supportive" one. For that reason, I kindly require those IPU remaining at the same level of strength as to day until the end of the operation..."

Conclusion

The research aim of this material is to present role which police forces possess in crisis management, how such forces are structured and organized, what are their tasks and what challenges they have to face.

One of the principal modalities for participation in multidimensional, international interventions is an implementation of comprehensive approach. Conclusions of the conducted research prove on one hand that without proper implementation of this concept, crises are unlikely to be solved satisfactorily. Police forces are an essential factor for a successful comprehensive approach implementation. They earned a well-deserved place in the international crisis management and the outcomes of this research testify it.

This article consists of both theoretical and empirical parts to better present the complexity of the main research problem. Even though police forces possible roles are twofold and embrace strengthening and substitution characters, a variety of mission-tailored police forces engagements in crisis management was identified. As a matter of fact each engagement is different and demands an individualized approach.

The two case studies for South Sudan and the Central African Republic crisis management interventions, respectively by the UN and the EU, give a notion how such engagements are carried out by international organizations. The South Sudanese case study is an example for both a substitution and strengthening scenarios conducted in very grave circumstances of a failed state. The CAR case study describes again a substitution scenario, executed by a robust police force with military status – the EUROGENDFOR.

Conclusions from police forces' deployments, mandates prolongation, chain of command's positive feedback indicate accuracy of this type of engagement. However, police forces will rarely act as separate, stand-alone missions. Integrated interventions are a current trend and seem to be the future of crisis management. Apparently, this unique type of engagement guarantees required, enduring end states.

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SUMMARY

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Police forces in international crisis management

Experience of the last twenty-five years teaches us that crisis counteraction can only be effective if both civilian and military forces are deployed. As a result of the comprehensive approach implementation, police forces have gained a stable position in international crisis management.

Police forces can perform many different roles, although they are most frequently used as executive bodies, substituting local police, or non-executive bodies, strengthening local law and order formations through training and mentoring.

As some of the most complex and multidimensional theatres of recent years are evolving, the author presents theoretical modalities of police forces deployment, illustrated by two case studies of the UNMISS in South Sudan and the EUFOR in the Central

African Republic, where these forces engaged into broader, international interventions. The conclusion of the research is that, with regard to their efficiency and perspectives of reaching long-lasting end states, police forces will still be widely used in international crisis management.

Key words: police, gendarmerie, crisis management, comprehensive approach.

Data wpływu artykułu: 20.08.2015 r.

Data akceptacji artykułu: 12.02.2016 r.