



UNODC

United Nations Office on Drugs and Crime

Menu of Services

Police reform



OBJECTIVE

This menu of services has been developed to provide action-oriented guidance to UNODC Field Offices for the consistent design and delivery of technical assistance to police and other law enforcement agencies, including in response to the COVID-19 pandemic. The menu of services is generic and is intended to be used as an aide mémoire for activities that UNODC may deliver in line with its mandates and expertise in the field of police reform. As such, UNODC Field Offices are requested to carefully select and adjust their proposals as per the national context. In drafting this menu of services, due account has been taken of existing publications and guidance developed by UNODC and other relevant stakeholders (see below).

The menu of services has been elaborated by the UNODC Justice Section (JS), Division of Operations (DO) with inputs from the Terrorism Prevention Branch (TPB), the Organized Crime Branch (OCB) and Corruption and Economic Crime Branch (CEB) in the Division of Treaty Affairs (DTA) and the UNODC field office network. The Justice Section supports the field office network in the area of crime prevention and criminal justice reform based on the UN standards and norms, including those relevant to policing.

BACKGROUND

Human rights based, democratic and diverse police and other law enforcement are core institutions for preventing and combating crime and maintaining the rule of law. They often represent the first responders to crime. Their contact with offenders, victims and witnesses may impact the entire experience users have of the criminal justice system and access to justice of those affected by crime. They also play a key role in ensuring high-quality evidence-based investigations and case files which allow for successful prosecution and trials including those concerning organized crime, terrorism and corruption cases. This crucial duty often places police officers in a vulnerable position to corruption, as criminals may offer bribes in an attempt to circumvent the law. For this reason and because achieving public trust is key to effective policing, it is important to enhance police integrity and to effectively manage corruption risks within the institution. Indeed, only if people trust the police and regard them as legitimate, they will be willing to cooperate and comply with their instructions, enabling the police to succeed in performing their functions.

Police and other law enforcement officials have the authority to use force, in situations where it is necessary to achieve a legitimate law enforcement objective. However, such use of force should always respect a State's obligations under international law, which include conditions imposed by international human rights law, included in treaties or recognized as customary international law. The police must be accountable for the way in which they exercise the powers entrusted to them. Diversity in policing includes representation of all genders and minorities within the population. Where the community is represented and fully engaged in and consulted on the delivery of police services, many benefits accrue, such as the strengthening of public confidence in the authorities, improved compliance with the rule of law, and lower crime rates.



The COVID-19 pandemic has had an impact on all aspects of life and work around the world, including the functioning of core state institutions such as law enforcement. While urgent measures are being taken to prevent and respond to the pandemic and while many of them are justifiable from a health perspective, some may pose significant risk of human rights violations, opportunities for corruption to flourish and challenges for criminal justice users, in particular for those most at risk of not being able to equally access justice. In this regard, police and other law enforcement agencies in many countries have been requested to enforce social distancing and quarantine measures. This may lead to changes in terms of more limited face to face interaction with citizens and police capacities being stretched as police and other law enforcement officers are also at high risk of contracting the virus because of contact with the public. In addition, an increased demand to verify reports of non-compliance with the measures, and to investigate with limited resources certain types of crime exacerbated during the COVID-19 crisis (such as domestic violence, cybercrime, fraud etc.) will naturally create a need for reprioritizing and restructuring the way law enforcement agencies operate in such a crisis.

In this context, protestors have been reporting that extending police powers has resulted in harrassment. In several countries the extension of police powers under emergency measures have reportedly led to increased police abuse of power and protests and riots, often leading to arrest and (administrative) detention. In parallel to the COVID-19 crisis, the world has seen major protests in many countries around the world against police violence which have placed a strong emphasis on police reform to address structural discrimination and disproportionate use of force against minorities.



UNODC MANDATE

In line with the Secretary-General's Call to Action for Human Rights, UNODC must keep human rights principles at the forefront of supporting SDG implementation and increase its support to Member States in building and strengthening their human rights institutions and accountability mechanisms, and in making fuller use of existing United Nations human rights tools. Such assistance in police reform will allow Member States to better comply with their obligations under main human rights treaties such as the [International Covenant on Civil and Political Rights](#) and the [United Nations Convention against Torture](#). The [United Nations standards and norms in crime prevention and criminal justice](#), developed and adopted by consensus by the governing bodies of UNODC, including by the United Nations General Assembly and well as the ECOSOC, through an intergovernmental process, provide an important benchmark for measuring the functioning of criminal justice systems, including law enforcement agencies. UNODC has at its core the mandate to assist Member States in using and applying the following standards in the area of police reform:

- [Code of Conduct for Law Enforcement Officials](#) (General Assembly resolution 34/169, annex, of 17 December 1979)
- [Guidelines for the Effective Implementation of the Code of Conduct for Law Enforcement Officials](#) (Economic and Social Council resolution 1989/61, annex, of 24 May 1989)
- [Basic Principles on the Use of Force and Firearms by Law Enforcement Officials](#) (Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, Havana, 27 August - 7 September 1990)

In addition, UNODC assistance is based on the additional UN standards and norms that include guidance for police and other law enforcement agencies in these specific areas:

- [Updated Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice](#) (General Assembly resolution 65/228, annex, of 21 December 2010)
- [United Nations Model Strategies and Practical Measures on the Elimination of Violence against Children in the Field of Crime Prevention and Criminal Justice](#) (General Assembly resolution 69/194, annex, of 18 December 2014)

UNODC work also relies on its binding instruments, in particular the:

- [United Nations Convention against Corruption](#)
- [United Nations Convention against Transnational Organized Crime](#)

UNODC is also bound by the [Human Rights Due Diligence Policy on United Nations Support to Non-United Nations Security Forces](#)¹, which requires all United Nations entities to be diligent in ensuring that support to non-UN security forces is provided in a manner that is consistent with the purposes and principles as set out in the Charter of the United Nations, and is compliant with and promotes respect for international humanitarian, human rights and refugee law.

1. Human Rights Due Diligence Policy on United Nations Support to Non-United Nations Security Forces. Guidance Note and text of the Policy: <http://hrbportal.org/wp-content/files/Inter-Agency-HRDDP-Guidance-Note-2015.pdf>



LIST OF SERVICES

Based on UNODC's experience in different countries, it is recommended to address police reform in a comprehensive manner through a strategic, nationally owned reform process. However, this may not always be possible, and the services outlined below may be provided in clusters. Services that may be provided include:

I. Establishment of data and knowledge bases

- Safety audits;
- Victimization surveys;
- Police satisfaction surveys;
- Technical needs assessments;
- Skills gap analysis;
- Policy surveys;
- Training needs assessments;
- Assessment of existing training curricula;
- Stakeholder mapping;
- Establishment or strengthening of data collection and file management systems;
- Self-assessments of police capacities;
- Reform of monitoring and evaluation.

II. Strategic reform (identifying strategic framework for change)

- Strategic dialogue with authorities and partners of the whole criminal justice chain, including Bar associations and legal aid providers (including other UN agencies) to provide the knowledge base for introduction of long-term reforms;
- Identification and training of a reform core team/champions within the law enforcement authority;
- Drafting of theory of change/change plan, including areas of change;
- Expert advisory services (consultants or staff based in HQ or the field);
- Study visits;
- Public participation and consultation of civil society and communities in formulation of strategy;
- Communication strategy (public launches, awareness raising);
- Improving cooperation and coordination between law enforcement and prosecution services, lawyers, paralegals and legal aid providers, particularly in police detention facilities;
- Training on strategic and organizational change management methodologies such as PESTEL, SWOT analysis/McKinsey 7S Framework;
- Training on strategic planning;
- Organizational change management;
- Support in strengthening and reforming existing structures and organizations;
- Preparedness and response to emergencies, including pandemics;



- Gap analysis of existing legislation and policy;
- Recommendations for legislative amendments;
- Awareness raising on international standards and (international and) regional good practices for legislators/parliamentarians and other stakeholders;
- Support in drafting secondary legislation and standard operating procedures.

IV. Human resources management

- Support to national processes for vetting of law enforcement officers;
- Recruitment procedures (including ethnic and gender diversity);
- Performance management and promotion procedures (including ethnic and gender diversity);
- Working conditions, salary and benefits.

V. Police oversight, accountability and integrity

- Corruption risk management, including the identification of corruption vulnerabilities and the design and implementation of a mitigation strategy;
- Development of anti-corruption policies, procedures and regulations;
- Review of existing internal and external oversight units and institutions;
- Improvement or establishment of complaints procedures and whistleblowers protection;
- Improvement of policies and practices in police detention²;
- Development and dissemination of codes of conduct for law enforcement officers through participatory processes;
- Establishment, reform of and/or strengthening of internal and external oversight and accountability institutions;
- Promotion of a culture of integrity;
- Support to standard setting, regulations, standard operating procedures for internal investigation bodies and external oversight institutions;
- Capacity-building of internal investigation bodies, external oversight and accountability institutions;
- Establishment of financial disclosure procedures and processes to manage conflicts of interests;
- Improvement of transparency and access to information.

² See also UNODC work on prison reform and relevant Menus of services



VI. Specialized responses

- Establishment and strengthening of specialized police units and procedures to investigate cases of crimes against children and of children in conflict with the law;
- Capacity-building of law enforcement officers on child-friendly trauma-informed as well as age- and gender- sensitive approaches to children in contact with the law;
- Capacity and policy developments of specialized police responses to gender-based violence to increase the likelihood of successful apprehension, prosecution and conviction of the offender;
- Establishment of specialized responses or police services for groups facing disproportionate vulnerabilities (to be defined in each setting but may include journalists, human rights defenders, trade unionists, indigenous peoples, ethnic minorities, migrants, refugees, IDPs, LGBTQI+ persons, and people and persons with mental and physical disabilities);
- Establishment of specialized responses on organized crime, terrorism, human trafficking, including the use of special investigative techniques³, intelligence-led investigations, joint investigation teams and mutual legal assistance⁴;
- Increasing of awareness and corresponding action of participants in specialized workshops, including those on trafficking in persons and smuggling of migrants, and assistance to victims of crime and the protection of the rights of persons who have been the object of crime, e.g. smuggled migrants.

VII. Training and mentoring

- Revision of national training curricula and organization of training institution;
- Provision of trainings of trainers, self-paced online and in-person trainings on:
 - Police duties;
 - Investigations, including investigative interviewing;
 - Intelligence-led policing;
 - Community-oriented policing;
 - Reactive capability;
 - Stress management;
 - Integrity, ethics and anti-corruption;
 - Participatory social diagnosis.

3. The term 'special investigative techniques' is generally understood to cover those methods which are conducted by covert means. It therefore encompasses a range of activities including the use of undercover officers, controlled deliveries, surveillance, interception of mail and electronic surveillance (including telephone interception, interception of e-mails and other electronic messaging, the use of covert listening devices, tracking devices etc.). See also the UNODC manual on "Current Practices in Electronic Surveillance and Organized Crime", New York, 2009."

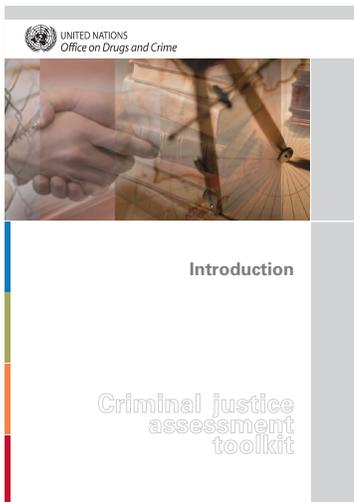
4. See UN Convention Against Transnational Organised Crime, Art. 18-20.

VIII. Development of tools

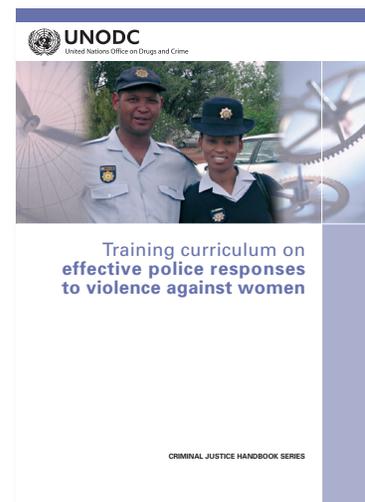
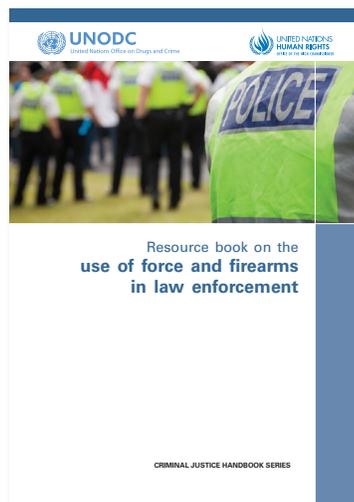
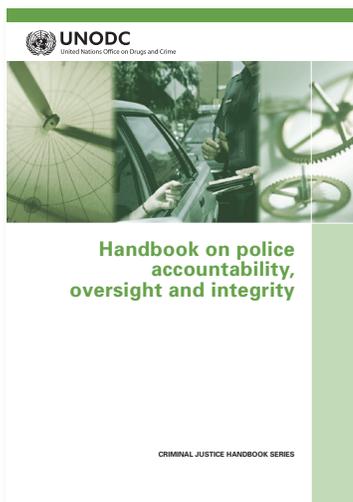
- Guidance materials and manuals;
- Training materials;
- Standard operating procedures.



UNODC TOOLS AND PUBLICATIONS



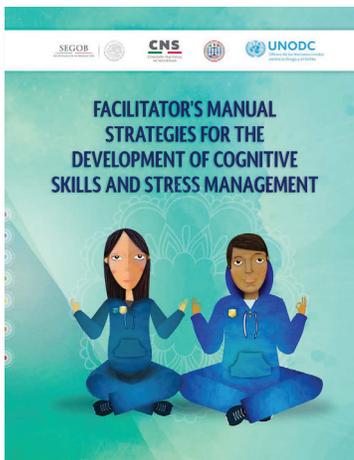
- Criminal Justice Assessment Toolkit: Public Safety and Police Service Delivery [English](#), [Spanish](#), [Russian](#), [French](#)
- Criminal Justice Assessment Toolkit: The Integrity and Accountability of the Police [English](#), [Spanish](#), [Russian](#), [French](#)
- Criminal Justice Assessment Toolkit: Crime Investigation [English](#), [Spanish](#), [Russian](#), [French](#)
- Criminal Justice Assessment Toolkit: Police Information and Intelligence Systems [English](#), [Spanish](#), [Russian](#), [French](#)
- Criminal Justice Assessment Toolkit: Forensic services and infrastructure [English](#)
- Handbook on Police Accountability, Oversight and Integrity [English](#)
- OHCHR-UNODC Resource Book on the Use of Force and Firearms in Law Enforcement [English](#)
- Education for Justice - University Module Series – Use of Force and Firearms ([Module 4](#))
- Education for Justice - University Module Series – Police Accountability, Integrity and Oversight ([Module 5](#))
- Handbook on Effective Police Responses to Violence against Women [English](#), [Spanish](#), [French](#)
- Training Curriculum on Effective Police Responses to Violence against Women [English](#), [Spanish](#), [French](#)
- UNODC-UNICEF Handbook for Professionals and Policymakers on Justice in Matters Involving Child Victims and Witnesses of Crime [English](#)
- Training Programme on the Treatment of Child Victims and Child Witnesses of Crime - for Law Enforcement Officials [English](#)
- Introductory Handbook on Policing Urban Space [English](#), [French](#), [Portuguese](#)
- Training Manual on Policing Urban Space [English](#), [Spanish](#)
- Handbook on Civilian Private Security Services [English](#), [French](#), [Spanish](#), [Arabic](#)



FORTHCOMING:

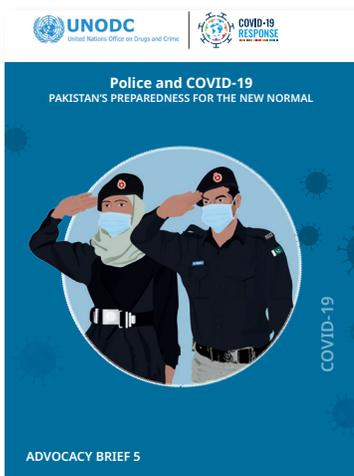
- E-learning Modules on Effective Interviewing
- Practical Resource Toolkit for Professional, Human Rights-Compliant Policing (in collaboration with the Convention against Torture Initiative – CTi)
- Handbook on Justice for Victims (updated version)
- UN Handbook on Gender-Responsive Policing

MATERIALS DEVELOPED BY UNODC FIELD OFFICES:



Mexico

- Training Manual for Police Officers on Gender Based Violence [Spanish, English](#)
- Training Manual for Emergency Call Operators on Gender Based Violence [Spanish, English](#)
- Facilitator's Manual on Strategies for the Development of Cognitive Skills and Stress Management for Police Personnel [Spanish, English](#)
- Techniques for Stress Management and Emotional Support for Police Officers [Spanish](#)
- Techniques for Stress Management and Emotional Support for Emergency Call Operators [Spanish](#)
- Actions by Law Enforcement Officers Related to Gender-Based Violence Against Women (infographics) [Spanish](#)
- Women's Rights in Cases of Gender Based Violent Crimes and Law Enforcement Officers' Duties (infographics) [Spanish](#)
- Prosecutors Obligation on the Follow Up Regarding Law Enforcement Officers' Interventions on Gender Based Violent Crimes Against Women [Spanish](#)
- Risk of Gender-Based Violence for Women and Girls while Staying at Home during COVID-19 (infographics) [Spanish](#)
- Stress Management during COVID-19 (infographics) [Spanish](#)



Pakistan

- Police and COVID-19: Pakistan's Preparedness for the New Normal (Advocacy Brief 5) [English](#)
- Guidelines for the Protection against COVID-19 for the Law Enforcement Personnel [English](#)
- Safety and Efficiency Practices for the Police [English](#)



POSSIBLE PARTNERS

- Department of Peacekeeping Operations (DPO) / United Nations Police (UNPOL)
- United Nations Development Programme (UNDP)
- Office of the High Commissioner for Human Rights (OHCHR)
- UN Women
- UNICEF
- Members of the Inter-Agency Coordination Group against Trafficking in Persons (ICAT) and the UN Migration Network
- Organization for Security and Cooperation in Europe (OSCE)
- INTERPOL
- Convention against Torture Initiative (CTi)
- Association for the Prevention of Torture (APT)
- DCAF - Geneva Centre for Security Sector Governance
- International Association of Women Police

EVALUATIONS OF UNODC PAST PROJECTS ON POLICE REFORM

- **Supporting Police Reform in Mauritius** - Development through the building of Strategic Capability: internal document available upon request
- **MEX/Z93:** Program for Strengthening the Security of Groups in Situation of Vulnerability in Mexico: [Evaluation Report](#) (in Spanish with English Executive Summary; [Evaluation Brief](#) (2-pager in Spanish))
- **GLO/T63:** Support to crime prevention and criminal justice reform: [Evaluation Report](#); [Evaluation Brief](#) (2-pager)
- **KEN/Z04:** The Police Reform Programme in Kenya: [Evaluation Report](#); [Evaluation Brief](#) (2-pager)
- **XAP/A10:** Strengthening and Enhancing the Capacity of Law enforcement officials in combatting child sex offenders in Cambodia, LAO PDR and Viet Nam: [Evaluation Report](#)
- **NGA/V18:** Support to the Justice Sector of Nigeria: [Evaluation Report](#)
- **KGZ/T90:** Criminal Justice Programme in the Kyrgyz Republic: [Evaluation Report](#)
- **Country Programme Promoting the Rule of Law and Public Health in Pakistan:** [Mid-term evaluation report](#)
- **Global Maritime Crime Programme - consisting of the following projects:** XEA/X94, XAM/X74, SOM/X54, SOM/Z15, SOM/Z16, XEA/X20, XEA/X93, XSS/X11, XEA/Z22, GLOX99, GLOZ06, MUS/X55, XAM/T72, XEA/X67: [Evaluation Brief](#) (2-pager)

6. As an example, the Global Programmes against Trafficking in Persons (GLOT59) and against Smuggling of Migrants (GLOT92), as well as GLO.ACT (GLOZ67) are building capacities of law enforcement to tackle the crimes of trafficking in persons and smuggling of migrants and protecting and assisting victims of trafficking and protecting the rights of smuggled migrants. Most recently, developed a Training Manual on Trafficking in Persons and the Smuggling of Migrants with the UN's Department of Peace Operations (DPO) for the training of UN police officers deployed under the UN Multidimensional Integrated Stabilization Mission (MINUSMA). Police Recruit Training Manual on Trafficking in Persons in Malawi, that was validated by the national High Command of the Police, and an Anti-Human Trafficking Training Toolkit with the Police Academy of Sri Lanka for permanent introduction into its training programme. Both tools have been piloted and used at training of trainers to ensure sustainability by building pools of local trainers. Anti-TIP curriculum was developed for two police academies in India (Haryana Police and Punjab Police Academy).

A number of UNODC global, regional and country programmes provide capacity-building to law enforcement in various mandate areas of UNODC. Information can be found on relevant thematic areas webpages⁶.

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