

REVIEW OF THE GLOBAL FOCAL POINT FOR POLICE, JUSTICE, AND CORRECTIONS

August 2018



Ministry of Foreign Affairs

N Y U | CENTER ON
C I C | INTERNATIONAL
COOPERATION



NPI | Norwegian Institute
of International
Affairs

Published by the Center on International Cooperation,
Folke Bernadotte Academy, and the Norwegian Institute
of International Affairs.

Copyright © 2018

Center on International Cooperation – New York University
cic.nyu.edu

Folke Bernadotte Academy
fba.se

Norwegian Institute of International Affairs
nupi.no

Acknowledgments: The review team is grateful for the generous support of Folke Bernadotte Academy, the Foreign & Commonwealth Office of the United Kingdom, the Ministry of Foreign Affairs of the Netherlands, and the Ministry of Foreign Affairs of Norway. The review team is also deeply appreciative of the efforts made by staff at United Nations headquarters and in the field for making this review possible, with special recognition to Jennifer Schmidt and Clément Hamon.

REVIEW OF THE **GLOBAL FOCAL POINT FOR POLICE, JUSTICE, AND CORRECTIONS**

August 2018

Authors:

Paige Arthur (lead author), Center on International Cooperation

Christian Ahlund, Folke Bernadotte Academy

Maaïke de Langen, independent consultant

Kari Osland, Norwegian Institute of International Affairs

Additional review team members and advisors:

Sarah Cliffe, Center on International Cooperation

Cedric de Coning, Norwegian Institute of International Affairs

Bård Drange, Norwegian Institute of International Affairs

Ryan Rappa, Center on International Cooperation

Natasja Rupesinghe, Norwegian Institute of International Affairs

ABBREVIATIONS

ASG	Assistant Secretary-General	NUPI	Norwegian Institute of International Affairs
AU	African Union	OCT	Office of Counter-Terrorism
BPPS	Bureau for Policy and Programme Support	OHCHR	Office of the High Commissioner for Human Rights
CAR	Central African Republic	OROLSI	Office of Rule of Law and Security Institutions
CIC	Center on International Cooperation	PBF	Peacebuilding Fund
CIVCAP	Civilian Capacities in the Aftermath of Conflict (UN report/initiative)	PBSO	Peacebuilding Support Office
CSPAJ	Community Security, Protection and Access to Justice	PD	Police Division
CTED	Counter-Terrorism Committee Executive Directorate	PJC	Police, Justice and Corrections
DDR	Disarmament, Demobilization and Reintegration	PKO	Peacekeeping Operation
DFS	Department of Field Support	RBB	Results-Based Budgeting
DM	Department of Management	RC	Resident Coordinator
DPA	Department of Political Affairs	RoL	Rule of Law
DPET	Division for Policy, Evaluation and Training	RoLCRG	Rule of Law Coordination and Resource Group
DPKO	Department of Peacekeeping Operations	SCC	Special Criminal Court
DPPA	Department of Political and Peacebuilding Affairs	SDG	Sustainable Development Goal
DRC	Democratic Republic of the Congo	SGBV	Sexual and gender-based violence
DSG	Deputy Secretary-General	SPC	Standing Police Capacity
DSRSG	Deputy Special Representative of the Secretary-General	SPM	Special Political Mission
EOSG	Executive Office of the Secretary-General	SRSG	Special Representative of the Secretary-General
EU	European Union	SSR	Security Sector Reform
FBA	Folke Bernadotte Academy	SSRTF	Security Sector Reform Task
GFP	Global Focal Point for Police, Justice, and Corrections	TOR	Terms of Reference
HIPPO	United Nations High-Level Independent Panel on Peace Operations	UMIRR	Mixed Unit for Rapid Intervention on Gender-Based Violence
HQ	Headquarters	UN	United Nations
IFI	International Financial Institution	UNAMID	African Union/United Nations Hybrid Operation in Darfur
IOM	International Organization for Migration	UNDAF	United Nations Development Assistance Framework
IOT	Integrated Operational Team	UNCT	United Nations Country Team
JCSC	Justice and Corrections Standing Capacity	UNDAF	United Nations Development Assistance Framework
MINUJUSTH	United Nations Mission for Justice Support in Haiti	UNDP	United Nations Development Programme
MINURCAT	United Nations Mission in the Central African Republic and Chad	UNHCR	United Nations High Commissioner for Refugees
MINUSCA	United Nations Multidimensional Integrated Stabilization Mission in the CAR	UNICEF	United Nations Children's Fund
MINUSMA	United Nations Multidimensional Integrated Stabilization Mission in Mali	UNIOGBIS	United Nations Integrated Peacebuilding Office in Guinea-Bissau
MINUSTAH	United Nations Stabilization Mission in Haiti	UNODC	United Nations Office on Drugs and Crime
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo	UNMAS	United Nations Mine Action Service
MOU	Memorandum of Understanding	UNMIL	United Nations Mission in Liberia
MPTF	Multi-Partner Trust Fund	UNMISS	United Nations Mission in South Sudan
		UNOPS	United Nations Office for Project Services
		UNPOL	United Nations Police
		UNSOM	United Nations Assistance Mission in Somalia
		USG	Under-Secretary-General
		UN Women	United Nations Entity for Gender Equality and the Empowerment of Women

TABLE OF CONTENTS

Executive summary.....	1
Table of priority recommendations.....	7
1. Background.....	9
Purpose.....	10
Progress since the 2014 review.....	10
Methodological snapshot.....	11
2. The origins and current structure of the GFP arrangement at HQ.....	13
What is the GFP today?.....	14
What does the GFP deliver?.....	15
The added value of the GFP at HQ.....	16
3. GFP contributions to joint arrangements in the field.....	17
Joint arrangements in rule of law work in the field.....	17
Factors affecting GFP contributions to joint arrangements.....	19
Areas for attention and improvement.....	24
4. Contributions of joint work to rule of law assistance in the field.....	26
National-level outcomes of joint programs.....	26
Factors affecting increased coherence of rule of law assistance.....	29
Areas for attention and improvement.....	33
5. GFP structures and processes at HQ.....	34
Overview of GFP processes.....	34
Analysis of GFP processes.....	35
Areas for attention and improvement.....	37
6. Overarching issues.....	40
A changing GFP for a changing UN.....	40
Current integration of thematic areas.....	43
Potential for thematic expansion.....	44
Measuring GFP assistance.....	46
Areas for attention and improvement.....	46
7. Conclusion and recommendations.....	48
Overall achievements.....	48
Strategic recommendations.....	49
Managerial actions.....	52



EXECUTIVE SUMMARY

In 2012, recognizing that the United Nations (UN) system was at a crossroads with respect to its fragmented, sometimes duplicative, and often competitive efforts on rule of law assistance in post-conflict countries, the Secretary-General took steps to incentivize cooperation and collaboration across a highly siloed structure. **The Global Focal Point for Police, Justice, and Corrections Areas in the Rule of Law in Post-Conflict and Other Crisis Situations** (the GFP) was thus born.

The Policy Committee decision that established it makes the Department of Peacekeeping Operations (DPKO) and the UN Development Programme (UNDP) accountable for delivering on operational responsibilities with respect to the UN's police, justice, and corrections work, with a focus on responding to country-level requests for assistance. DPKO and UNDP were to co-locate relevant staff and to link up with other UN entities in the Secretariat, as well as agencies, funds, and programs, that provide specialized police, justice, and corrections assistance. Current partners are the United Nations Office of Drugs and Crime (UNODC), the Office of the High Commissioner for Human Rights (OHCHR), UN Women, the United Nations High Commissioner for Refugees (UNHCR), and the Executive Office of the Secretary-General (EOSG).

As the length and complexity of the GFP's name suggest, its establishment was contested internally, with differing views on its scope and composition. The approach was fairly minimalist, drawing together the largest parts of the UN's expertise without changing mandates, functions, or reporting lines, and within a framework that was intended to be cost-neutral. But the meaning involved for the professionals housed within it is simple: it signals a clear ex-

pectation that people work together and do not duplicate efforts or compete.

This review evaluates how the GFP has contributed to joint working arrangements that have produced real outcomes on the ground in post-conflict and crisis situations. It also considers the barriers that these efforts have faced and the need for adaptation going forward. This is timely as the Secretary General has emphasized the critical need for more system-wide collaboration to address challenging conflict dynamics, highlighting the GFP as a model in significant reports such as the recent Report on Peacebuilding and Sustaining Peace (A/72/707-S/2018/43). **The clear conclusion of the review is that a "GFP 2.0" is needed if the UN is to deliver. The GFP has improved the UN's coherence in the areas of police, justice and corrections but has now reached the limits of the initial model.** The review lays out a number of recommendations that UN leadership could consider to enable a GFP 2.0.

Outcomes of GFP collaboration to support the field

Overall, the review found that the GFP has helped to leverage comparative advantage, position the UN to avoid setbacks during peace operation transitions, reduce duplication, and create efficiencies in the field:

- In Central African Republic, the joint program on impunity re-established functioning courts in Bangui and a handful of other cities, allowing the resumption of basic justice services including the first criminal hearings since 2010. In January 2018, the Bangui Central Court rendered its first conviction

for conflict-related crimes, sentencing an anti-Balaka warlord to life in prison.

- In Somalia, the joint program has built capacity in the justice chain, helped establish Ministries of Justice in the South Central States, provided scholarships for future legal professionals, and created a Policing Model that has received political buy-in and is now being developed by state organizations.
- In Haiti, joint work has made possible the continued training of police cadres (or mid-level management), as well as digitization of police systems, bringing the police force into the twenty-first century with databases, servers, and more.

These outcomes have been made possible through a great deal of detailed work to support joint arrangements and programs in the field (see box). These field-based innovations, of which this is only one or many, foreshadow some of the more systematic recommendations in this review.

Constraints

While there have been positive results, it is notable in the country cases reviewed that the outcomes (and GFP supporting activities) have often not moved to a scale sufficient to address country-level

challenges. Specific constraints that emerged in reviewing the country cases include:

- *Limited variety of (and lack of clarity about) GFP assistance.* While the focus on missions to support joint programming is understandable—the absence of joint UN programs was a criticism that spurred the formation of the GFP—this has limits. Field entities wanted more varied types of practical assistance and evidenced a need for more strategic approaches. They also wanted to understand better what the GFP has to offer.
- *Insufficient capacity to develop broader knowledge and partnerships, both within and outside the UN system.* For the managers and staff within the GFP at headquarters (HQ), the experience of the last six years has been that cooperation has real value, but it takes time: there is too little dedicated staff time available to make it happen.
- *Inefficiencies due to continuing siloed approaches.* While joint approaches have improved, especially at HQ, these efforts face challenges: joint work in many instances is stitched together rather than genuinely integrated; resource mobilization still can push entities apart; thematic elements like gender and human rights sometimes do not get their due; and entities are still working with reference to different plans, timelines, and analyses. In some countries, these contributed to an imbalance in UN approaches to police, justice, and corrections, where

BOX 1: Reducing duplication and filling gaps in Mali

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_11832

