

Establishment of a United Nations Civilian Police Component in the United Nations Observer Mission in Georgia (UNOMIG)

BACKGROUND

The mandate of the UNOMIG as articulated in United Nations Security Council resolution 937 (1994) requires UNOMIG "...to investigate, at the request of either party or the CIS peacekeeping force or on its own initiative, reported or alleged violations of the [Moscow] Agreement and to attempt to resolve or contribute to the resolution of such incidents", as well as "by its [UNOMIG's] presence in the area contribute to conditions conducive to the safe and orderly return of refugees and displaced persons."

In November 2000, a Joint Assessment Mission (JAM) was carried out under UN auspices in the Gali district of Abkhazia, Georgia. The JAM determined that there was a low level of security in the area, that local law enforcement agencies were unable to combat crime effectively, and that this insecurity was affecting the return of IDPs and refugees. The JAM recommended further action, and in resolution 1427 (2002) the Security Council urged the parties to implement the JAM's findings, welcomed the agreement of the parties "to explore the possibilities of enhancing support for local law enforcement agencies", and also called "in particular on the Abkhaz side to improve law enforcement-involving the local population..." The findings of the JAM were also endorsed by Working Group II (Refugee and IDP Issues) of the UN-led Coordinating Council.

In response to the JAM's findings and resolution 1427, in October-December 2002 the Special Representative of the Secretary-General (SRSG) dispatched a Security Assessment Mission (SAM) to assess the situation in the Gali district. The SAM also evaluated the security situation in the Zugdidi district in terms of its impact on the Gali district, and examined areas of possible cooperation between the two districts' law enforcement agencies.

Based on its findings, and in light of the increasing challenges to the rule of law in the Mission area, the SAM recommended the formation of a small Civilian Police component within UNOMIG's existing command structure and under the Mission's current mandate as defined in resolution 937 (1994), and reiterated most recently in resolution 1462 (2003). This unit would monitor and advise the local law enforcement agencies, help to strengthen the capacities of the local law enforcement and rule of law institutions, assist in building the local population's trust and confidence in the local law enforcement agencies and work to improve the general security conditions in the mission area to facilitate the safe, dignified and permanent return of IDPs and refugees.

PROPOSAL

This paper will outline the tasks and functions of the proposed Civilian Police Component to be added to UNOMIG in order to strengthen the capacity of the Mission to carry out its mandate.

Objectives:

The primary objective of the proposed Civilian Police Component will be to enhance UNOMIG's capacity to carry out its mandated tasks, in particular to contribute to the creation of conditions conducive to the safe, dignified and permanent return of IDPs and refugees.

To achieve these objectives, the proposed Civilian Police Component will:

1. Advise UNOMIG civilian and military leadership on law enforcement issues;
2. Coordinate and facilitate assistance in training and equipment for the local law enforcement agencies;
3. Monitor, train and provide advice to local law enforcement agencies;
4. Facilitate cross cease-fire line cooperation as possible through joint activities and training.

Tasks:

To meet these objectives, the proposed Civilian Police Component in UNOMIG will carry out the following four main tasks:

1. Strengthen UNOMIG's capacity to fulfil its mandate by:
 - Providing advice to Mission leadership on all law enforcement issues;
 - Providing support to existing mechanisms such as the Human Rights Office in Abkhazia, Georgia (HROAG) and the Joint Fact Finding Group (JFFG);
 - Strengthening the Mission's ability to monitor and assess the security situation in its area of responsibility.
2. Liaise with local law enforcement agencies and the international community to:
 - Assess the logistical and other needs of local law enforcement agencies and assist in addressing the shortcomings in a sustainable manner through UN mechanisms and international donations;
 - Assist local law enforcement agencies from both sides of the cease-fire line by providing or facilitating joint training, investigations and other confidence building activities.
3. Provide technical advice and monitor:
 - The operational aspects and needed restructuring of the local law enforcement agencies;
 - Development and implementation of policy guidelines incorporating the professional standards of policing;

- The selection and recruitment process to ensure the appropriate representation of the local population;
 - The composition, command, and control of local Self-Defence Units.
4. Assist and facilitate cross ceasefire-line cooperation by:
- Providing advice and support to existing mechanisms such as the Quadripartite Meeting and the JFFG;
 - Exploring the feasibility of establishing a “Joint Police Commission” to facilitate cross cease-fire line cooperation on law enforcement issues.

UN Civilian Police Concept of Operations:

- A Senior Police Advisor, reporting directly to the Special Representative of the Secretary-General (SRSG) and acting in close coordination with the other components of the Mission, will establish with his/her core staff, a UN Civilian Police office at the UNOMIG headquarters Sukhumi. The Senior Police Advisor will provide advice to the SRSG and senior UNOMIG leadership on all matters related to law enforcement issues and receive guidance and directives from the SRSG on the implementation of the Mission’s mandate.
- Under his or her command, a fully unified Civilian Police Component will work independently but in close operational cooperation with the UNOMIG Military Observer Component and within the existing mission structure. In the field, the proposed Civilian Police Component will operate, to the extent possible, using existing UNOMIG facilities and assets. The proposed Civilian Police Component will be co-located with UNOMIG personnel and all patrols will be carried out in conjunction with UNOMIG’s Military Observer Component. UNOMIG’s Military Observers will be requested to make every effort to facilitate the activities of the proposed Civilian Police Component without prejudicing their own existing operational requirements.
- UNOMIG’s proposed Civilian Police Component will, in consultation with the local law enforcement agencies, identify the needs and prioritise assistance to develop long-term institutional capability within local law enforcement agencies. Training might be conducted both within UNOMIG’s area of responsibility and in external locations. Support will be drawn from both bilateral and international sources.
- UNOMIG’s proposed Civilian Police Component will mobilize and coordinate donor support for the local law enforcement agencies, who will be encouraged to play a lead role in the restructuring and reform efforts in order to enhance local ownership of the process.
- In its advisory and monitoring role, the proposed Civilian Police Component will take a “top-down” approach of directly interrelating with command-level officers

of the local law enforcement agencies, while addressing issues with the rank and file local law enforcement personnel through intensive on-the-job training programs at the operational level. The proposed Civilian Police Component will, as appropriate, co-locate with local law enforcement agencies, and regularly monitor law enforcement initiatives within the UN's area of responsibility.

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- UN Civilian Police will take the lead in promoting cross cease-fire cooperation related to law enforcement issues, including the establishment of mechanisms such as a "Joint Police Commission" to act as a coordinative forum for addressing issues of mutual concern and developing further collaborative efforts in joint training and operational matters.
 - UN Civilian Police will also assist the HROAG in matters related to investigations and the enhancement of human rights awareness and compliance with international human rights norms and standards.

UN Civilian Police Deployment:

In order to implement the Concept of Operations, the proposed Civilian Police Component will establish:

1. A Civilian Police Headquarters (Sukhumi)
2. A Civilian Police Liaison Office (Tbilisi)
3. Two Team Offices (Gali and Zugdidi)

The proposed Civilian Police Component in UNOMIG will be comprised of 20 international Civilian Police with appropriate policing skills, drawn from the existing contributing countries to the extent possible. The proposed figures, based on the SAM recommendations, are preliminary and may change subject to operational requirements and developments on the ground. These 20 officers will have the functional roles illustrated in the attached organogram.

1. UN Civilian Police Headquarters (Sukhumi)
 - A five-member advance team comprising the Senior Police Advisor, the Chief of Staff, the Training Advisor, the Operations Planning Advisor and the Senior Liaison Officer will be immediately deployed to Sukhumi. In the initial phase this core team will establish contacts with the local leadership and build coordinated working relationships. They will also develop an operational plan to achieve the overall objectives of the proposed Civilian Police Component. These officers will subsequently constitute the headquarters of the proposed Civilian Police Component.
 - The Senior Civilian Police Advisor will advise the SRSG and interact at the highest level with the local law enforcement agencies. He or she will also lead and direct all the Civilian Police officers in the Mission.

- The Chief of Staff will support the Senior Police Advisor and coordinate all administrative and managerial issues of the UN Civilian Police component. He or she will also deal with all matters relating to discipline and internal investigations.
 - The Senior Liaison Officer will interact directly with the local authorities, working to determine the basic logistical and material needs of the local police, and coordinating efforts to attract funding and assistance through UN mechanisms and international donors.
 - The Training and Development Advisor will coordinate UNOMIG's training and development efforts for local law enforcement agencies. The Advisor, in cooperation with the local law enforcement agencies, will provide guidance to the Training Advisors as they help to prioritise training needs, coordinate donor assistance and to the extent possible, jointly assist in the training itself.
 - The Operations Advisor will coordinate the day-to-day activities of the Civilian Police Component. The Operations Advisor will also coordinate all matters related to security with the military observers, UNOMIG's Chief Security Officer, and the other multinational security components, including the CIS-PKF.
2. UN Civilian Police Liaison Office (Tbilisi)
- A Senior Liaison Officer and a Training and Development Advisor will be deployed in Tbilisi. They will work in close coordination with the UNOMIG Liaison Office and with the Georgian authorities, and interact with the representatives of donor states and international agencies.
3. Team Office (Gali)
- The Team Office in Gali will be composed of seven Civilian Police officers with complementary and interchangeable functional responsibilities.
 - i. One Team Leader
 - ii. One Human Rights Coordinator
 - iii. One JFFG Advisor
 - iv. Two Police Monitors
 - v. Two training Officers ✓
 - Team leaders will coordinate and supervise all the activities within the Gali Team and report to the Senior Police Advisor. The Team Leader will establish a close working relationship with the local law enforcement agencies within the district.
 - The Human Rights Coordinator will assist the Human Rights Office in Abkhazia, Georgia in matters of human rights violations by local law

enforcement personnel, as well as assisting in the development of human rights education programs for local law enforcement agencies.

- The JFFG Advisor will participate in all regular meetings of the JFFG and provide expert advice on rule of law matters, as appropriate.
- The monitors will co-locate with the local police at the headquarters level, as possible, and observe and monitor their daily operational functions. The monitors will also assess the general security situation, analyse and report on trends, and provide regular reports to the Gali Team Leader.
- The Training Officer will identify and assist in the delivery of relevant support in close cooperation with the local law enforcement agencies.

4. Team Office (Zugdidi)

- The Team Office in Zugdidi will be composed of six Civilian Police officers with complementary and interchangeable functional responsibilities.
 - i. One Team Leader
 - ii. One JFFG Adviser
 - iii. Two Police Monitors
 - iv. Two Training Officers
- All the functional responsibilities will be similar to the team members in the Gali Team.

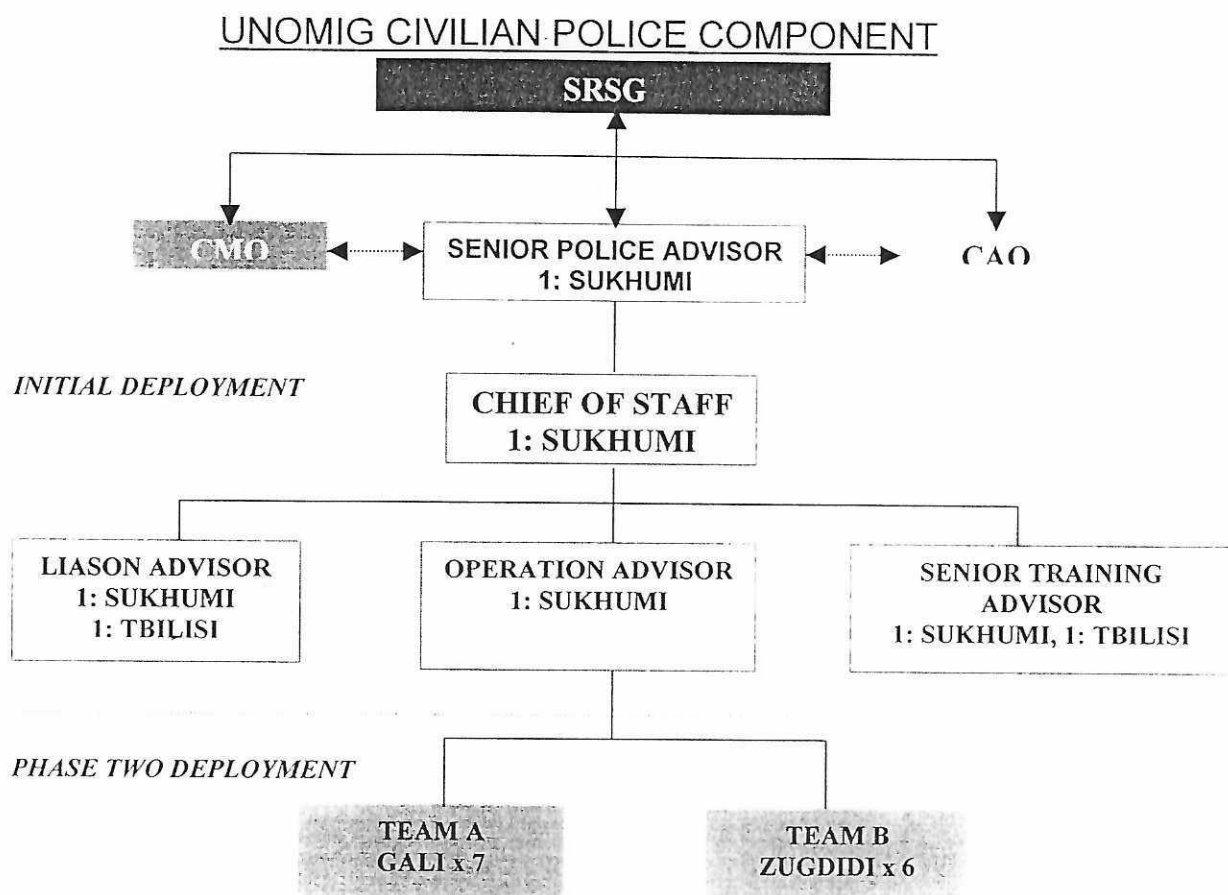
UNOMIG will deploy language assistants and general staff in support of the proposed Civilian Police Component. The general support staff will assist the proposed Civilian Police Component in their day-to-day administrative tasks and provide logistical support as necessary (Outlined in the table).

CONCLUSION

The creation of a United Nations Civilian Police Component, reporting directly to the SRSG but functioning within the existing UNOMIG structure, will assist UNOMIG leadership in implementing the Mission's mandate and help to promote rule of law and cross cease-fire line cooperation in UNOMIG's area of responsibility.

The success of the mission depends on the Georgian and Abkhazians' willingness to cooperate, and on broad and generous financial and material support from the international community.

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Deployment strategy

First phase:

1. Headquarters' core team at Sukhumi
 - Senior Police Advisor (P5) - 1
 - Chief of Staff (P4) - 1
 - Senior Liaison Advisor - 1
 - Operation Advisor - 1
 - Training and development Adv - 1
 - Total** 5
 - *Language Assistants* - 2
 - *Support staff* - 2
2. Liaison Cell at Tbilisi
 - Senior Liaison Officer - 1
 - Training & Development Advisor - 1
 - 2
 - *Language Assistant* - 1

Second Phase:

Two teams of 7 & 6 total 13 Civilian Police Advisors will be deployed in the second phase

Teams: Gali and Zugdidi

Gali Team

- Team Leader 1
- Training Advisor 2
- Monitors 2
- HR Coordinator 1

Zugdidi Team

- Team Leader 1
- Training Advisor 2
- Monitors 2
- JFF coordinator 1