



D P K O

**OFFICE OF RULE OF LAW AND SECURITY INSTITUTIONS (OROLSI)
SUSTAINABLE PEACE THROUGH JUSTICE AND SECURITY**

**VOLUME 1
OCTOBER 2009**



C O R R E C T I O N S

U P D A T E

CORRECTIONS UPDATE

ABOUT THIS PUBLICATION

In 2007 the Corrections Team was established in DPKO as part of the Office of Rule of Law and Security Institutions (OROLSI). This Update is an introduction to the work of this Team. It presents the successes and challenges faced by DPKO and highlights areas where more support is needed.

DPKO CORRECTIONS GOALS

Sustainable peace is the end-goal of every DPKO mission. Justice and security are pillars of sustainable peace and DPKO believes that both pillars are supported by corrections systems. Focusing on strengthening corrections capacities and providing resources to this sector is an integral part of restoring security. DPKO is committed to providing a comprehensive approach to post-conflict stabilization and long-term peace.

FRONT COVER PHOTO:

Becora Prison in Dili, Timor-Leste. The "sterile" area between exterior and interior walls.

UN Photo / Martine Perret

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An Important Element in the Creation of Security and Rule of Law

Introduction by Mr. Dmitry Titov, Assistant Secretary-General for Rule of Law and Security Institutions

The Department of Peacekeeping Operations (DPKO) was designated by the UN Secretary-General to serve as the UN-system-wide lead entity in the area of corrections. In 2007, the Office of Rule of Law and Security Institutions (OROLSI) was established in DPKO, in order to strengthen the links and coordinate the Department's activities in the areas of police; justice and corrections; mine action; the disarmament, demobilization and reintegration of ex-combatants and security sector reform. Through its Criminal Law and Judicial Advisory Service (CLJAS), OROLSI supports the judicial and prison components of peacekeeping operations and provides, when requested, specialized expertise on judicial and corrections issues to other UN actors.

While security, political and humanitarian activities remain vital to the success of peacekeeping operations, the

“Without a holistic approach to rule of law, which includes justice and corrections, there will be no peace.”

need for international rule of law expertise and legal capacity-building has also been increasingly recognised as a paramount element in creating sustainable peace in post-conflict environments. Without a comprehensive approach to rule of law, which includes justice and corrections, there could be no peace or lasting development. Providing such support is important in this crucial area to the success of peace operations. Equally vital is deploying to UN peacekeeping Missions qualified professionals such as prison officers, lawyers and police, as well as adequate resources for prison infrastructures, rehabilitation of inmates, and proper health care and food to the detained. The rapid deployment of these specialised peacekeepers, to begin assessing and implementing rule of law projects,



UN Photo / Paulo Filgueiras

Dmitry Titov

is equally important. All of these activities are done in close partnership with many UN entities and other contributors. These issues are also in the focus of the “New Horizons” initiative aimed at strengthening UN peacekeeping.

Corrections officers in peace operations are required to have an in-depth understanding of post-conflict environments and knowledge in international justice/corrections standards such as the United Nations Standard Minimum Rules for the Treatment of Offenders, other UN legal and human rights instruments. There is also the need for a great range of specialists dealing with prison reform and development including institution-building, training, agricultural projects, health care, infrastructure engineering and social work, the skills frequently requested by UN field Missions.

Because of the increased importance both the Security Council and the General Assembly now place on rule of law in the context of peace operations, there is a need to create a forum where UN entities, including the Department of Peacekeeping Operations, Member States and other

Continues on page 3

The Criminal Law and Judicial Advisory Service (CLJAS)

Strengthening judicial and corrections institutions plays a key role in the restoration and consolidation of peace in a



Robert Pulver

post-conflict country. It facilitates a peaceful mechanism for resolving disputes, while preventing impunity for crimes committed during, as well as after, a conflict. The demand for United Nations justice and corrections assistance within peace operations has been growing steadily. Since 2000 all new UN peacekeeping operations, with the exception

of the operation in Sierra Leone, have been mandated by the Security Council to assist host countries to strengthen their justice and corrections systems as part of a holistic approach to the rule of law.

The objective of prison support activities of UN peacekeeping operations is to contribute to the maintenance of sustainable peace and security by providing essential assistance to national prison staff to develop and manage a prison system in keeping with national and international standards. The approach taken by prison components in the field involves a combination of strategic advisory support and on-the-job mentoring and training of national prison officials. Peacekeeping prison support programmes involve civil society, development partners, as well as bilateral and multilateral donors — all of whom are essential for

successful programmes. Prison support programmes in peacekeeping operations focus on prison security, law and order, human rights and, in some cases, humanitarian issues in prisons.

CLJAS is currently strengthening its collaboration with professional prison associations such as the International Corrections and Prisons Association (ICPA) and the Africa

“Since 2000 all new UN peacekeeping operations, with the exception of the operation in Sierra Leone, have been mandated by the Security Council to assist host countries to strengthen their justice and corrections systems as part of a holistic approach to the rule of law.”

Correctional Services Association (ACSA) and others including academic and research institutions. We are fostering partnerships with regional organizations to address the prison conditions in some parts of the world as part of the global lead role given by the Secretary-General. The early deployment of corrections experts to peacekeeping operations is essential to ensure coherence in planning a holistic approach to dealing with critical criminal justice system issues. It is also essential to ensure that work is sustainable once a peacekeeping operation arrives and begins to plan its timely exit from the host country.

This Update provides an overview of the issues DPKO faces when working in the field. I hope this will help to motivate concerned Member States, organizations and individuals, to become more involved in this important work. Prisons are one important link in a judicial system.

*Robert Pulver, Chief
Criminal Law and Judicial Advisory Service (CLJAS)
OROLSI, DPKO*

More than an acronym...

- DPKO** Department of Peacekeeping Operations
- OROLSI** Office of Rule of Law and Security Institutions
- CLJAS** Criminal Law and Judicial Advisory Service
- CT** Corrections Team

The DPKO Corrections Team

The Criminal Law and Judicial Advisory Service (CLJAS) of DPKO has two different professional teams, one for Justice and one for Corrections. At present, there are 184 Prison Affairs Officers working in peacekeeping operations. One hundred and fifty-two international Prison Affairs Officers are seconded by Member States and 32 are contracted by DPKO. There are a total of 118 countries which contribute uniformed personnel (police and military) to peacekeeping operations, of which 16 contribute corrections officers. Eleven peacekeeping operations have Prison Advisory Units some of which are part of the Rule of Law section and in other missions, the corrections components stand on their own.



Richard Kuuire

While there are many challenges facing prison systems in post-conflict countries, some modest successes have been made in providing assistance to host countries which include: the refurbishment of 11 prison facilities in Côte

d'Ivoire; the training of over 1,800 ex-combatants into prison officers in South Sudan; the training of over 200 core prison officers in Haiti, and the strengthening of the prison system in Liberia through the re-opening of 12 of the 15 rural prisons around the country. CLJAS has completed work on four key field guidance and training modules while other areas of guidance are under development (see page 8).

Challenges described in this Update, along with many more, paint the picture of prisons in post-conflict settings as precarious. Lack of supervision of prisoners; absence of food budgets for feeding prisoners; inadequate training for prison staff; prison overcrowding; slow judicial processes; prolonged pre-trial detentions; porous prison security and poor facilities are some of the causes that have led to riots, mass escapes and deterioration of the general security situation in post-conflict countries.

The Corrections Team of CLJAS continues to seek new partners that can contribute professional Prison Affairs Officers to peace operations, help in the development of guidance materials, provide partnership in trainings and support this important, and often overlooked, area of work. Please contact me, or any member of our team (listed on page 13) if you want to learn more.

*Richard Kuuire, Corrections Team Coordinator
CLJAS, OROLSI, DPKO*

Continued from page 1

international organizations, can interact regularly to raise awareness and strengthen support in the area of corrections. Such an interaction could serve to tackle considerable challenges facing prison systems in post-conflict countries and would help to bring the much needed international and national attention to this work. I very much hope that we are already moving forward in the creation of this forum.

We wish to acknowledge DPKO's growing partnerships with UNDP, UNODC, OHCHR, UNICEF, ICRC, WFP, Penal Reform International (PRI), International Centre for Prison Studies (ICPS), International Corrections and Prisons Association (ICPA), the African Union and many other

multi-lateral and bi-lateral donors, particularly Austria, Belgium, Canada, Denmark, Germany, Norway, Pakistan, Sweden, the United Kingdom and the United States. We are very grateful to all 16 UN Member States who are presently contributing prison officers to peace operations, and to all of the others that have done so in the past. DPKO invites other countries to provide regular training to UN corrections staff in the field as well as to contribute officers, and we welcome in particular more female officers.

*Dmitry Titov
Assistant Secretary-General
Department of Peacekeeping Operations
United Nations Headquarters, New York
October 2009*

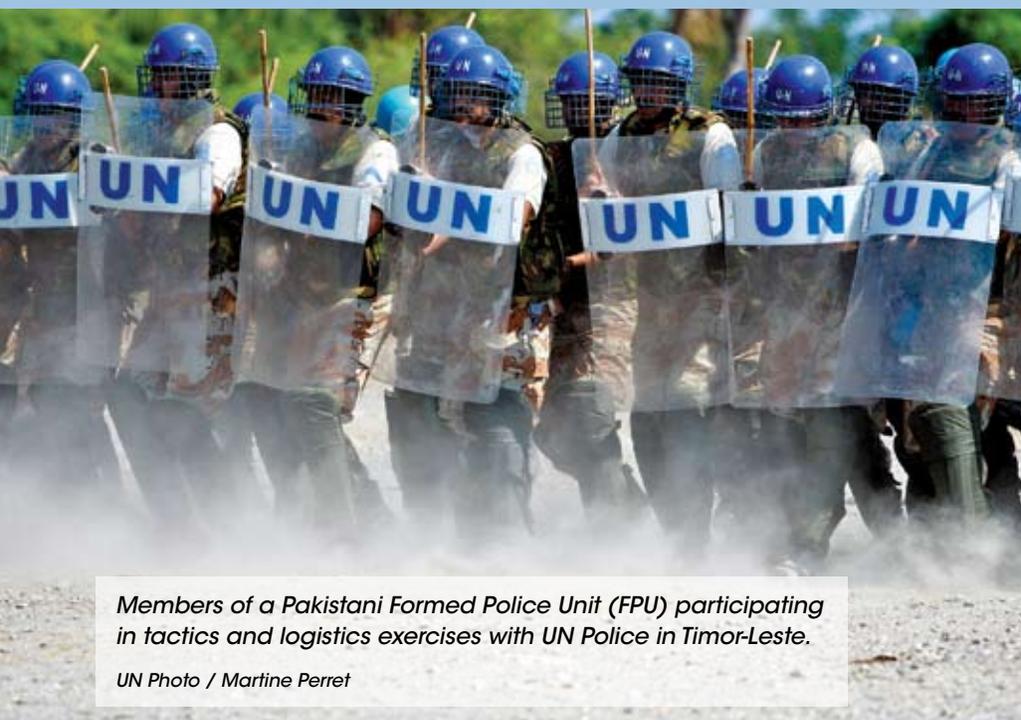
United Nations Assisting National Prison Services in Post-conflict Countries

Modern Peacekeeping

United Nations peacekeeping is a unique and dynamic instrument developed as a way to help countries torn by conflict to create the conditions for lasting peace. The methods used when assisting war-torn countries to cre-

ate lasting peace have changed in terms of both scope and composition. Traditionally, international personnel serving in United Nations missions have consisted mainly of military observers and lightly armed troops, deployed to monitor and report on the implementation of peace agreements or cease fires. However, since the end of the Cold War, United Nations peacekeeping operations have shifted from being traditional military style operations, to multidimensional and integrated operations working to ensure the implementation of complex peace agreements.

State conflicts to intra-State conflicts and civil wars. As a result, the number of United Nations peacekeeping personnel has greatly increased. Today, the United Nations has 140,000 authorized personnel, of which 110,000 are currently deployed in 17 peacekeeping operations on five continents, across 12 time zones. In comparison, only 30,000 personnel were deployed just 10 years ago.



Members of a Pakistani Formed Police Unit (FPU) participating in tactics and logistics exercises with UN Police in Timor-Leste.

UN Photo / Martine Perret

Beyond Military

While the military components still remain the backbone of many peacekeeping operations, the need for international expertise in post-conflict countries has been widely recognized in terms of police officers (as seen in the increase in the numbers of police officers deployed to peacekeeping missions from 2,400 in 1999 to over 12,000 in 2009). Other rule of law and justice sector components need to be included to the same extent in peacekeeping operations.

When the number of police officers working in peacekeeping operations is enhanced, the numbers of criminal cases leading to arrests inevitably multiply. As a result, the number of persons arrested, detained and imprisoned also increases. Without a readily available presence of rule of law actors such as prosecutors, judges, lawyers and correctional staff to deal with these detainees, prisons often become overcrowded, with pre-trial detainees forming the bulk of the number of prison inmates. Deteriorating prison conditions in turn lead to escapes, riots and other disturbances having an impact not only on the prisons, but also on the larger security situation in the post-conflict country.

The nature of the conflicts around the world to which the United Nations responds has also shifted, from inter-

In states where ethnic, political or other conflicts have taken place, prisons will operate in a sometimes brutal manner. Strengthening only the police within a system lacking effective, humane and secure prisons and detention centres raises serious human rights, security and legal concerns. It is therefore important that peacekeeping operations always include a holistic approach to rule of law, by including corrections and justice components together with police components. Otherwise, threats to peace and stability may arise which could have been prevented. In fact, the benefits of greater effectiveness in law enforcement may, if not accompanied by a correspondingly enhanced capacity within justice and corrections institutions, be diminished.

The Brahimi Report

The Brahimi Report (a comprehensive review of peacekeeping undertaken by an international panel under the chairmanship of Lakhdar Brahimi published in 2000) on United Nations peacekeeping operations recognized

the need for integrated rule of law efforts in complex peace operations, involving support to justice, corrections, and human rights as well as the more traditional police issues. In paragraph 47, in its summary of key recommendations, it says: “the panel recommends a doctrinal shift in the use of civilian police, other rule of law elements and human rights experts in complex peace operations to reflect an increased focus on strengthening rule of law institutions and improving respect for human rights in post-conflict environments”. The Office of Rule of Law and Security Institutions (OROLSI) and the Criminal Law and Judicial Advisory Service (CLJAS) were created, in part, to help respond to this recommendation.

“Today, the United Nations has 140,000 authorized personnel, of which 110,000 are currently deployed in 17 peacekeeping operations, on five continents, across 12 time zones. In comparison, only 30,000 personnel were deployed just 10 years ago.”

Expanded role of Peacekeepers:
Chilean and Brazilian UN peacekeeper engineers construct a new road in Port-au-Prince, Haiti.

UN Photo / Logan Abassi



The Prison Reality

Lack of resources

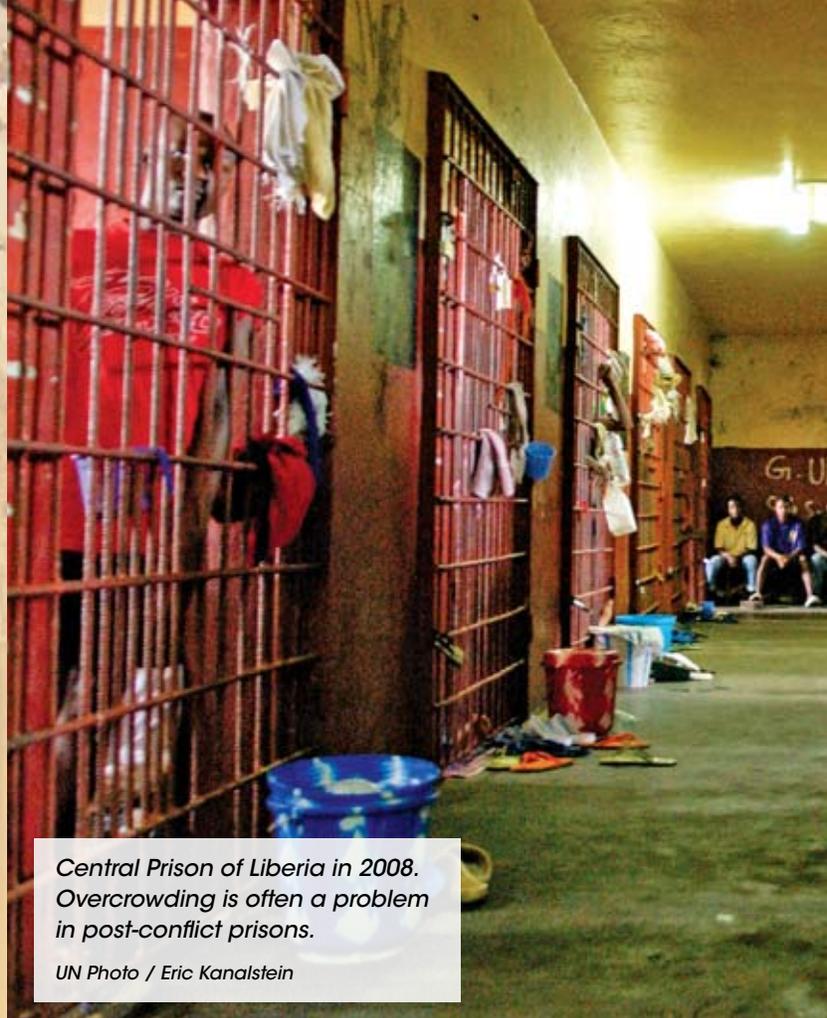
The single largest concern for prisons in the early stages of a mission is the lack of funding to address these problems. Corrections institutions are victims of donor inattention, with consequences to human rights and the health of the entire justice system. A lack of resources, including lack of food and water, leading to malnutrition and in some instances death, poses extreme difficulties in post-conflict prisons. Prisoners with transmittable diseases are often living in the same cells as other prisoners. Women prisoners are often held together with, or in close proximity to, male prisoners; children are found living with their mothers in prisons highly unsuitable for minors. Medical care, medical equipment and medicine are usually scarce, if available at all, and preventable and curable diseases may result in death.

Insufficient interest

The lack of human and material resources is often a direct result of the lack of interest, or ability, from host-country authorities (and not infrequently from the donor community) to invest in the strengthening of prisons when facing competing priorities in post-conflict countries. In many such prisons, there is no budget for food for the prisoners, whom rely on relatives or non-governmental organizations to feed them. This lack of interest often leads to ineffective legal, budgetary and regulatory frameworks, including the absence of a supervisory department, ministerial or other governance structures. In most cases there are no internal or external oversight mechanisms.

Overcrowding

One of the major challenges within the field of corrections in post-conflict countries is that of severe overcrowding. In Burundi, for instance, more than 10,300 prisoners are held in prisons with a total capacity of 5000. In a Darfur



Central Prison of Liberia in 2008. Overcrowding is often a problem in post-conflict prisons.

UN Photo / Eric Kanalstein

prison, 140 prisoners sleep in a cell (10 x 5 meters) with one bathroom, built to house approximately 85 prisoners. Similar situations are seen in most post-conflict areas. The results are devastating and often result in mass escapes, riots, starvation and deaths. In many cases, overcrowding is due to the lack of due process in legal cases, which has caused prolonged pre-trial detentions. In one country where DPKO is working, a 16-year old male prisoner was recently reported to have been held for more than two years without having his case tried in court. In another country in Africa many escapees were said to have been convicted of murdering albinos, causing unrest amongst a great number of albinos in the community. Mass escapes have also occurred from prisons in Liberia, Côte d'Ivoire, Burundi, Chad and the Democratic Republic of Congo (DRC). In DRC, prisons rarely have a budget for prisoners; prison buildings are dilapidated and often unfit for use; personnel are insufficient and often unqualified which has resulted in escapes, mutinies, illness and death.



Inadequate staffing and training for national prison staff

Prison personnel in post-conflict countries are often militarized, with prison staff having been active participants in the conflict. In general, staffing of prison systems in post-conflict countries is not sufficient. Governments do not have the funding to pay salaries and equip prisons, resulting in high levels of corruption. Available staff often have little knowledge about prison security, human rights or prison management.

Dilapidated and war-torn prison infrastructures

Prisons in post-conflict settings often consist of dilapidated building structures enabling prisoners to escape easily. In some instances, prisoners are kept chained in shackles to prevent escapes, as seen in eastern Chad and in Darfur. The inadequacy of the infrastructure is a main source of prisoner discontent which leads to prison riots and other prison incidents.

Top: Yambio Prison in post-conflict Sudan in 2007.
Centre: Cayes Prison in post-conflict Haiti in 2004.
Bottom: Prisoners being transported in Southern Sudan.
UN Photos

The Way Forward

Progress in the face of these challenges is continuing through comprehensive efforts by national authorities in post-conflict countries, assisted by United Nations personnel in partnerships with other governmental and non-governmental organizations. Such progress includes the increased numbers of national prison staff by 50% in Haiti; the provision of basic training for 1,800 corrections officers (ex-combatants) in South Sudan; the rehabilitation of a prison for women in Khartoum; assistance in re-opening 13 prisons in Liberia, and assistance in facilitating the rehabilitation of 11 prisons in Côte d'Ivoire.

DPKO has completed the following Guidance material:

Supporting National Prison Systems: Lessons Learned and Best Practices for Peacekeeping Operations, CLJAS, Peacekeeping Best Practices Section, December 2005

Prison Support Guidance Manual, United Nations Peacekeeping Operations, January 2006

United Nations Department of Peacekeeping Operations Policy Directive "Prison Support in UN Peacekeeping Operations" J.M. Guéhenno / USG-DPKO, 1 December 2007

Management of Prison Support Programmes in Peace Operations DPKO in partnership with King's College, London, 2008

Guidance Material development

The Corrections Team of CLJAS continues to work on and create effective guidance material for peacekeeping operations. Some material has been completed (see box) but there are 11 areas where guidance is still needed:

- (1) Management development training for corrections officers at different levels;
- (2) Management of pre-trial detention;
- (3) Use of Force in a prison setting in peace operations;
- (4) Mentoring national prison staff in post-conflict countries;
- (5) Guidelines for donor engagement and mobilization of funding for prison projects in peacekeeping operations;
- (6) Control and Restraint in prison settings in peace operations;
- (7) Provision of effective prison security in prisons in post-conflict countries;
- (8) Prison institutional reform, restructuring and development in post-conflict countries;
- (9) Managing female prisoners who have babies with them in prison in post-conflict countries;
- (10) Management of prison overcrowding in post-conflict countries;
- (11) Conduct of census and identification of prison officials in peace operations.

An integrated Police-Corrections pre-deployment training course, in Sweden, September 2009. This pilot course will help develop the basic pre-deployment training for Prison Affairs Officers.



Partnerships

DPKO correction teams in peace operations are working hard to increase awareness amongst the general population of the countries where they are based, as well as within the donor community. In Timor-Leste, the correctional advisory unit has helped to create a two-part radio program (published in February 2009) and a news article aimed to increase the public's knowledge about prisons.

Prison Advisory Units work closely with partner organizations in assisting prisons in post-conflict areas. Within the United Nations, correctional units are closely connected to Human Rights, Police, Gender, Justice, HIV/AIDS and Protection units. In Sudan, Haiti and DRC, UNODC and the Vancouver Institute are working together with correctional units to strengthen national capacity, including providing training and infrastructure rehabilitation programmes. In Sudan, UNDP is working jointly to manage a multi-donor trust fund and the Jonglei Justice and

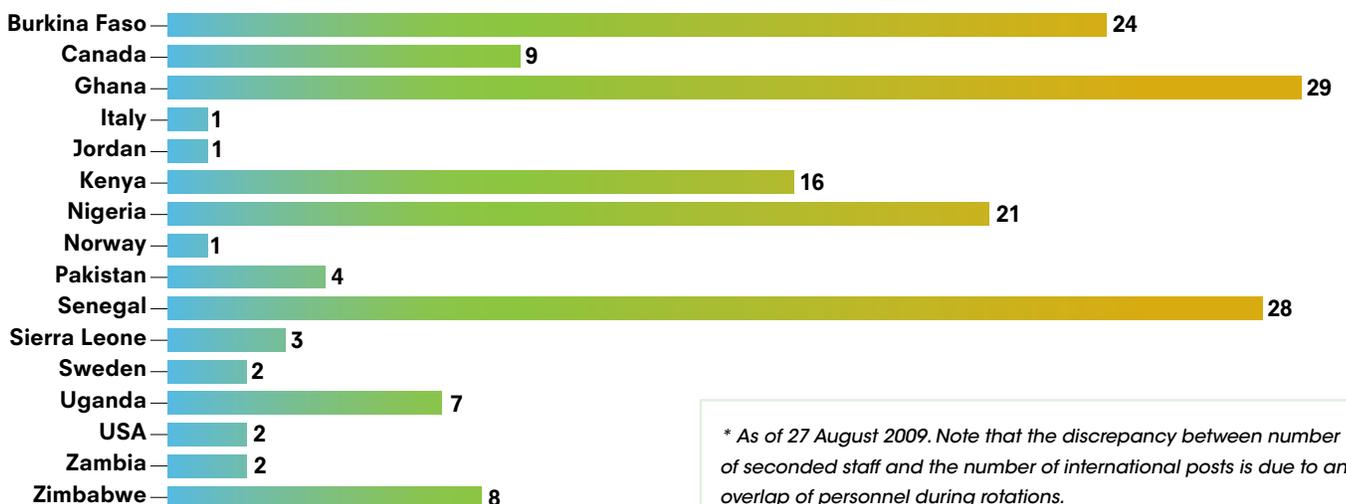
Security Project; the World Food Programme (WFP) has assisted in supplying food for prisoners in Liberia. The International Committee of the Red Cross (ICRC) supplies food, toiletries, medicine, water and sanitation to prisoners in scores of countries. Health through Walls, an International NGO that works on health issues in prisons, is providing healthcare to prisoners in Haiti.



International Conference on Corrections in Peacekeeping, Sweden, May 2009. In the front row, from right to left are representatives of Nigeria, Pakistan, Namibia and Sweden.

Swedish Prison and Probation Service Photo, 2009

Corrections Contributing Countries*



** As of 27 August 2009. Note that the discrepancy between number of seconded staff and the number of international posts is due to an overlap of personnel during rotations.*

In May, 2009, the Swedish Prison and Probation Service, the Folke Bernadotte Academy and DPKO convened the first international conference on the role of corrections in peace operations (the report from this Conference can be obtained from www.kriminalvarlden.se order number 9259).

During this conference a number of recommendations on how to support host-country prison services in post-conflict settings were made.

Amongst other things, the 54 participants from more than 20 countries, supported the idea of establishing a forum on corrections in peacekeeping — a “group of friends of corrections” — comprised of corrections experts from Member States that would provide expert advice, political guidance and support to DPKO in its role to backup corrections components of United Nations peace operations.

To enhance cooperation between corrections contributing Member States and DPKO, and to enhance the sharing of best practices with corrections experts

deployed to peacekeeping missions, participants agreed to consider the possibility of establishing a database of corrections doctrine, best practices and other reference material.

The Swedish Prison and Probation Service and the Folke Bernadotte Academy also indicated that they may be able to offer their services initially in setting up such a forum.

The Swedish Prison and Probation Service, the Canadian Correctional Service and DPKO have drafted



A successful agricultural project in Kakata Prison in Liberia.

UN Photo / UNMIL

A female exercise area.

Women often are held with or in close proximity to male prisoners. Separate facilities provide greater security for female prisoners.

UN Photo / UNMIL



a United Nations pre-deployment training manual for prison and probation officers. The Department of Peacekeeping Operations will distribute the proposed pre-deployment training manual to field mission components and to other interested actors within and outside the United Nations. Delivery of a regional pre-deployment training course based on this manual is expected to take place in Africa in 2010, and DPKO welcomes involvement of Member States.

These are all important initiatives which DPKO will continue to develop.



Special Representative of the Secretary-General for Haiti, Mr. Hédi Annabi (above, centre), visiting the work site of the Croix-des-Bouquets prison, which is 12-km from Port-au-Prince, Haiti.

UN Photo / Marco Domino

Raising Awareness

This publication is part of a campaign to raise awareness about corrections work in peacekeeping. Corrections are sometimes overlooked in development and in the post-conflict settings where DPKO deploys operations, the issue of corrections is even less visible. Member States and donor organizations are not always aware of the needs and importance of building capacity in corrections systems. This publication, and others that will follow, aim to bring more attention to this subject, and the important role that Prison Affairs Officers play in peacekeeping.

The DPKO Corrections Team in 2009 – 2010 will highlight this work in international conferences, meetings with Member States and through General Assembly and Security Council committees and gatherings. Prison Advisory Units in field operations designate a focal point for raising awareness about the issue and sensitizing UN and partner organizations about the importance of this work to the overall goal of the missions. In almost every peacekeeping operation justice and corrections is part of the mandate given to DPKO by the Security Council. Raising awareness about the issue, and bringing attention to specific needs is part of the work plan of the DPKO Corrections Team.

Pre-Deployment Training Module

A pre-deployment special training course for corrections officers was conducted in mid-September 2009. The aim of this pilot, two-week course was to build on the corrections pre-deployment training already conducted by Sweden, and develop a United Nations recognized course that could be conducted by all Corrections Contributing Countries (CCCs). To facilitate this, the Swedish Government assisted participants from other CCCs and potential contributors to attend this pilot course and provide feedback to their own countries. In total 13 corrections officers attended the training (Ghana, 1; Kenya, 2; Namibia, 2; Uganda, 1; Nigeria, 1; Sweden, 6).

Of the 13 participants, six were women. The course was hosted and organised by the Swedish Government, while the Canadian Government provided one instructor and assistance with the development of some of the course modules.



Corrections officer Gloria Fati Abudu, Ghana, during pre-deployment training exercise.

UN Photo

African Union–UN peacekeeping mission donates supplies to women’s prison and trains Corrections Officers

The joint African Union–United Nations peacekeeping mission in Darfur (UNAMID) donated supplies to a women’s prison in the western Sudanese region in August 2009.

Following a request made in July for support by the detention centre in Khanaga, the operation contributed items, including cooking utensils and bedding. The donation to the prison in North Darfur state is a manifestation of UNAMID’s on-going commitment to bolstering national institutions to allow them to better respond to people’s needs.

Earlier in August 2009, staff from UNAMID’s human rights and rule of law sections completed a four-day

training course on human rights standards and prison management for 30 corrections officials working in North Darfur.

The training, the first of its kind in North Darfur, included such topics as the humane treatment of prisoners, particularly minors, pre-trial detainees and female prisoners.

The course, held in El Fasher, was funded by Switzerland through the UN Office of the High Commissioner for Human Rights (OHCHR).

Official Opening of “Human Rights and Prison Management” course for Prison Staff in North Darfur state.

Photo: UNAMID / Olivier Chassot





Induction course for national prison staff, Liberia 2004.

UN Photo / UNMIL

Who is Who in DPKO — OROLSI — CLJAS — Corrections Team

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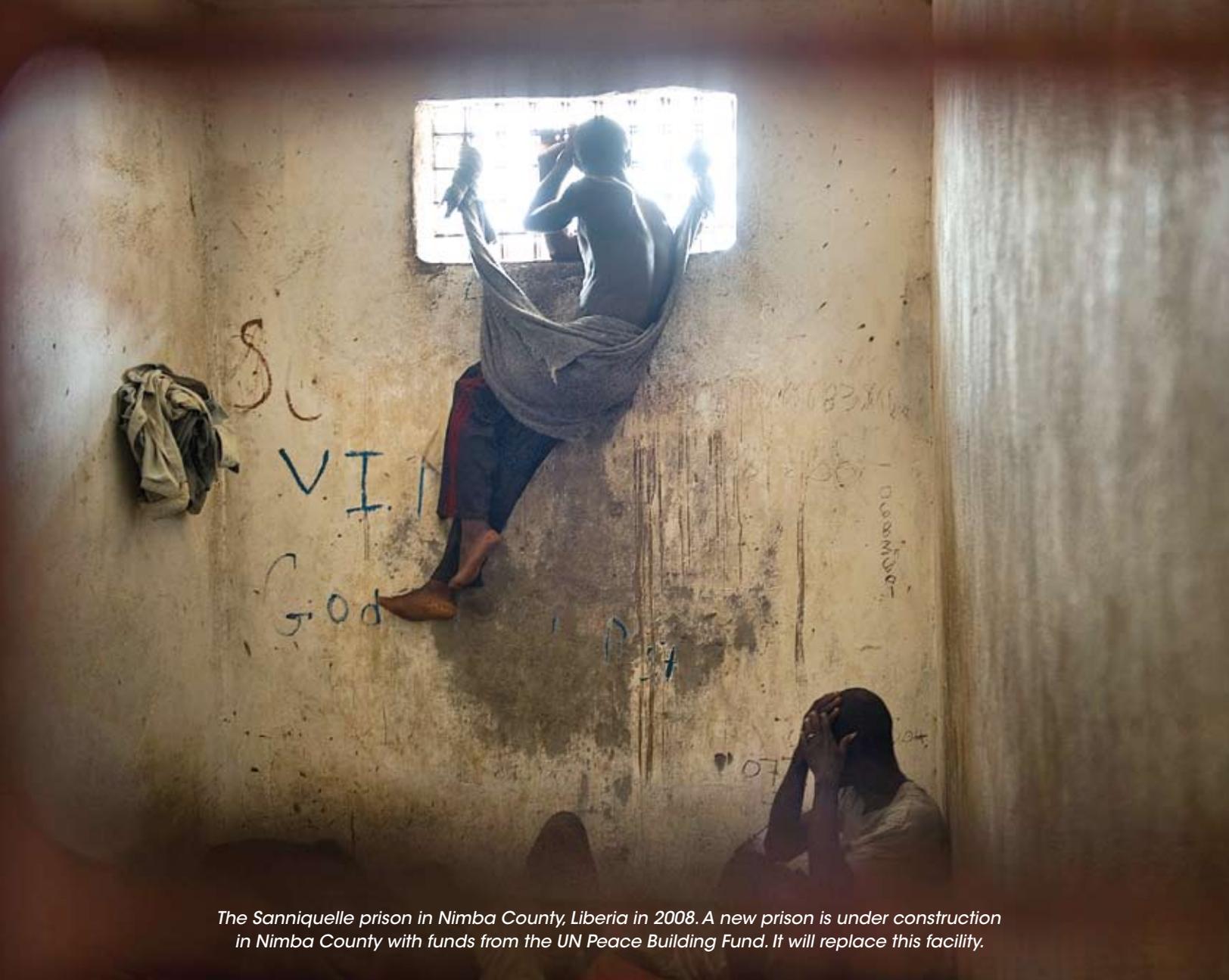
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www.un.org/Depts/dpko/dpko/orolsi



The Sanniquelle prison in Nimba County, Liberia in 2008. A new prison is under construction in Nimba County with funds from the UN Peace Building Fund. It will replace this facility.

UN Photo/Christopher Herwig

“The Corrections Team of DPKO continues to seek new partners that can contribute professional Prison Affairs Officers to peace operations, help in the development of guidance materials, provide partnership in trainings and support this important, and often overlooked, area of work.”

Sustainable Peace through Justice and Security
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