Challenges and opportunities of developing a NATO Stability Policing Capability

Constant changes to the international security environment require NATO to deal with new challenges on a daily basis. On the one hand, the Alliance is engaged with worldwide asymmetrical threats and non-state actors such as terrorists, insurgents, and various other criminals, including those that operate by exploiting new cyber communication technologies. The roles these people play both in domestic and international affairs have been identified as an emerging security instability trend.¹

On the other hand, there are human and economic themes² that are dominating the world scene: changing demographics, urbanisation, human networks and fractured identities will continue to shape global, regional and local security considerations. Resource scarcity, energy issues and shortages of food and water will exacerbate existing tensions and may lead to increased competition to control and/or retain access to vital resources. The societal, political, military and economic environment

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will, in the future, most likely be influenced and shaped by this fast growing evolution and profound transformation.

Among the biggest challenges are the public security gap and the spoiler threat from criminalised power structures, as defined by Professor Mike Dziedzic in several of his publications. The public security gap, as defined by the late U.S. Ambassador Bob Oakley and Professor Dziedzic in Policing the New World Disorder, plagued most international interventions up to 1998. The described gap had three very different components: a deployment gap, an enforcement gap, and an institutional capacity gap.

In his publications about criminalised power structures (CPS), Professor Dziedzic examines ten case studies that demonstrate CPS is a predominant cause of the failure of peace and stability operations. CPS and spoilers generally are not monolithic; they vary in their orientation toward the peace process and in their propensity to use violence. Stability police forces are essential to deal with this leading threat.

One of the most decisive tools in coping with CPS is criminal Intelligence-led policing, which cannot be accomplished successfully without the capabilities of a stability police force. Mass migrations, evolution in technologies, cyber threats and social engineering, natural disasters, weapons of mass destruction, sprawling urbanisation, transnational organised crime and unaccountable and ineffective governments are generating persistent instability and potential new conflicts around the globe. These emerging factors and associated uncertainty and instability require a new concept and demand a new body of specialised assets capable of increased operability in extremely uncertain environments.

The NATO Stability Policing concept development and experimentation project, recently established by HQ Supreme Allied Commander Transformation, Norfolk, Virginia, U.S., is aimed at filling this gap. This one-year project will consist of four workshops (Rome 24-27 October 2016, Bucharest 27 February-3 March 2017, Amsterdam 15-19 May 2017 and Vicenza October 2017) to foster the new concept and empower NATO with a new capability and new capacities.

The workshops recently held in Rome, Bucharest and Amsterdam achieved resounding success and were attended by 120 international experts, military, civil servants and police officers from over 42 worldwide organisations and institutions. Some of the main highlights focused on what the future operational goals of Stability Policing should target: border control, counter-terrorism and hybrid activities. Notably, such police and law enforcement actions can be performed in pre-crisis settings or settings undergoing transition and are more akin to typical law enforcement activities carried out during conflicts and in post-crisis environments.

Policing and its role in the wider rule of law, society and justice system is a key issue in crisis states or conflict-ridden environments. Remarkably, the police are frequently the main government interlocutor with citizens and represent the institution that most affects the population. As they exert a pivotal role in leveraging the relationships with the citizens, the police can have exceedingly positive or painfully negative effects.

As the Afghan theatre has shown, a lack of trust between the general public and a police force that is too military-oriented and inadequately equipped to solve crimes, will provoke a deterioration of the security situation. As a result, there is a need for police reform strategies that are more civilian police oriented, aimed at community policing, administrative and leadership roles and able to provide a safe and secure environment, as well as economic well-being and freedom.

For all the said reasons, it is critical that local police learn how to gain people's trust...
STABILIZATION AND RECONSTRUCTION

General Denis Mercier, SACT.
HQ SACT leads the NATO Stability Policing Concept Development and Experimentation.
Photo by NATO

and confidence through appropriate and specialised training in order to effectively respond to the needs and help develop the society in terms of security and prosperity. An unaccountable, ineffective and repressive police force, often associated with corruption (bribes, mismanagement and embezzlements) could trigger violence and fuel radicalisation.

NATO MISSIONS AND involvements respond to numerous complex situations in fragile and war-torn countries, thus contributing extensively to crisis management and to coherence and coordination of the international community’s efforts to re-establish security, development and control. When it comes to NATO’s involvement in such situations, the Alliance needs to establish its role and procedures on how to intervene, contribute and assist in support of international global efforts for security and stability. These types of operations consist of post-conflict security stabilisation, as was done in the Balkans, training of local security forces, as currently being done in Afghanistan, and development of security policies for new governments, much like what NATO has begun to implement in some countries.

These initiatives represent Stabilization and Reconstruction (S&R) activities, as intended by NATO. They may be components of operations conducted within the framework of Peace Support Operations, Humanitarian Assistance, Defence Against Terrorism Operations, Counterinsurgency and Major Combat Operations, and, in some cases, will overlap with their activities. S&R includes support to establishing long-term stability and strengthening governance, local capacity building, and the promotion of ownership by the relevant national authorities, encouraging rule of law and providing the basis for economic, human and social development.

This is the area in which the new Stability Policing concept is growing. It is defined as the activities, conducted throughout the full spectrum of the conflict, aiming at establishing a safe and secure environment for the local population, restoring public order and security, countering irregular activities, and creating the conditions for improved governance and development. Such activities may include the reinforcing or temporary replacement of the indigenous police forces in order to contribute to the restoration and/or the maintenance of public order and security, rule of law and protection of human rights. Under a Comprehensive Approach, a combination of military and non-military actors will be employed to achieve this goal.

The need for NATO to establish a military capability of Stability Policing emerged during the Stabilisation Force (SFOR) operation in Bosnia and Herzegovina. In 1997, Allied Command Europe identified the so-called security gap. This grey area emerged between the SFOR military capabilities and the UN International Police Task Force mission. Both groups lacked executive powers and local police force capabilities and were either incapable or unwilling to enforce the law. In this grey area nobody could or would take responsibility. The gap was filled by a military unit capable of performing some typical police

RECOMMENDED READING

* Joint Urban Operations and the NATO Urbanisation Project (Wg CDR Gordon Pendleton and Lieutenant Colonel Jozsef Bodnar, HQ SACT)

The Three Swords Magazine, Issues 29 and 31: These articles can be found at www.jwc.nato.int/media/Selected Articles

A demonstration of a Special Patrol Insertion/Extraction System (SPIES) exercise in Tampa, Florida. Photo by NATO
The police are frequently the main government interlocutor with citizens and represent the institution that most affects the population.

Framework Nations of the NATO Stability Policing Centre of Excellence
www.nspcoe.org

tasks, i.e. the NATO Multinational Specialized Unit formed by gendarmerie forces, which are paramilitary forces with full police capabilities. Since then, this model has been implemented several times and has received contributions from military police units and infantry forces trained to perform specific security missions. This approach has evolved into the current Stability Policing.

In this context, Italy, through the Carabinieri Corps, together with France, the Netherlands, Poland, the Czech Republic, Romania, Spain and Turkey supported NATO with the establishment of the NATO Stability Policing Centre of Excellence (NATO SP COE) in Vicenza, Italy. The NATO SP COE contributes to the Alliance’s efforts to provide stabilisation and reconstruction support in post-conflict scenarios by serving as a doctrinal hub and think tank for the development of studies and projects related to the new capability. Through this initiative, NATO will be better able to tackle future challenges generated by failing or collapsed nation-states, which will allow the Alliance to engage in capacity building programmes by providing injections designed to help stabilise a failing state by reinforcing or replacing critical institutions and indigenous police forces. Moreover, the application of the Stability Policing concept is not just a matter for the military, but requires, as stated, a Comprehensive Approach uniting all international and local institutions and agencies, military and police forces, as well as the judiciary and penitentiary systems, in a joint effort to create a safe environment.

NATO needs a coherent and focused strategy to support the institutions of failing countries by carefully selecting certain areas of intervention where the Alliance truly can provide added value and critical resources while simultaneously making a significant and valuable impact on security. In order to achieve this, NATO will project stability through stability operations with the aim to prevent crises and major military engagements.

It is no secret that stabilisation and reconstruction support internal security, and both have become the essential factors for the success of lasting peace. NATO’s Supreme Allied Commander Transformation (SACT) recently stated that “[…] the breadth of instability affecting the Euro-Atlantic area together with challenges such as hybrid warfare and aggressive non-state actors compel the Alliance to increase the pace of its adaptation. From a military perspective, the complexity [of the scenario] requires us to change our mind-set and the way we conduct warfare. […] My intent is to rapidly enhance and sustain a modern and agile system by supporting and improving today’s operational capability, understanding and shaping the future, and bridging the two.”

Stability Policing provides the Alliance with a holistic approach to crisis response that includes the availability of military forces with a special capability of policing. NATO Stability Policing will, in many respects, have a decisive function in the forthcoming operational campaign horizon.

Another pivotal takeaway from the Stability Policing workshops so far was the need to have common principles, understanding, and international standards, as well as equipment and procedures within all the Stability Policing players, i.e. assets that will be employed in supporting improvement of security and rule of law, in upholding justice and respect of human rights and in providing support to the civilian population in affected countries. A further
broad resolution stems from this remarkable purpose: Partnering. A particularly important aim in the workshops was not only fostering a community of interest that will be called upon to discuss and develop the above-mentioned main topics and those to come in the ensuing workshops, but also to promote cohesion among partners.

NATO missions have seen the involvement of many national players and other stakeholders that have contributed to operations together with external partners and participants. Future campaigns will require a more tight-knit cohesion of very empowered and multi-field actors, ranging from industry, international organisations, non-governmental organisations and international think tanks.

Partnerships are needed in particular across the criminal justice chain supporting investigations (software and other technical means), the activities of public prosecutors and judges (mentoring and advising these high officials on how to ensure a smoother cooperation with local police units and to manage files with international standards), the prosecution services and, finally, prisons and correctional facilities (gender responsive and meeting socially acceptable standards).

All the latter tasks can be performed by police forces with military status, civilian defence contractors or international organisations; they will, however, require the support and critical commitment of the industry (engineering, manufacturing) and use of state of the art technical development.

The overall aim of the Stability Policing concept development project is to produce a NATO-approved concept, which provides the necessary overarching framework and guidance leading to developing a NATO Stability Policing capability for activities, conducted throughout the full spectrum of conflict, aimed at establishing a safe and secure environment, restoring public order and security, countering irregular activities, and creating the conditions for improved governance and development. This may include both the re-establishment of law and order (replacement missions) and reinforcing rule of law (reinforcing missions). Under a Comprehensive Approach, a combination of military and non-military actors will be employed to achieve this goal.

Currently, NATO does not have a specific capability; nor does the NATO Defence Planning Process have a dedicated capability code. ACT, in conjunction with the NATO Stability Policing Centre of Excellence, as the lead external actor, and in conjunction with a wide range of international actors (United Nations, European Union, African Union, Academia and industry) will complete the concept development process this year and publish the NATO Stability Policing Concept by December 2017.

END NOTES:

5 Pani, M (December 2016) Stability Policing: Toward new operational capabilities. NRDC-ITA magazine "Everywhere rapidly”.
6 NATO Allied Joint Publication (AJP)-3.4.5 Military Support to Stabilization and Reconstruction.
7 Several NATO Allied Joint Publication (AJP)-3.22 Stability Policing.
8 http://www.nspcoe.org/
9 General Denis Mercier, French Air Force
10 SACT’s Intent and Vision.