



PEACEBUILDING MODEL OF THE NATIONAL POLICE OF COLOMBIA



FOR A PEACEFUL AND SAFE COLOMBIA



National Police of Colombia

Peacebuilding Model of the
National Police of Colombia

Republic of Colombia



National Police of Colombia

Police Unit for the Construction of Peace (UNIPEP)

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POLICÍA NACIONAL DE COLOMBIA
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1

Presentation

For a secure and peaceful Colombia



year armed conflict that covered the Colombia people in mourning.

The National Police, which belongs to all Colombians, is committed to that universal principle that equates peace with the highest of callings and will guarantee the constitutional provision that states that peace is a right and a duty that must be observed. To that end, the National Police began to prepare to help build a stable and long-lasting peace.

Well aware of the challenges of the post-Accord period, the institution devised a Peacebuilding Model in accordance with its Institutional Strategic Plan “Secure and Peaceful Communities”, the spear-point for developing the Model for Modernizing and Transforming the National Police with a projection to 2030.

To reach this objective, the more than 180,000 members of the police of the Fatherland work to strengthen four strategic areas: rural security, citizen security, criminal investigations, and international cooperation.

With foresight and long before the Final Peace Accord was signed, the institution put into operation the Police Unit for Peacebuilding (UNIPEP). This

Thursday, November 24, 2016, the day that the Final Peace Accord was signed in the Teatro Colón, will always be remembered in the history of Colombia as the date when the foundations were laid to silence the guns of a fifty-

specialized and transitory unit, made up of 3,000 of the best officers, is a fundamental component of the Tripartite Mechanism for Monitoring and Verifying Compliance of the Bilateral and Definitive Ceasefire and End of Hostilities and Laying Down of Arms.

The presence of the National Police in the 26 Temporary Normalization Zones of Transit and in the Temporary Points of Normalization has been received with hope and great affection by the inhabitants of these outlying regions of the country.

The work of UNIPEP has been so important that the President of the Republic, Dr. Juan Manuel Santos, called it “a symbol of a Police that helped us to achieve peace and that is now is guarantor.”

This Peacebuilding Model has been put together through a participatory and consultative methodology under the leadership of UNIPEP with the objective of identifying, from the perspective of police officers, the necessary responsibilities, strengths, and resources within the institution for coordinating the various efforts for a more efficient police service in the face of challenges of a new context.

The model is paired with a plan for implementation made up of projects, actions, and recommendations that have emerged from a wide-ranging consultation process that has involved police staff and officers at all levels and specialties.

As the Model is based on the premise that peace must go hand in hand with security in the territories, one of the challenges is to occupy the spaces that FARC leaves behind, precisely so that they do

not end up in the hands of other agents of organized crime.

Today, the National Police has a complete understanding of the various expressions of organized crime, such that it can be attacked structurally, both at its local and regional variants. This is being done under the T.GER+ programme, Transformation of Management under a Regional and Local Outlook that serves the citizenry because peace in the territories is national peace.

With these decisions, the National Police seeks to stimulate institutional dynamics and promote sectorial and inter-institutional actions to bring them together harmoniously in support of territorial peace and achieve, communally, a new social dy-

namic for the non-violent solution of conflicts, in which the National Police will play its constitutional role.

In concrete terms, the Peacebuilding Model of the National Police is the roadmap of our Institution to continue to work “For a Secure and Peaceful Colombia.”

General Jorge Hernando Nieto Rojas
Director General of the National Police

Introduction

Contribution to building peace



The participation of the National Police in the Colombian peace process has been an example of commitment, innovation, and adaptation to the social transformations that a stable and long-lasting peace requires.

During the negotiation process that culminated in the signing of the Final Peace Accord, the National Police, as a participant in the Technical Sub-Commission for Ending the Conflict, made a valuable contribution to the joint effort that aimed to put an end to one of the most devastating conflicts in the country in the last half century. This has meant not only an opportunity to underscore the legitimacy of the institution but also constitutes an historical moment for consolidating the mission assigned to the National Police by the Constitution of 1991.

Since the month of April 2016, the National Police, as part of a visionary set of decisions, created the Police Unit for Peacebuilding (UNIPEP). Months before the signing of the Final Accord on November 24, 2016, a serious and rigorous process was begun to prepare the institution for those imminent scenarios and to direct its internal capacities under an original model for deployment of police services to those places where they had been absent due to the dynamics of the conflict. By providing institutional services in this manner within those territories, a significant contribution has been made towards the consolidation of a socially responsive state of law, thereby recovering its meaning for all Colombian citizens with regards security and coexistence.

From the moment of its inception, the UNIPEP has made its achievements known in aspects such as the creation and deployment in each municipal seat of the citizen security and coexistence groups in the form of the Basic Units of Police (UBI-CAR-UNIPEP), the organization and deployment of the Group for the Protection of the Mechanism for Monitoring and Verification, and those special services required before and during the ceasefire and the bilateral and definitive end of hostilities.

With regards to the responsibilities of the National Police towards the contents of the Final Peace Accord, the Strategic Area for the Implementation of the Peace Accords of UNIPEP developed the Peacebuilding Model of the National Police and its Implementation Plan as the institution's contribution to assure compliance of the stipulations of the Accords and thereby consolidate its participation in peacebuilding and transformation of conflicts over the entirety of the territory of Colombia.

This model is the product of a wide-ranging participatory process of consultation within the institution that was validated directly by personnel at all levels that represented the eight regions of the Police and the offices of the directors and advisors. With support from the embassies of Switzerland and the Kingdom of the Netherlands, arrangements were made for international participation in the process which was provided by Interpeace and Alliance for Peace.

This document is organized in five chapters. In the first part, the conceptual and contextual aspects of peacebuilding are described and analysed. That is followed by an explanation of the methodology

that was designed to carry out the process of analysis, consultation, and design. Afterwards, the strategic initiatives for the implementation of the Final Accord are described, as well as the structure and components of the functional model. Then the Implementation Plan and its levels of deployment are presented. And finally, there is a chapter on monitoring and evaluation that provides an overview of the control mechanisms that will assure that the actions planned produce the desired effects.

We are hopeful that the Peacebuilding Model of the National Police will provide the necessary tools

that will contribute effectively to reestablish the social fabric, confidence, and cohesion that are vital for security, coexistence, and peace in Colombia. This Model also contributes to the implementation of the agreements signed in La Habana in 2016.

Brigadier General Álvaro Pico Malaver
Head, Police Unit for Peacebuilding

The invaluable contribution of the National Police to building lasting peace



At Interpeace we believe that peace cannot be imported, nor imposed, from the outside. More than twenty years of experience around the world has shown us that the foundations of lasting peace lie in the already existing capacities of individuals and social groups to transform conflicts in non-violent ways. Interpeace's mission is to help strengthen those capacities.

By signing a historic peace agreement, Colombia has put an end to the longest armed conflict in the Western hemisphere. A peace accord, however, is never the end of a Peace process. Rather, it is the beginning of a journey that will require the involvement and commitment of all public institutions and of the society as a whole. In other words, the agreement signed in 2016 is the necessary starting point for Colombia's effort to build lasting peace.

The National Police of Colombia is one of the key institutions for peacebuilding in the country. It has a dual role, to guarantee security and peaceful coexistence, and, at the same time, to contribute to the prevention of violence in the first place. Consequently, and fully aware of its historical role, the National Police of Colombia has been visionary in affirming and defining, months before the agreement was signed, its institutional responsibility towards the implementation of the Final Peace Agreement.

At Interpeace, we are proud to be accompanying the Police Unit for Peacebuilding (UNIPPEP) in the design and implementation of the Peacebuilding Model of the National Police. We carried out this work in close collaboration with our partner Alianza para la Paz and with the generous support of the Governments the Netherlands and Switzerland

The Peacebuilding Model was developed in line with the highest theoretical and methodological standards of peacebuilding, collecting international experiences and lessons learned. Above all, it is the result of an extensive participatory process of consultation, dialogue and validation at all levels of the institution of the National Police and with other State entities.

This Model demonstrates the vision and commitment of the National Police of Colombia to the successful implementation of the Peace Agreement. At the same time, it is an inspiring example of innovation, technical excellence and determination of the National Police to be a pillar of lasting peace in Colombia.

A handwritten signature in blue ink, reading "Scott M. Weber".

Scott M. Weber
Director-General of Interpeace

1

Conceptual and substantive aspects

The peacebuilding paradigm is informed by a number of concepts that have been developed over time involving extensive multidisciplinary discussions within the social sciences and, more recently, from the experience of organizations working for social change in support of peace. Concepts such as conflict, peace, violence, cohesion, and social change have been at the centre of the traditional outlooks of the social sciences and, for this reason, provide multiple and different interpretations, each one of them with diverse implications for understanding social phenomena associated with conflict and the manner in which societies and States confront them.

While the diversity of theoretical viewpoints and stances tends to enrich debate instead of limiting it, a position needs to be taken that emerges from the process of collective reflection based on social theory and the real-life and institutional experience of the participants. This process is essential for peacebuilding efforts because theory is not assumed to be something absolute but needs to be compared with the specific contexts and the diverse explanations about conflict and its solutions from the perspectives of the social actors involved.

The concepts which are described below lay the foundation for the discussion that led to the definition of the Peace Building Model of the National Police, as well as the plan for its implementation. This exercise, defined as a practical reflection on the transformation of conflicts and peacebuilding, is not an artificial separation of theory and praxis. On the contrary, both fields are integrated in a participatory and constructive process where theory is the result and not the starting point, where there

is dynamism and not stagnation, where theory is a tool and not an end in itself.

1.1. Conflict and peacebuilding

Every society, independent of the historical moment in which it finds itself, faces challenges associated with multiple conflicts that result from the interactions among people, the different interests among individuals and groups, and the multiple economic and social disparities that have been inherited from the processes of state formation and its institutions. These tensions and differences are inherent to society and are, under specific circumstances, the expression of its constant dynamism and change (Coser, 1956). Under this perspective, conflict – understood as the natural differences of interests, beliefs, and conditions among individuals and social groups – has been an essential part of the history of societies, their evolution and development.

Conflict has been central to social thinking as a means of understanding how societies change and people have tried to identify the variables and mechanisms that allow for social change in accordance with the values and beliefs of the groups that make up society. Conflict has been part of a long tradition of social thinking that extends from Machiavelli and Hobbes to Marx and Weber, all of whom tried to explain not only how societies organized themselves but the way in which a society changes or resists change (Collins, 1975). By identifying conflict as the engine of social transformations, questions have been posed about the ways in which forces produce, guide, and transform social conflict.



Above and beyond the different positions regarding social change, the evidence shows that efforts to guide social change are also a source of conflicts given that an absolute and voluntary consensus among all its inhabitants is not possible. In most cases, social change produced by conflict has been propelled by force and coercion. This is the dynamic that describes conflict that seeks to overcome conflict, which is generally expressed as violence in order to end violence. Wars and internal armed conflicts, as a result of religion, ideologies, ethnic differences, territory or resources, are evidence of conflict transformation through violence.

Thus, the manner in which the most broadly based agreement is reached about the direction of social change is fundamental to how conflict is converted into a positive source for change or, instead, in a negative source that prevents it. To conceive of conflict as a negative symptom of society means that it is explained as a set of functional norms and values that are only distorted exceptionally by anomalous behaviour. However, beyond the limits of a functionalist outlook, conflict can be conceived as central to social life and, therefore, as a fundamental source of unity for society that contributes to the socialization of individuals and the regulation of collective life (Wieviorka, 2010).

The effects of conflict depend on the form in which individuals, social groups, and institutions address deal, or transform it. The capacity of societies to confront their own conflicts – and conflicts with other societies – is evidence of the nature of their institutions and form of government. A society with weak institutions will turn to force (legitimate or illegitimate) as a first recourse for solving conflicts. This situation gives rise to violence in conflicts that are typical of social relations, degrading and altering it. It is then that the consequences of a conflict become destructive for life in society (Wieviorka, 2010).

On the other hand, a society with solid democratic institutions will privilege peaceful mechanisms before recurring to violence and, should it come to that, violence will be applied strictly under legitimate and specialized institutions designed to that

end while avoiding all forms of non-legitimate violence. In normative Weberian terms, we refer here to the state as an institution that is authorized legitimately to use force to preserve institutional and social order (Weber, 1964). In other words, no society exists without conflicts but only with different levels of capacity to address and overcome them. For this reasons, the manner in which conflicts are addressed is vital for the future of societies (Chetail and Jütersonke, 2015).

With the aim of better understanding the dynamics of conflict in societies, a great effort has been made to identify those specific characteristics of conflicts in accordance with the type of interests in play or the nature of the social groups that are confronting each other. Thus, in order to address them specifically, conflicts have been grouped accordingly: economic, social, cultural, religious, territorial, environmental, ethnic etc. These differences are useful both for analytical reasons as well as allowing for an easier identification of those variables that lead to confrontations and for better ways of dealing with them.

Social conflict merits special attention because the variables that define it are extremely diffuse in comparison with other forms of conflict. Similarly, social conflict tends to be the sum of multiple conflicts that – given their intensity and lack of treatment – tend to coalesce and become more intense and complex. Social conflicts not only involve larger numbers of people but also become more embedded in the social fabric. Social conflict cannot be reduced to a mechanical confrontation between two groups but must be understood as a wide field of social, symbolic, and identity relations (Wieviorka, 2010).

Another characteristic of social conflicts is that defining its causes also leads to confrontation. Social conflicts acquire symbolic dimensions that become part of the components of conflict. The creation of conflicting identities, ideologies, cultures, histories, and narratives of social conflict can even become the cause of conflict while erasing from the memory of the participants the original triggers of the confrontation. This is especially complex when



social conflicts extend over time and where various generations of citizens construct memories of family and community participation in the conflicts in question.

In Latin America, social conflicts have turned into armed conflicts among different political groups, regional powers holders, illegal associations, caudillos, communities etc. In contrast to other regions in the world, in Latin America armed confrontations have occurred mostly within states and only on occasion between different states. This has been part of the process of state formation in Latin America and, concomitantly, of the relations between states and their citizens and of the structuring of their institutions (Centeno, 2002; Davis and Pereira, 2003). Within this long history, armed conflict is the violent expression of a larger social conflict.

Although internal armed conflicts in Latin America have ended through peace negotiations between the parties, neither the social conflicts that fuelled armed confrontation or the resulting conflicts are resolved automatically with a ceasefire and the signing of peace agreements.

On the basis of that long tradition of social thought focused on conflict, a range of practical tools for addressing conflicts produced the paradigm of “peacebuilding”. This paradigm assumes, at the centre of its reasoning, that the parties in conflict – even though they tend to be violent and aggressive – possess elements in common that are shared and which constitute grounds for agreement (Touraine, 1977). In addition to these shared elements, defined as the principle of totality of the conflict, other aspects inherent to conflicts – such as the principles of opposition and identity – constitute the basis for working on the transformation of conflict and, therefore, for peacebuilding.

The paradigm of peacebuilding postulates that it is not only the absence of armed confrontations and violence but also the collective search for social justice by providing equal opportunities, a just distribution of power and material resources, and an equality of conditions as befits a socially-re-

sponsive and lawful state. That is, the peace that is sought is stable, long-lasting, and socially strong (Chetail and Jütersonke, 2015). In this sense, political events that put an end to armed conflicts and take form when signed as peace accords, are a necessary but not sufficient condition for peacebuilding.

The central postulates of the peacebuilding paradigm are based, on the whole, on the proposals put forth by Johan Galtung, which are derived fundamentally from his theory of conflicts, peace studies, and conflict transformation. For Galtung, peace is not necessarily the result of the imposition of a stronger force over a weaker one but can also be achieved via peaceful means. Peace through peaceful means must be addressed with abundant rationality and a profound respect for human beings and their basic needs (wellbeing, liberty, identity, survival). The projects for peace via peaceful means place humanity at the point of departure, not ideologies, creeds, political parties or countries (Galtung, 2003a).

For Galtung (2003b), there exists an inverse relation between peace and violence. Nonetheless, this issue must be addressed under a perspective that takes into account differentiated social contexts. Conflicts and their violent expressions are dynamic processes that adjust to constant changes in social environments over time. This makes for social groups that, in order to survive in violent situations, develop strategies to adapt and absorb violence and conflict. In situations of prolonged violence, these strategies are varied and can contribute to reducing violence and conflict or, instead, contribute to its increase. The way these strategies address conflict and violence will depend on the set of capacities for peace that social groups have at their disposal (Interpeace, 2016).

For this reason, from the perspective of peacebuilding, peace is not a point of destination or a point of departure but a social process for building human and institutional capacities for peace. It is not a linear process but on the contrary: it is an adaptive and accumulative process where different social actors possess the necessary tools for iden-

tifying and transforming those factors that lead to an increase in violent responses to conflict.

This process is built on four central pillars: trust, legitimacy, local appropriation, and social cohesion. The destruction of trust, both among individuals as well as social groups, is one of the principal consequences of violent social conflicts. At the same time, confidence is one of the necessary foundations for approaching conflicts under peaceful terms (Interpeace, 2014).



Graph 1: Peacebuilding pillars¹.

Source: UNIPEP ARIDA – INTERPEACE, 2017

Peacebuilding is not limited to post-conflict scenarios only but also involves social conflicts that, in the majority of Latin American countries, are expressed as criminal phenomena. Under a peacebuilding perspective, crime is understood as a phenomenon rooted in social and economic conditions that are part of the structure of social inequality, exclusion, impunity, and the gradual

transformation of the state towards the repression of crime instead of addressing the social factors that underlie it (Garland, 2001).

Crime and violence are factors in society that distort the value added of trust and social cohesion that support collective life. Thus, peacebuilding involves creating collective mechanisms that will re-establish confidence in environments where it has been destroyed by conflict. Similarly, experience has demonstrated that dialogue and long-term participatory processes are tools that created favourable conditions for the reestablishment of trust among individuals and social groups. For Galtung (2003b), this is the foundation for a culture of peace, which is a fundamental condition for sustainable processes of social transformation that aim to move from violent conflict to conflict as a tool for positive social change.

In addition, violent social conflicts tend to weaken the legitimacy of institutions for some groups in society. This also addresses the challenge of increasing legitimacy of institutions in the minds of all the citizenry, mostly because of the fact that the state – via its institutions – is vital for peacebuilding.

The top down peacebuilding paradigm has been debated in order to underline the need for widespread and inclusive participation of the largest number of people in processes that aim to create confidence and re-establish the social fabric. However, it is undeniable that institutions and their leading role in efforts to overcome the obstacles to peace are defining aspects to achieve conditions for a long-lasting and stable peace (Chetail and Jütersonke, 2015)

Just as state institutions have a primary role in processes of peacebuilding, they alone cannot guarantee the strength of social changes necessary for peacebuilding. In fact, excessive involvement by state institutions that lack legitimacy can be counterproductive when efforts are made to overcome those factors that lead to social conflicts. For this reason, bottom-up peacebuilding that involves the very social groups in conflict is the necessary

¹ The four pillars of peacebuilding are the basis of the transformation of social relationships. Peacebuilding interventions normally divide society into three isolated segments in order to implement actions (tracks). Interpeace equates peacebuilding, and consequently the four above-mentioned pillars, with the creation of bridges of trust and collaboration in each track as well as among them, thereby promoting mutual understanding and dialogue. Interpeace defines this as the Track 6 approach.

ingredient that assures that peace will not be just a political pact but will become a wide-ranging process of social change (Chetail and Jütersonke, 2015). This local involvement is a necessary condition for the sustainability of peacebuilding processes and requires a perspective which is long-term and inclusive.

The issues raised above are an essential part of the social cohesion necessary to prevent violence from being used as the first recourse to address social conflicts. Social cohesion is manifest in the relation that exists between the state and the population (a vertical axis of social cohesion) and among the different social groups (a horizontal axis of social cohesion; Interpeace, 2014).

Peacebuilding is a process that brings these two dimensions into play by establishing communications and mutual understanding (bridging), strengthening ties of unity among social groups (bonding), and bringing together social groups under norms and institutions that have been legitimized (linking; Colleta and Cullen, 2000).

For peacebuilding, social conflict is at the centre of attention of efforts to generate confidence, local appropriation, legitimacy, and social cohesion in order for society to possess sufficient capacities to transform the conditions that add violence to conflicts. The final objective is to build those capacities that will transform conflicts into engines of social change that will, in turn, contribute to more peaceful and democratic forms of human coexistence.

1.2. The Colombian context and peacebuilding

With regards to Colombian armed conflicts of the last decades, experts agree that these conflicts have multi-causal explanations: political, social, economic, and historic (Deas, 2015; García & Vargas, 2015; Cruz, 2016; Ávila & Valencia, 2016).

Under a historical perspective, Colombia is perceived as a country with a past that has been violent since its inception, including continuous political

violence. The principal characteristics of these conflicts have been: the partisan nature of civil wars; the basic geopolitics of the country, with Bogotá and the central region as main actors; the possession and distribution of land; the country's security policy based on a logic of insurgency and counterinsurgency; the rural nature of Colombia; and the weakness and limited capacities of the Colombian state, among others.

Given these circumstances, peacebuilding under peaceful methods in Colombia requires that conflict be addressed systemically, for which it is useful to clearly define concepts of peace, conflict, and violence. Hueso (2000), citing Galtung, helps to understand the previous statement when he says that "conflict in society is obvious but not violence – war is one of its expressions – and, therefore, conflict does not necessarily have to end up in physical and verbal violence. The failure to transform conflict is what leads to violence" (p. 128).

In this sense, the current moment in Colombia underlines the importance that institutions engage in reflexion about the necessary transformations to work towards peacebuilding and that the National Police strengthen its role in the transition to the new social dynamics of the post-conflict period.

Legal foundations

The Peacebuilding Model of the National Police of Colombia links the concepts of a socially-responsive and lawful state, decentralized territorial administration, territorial public administration, territorial management of security, territorial peace, and citizen coexistence and security.

In the first place, reference is made to the Colombian state as a unitary republic; thus, it has adopted political centralization (legislative and judicial functions) and decentralized administration (executive functions, cfr. Article 1, 1991 Constitution). Under these provisions, territorial decentralization functions under departments, districts, and municipalities.

Similarly, the essential purposes of the state are



defined in the second article of the Constitution. Among the most important are: “serve the community”, “guarantee the principles, rights, and duties established in the Constitution”, and “assure peaceful coexistence and just order.”

Article 22 of the Constitution states that the right to peace is a fundamental right. In this sense, peace is a duty of the highest order for the state and its institutions, as a precondition for the exercise and enjoyment of the other constitutionally established fundamental rights, to facilitate coexistence and to regulate conflicts. As such, peace is not absent from the mission of the National Police; what is more, it places the police in a central and leadership role to consolidate national reconciliation.

Likewise, since 1991 the National Police have been an integral part of the Constitution, which underlines its civil character and its clear responsibilities regarding the exercise of public rights and freedoms. Likewise, under articles 216, 218, and 250-257, it is clear that, among other aspects, the Police is part of the national forces and is an armed and permanent body that is charged with guaranteeing peaceful coexistence and working as a judicial police. Another important reference is that of Article 213 which links public order to institutional stability and citizen coexistence.

The Constitution also determines the attributes and functions of the governors and mayors under Articles 303 and 315 which define their responsibilities with regards to social order and public security. To that end, these authorities can issue orders – in adherence to the Constitution, to law and regulations relating to public order – that address these issues in conjunction with the local police authorities.

Within this scenario, the building of territorial peace places the National Police and its linkages with territorial administrative units within an important conjuncture.

In addition, Law 1801 – issued in 2016 – sets down the National Code for Policing and Coexistence, which includes basic provisions for maintaining

necessary conditions for coexistence in the nation's territory and thereby becomes a conjunctural component for the objectives described in this document.

Dimensions of peacebuilding

The dynamics of the Colombian state in the last years, as well as the objectives of the current government, have been aimed at peacebuilding and the transformation of conflicts via non-violent means. This underlines the importance of reflecting on the role of institutions, of instruments, and of outlooks that can be adopted by the public administration and the government in areas of peace and citizen coexistence.

On the one hand, under the High Commissioner for Peace (2013), the National Government defined the concept of “territorial peace”, understood as an opportunity to transform the conditions that triggered the internal armed conflict. For Barrera, Guzmán, and Vásquez (in Barrera, Guzmán, and Vásquez, 2015), the components of the official version of territorial peace are “in the first place, new rules of the game, institutions that guarantee the rights of Colombians in all the territory. Secondly, social and citizen dynamics; that is, support for a wide-ranging participation and mobilization of the citizenry, under basic units of coordination embodied in the participatory planning councils from the ground up. And, thirdly, a new alliance between the state and communities conceived as an intermediate approach between what has been called ‘the centralizing state model’ and ‘the logic of fragmentation’” (p. 11).

Along similar lines, the National Development Plan for 2014-2018 as well as the different agencies of the Presidency of the Republic – such as the National Department for Planning, the Office of the High Commissioner for Peace, and the Agency for Territorial Renovation, among others – have set down lines of action at the level of the central government and decentralized agencies that look to “guide territorial planning towards peacebuilding” (DNP, 2016, p. 6), on the basis of the Development Plans with a Territorial Perspective (PDT).



Thus, the National Development Plan, in its chapters II (Colombia at Peace) and VIII (Security, Justice, and Democracy for Peacebuilding) set down serious objectives for strengthening the peace process, reducing social and territorial inequalities, strengthening the roles of the state so that people can fully enjoy their rights within their territories, modernizing and strengthening the institutions charged with security and defence, and strengthening the National System for Human Rights and International Humanitarian Law, among others.

In addition, the National Council for Economic and Social Policy has drawn up a document (CONPES 3867) that describes the programmatic and institutional structure with regards to the requirements for territorial peace over a twenty year time frame, and anticipates the institutional changes and the means for implementation to avoid breakdowns and overlapping efforts in order to achieve more efficient results in investments in the territories.

In turn, the Office of the High Commissioner for Peace, through its strategy of Acción CaPaz (2016), identified three types of capacities necessary for territorial peacebuilding: thematic capacities, capacities for territorial administration, and capacities for coexistence (p. 18). In addition, it prepared an outline for working on the development of institutional strengthening in the territories in support of peacebuilding along four action lines: 1) capacities for coexistence in public institutions; 2) new teaching methods for peace; 3) networks to promote dialogue and conflict transformation ; and 4) Acción CaPaz with a territorial outlook (p. 36).

With regards to the Defence and Security Policy “All for a new country” 2015-2018, a modern, strengthened, motivated, and functional public safety organization is projected that will work in support of the ending of the armed conflict and the consolidation of peace. Of the nine objectives included in the policy that refer to the Defence and Security Sector, given their direct relationship with the Peacebuilding Model of the National Police, the following are underlined:

Contribute to the capacities of the public safety

forces once the conflict is over and peace building begins.

Guarantee greater and improved levels of citizen security by strengthening the relations between the citizenry and the police.

Contribute to the modernization of rural society by linking the Defence Sector with the interventions by the National Government to promote development.

These objectives are linked to the following missions of the public safety forces: 1) Coexistence and Citizen Security; 2) Public Safety; 3) Support for the development of the country.²

With regards to the Strategic Plan for the Defence and Security Sector 2016-2018, one of the principal challenges is “the need to modernize and strengthen the capacities of the public safety forces to respond to current and future risks” (p. 10), including the strengthening of citizen security, an increase in participation by the public safety forces in territorial consolidation, and the development of rural society, among others.

On the other hand, in places such as the Regional Meetings for Peace (2014), territorial peace has a more concrete significance: end armed conflict, disarm people in the territories, acceptance of plural opinions and the autonomy of communities, and working-out differences in the meaning of peace in the rural and urban worlds, among others (pp. 8-10).

As can be seen in the different outlooks mentioned earlier, the need to strengthen the capacities of state institutions must be stressed in order to face the social challenges involved in the peaceful solution to conflicts, to counter political violence, to

² These are key elements for a new way of planning of the Security and Defence Sector. Planning in terms of capacities started as a process that brings together the strategic vision of the organization by designing the necessary elements for carrying out its mission and incorporating them in order to achieve its strategic objectives. Extracted from Ministerio de Defensa, 2016, p. 20.



continue the fight against the narcotics trade, and to consolidate the state's presence and territorial control.

1.3. Linking the Peacebuilding Model with the Strategic Institutional Plan 2015-2018 and Vision 2030: police, authorities, and communities working for sustainable development

The Strategic Institutional Plan “Safe and Peaceful Communities” 2015-2018 defines (in its second chapter) the scope of the operations of the National Police of Colombia in support of peacebuilding. In this chapter, Colombia is described as a society in constant transformation, that moves forward in the process of peacebuilding and faces the challenges of a post-conflict situation. This requires anticipating the scenarios of social transformations as well as defining the institutional lines of action that need to be addressed by the police.

With this in mind, the Strategic Plan 2015-2018 is based on the current situation of Colombian society which allows it to identify the challenges for social transformation on the basis of Human Development as defined by the United Nations Development Programme (UNDP) since 1992. The central hypothesis of this postulate is that greater possibilities for human development equals lower levels of conflict (Policía Nacional, 2015, p. 35). This statement is based on the fact that human development is the engine for economic, social, and environmental development.

This perspective is the basis for stating that peacebuilding, as a process that aims to strengthen social and institutional capacities for the peaceful transformation of conflict, is not limited only to addressing the immediate expressions of conflict, but to transforming the structural and long-term factors that underlie society and which determine its repetition and multiple expressions.

Given that the social dynamic is complex and, therefore, conflicts and violence have a variety of

causes, the Strategic Institutional Plan 2015-2018 defines four levels of intervention for the institution: human rights, crimes, social peace, and institutional shared responsibilities.

The Peacebuilding Model of the National Police of Colombia is in line with the perspective included in the Institutional Strategic Plan in that it seeks to identify, from a peacebuilding perspective, those specific situations where police service is required for conflict transformation as a necessary condition for social transformation.

As described in the Institutional Strategic Plan, social coexistence is key for the social transformations necessary for peacebuilding. Thus, the model underlines the need to strengthen social trust, the legitimacy of public institutions, and social cohesion, all of this dependent on acceptance by society of the spirit of peacebuilding and the will to transform conflicts via nonviolent means.

The dimensions that emerge from the concept of human development that underpin the Strategic Institutional Plan are developed under the peacebuilding perspective along five outlooks in the model: 1) governance and human rights; 2) conflict transformation; 3) prevention; 4) differentiated approach; and 5) territorial peace.

Similarly, the Peacebuilding Model is linked to the three institutional lines of action that aim to deepen operational interventions, innovate in interventions of a social nature, and link interventions to complex problems via projects, actions, and recommendations included in the nine components of the model.

The Peacebuilding Model not only provides the Institutional Strategic Plan with a specific perspective on peacebuilding; it also incorporates the responsibilities derived from the Peace Agreement that are assigned to the National Police. This provides support for reaching the goals included in Visión 2030 as part of the Institutional Strategic Plan under its 10 anticipated outreach components. In addition, it includes the principles of shared responsibilities and inter-institutional coordination, as well as the



deployment of the model in its implementation phase with the Defence Sector and other state institutions.

On the other hand, as described in the following graph, the Peacebuilding Model seeks to define its conceptual and operational development as regards the operational responsibilities of the National Police as part of peacebuilding and, at the same time, it seeks to set down the institutional basis that, in accordance with the corresponding outreach components, will allow for achieving Visión 2030 of the National Police of Colombia, especially with regards to its outreach components.

1.4. Linking the Peacebuilding Model with the Institutional Modernization Plan

On March 21, 2017, president Juan Manuel Santos set in motion the Transformation and Modernization Plan for the National Police. The process for institutional modernization and transformation is a continuation of the Institutional Strategic Plan and Visión 2030, as a guide that takes social trans-

formations into account in support of peacebuilding, security, and coexistence.

In this sense, the Peacebuilding Model has been included as one of the seven Plans for Managing Change that make up the plan announced by the President of the Republic. As a result, the institutional leadership included it as a strategic action that contributes to institutional strengthening.

1.5. The police and peacebuilding

Even though all state institutions are committed to peacebuilding, not all have the same level of responsibility for conflict transformation. In this regards, the institutions charged with justice, security, and education make the biggest contribution to the processes of transformation in the medium and long term.

The creation of national police forces was a key measure in the process of state formation in Latin American during the second half of the 19th century (Centeno, 2002). The evolution of these ins-



Graph 2: Peacebuilding Model and the Plan Visión 2030.



titutions has been subject to a variety of tensions specific to each society: political conflicts, armed groups, and territories without state presence, among others. The internal armed conflicts affected the development of the Latin American police forces in different ways.

In some cases, the police were involved militarily and politically in conflicts, which led to significant institutional wear that resulted in processes of deep reforms during the 1990s. In exceptional cases, even though it had been a key component of the armed conflicts, the police was able to maintain its legitimacy before the citizenry and thereby redefine its role in the new, post-conflict contexts.

In contrast to other institutions, the Police must, by definition, confront social conflict in all its expressions, from individual conflicts that emerge in daily life to complex conflicts derived from structural conditions within countries as well as international threats from abroad.

Criminal activities, only one of multiple expressions of social conflict, is one of the principal areas of police activities and is, in a post-conflict situation, a key area for peacebuilding.

One of the principal contributions of police institutions to peacebuilding is its key role, without giving up the legal right to use force, in the peaceful transformation of conflicts in view of the fact that citizens go to the police as a first institutional contact with the state at the moment that a conflict occurs. Thus, the response of the police is decisive for the outcome of a conflict, either in terms of a reduction or increase in the levels of violence.

From the perspective of peacebuilding, social conflicts are transformed because they are assumed to be part of social interactions. In any case, the immediate expressions of conflicts can be resolved, that is, confrontations and disagreements between individuals. The role of the police in this sphere must be defined in agreement with the security functions of the police and the creation of favourable conditions for peaceful coexistence. It is not the role of the police to resolve conflicts since

this is, normally, a task shared with other public institutions. The police can intervene technically to prevent violence from getting out of hand and contribute to reducing the incremental effects of conflicts.

The prevention of violence has been a function defined in a variety of different institutional environments. When transferring the violence prevention paradigm to the field of peacebuilding, it is necessary to underline that not all conflict involves or derives into violence but that all expressions of violence are simultaneously expressions of a larger social conflict.

In this sense, the security function in peacebuilding is focused on the generation of favourable conditions for the transformation of conflicts in nonviolent ways, which involves the prevention of violence associated with criminal activities as well as violence derived from social conflicts. This does not exclude that in certain cases the repression of crime is necessary to avoid a spiral of violence and the police is the institution with the sufficient legitimacy to carry out this task.

In a more specific context, the preceding situation has been turned into the paradigm of citizen security, which in turn came about as a response to the dominant paradigm of national security, inherited from the context of the Cold War and, derived from that, the counterinsurgency strategies of the last three decades of the 20th century (Bergman, 2016).

Latin America was the region where the conceptual framework of citizen security was most developed that, in general terms, agreed that security must be focused primarily on the protection of the citizen and for that it was necessary that the security forces operate in full compliance with respect for human rights and a socially responsive lawful state.

The paradigm placed prevention before criminal repression and stated that the security forces should establish close relations with the citizenry, so that security should not depend on only one centre (the state) but should be multi-nodal, where the state is



one more actor in a collective endeavour that seeks to create conditions for security (Frühling, 2007).

Regardless of these developments, one of the main challenges was turning the conceptual framework of citizen security into operational form, that is, translating its postulates into operational actions that produce concrete results in reducing and preventing violence associated with criminal activities (Arriagada and Godoy, 2000; Ungar, 2012). In trying to overcome these problems, multiple adaptations of the contents of the paradigm have been created that have resulted in plans, programmes, and new concepts. The multiplicity of community police programmes is an example of the need to better define the citizen security paradigm (Frühling, 2012).

Independently of the academic and practical debates that these topics have provoked during the last three decades, it is undeniable that police institutions have accepted the need to include this content in their operations.

This has become an institutional strength of the police in a scenario of peacebuilding, as well as an opportunity to introduce into the debate and the search for better schemes for action the need to understand the role of the institution in the face of social conflict; that is, to provide the police with a long-term perspective with a strategic horizon that is the peaceful transformation of conflicts as a foundation for the institution's contribution to sustainable peacebuilding.

Given its close and frequent contact with the citizenry, the police have the opportunity to contribute to social cohesion by building bridges of communication and understanding between the state's institutions and the citizenry, thereby contributing to increase the efficiency of public services and the legitimacy of state institutions.

Along similar lines, the police possess the necessary tools to strengthen confidence between individuals and between social groups, via its role as mediator that aims to avoid a spiral of violence as a consequence of social conflicts.

If peacebuilding means closing the gap between different social groups and between these and state institutions by generating confidence and mutual understanding, the police is the institution that because of its very nature is present at both the high levels of institutional decisions as well as the direct and daily contact with citizens in all the national territory. In other words, police service, imbued with the spirit of nonviolent transformation of conflicts, moves at all levels of the sphere of social cohesion and becomes a fundamental tool for a sustainable peace.

1.6. Institutional background

The National Police of Colombia took the visionary decision of creating the institutional mechanisms to prepare for the new environment framed by the peace process and the social dynamics that, according to forecasts, would emerge from the signing of a peace accord.

One of the internal decisions that stands out as part of the preparations by the National Police of Colombia for the post-agreement period is the creation of a "Committee for the Transition to Post-conflict Times" under Resolution 01857 of May 4, 2015, "charged with designing, planning, and proposing the mechanisms and lines of action for the National Police during the transition process; as well as determining roles and missions for the Institution, and providing support and advice during the process."

Under this committee, the institution proceeded with the design of lines of action in the fields of historical memory, studies of the historical context and evolution of the National Police, broadcasting information on police on duty who were victims, and development of regulations.

Subsequently, in April 2016, in accordance with Resolution 1710, the Police Unit for Peacebuilding (UNIPPEP) was brought into existence, a high level strategic unit with a mission "to guide, articulate, and set up the actions to establish the administrative lines for the police service, legal analysis, victims of the armed conflict, history, historical memory,



and provide context for the execution of commitments and responsibilities of the mission and complementary measures related to the ceasefire and the definitive end of bilateral hostilities and the implementation of the Final Peace Accords.”

Even though the peace process was still in the negotiating phase and no final agreement had been reached, the UNIPEP turned out to be a good bet to consolidate the contribution of the Police to peacebuilding in the country, even beyond the existence of a Peace Agreement. This vision reaffirmed the commitment by the institution in support of the construction of a society at peace.

The UNIPEP was charged with working in three areas: 1) history, historical memory, and victims; 2) police operations for the implementation of the ceasefire and the definitive end of bilateral hostilities and the surrender of arms (CFHBD-DA); and 3) strategy for the implementation of the accords.

One of the principal achievements of the UNIPEP was the design of a Peacebuilding Model for the National Police and the mechanisms for its deployment, which will be described in detail further on in this document.



2

Methodology

The methodology for a process of peacebuilding has a fundamental function: provide legitimacy and ownership of results, proposals, solutions, and knowledge that is created. In addition, it is an integral part of the process of social change. For this reason, the design and implementation of the peacebuilding methodology is guided by the core principles of participation, inclusion, constructivism, and dialogue.

There are no predetermined or standard methodological designs for peacebuilding, which would be a contradiction within an inclusive process. On the contrary, the methodology grows out of the dialogue, the mutual understanding, and the widest possible consensus among the participants.

One of the fundamental principles of peacebuilding is that the “what” – overcoming obstacles to peace – is achieved only if the “how” – the participatory and inclusive process – is adopted by the participants as their own. The methodology is the process and, therefore, it reflects the central values of peacebuilding: dialogue, the widest consensus possible, and inclusiveness.

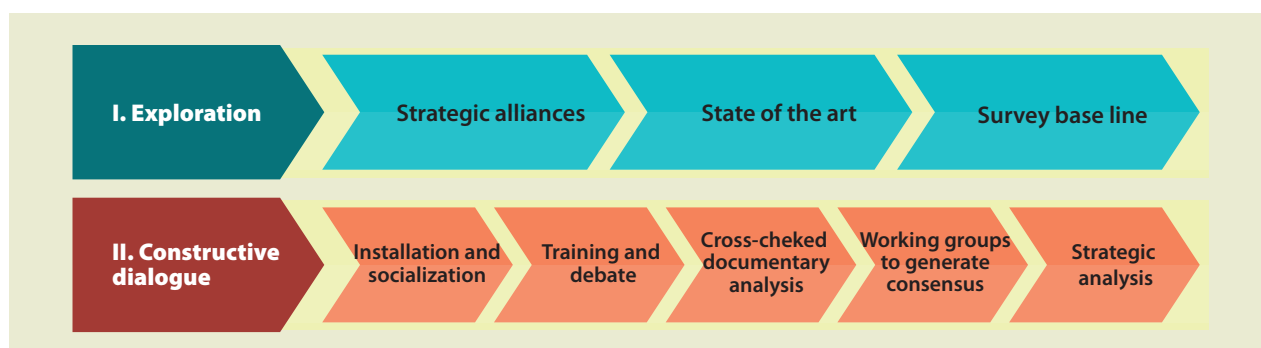
The process supported by UNPEP for developing the Peacebuilding Model was defined, since its beginnings, as a participatory and inclusive methodology at all levels of the police institution. This process was guided by a wide-ranging consultation and participatory dialogues and assessments, which are essential aspects for generating the highest level of ownership within the institution.

The innovations in this process contribute to an improvement of the institution’s mission, as defined by the government’s policies related to building stable and long-lasting peace, and sets down nine specific components that, considered systematically, represent a milestone for the institution.

The methodological process was made up of two phases:

- Exploration
- Constructive dialogue

Various activities were carried out during each of these phases, as described below.



Graph 3: Methodological phases



2.1. Phase I: Exploration

The objective of this phase was to set down the basis for the methodological process, including strategic alliances, documentary research to determine the state of the art, and devising a base line survey. By means of these mechanisms, the institution's situation was established and the participatory process of consultation within the police was initiated. In this sense, the systematic consultation becomes a constant diagnostic tool of the situation within the institution and for identifying its needs as it prepares for the Final Peace Accords and peacebuilding.

Strategic alliances

The UNIPEP requested the assistance of the Embassies of Switzerland and the Kingdom of the Netherlands in Colombia, that resulted in technical and methodological support from Interpeace and Alliance for Peace, two non-profit international agencies that specialize in processes of implementation of peace agreements and peacebuilding methodologies. These organizations provided technical and methodological support during the entire process.

Additionally, advice by Interpeace and Alliance for Peace provided international validation for the process and technical and methodological solidity so that its outcomes will not only be useful for the objectives of peacebuilding of the National Police but, in addition, this innovation undertaken by UNIPEP might be replicated in the country and beyond within academic circles and in the field of social transformations that involve organizations that specialize in peacebuilding.

State of the art

The institutional state of the art in the area of peacebuilding consisted in the analysis of available documents about peacebuilding processes and their relation with security forces, both with regards to the National Police of Colombia and to the international sphere. The following activities were carried out:

- Review of documentation and testimonials of experiences of peacebuilding and participation of police forces in different countries affected by

conflicts.

- Consultations with national and international experts.
- Review of international experiences on transformations of police forces during and after peace negotiations, which involved research in the Web and a review of bibliography to identify sources of information that might be of use for content development of the process.

Base line survey

In order to understand the perceptions and expectations of the members of the National Police about the Peace Accords reached in Havana, an anonymous survey was carried out among the 150,568 members of the force. A total of 126,239 responses were received.

Among the principal results, 10% of those surveyed said they had not heard of the Peace Accords at all and 56% said they knew little about the agenda for the negotiations. Of those surveyed, 63% considered that the National Police had done little or nothing to inform its members about the progress of the Peace Accords. On the other hand, 55% thought that the functions of the National Police would change little or not at all after the armed conflict was over. The survey also asked if the end of the armed conflict would lead to greater job stability for people in the police institution: 51% answered that there might be greater stability. And 55% considered that the end of the conflict would not mean greater respect and recognition from the citizenry. Finally, the survey demonstrated that 78% of the institution's personnel work in operation, 21% in administration, and 1% in education and training. Out of the total surveyed, 83% of staff worked in urban areas.

The survey produced important information on perceptions among the members of the police, which is a base line that should be verified in future measurements to evaluate the progress in topics related to peace education and ownership of the Final Peace Accords and peacebuilding.



2.2. Phase II: Constructive dialogue

Constructive dialogue is a method derived from participatory action research (PAR) that seeks to generate collective reflections on the basis of inputs provided by the facilitators, in this case the UNIPPEP. The value added of this method is that the generation of knowledge also results in ownership of the process by the participants, such that it is built “from the inside”, that is, on the basis of the experience of the participants. In addition, the method guarantees that the knowledge and the solutions proposed are placed in context, thereby avoiding the use of foreign models that do not answer to the needs and the culture of the institutions.

Constructive dialogue in the National Police involved all levels of the institution, both at the central and territorial levels and was organized around thematic working groups made up of representatives from the offices of directors, advisors, regions, departments, and metropolitan areas of the Police that met to debate about their roles and responsibilities in the implementation of the Peace Accord and peacebuilding.

The information was gathered and organized using tools devised by the team at UNIPPEP (forms, questionnaires, surveys, analytical matrices) to manage information and improve the effectiveness of the working groups, as well as writing up their conclusions from the perspective of the National Police.

The constructive dialogue phase was organized around five stages: installation and socialization, training and debate, documentary cross analysis, meetings to reach consensus, and strategic analysis.

Installation and socialization

The installation and socialization of the process took place in workshops in which about 300 police personnel participated. Four thematic working groups discussed the Peace Accords, as well as the role of UNIPPEP, the constructive dialogue methodology, and the training in education for peace.

Training and debate

The initial training aimed to share criteria for the

debate on the implementation of the Peace Accords. The sessions opened with information from the baseline survey on the limited knowledge about the Peace Accords and the role of the state. Thus, the training aimed to create a common knowledge base for all participants.

Eight workshops were held in Bogotá, Neiva, Pereira, Popayán, Barranquilla, Cúcuta, Villavicencio and Medellín. More than 400 police officers attended these workshops at this stage. The objectives of the workshops included discussions on the commitments by the police in the implementation of the Peace Accords and acceptance and ownership of the contents of the Peace Accords among the institution's personnel.

The workshops were attended by personnel of the different units in each region and were guided by personnel from the Police Unit for Peacebuilding (UNIPPEP), representatives from Interpeace and Alliance for Peace, the Administrative Department for Public Affairs, and the Office of the High Commissioner for Peace.

Documentary cross analysis

In order to carry out the documentary cross analysis, the participating police units in the country were asked to prepare a cross analysis matrix to summarize the institutional opinion about the following points of the Peace Accords: comprehensive rural reform, political participation, solution to the problem of illicit drugs, and victims of the armed conflict.

This analysis was guided by the technical criteria set down in Law 489 of 1998 “under which regulations are decreed on the organization and operation of offices at the national level; orders, principles, and general rules are issued for the implementation of responsibilities specified in numerals 15 and 16 of article 189 of the Constitution; and other rulings are enacted,” among them: direct competence, forms of administrative action, concurrence, complementarity, and subsidiarity.

The matrix requested information about institutional, sectorial, and inter-institutional responsibilities with regards to each of the points of the Final Peace Accord. The participants studied carefully the selec-



ted documents and identified those points that required analysis.

A total of 106 cross-analyzed matrixes were received, out of which various proposals for action were derived regarding what the police should do with regards to each of the points. A total of 103 police units and 401 participants were consulted, of which 313 were men and 88 were women.

Each police unit sent in four matrices, for a total of 272. Afterwards, once the information had been received, it was summarized in one matrix for each point of the Peace Accords that would provide inputs for the working groups in their search for consensus. The information was grouped along three main topics:

Proposals related to training, consulting, and support for actions regarding the Accords.

Proposals related to strengthening of actions the Police undertakes currently.

Actions that the Police must implement in coordination with other state institutions.

Working groups for consensus building

Each stage of the constructive dialogue aimed to generate consensus and ownership of the technical contents developed during the documentary analysis phase. Four working groups were set up to generate consensus, one for each of the substantive points of the Accords, with the aim in mind to socialize the analyses of the previous phase and to identify those points of convergence and divergence. The objectives of these working groups also involved moving on to a more specialized technical analysis.

In order to reach consensus in each of these working groups, a questionnaire was handed out to the participants to garner individual information about the opinions of National Police personnel concerning the responsibilities of the institution with regards to each of the points of the Final Peace Accord to end the Conflict.

The questionnaire identified strengths, weaknesses, and institutional obstacles for the implementation of the Accords. It also identified a set of priorities for implementation and the police units and defence sector offices that were considered as fundamental for such tasks. And short-term (under one year), medium-term (1 to 5 years), and long-term (5 to 15 years) goals were identified.

Subsequently, each working group filled out a matrix of consensus for each of the points of the Peace Accord, which produced information for devising a plan for operational implementation along the following lines: for each initiative derived from the Peace Accord, a matrix was prepared on the basis of consensus regarding each objective of the action, the units responsible, the necessary actions and resources for implementation, the territorial coverage, and the time frame, as well as the objective in play.

The results of these matrices were used to identify strategic lines of action based on the vision of police staff and laid the foundation for the Peacebuilding Model and its implementation plan.

Strategic analysis

With the inputs from the previous phases – after the information was organized, revised, and classified by UNIPEP – a strategic analysis was undertaken to establish priorities for institutional implementation bearing in mind the capacities, resources, and functions of the police institution and its responsibilities as identified in the Peace Accords. The strategic analysis took into account the plans of the police institution and the government in order to devise the strategic plan of specific actions of the National Police.

After this exercise, five matrices of strategic analysis were devised that included the cross reference of results regarding the institution's responsibilities derived from the Peace Accord and the institutional strategy documents.



3

Strategic initiatives

As a result of the strategic analysis of the responsibilities of the National Police regarding the implementation of the Final Peace Accord, six strategic initiatives were devised that led to the development of the Peacebuilding Model. The strategic initiatives also guide the development of the Implementation Plan.

As the following graph illustrates, the initiatives are joined to the six points of the Final Peace Accord and serve as a link between the contents of the Accord and the components of the Model. However, the Peacebuilding Model is not limited only to the implementation of the responsibilities of the Police under the points that were agreed upon but also becomes an institutional initiative for the necessary social transformation in order to consolidate peace in the entire national territory.



Gráfica 4. Strategic initiatives.

Initiative 1. Security and coexistence for the construction of territorial peace

The Peace Accord requires that the National Police guarantee the constitutional rights of all Co-

lombians who live in the territories affected by the conflict. This involves the reestablishment in them of basic social norms, that will guarantee rights, security, settlement in peace of populations in those territories, efforts for the equitable reconstruction of the social order, and assure thereby that the conflict will not be repeated. This initiative complements the institutional public security strategies in support of the process of Restitution of Lands and the Integral System of Rural Security.

Point 1 of the Peace Accord requires that the Police show results in the following areas:

- Guarantees of security in the process of restitution and integral access to lands (1.1.7).³
- Protection in reserve zones (1.1.10).
- Development of mechanisms for the transformation of conflicts related to the access to land and the protection of reserve zones (1.1.8).
- Mechanisms for communal participation (1.3)
- Support for processes of investigation regarding expired ownership of lands (1.1.1)
- Contribute to the strengthening of communal capacities for peace (1)

The National Police contributes to the expansion and strengthening of democracy by providing guarantees of security to individuals, movements, and social organizations, as well as mobilizations and protests.

Point 2 of the Peace Accord urges the National Po-

³ These numbers refer to the points of the Final Peace Accords.



lice to present results in the following areas:

- Minimize risks to leaders involved in human rights (2.1.2.2).
- Provide conditions of security in the framework of political and electoral participation, mobilization and social protests (2.2.1)
- Prevent conflicts related to mobilizations and protests (2.2.1)

Initiative 3. End of the conflict and security guarantees for those who lay down arms

The National Police provides conditions of security in temporary zones of transit that are designed so that members of the FARC can begin a lawful existence and turn over weapons in order to end the conflict, implement the Accords, and build a stable and durable peace.

Those areas that refer to point 3 of the Peace Accord for which the National Police must show results are the following:

- Security in support of mechanism MM&V (3.1.5)
- Security and citizen coexistence (3.1.5)
- Investigation of crimes in the zones (3.4).
- Advice for decision making (3.4.12; 3.4.3)
- Participation in the MM&V(3.1.3)
- National Commission for Security Guarantees (3.4.3)
- Elite Team (3.4.5)
- Guarantees for security of prosecutors and judges (3.4.6)
- Integral Security System for the Exercise of Politics (3.4.7)
- Programmes, Communities, and Territories (3.4.8)

- Fight against corruption (3.4.11)

Initiative 4. Territorial management of the problem of illegal drugs in order to reduce conflicts

The National Police contributes to laying down the foundations for building a stable and long-lasting peace by maintaining, expanding, and intensifying its commitment to the fight against the drug trade. This strategy complements the Public Security Strategy against the drug trade.

- The issues related to point 4 of the Peace Accord under which the National Police must show results are the following:
- Prevent violence associated with illegal drugs as a condition for the security of communities and affected territories (4.1.3.1)
- Address the consumption of drugs from a public health perspective and the defence of human rights (4.2)
- Break up the drug trade chains (4.3.2)
- Intensify the fight against criminal organizations and corruption (4.1.3.4)
- Link institutional actions with regional and international initiatives in the fight against illegal drugs (4.2.1.4)

Initiative 5. Treatment of the past, legal defence, and police victims

The National Police supports the suppression of violence so that no one in Colombia ever again should be a victim, by providing assistance and compensation and seeking justice for police victims of the armed conflict in the country, as well as broadcasting and recognizing their efforts.

The National Police must present results regarding police victims of the conflict:

- United efforts to find people who disappeared in the context of the conflict (5.1b).
- A truth commission (5.1b)
- Support for the investigations of the JEP (5.1.2)
- Plans for collective compensation plans with a territorial outlook (5.1.3.2)
- Support for populations in resettlement processes (5.1.3.5)
- Measures to provide full compensation for police victims (5.1.3.7)
- Establish mechanisms for the protection of human rights (5.2)

Initiative 6. Implementation, monitoring, and verification

The National Police defines its contribution to the implementation of the Peace Accord and the building of a stable and long-lasting peace by devising a plan for implementation, with a built-in set of indicators and mechanisms for follow-up and control that will evidence the level of compliance that the directors need to take decisions.

The National Police will show results in those areas of responsibility established in point 6 of the Peace Accord by means of:

- Implementation of projects, actions, and recommendations.
- Comprehensive monitoring by the National Police of projects, actions, and recommendations.

4

Peacebuilding Model of the National Police

Once the strategic initiatives had been defined, an exercise in systemic modelling was undertaken in order to define the possible internal and external scenarios with priority for National Police in its multiple efforts in peacebuilding in post-conflict times.⁴

To devise the model, a first step involved an assessment of the current institutional capacities – in prevention of violence, crime, and behaviours contrary to coexistence; in coexistence and citizen security; in intelligence and criminal investigations – ; as well as a review of the institutional methodologies and mechanisms for understanding the characteristics and dynamics of different local and regional contexts – such as the Comprehensive Analysis of Citizen Security (AISEC) – ; and listing the progress in terms of planning for the police service, the Operational Model, and the National Model for Community Patrolling by Sectors (Policía Nacional, Oficina de Planeación, 2016).

Along similar lines, the new National Code for the Police and Coexistence, Law 1801 of 2016, was consulted in order to update the foundations for citizen coexistence and the autonomy of the National Police; the rights and duties of individuals around the issues of coexistence; the police resources, corrective measures, and alternative procedures and mechanisms, among others.

⁴ To better define the term “model”, Rodríguez (2009) refers to the definition of model presented by Arsham “as an external and explicit representation of a part of reality which is perceived by individuals who wish to use it to understand, change, manage, and control that part of reality” (p. 2).

In the face of such important developments and following the results of the groups engaged in constructive dialogues in defining the role and responsibilities of the National Police in the implementation of the Peace Accords, a proposal to integrate institutional capacities was given priority, under the peacebuilding paradigm and institutional strengthening. It was agreed that the Police is not the only institution charged with resolving conflicts, because it shares this responsibility with other public institutions, but recognizing at the same time the importance of understanding the role the Police plays in social conflict.

In this regard, the participants from the different police units singled out the following aspects that the National Police should consider in order to face the challenges of the Havana Accords:

- The complexity of police services in the territory.
- The variety of functions – which in turn produce wear and tear, dispersion, and, on occasions, a low appreciation of service in communities.
- The limits on the number of personnel available in the territory, a lack of logistic resources, and low quality of life.
- The need to improve interaction among operational directors at the central level and a shift of paradigm involved in peacebuilding.
- Coordination and presence of the other state institutions that will make territorial peace possible.

The systemic character of the model was defined on the basis of the general systems theory and complex thought, which allowed for an understanding of the

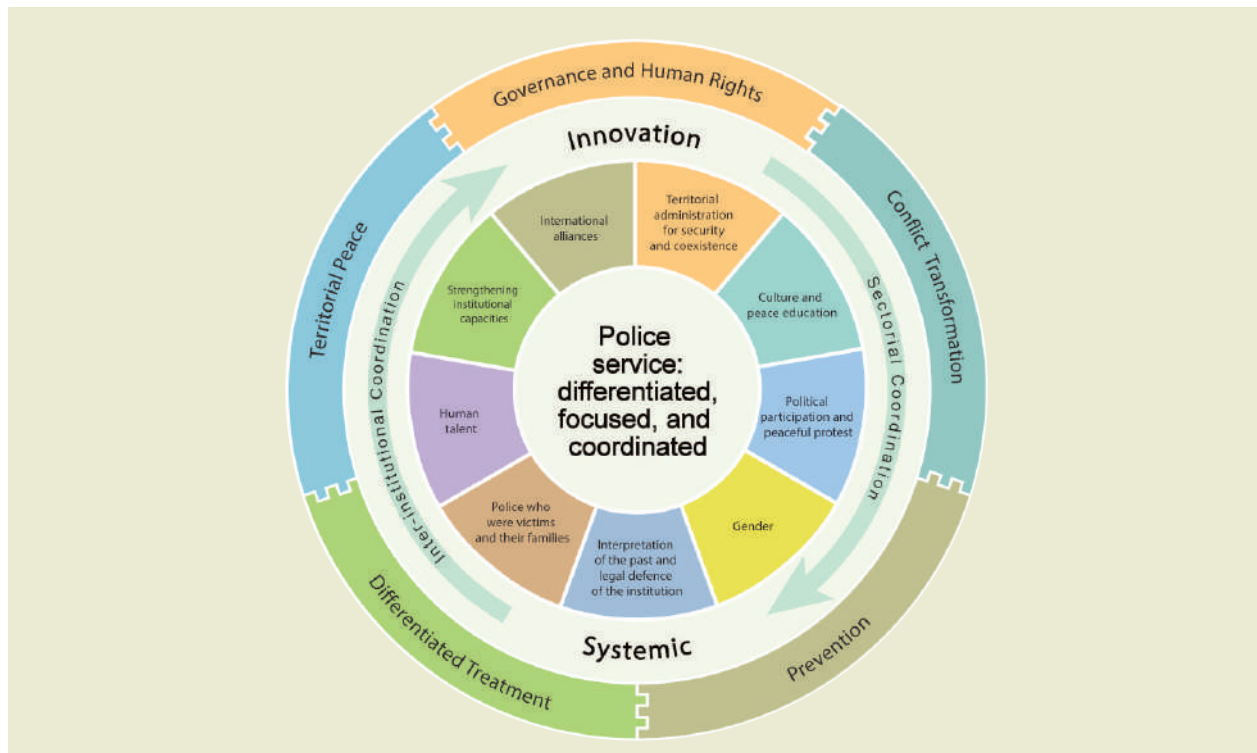
institution as an open system inserted in a national post-conflict context that will allow for a presence of the state from a security point of view. This means a change of scenario but reaffirms its institutional mission as consigned in Article 218 of the Constitution, especially the wording that “assures that the inhabitants of Colombia coexist in peace.”

The model is of a functional type and seeks to mobilize the capacities of the Police with the aim of moving harmoniously towards peacebuilding via projects, actions, and recommendations that are highly visible and have an impact that coincides with the institutions mission and creates confidence among the citizenry, especially in rural areas.

The model was designed taking into account the magnitude of the actions that the Police must take under its constitutional, legal, and institutional obligations with the proviso that it is not possible to address the vulnerabilities of the different territories under the same perspective which has been employed up to now.

4.1. The peacebuilding model and police service

At the centre of the model is police service and its differentiated and focused character, such as they are described in the Institutional Strategic Plan 2015-2018 “Secure and Peaceful Communities” and in Visión 2030: Police, authorities, and communities working towards sustainable development. These characteristics refer to the effectiveness of the service, the educational role of the citizenry, innovations in the areas of security and coexistence in urban and rural environments, special attention to crimes and behaviours which are contrary to coexistence, closeness and solidarity with the community, and the interaction among different national and international institutions. In this manner, police service aims to be more effective in the contexts of social transformations and peacebuilding, thereby achieving the objective of consolidating the National Police of Colombia as an institution that contributes to the transformation of conflicts and building a stable and long-lasting peace.



Graph 5: Peacebuilding Model – National Police of Colombia.



Once the position of police service is duly defined in the model, nine components are added on that contribute, as a result of sectorial and interinstitutional interactions, to achieving governance and the full respect for human rights, the transformation of conflicts, the prevention of violence, the differentiated approaches to security, and territorial peace, all of which determine the general focus of the model.

4.2. Components

The model's components are grouped together to

reflect the institutional responsibilities that were identified during the participatory consultation process with personnel of the National Police. The groupings were determined on the basis of required capacities for each thematic unit.

On the basis of the six main points of the Peace Accord, the components are reflected in various points of the Accord, which makes it easier to implement them as a whole and, at the same time, to measure correctly the impact of the actions that will be taken.

Components of the Peacebuilding Model	
Territorial administration for security and co-existence	Includes the coordination of institutional and social capacities for the peaceful transformation of conflicts via dialogue, prevention, and security, within the framework of police service close to the community that will allow for a reduction of the risk of escalation of conflicts in line with the specific characteristics of each region.
Culture y peace education	This refers to the contribution by the police to the development of citizen capacities to improve the culture for peace and self-regulation of individuals that will enhance peaceful coexistence.
Political participation and non violent protest	Includes innovative procedures based on dialogue, close relationships and adequate use of the force to guaranty the right to non violent protest, political participation and Human Rights.
Gender	Includes actions regarding the transformation of practices that foster gender inequality and discrimination, both within the institution and in the provision of police services.
Interpretation of the past and legal defence of the institution	This aims to improve knowledge of the history and historical memory in terms of the legal defence of the institution for actions undertaken during the internal armed conflict.
Police who were victims and their families	Defines institutional measure that contribute to comprehensive compensation and due recognition of service, as well as information concerning police and their families who were victims.
Human talent	Includes the optimization of the Human Resources Model that seeks to improve the quality of life of police officers and their families, the proper performance of police duties, and total coverage of territories in the face of the challenges to peacebuilding in the country.



Components of the Peacebuilding Model	
Strengthening institutional capacities	Brings together actions that will increase the availability of technological and logistic resources as well as physical and legal infrastructure, to constantly improve institutional capacities in the face of inherent responsibilities for peacebuilding, as well as transparency, legitimacy, citizen confidence, and quality of service.
International alliances	This involves coordinating the Peacebuilding Model – in its institutional, sectorial, and interinstitutional deployment with the international community – to seek resources, technical and scientific support, and successful experiences that will assure effective results in peacebuilding.

4.3. Outlooks

Peacebuilding guides human and institutional efforts towards that horizon of social coexistence which is peaceful, democratic, just, and fair. It is also a set of guiding principles and values that influence public decisions where confidence, legitimacy, social cohesion, and ownership by citizens are decisive factors for the sustainability and durability of agreements reached at the end of an armed conflict.

To achieve these objectives and preserve the spirit of values and principles of peacebuilding, institutions require a conceptual framework and outlooks to guide their actions. These frameworks must be the result of a process of adaptation to the specific nature of the institutions and their contribution to the national effort of peacebuilding.

The following outlooks make up, as a whole, the framework that underpins the Peacebuilding Model of the National Police.

Governance and human rights

The National Police is charged with supporting the efficacy of public decisions, the interactions among different sectors of society, the participation of citizens and dialogue as means of peacefully transforming conflicts, all necessary ingredients for peacebuilding that is based on democratic governance and the full respect for human rights.

In order to achieve a stable and long-lasting peace, democratic governments must strengthened by institutions that are able to build bridges with all sectors of society, where the full respect for human rights is a common objective for all of society.

The contribution of the National Police to the strengthening of democratic governance and the full respect of human rights must be reflected in all service actions undertaken by the institution, in its capacity to dialogue, legitimacy, and the social trust that reflects its commitment to peacebuilding.

Conflict transformation

From a peacebuilding perspective, conflict is natural and inherent to all social relations and is a source of dynamism and social change. Its effects will be positive when it is managed via non-violent means and, therefore, will contribute to a better understanding and greater social trust. Its effects will be negative when violence, intolerance, and injustice are the exclusive means which have been employed to address social conflict. For this reason, denial of the inevitability of conflicts only makes for more conflicts.

Violence, as an exclusive means for responding to a conflict, produces a destructive effect on the pillar of peace: trust, social cohesion, tolerance, mutual understanding. The transformation of conflicts means addressing the factors that lead to violence



and that promote its intensity and its acceptance by people as part of their interaction with others.

The National Police is the institution that directly confronts the social factors that lead to violence and its intensification. It is empowered constitutionally to use legitimate force while, at the same time – as an institution engaged in peacebuilding – is capable of employing peaceful means (such as dialogue) to prevent violence that grows out of social conflicts and thereby contribute to citizen ownership of conflict as part of a culture of peace.

Prevention

From the perspective of peacebuilding, when a conflict turns violent, mistrust, intolerance, and injustice among people increases and among people and their institutions. Avoiding an upswing of violence in a conflict is a basic institutional and social capacity to assure that peace is sustainable and long-lasting.

The prevention outlook does not exclude any aspect of the institutional services provided by the National Police. From an everyday and individual conflict among citizens to a large-scale social conflict, the police aims to anticipate those factors that produce situations of violence by addressing them peacefully and strengthening bonds of confidence among citizens and state so that, jointly, any new outburst of violence can be prevented.⁵

Differentiated approach

From a peacebuilding perspective, mutual understanding and the respect for different ways of understanding conflict are fundamental to promoting

⁵ See section 2.3.1 of the Institutional Strategic Plan 2015-2018: “Prevention, understood as the set of coordinated and systematic strategies and processes, that aim to identify, understand, characterize, prioritize, and anticipate risks and threats in a territory, contributes to lessening the probability of the occurrence of violence, crime, and behaviours which are contrary to coexistence in specific contexts, even more so with the entering into effect of the new Police Code” (p. 47).

equity, equality, and justice for the peaceful settlement of differences. Peacebuilding requires that public actions be adjusted to different social identities with respect to the specific characteristics of groups and individuals in terms of age, gender, sexual orientation, and special needs.

For the National Police, the recognition of ethnic and cultural diversity is at the centre of its institutional services. This reflects a general understanding that Colombian society is the sum of diverse conglomerates of social identities, each of them with specific needs and differing perspectives on conflict that cannot be homogenized nor ignored.

Under its constitutional mandate, the Police upholds the principle of equality of all people in terms of their rights and citizen obligations, but when its public actions are geared to peacebuilding it deals with each group differently in accordance with its particular identity by recognizing and respecting it.

The manner in which the institutional services of the Police are able to recognize differences and address specific needs accordingly is fundamental for its contribution to the peaceful transformation of conflicts and, thereby, to providing legitimacy to public actions.

Territorial peace

Peacebuilding does not follow preconceived models or standard recipes. The causes, effects, representations, and narratives of conflicts vary not only with regards to the social groups involved but also to the socioeconomic, cultural, and political environments where these take place. For this same reason, the solutions, devised under participatory schemes, depend on the specific characteristics of each social context.

Colombia is a territorially diverse country, with diverse socioeconomic, cultural, and political contexts where peace is not only a process of action in the public sphere but a social effort that takes place at every level: local, regional, and national. In other words, peace is built from the vision of the



groups in its territories, by taking into account the particular characteristics of each and where solutions address their specific needs.

The National Police has been historically one of the institutions with greatest presence in the territories of Colombia. This fact only reaffirms the need to strengthen its capacities for coverage, adaptabili-

ty, and knowledge of the different territories as a fundamental element for defining the institution's services in the field of peaceful transformation of conflicts. An inclusive police force that takes into account differences and particular needs in the territories is a necessary condition for building a stable and long-lasting peace.

5

Deployment of the Peacebuilding Model

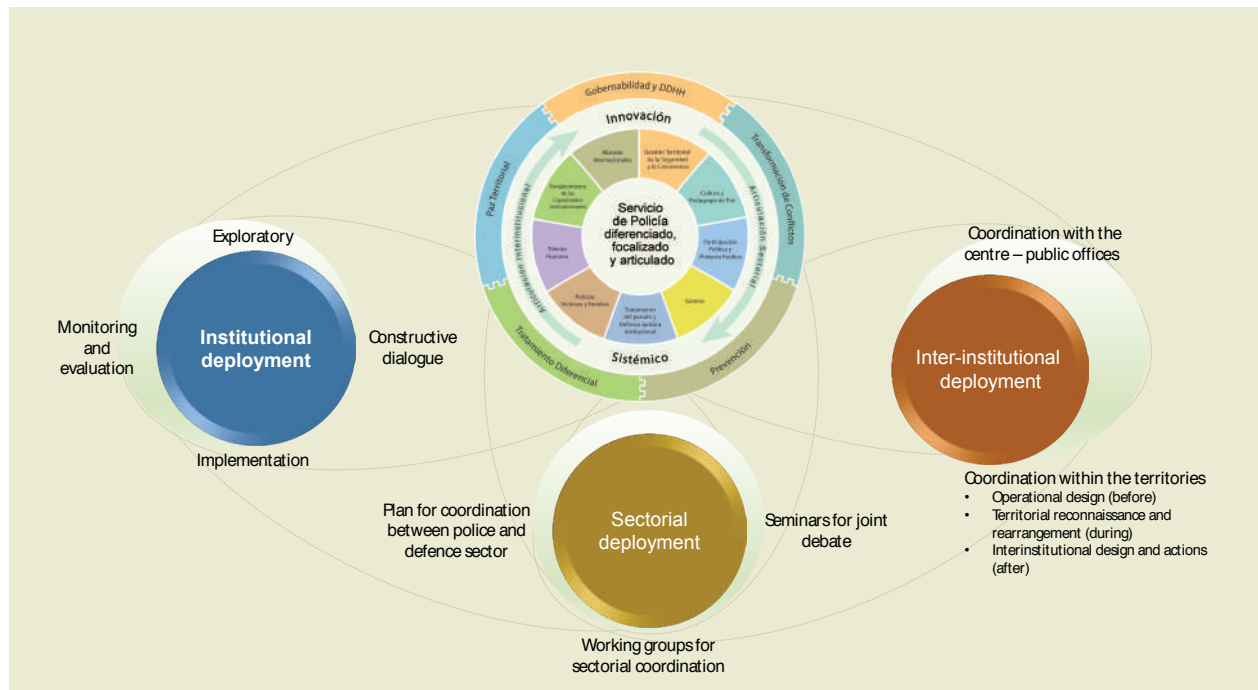
For its implementation, the Peacebuilding Model defined three areas of deployment: institutional, defence sector, and interinstitutional. In each of these deployments a series of mechanisms were included to improve coordination with other measures being implemented, both within the Police as well as in military forces and state institutions involved in the implementation of the Final Peace Accord and peacebuilding.

The following graph illustrates in detail the three levels of deployment of the Peacebuilding Model.

5.1. Institutional deployment

The model is supported by an institutional implementation plan that involves the different offices of the directors and advisors and which was devised under the participatory consultation process among National Police personnel that was described in a previous section of this document.

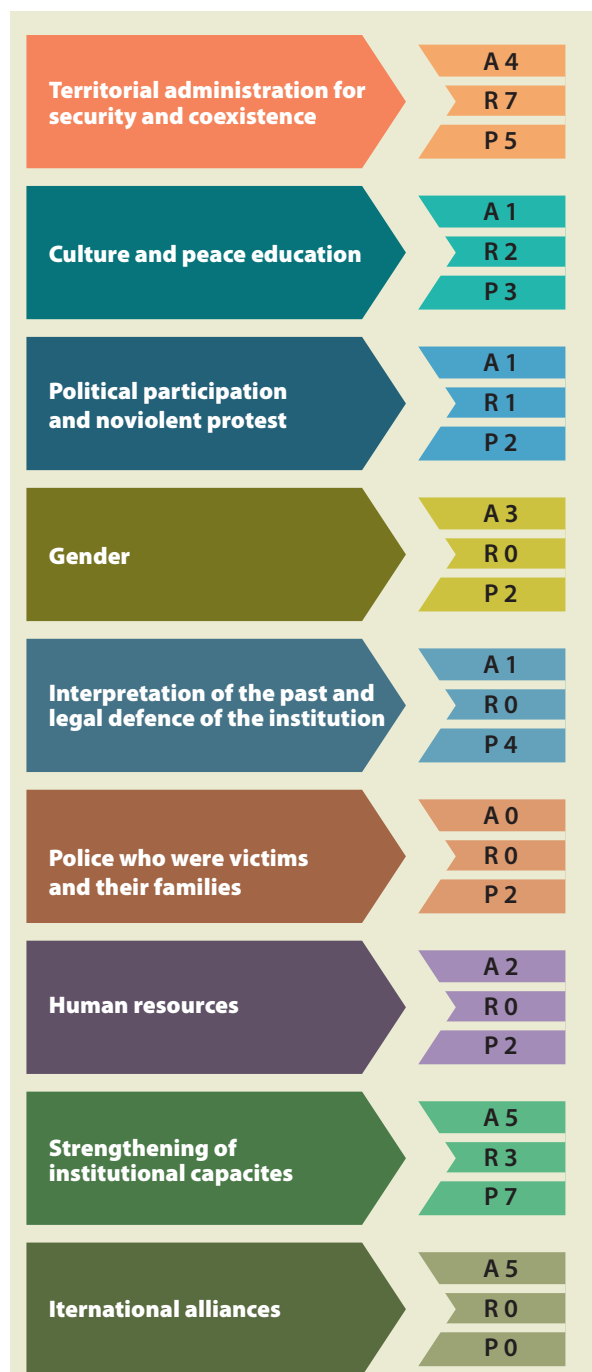
With the objective in mind of making the implementation of the plan more efficient, three different categories were devised – projects, actions, and recommendations – which bring together the



Graph 6: Levels of deployment.

Source: ARIDA-UNIPPEP/CIPRO-DIPOL, 2017.

initiatives that emerged from the consultations and which will be implemented at various levels with observable results in the short, medium, and long term.



A: actions; R: recommendations; P: projects.

Graph 7: Detailed scheme of the Plan for Implementation.

Projects

The projects bring together in a logical and institutionally viable manner the initiatives which require investment of financial resources, as well as institutional adjustments. These projects incorporate specific lines of action that must be undertaken with the support of the respective units. In a similar fashion, the projects must be designed to enable alliances with the international community. They require a longer and more sustainable period of time for their implementation.

Actions

Actions are understood to mean all those things that the National Police can undertake immediately, that do not involve large investments in financial resources and which can have an immediate and visible impact.

Recommendations

During the participatory consultation process a variety of capacities were identified that the Police currently possesses and which, given their positive impact, should be continuously strengthened because they are key aspects of the Institution's contribution to peacebuilding. The recommendations bring together that which the Police already does and the capacities which it already has – and which stand out for their strategic value for peacebuilding. The recommendations also underline the need for strengthening and continuity.

The Plan for the Implementation of the Peacebuilding Model of the National Police includes twenty-six (26) projects, twenty-two (22) actions, and twelve (12) recommendations.

5.2. Deployment of the Defence Sector

As a principle of peacebuilding and in order to maintain the participatory and constructive coherence of the model, dialogue is the key methodology for deploying the model in the Defence Sector. The dialogue for this deployment aims first to esta-

blish the necessary institutional mechanisms to be followed by a process of mutual understanding of the needs of peacebuilding in accordance with the respective institutional expertise.

The above is justified in light of the fact that one of the most relevant achievements of the last years was the joint and coordinated construction between the Military Forces and the National Police of a vision for the future of the Armed Forces (Ministerio de Defensa, 2016) and, under this perspective, the points of the Final Peace Accord took shape to end the conflict and build a stable and long-lasting peace (Presidente de la República de Colombia; Comandante del Estado Mayor Central de las FARC-EP, 2016), in addition to assigning responsibilities for its implementation to the Public Forces under a holistic perspective. This deployment is coordinated with the Viceminister for Policy and International Affairs of the Ministry of National Defence.

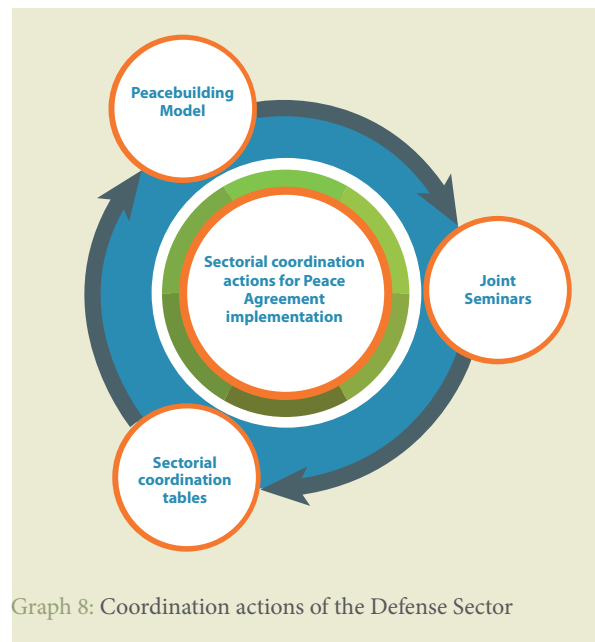
The main objective of the deployment of the Model together with the Defence Sector is to define strategies aimed at coordination and cooperation among the various offices of the Ministry of National Defence in order to assign precise responsibilities for the execution of the Accords, as well as shared responsibilities, and to make the efforts that will guarantee the greatest coverage in the rural areas, minimize risks, and define coordinated actions among the public security forces.

The preceding underlines the importance of continued coordination among the institutions attached to this Ministry to build peace in the national territory. In view of this, the National Police, under the Strategic Area for the Implementation of the Accords of the Police Unit for Peacebuilding (UNIPPEP), identified three actions in the process of sectorial deployment:

- Working groups for sectorial coordination, which aim to integrate the specific points of the implementation plans that require coordination among the different forces.
- Seminars to debate on specific topics related

to security and post-Accord processes, including inputs from international experiences, in order to have a common conceptual base on issues of security.

- Coordinated actions among Defence Sector offices. This will be the concrete result of the deployment of the Model together with the Defence Sector, which will include the specific objectives and the coordinated institutional actions so as to improve the contribution of the Defence Sector to peacebuilding.



Graph 8: Coordination actions of the Defense Sector

This process will be devised jointly and under the vision, knowledge, and experiences of personnel of the Public Forces, vice-ministers, and units of the Defence Sector. The participation of the Ministry of Defence and Security is anticipated; the organization of this Ministry includes a unit charged with overall management subdivided into three vice-ministries (Policy and International Affairs, Strategy and Planning, and GSED) and two secretariats (General and Cabinet) of the High Command of the Military Forces (which includes the offices of the Directors General of the National Army, the National Navy, and the Colombian Air Force) and the institution of the National Police.

To achieve these goals, a number of working groups are planned that will identify those areas where coordination is required as expressed in open debates and subsequent consensus.

5.3 Inter-institutional deployment

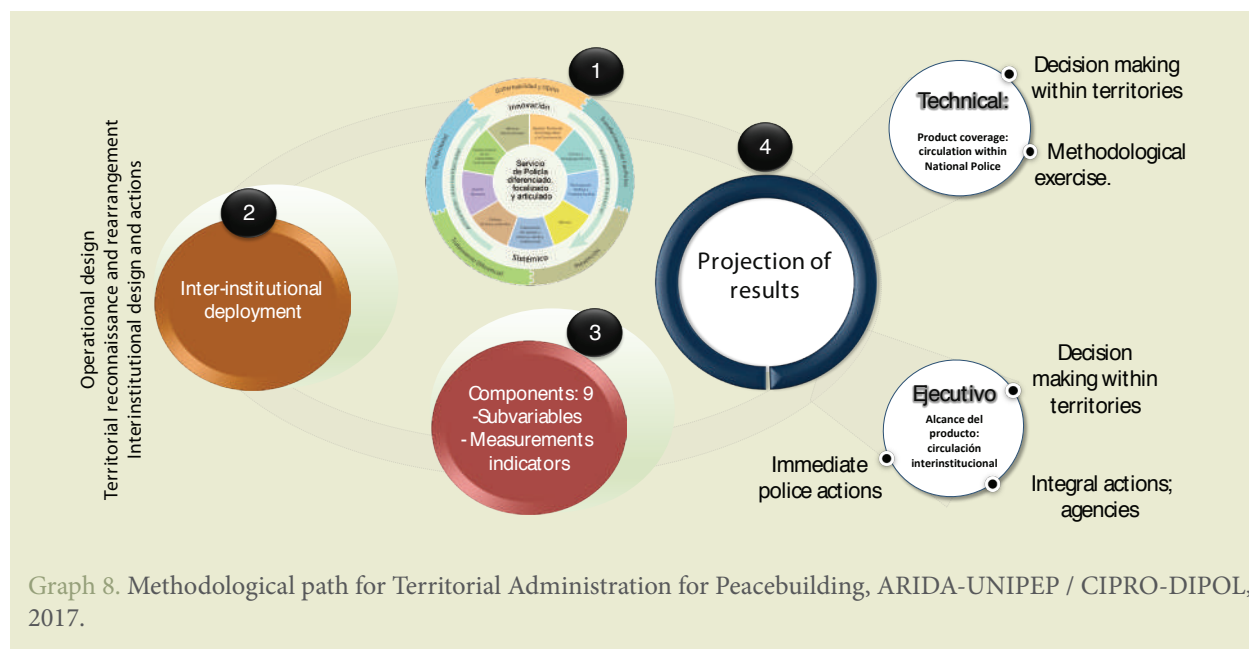
As was explained previously in this document, Colombia is a country with territorial diversity and diverse socioeconomic, cultural, and political environments where peace cannot just be a process of actions undertaken by the public sector but must involve society in general in the effort. In other words, peace is built upon the vision of groups in their respective territories – urban and rural – in response to specific conditions and where solutions address specific needs.

Peacebuilding requires building capacities⁶ in all the institutions that intervene in its implementation, which will re-establish social trust, the legitimacy of institutions, and the social cohesion necessary to transform conflicts that happen in society in a non-violent manner.

This requires that actions be undertaken jointly, in a coordinated fashion, and with a sense of shared responsibilities between the Police and diverse state entities, national organisms, authorities at the central and territorial levels, judges and lawyers, public institutions involved in the implementation of the Peace Accord, as well as communities, so that peacebuilding is the result of a joint effort of the institutions of the state.

In this sense, the inter-institutional deployment of the model has been planned in response to the difficulties identified in the territories that must be overcome for peacebuilding to proceed with regards to the role of the National Police. Thus, coordination mechanisms must be implemented that will allow actors involved in territorial administration to devise actions for the transformation of conflicts and peacebuilding.

The interinstitutional deployment of the model was undertaken jointly by the Centre for Prospective Intelligence of the Directorate of Police Intelligence (CIPRO-DIPOL) and institutional inputs from the Directorate of Citizen Security (DISEC),



⁶ The development of capacities is a concept that includes individual learning processes, organizational changes, and interactions among different actors and the sphere of the political system or institutional-regulatory framework that promote or impede autonomous, equitable, and participatory coordination and development (GIZ, 2009).



the Directorate of Carabineros (DICAR), the Directorate of Antinarcotics (DIRAN), and the Directorate of Criminal Investigations and Interpol (DIJIN), which adapted the methodology of territorial administration for the construction of peace proposed by CIPRO-DIPOL for the Peacebuilding Model.

The methodological process for the interinstitutional deployment can be conceived as follows:

In those territories that have priority according to the National Government, workshops will be held with focus groups (authorities, representatives of

national government offices, FFMM, universities, urban and rural communities, aid agencies, associations, social leaders, representatives of government programmes in the territories, among others) to identify jointly which are the principal difficulties in the territory that hinder police service and municipal administration in those areas of risks and threats that might affect peacebuilding.

This exercise will provide important information, for the National Police as well as other agencies, as inputs for planning and action for furthering peace in the territories.



6

Monitoring and evaluation

Monitoring and evaluation is based on the documents and structures of the plans for action implementation in the various fields of the National Police and consists of follow-up, monitoring, and constant evaluation via a battery of indicators that determine precisely their level of execution and generate reports in real time for decision making by the authorities.

The implementation of the Peacebuilding Model requires the development of a system of monitoring and evaluation that is in line with the current systems in the Police. However, the nature of peacebuilding as a public objective, as well as a focus for action, assumes the existence of actions that can be measured under indicators designed *ad hoc*. The timing of the measurement of results of the model must be adjusted to coincide with the time frames defined by the Colombian state to fulfil the objectives of peacebuilding and implementation of the Accords.

It is important that a system for monitoring the contributions of the Police in the area of peacebuilding differentiate those actions which are part of the mission of the Police and those that contribute specifically to peacebuilding, both from an institutional sphere and from actions that are coordinated with the defence sector and other state institutions. This represents two levels of discreet variables, those that depend on the interaction with other institutions and state agencies and those that are part of the regular mission of the Police.

At a second level are those variables that will allow for monitoring of the implementation of the responsibilities derived from the Peace Accords that

are assigned to the National Police. The Peacebuilding Model establishes the relationship between its six strategies and the specific items of the Peace Accords so that its components – and thereby its projects, actions, and recommendations – are directly linked to the responsibilities set down by the Accords. This level of measurement will provide an account of the contribution of the Police to the implementation of the Peace Accords.

Finally, the model seeks a social transformation based on the guiding principles of peacebuilding: confidence, legitimacy, social cohesion, and ownership. Thus, it will be necessary to identify existing indicators and those that are needed to measure how police service contributes to social coexistence based on confidence-building, both at an interpersonal level as well as between society and its institutions, that is, to what extent the Police contributes to strengthening the capacity of society to transform conflicts through dialogue and mutual understanding.

The legitimacy of institutions is another fundamental dimension of peacebuilding. In this sense, perception by citizens about the performance of its public institutions is a necessary – but not sufficient – indicator to measure the level of legitimacy of the institution as a peace builder. Thus, it will be necessary to identify indicators that measure the capacity of the institution to become an example and mechanism for citizens to transform social conflicts.

The National Police of Colombia has important achievements that aim to provide services in close proximity to the community. The indicators



that measure performance of this function must address that manner in which the institution contributes to prevent violence as a factor that limits the capacity of society to act collectively to build peace. When those factors that determine an increase in violence derived from conflicts are taken into account, it will be possible to define to what extent the efforts by the Police contribute to social cohesion in the face of violent conflicts.

At an operational level, the implementation of projects, actions, and recommendations included in the nine components of the model will be examined under the light of the corresponding indicators once the territorial and temporal priorities have been established.

The development of a system for monitoring and

evaluation of the implementation of the Peacebuilding Model will take into account the following elements:

- Set down temporal and territorial priorities for projects, actions, and recommendations.
- Differentiate variables for specific measuring for the implementation of the Peace Accords.
- Organize variables and indicators to coincide with the existing systems used by the National Police.
- Define measurements for the medium term.
- Periodic recommendations.



MODELO DE CONSTRUCCIÓN DE **PAZ** DE LA POLICÍA NACIONAL



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MINDEFENSA



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