



USAID
FROM THE AMERICAN PEOPLE

USAID KNOWLEDGE SERVICES CENTER (KSC)

SUMMARY OF *CHANGING THE GUARD*

May 3, 2010

SUMMARY OF *CHANGING THE GUARD*

MICHAEL ARDOVINO, PH.D.

KSC Research Series

ABSTRACT: This document is a short summary of *Changing the Guard: Developing Democratic Police Abroad* by David H. Bailey, using USAID guidelines.

The USAID Knowledge Services Center is operated by Bridgeborn, Inc. and Library Associates, and funded by M/CIO/KM and M/HR/TE under contract AID-OAA-C-08-00004. The contents of this document are the sole responsibility of the Knowledge Services Center and do not necessarily reflect the views of USAID or the United States Government.

CHANGING THE GUARD: DEVELOPING DEMOCRATIC POLICE ABROAD

By David H. Bayley

In Changing the Guard (2006, Oxford), the author argues that policing in developing societies needs to be not only effective in reducing crime but also be democratic and follow the rule of law in doing so.

- There are a number **bilateral and multilateral international assistance programs** that build police forces but success is difficult because of political contexts in a particular country and there is a **lack of operational lessons** from existing efforts.
- A police force must be **accountable to law rather than a government, must protect human rights, it must be accountable** to those who regulate their behavior and it must give priority to **individual citizens** and private groups.
- Even with the **1974 Foreign Assistance Act** prohibiting American involvement in foreign internal security, efforts in police programming have been pervasive with **separate Departments involved** (State, Defense, Treasury, Justice, Transportation) as well as several agencies (USAID, Postal Service etc) affecting 150 countries in 2003, with \$630 million being spent in 2004. Training is the most common activity and **Justice's ICITAP** is the only body specifically designed to administer police reform abroad and it does so by using USAID money and private contractors.
- Police reform strategies include providing a legal basis for a force, creating **specialized and independent oversight** over the force, staffing it with **qualified staff, developing capacity** of executives to manage reform, **prioritize preventing crime** and requiring a **legality and fairness** to all citizens in enforcement.
- The **security challenge** of reducing crime and violence creates a dilemma in developing societies. Safety is a human right and rule of law and democratic processes can be reconciled with stopping crime as long as **police can identify, investigate and discipline offenders** on a force and in society. The police can function better with **public assistance** and the public will more often help if the police follow rules consistently.
- Building capacity of police forces to **manage by results**, requiring police practice of **rule of law, human rights protection, accountability and responsiveness**, prioritizing **individual and local over security needs of the state** and police agencies' needs, showing **crime-control**

practices, not ignoring **poor citizens' protection** and building **the whole criminal justice system**, are all key in building viable police forces.

- Managing police assistance requires a comprehensive **plan**, shooting for the **long term**, adapting plans for **local conditions**, getting the support of **local stakeholders**, treating aid recipients as **equal partners**, **coordinating aid efforts** and having the **right people** in the field.
- **Evaluations** of police aid programs **are few** but some suggest improving performance in Bosnia-Herzegovina and South Africa but little or no improvement in Central America and the former USSR. **Evaluations need to be vastly improved** by specifying what reform programs are supposed to do, by focusing on what they accomplish (**outcomes**) rather than mere outputs or results, by **NOT being evaluated before what being proposed can be carried out**, by being mandated as part of the whole assistance program, and by **avoiding the strict experimental approaches that social scientists use as they cannot be used here**.

Bailey concludes by programmatically recommending: **coherent plans that reconcile effective law enforcement and democratic practices for each country, listening to local populations' needs and using evidence-based management that fits in local circumstances**. His organizational recommendations include: **streamlining** the entire process by giving the **Justice Department exclusive responsibility** while increasing its directives, abilities, resources and strategies (local and federal law enforcement inputs).

**U.S. Agency for
International Development**
1300 Pennsylvania Avenue NW
Washington, DC 20523
Tel: 202-712-0000
Fax: 202-216-3524
www.usaid.gov