

German Experiences in Police Building in Afghanistan

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ABSTRACT

Since the Petersberg Conference in 2001 Germany has been involved in the police building in Afghanistan. From 2001 until EUPOL Afghanistan took over responsibility in June 2007 Germany was the Lead /Key Partner Nation for police reform. During this time the German Police Project Office (GPPO) was in place, which switched over to German Police Project Team (GPPT) in June 2007. In addition to EUPOL Afghanistan the GPPT is the current bilateral project organisation where the German police officers are deployed.

The purpose of this paper is to point out the German experiences working in the above mentioned structures/organisations for police reform of the Afghan police forces.

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Introduction

When the Taliban regime fell Afghanistan had suffered from more than two decades of war. There was no functioning government, no economy to speak of and no infrastructure in evidence. The people of Afghanistan were torn between their loyalty to different ethnic groups, to warlords and potentates, to the Russians or to the Taliban. Under these conditions the International Community started their support in order to help rebuilding Afghanistan and to help the people of Afghanistan to become one nation again.

To reach these goals establishing a safe situation in the country was a first priority.

Due to a long tradition of supporting the Afghan police Germany, as the so-called Lead Nation, took over this task to assist the reform and reconstruction of the Afghan police forces. The beginning was very complicated because there was practically no police left after the Taliban regime. An excerpt from a fact-finding report written by a German delegation reveals this situation:

"The police force is in a deplorable state just a few months after the dissolution of the Taliban regime. There is a total lack of equipment and supplies. No systematic training has been provided for around 20 years. At least one entire generation of trained police officers is missing. Next to constables, former Northern Alliance fighters are being put to work as police officers."

In the following I want to give a comprehensive overview about the German efforts and the environment in which this task had to be dealt with. This document is not an official German statement: it is rather a compilation of facts and figures merged with my own experiences in Afghanistan, at the CPCC/Council of the European Union and my present responsibility to manage the training for German police officers who want to serve in Afghanistan.

1. The Petersberg Conference

The first international conference on Afghanistan after the fall of the Taliban regime was held on the Petersberg, close to Bonn, from November 27, 2001 to December 5, 2001. During this conference the international community agreed on the political and economic reconstruction of Afghanistan and on the steps leading to free and democratic elections. The results of the conference offered the Afghan people the opportunity to rebuild their social and political life.

Lead Nation System

On the security sector it has been decided to divide the responsibilities and to assign special task to the so-called Lead Nations. There are five Lead Nations with following responsibilities:

1. Japan – Disarmament, Demilitarisation and Reintegration (DDR)
2. Italy - Justice
3. Germany – Police
4. United Kingdom – combating drugs (counter narcotics)
5. United States of America – Army

This division of labour does not mean that only the Lead Nation works in its area of responsibility, in fact the Lead Nation has the duty to coordinate all efforts in the assigned scope of duties.

This division of responsibilities seemed to be logical but in reality it has caused some problems. In the beginning the Lead Nations tried to transfer their national systems, such as the German police system and the Italian justice system, to the Afghan authorities but there was the problem that these systems are barely compatible. However, transferring a western democratic system on an Islamic culture cannot be done on a one to one basis. Furthermore the division of the tasks has lead to two completely separate systems regarding rebuilding the police and counter narcotics. Counter narcotics emerged as an independent police with an independent prosecution and a special jurisdiction. That is the reason why there has been almost no information flow and no coordination between the counter narcotics police and the other branches of the police. But without coordination between the Counter Narcotics Police (CNPA), the Afghan National Border Police (ANBP) and the Criminal Investigation Department (CID) it is not possible to fight organized, border crossing crime. This may be one reason why drug-related crime is still not under control.

The Lead Nation system is still in place but the Lead Nations have been called Key Partner Nations since the London Conference in January 2006 and EUPOL Afghanistan took over the task from Germany in 2007. The International Community (IC) noticed the lack of coordination and tried different systems to solve the issue but this task has not been finished yet.

Way to democratic elections

The inauguration of the first Afghan Interim Authority (AIA) took place on December 22, 2001. The AIA got a six-month mandate and comprised 30 members headed by the chairman Hamid Karzai. The members and the Chairman had not been elected but appointed by the international community to stabilise the country and give the nation an Afghan led authority at the very beginning.

The Transitional Authority (TA) followed the Afghan Interim Authority. The members of the National Loya Dschirga, which took place from June 12 to June 19, 2002, elected the TA. The

President of the TA was Hamid Karzai.

A Loya Dschirga to work out a constitution was convened at the end of 2003. The new Afghan Constitution was ratified in January 2004.

The Presidential Election took place on October 9, 2004. Hamid Karzai became the first President of Afghanistan to be elected in the first free and democratic elections for decades.

There was a long gap between the Presidential and the Parliamentary Election because the Parliamentary election had to be postponed several times. It took almost one year to organise and accomplish the election of the Afghan Parliament. Now the whole Afghan Government was elected freely and democratically.

2. The London Conference and the Afghanistan Compact

The Petersberg Conference was followed by several conferences to coordinate the international efforts and to finance the international aid (see Annex 1 Chronology). Three international donor conferences took place in Tokyo, Berlin and Geneva in 2002. All of the conferences aimed at fulfilling the roadmap agreed on at Petersberg Conference. But the London Conference from January 31 to February 1, 2006 represented the end of the Petersberg process. During the conference the Afghanistan Compact was launched as a result of consultations between the Government of Afghanistan (GoA), the United Nations (UN) and the International Community (IC).

Joint Coordination and Monitoring Board

The Afghanistan Compact established a mechanism to coordinate Afghan and international efforts over the following five years. The Joint Coordination and Monitoring Board (JCMB) was implemented to give an overall strategic coordination to the Afghanistan Compact. The JCMB is composed of 7 representatives from the GoA and 21 representatives of the IC. The Board is co-chaired by the Senior Economic Advisor to the President and the Special Representative of the Secretary-General for Afghanistan. It is constituted for a period of five years from April 2006 to March 2011.

The three specific objectives of the JCMB are:

- Provide high-level political support for the Afghanistan Compact,
- Provide direction to address significant issues of coordination, implementation, financing for the bench-marks and timelines in the Afghanistan Compact and any other obstacles identified either by the GoA or the IC,
- Report on the implementation of the Compact to the President, National Assembly, UN Secretary General, the donors and the public.

Afghan National Development Strategy

The main outcome of the London Conference was the Afghan National Development Strategy (ANDS). The international community agreed to support the Afghan government's development strategy and the Afghan government took responsibility for the development process in order to meet the national goals.

The ANDS is an Afghan Government medium-term development framework that sets the social, economic, governance and security agendas for Afghanistan over five years.

The two important functions of the ANDS are:

- Presenting the nation and international community with a comprehensive study of development priorities and a unified strategy (all ministries and state agencies) and
- Synchronizing strategies between different ministries by being a central planning document and helping to bring efficiency in projects and programs.

The ANDS has 3 Pillars:

- Security
 - National Defence
 - **Internal Security and Law Enforcement**
 - Disbandment of Illegal Armed Groups
 - De-Mining
 - Counter Narcotics
- Governance, Rule of Law and Human Rights
 - Empowerment of National Assembly
 - **Justice/Rule of Law**
 - Religious Affairs
 - **Public Administration Reform**
 - **Human Rights and Women's Rights**
- Economic and Social Development

The security pillar - and within it the item "Internal Security and Law Enforcement"- is the most important one for the police reform. But not only security is in the focus of the German police reform aid. The "Justice and Rule of Law", "Public Administration Reform" and "Human Rights and Women's Rights" are also focal points within the Governance, Rule of Law and Human Rights pillar. Because of their overlapping in many fields these items are inseparable from the police.

The ANDS provides benchmarks which help to define goals and serve as a tool to control the development. Two examples for benchmarks from the security pillar are,

- 'By end-2010, a fully constituted, professional, functional and ethnically balanced Afghan National Police and Afghan National Border Police with a combined force of up to 82,000 (62.000 until March 2007) will be able to meet the security needs of the country effectively and will be increasingly fiscally sustainable.
- By end-1389 (20 March 2011): Government machinery (including the number of ministries) will be restructured and rationalized to ensure a fiscally sustainable public administration. The civil service commission will be strengthened; and civil service functions will be reformed to reflect core functions and responsibilities. '

For sure, both these goals will not be reached by end of 2010 respectively 2011. There are other goals that will not be reached either. Most of the benchmarks are pending.

Therefore, the IC the UN and the GoA held a second London Conference on January 28, 2010 to update the ANDS and to agree on measures to help the GoA to reach the nations goals.

3. German Police Project Office

Lead Nation for the reconstruction of the Afghan police

In 2002, on request of the Afghan Interim Government and the United Nations, Germany took over the responsibility for the international coordination of the reconstruction of the Afghan police forces. During the second Donor Conference in Berlin on March 13, 2002 the German Federal Government decided to set up a project office to rebuild the Afghan police forces. Basis for the work of the project office was the Seat and Status Agreement from March 15, 2002 signed by the German Ministry of Interior and the Ministry of Interior of the Interim Government of Afghanistan. This Agreement set up a police project office and promised to grant training assistance and equipment aid for the Afghan police forces. The German Police Project Office (GPPO) commenced its work on April 3, 2002.

Personnel and tasks

On the basis of the Seat and Status Agreement, which was last renewed on October 23, 2006, the tasks of the GPPO were:

- Advising the Afghan security authorities in an effort to rebuild an Afghan police force which is bound by rule-of-law principles and has a respect for human rights, and on combating drug cultivation, drug processing and drug trafficking,
- Assisting in the training of police recruits in the light of the principles mentioned above,
- Assisting in the setting up of a police academy,
- Implementing bilateral police funding assistance and
- Co-ordinating the international support for the establishment of the Afghan police force.

The GPPO started in 2002 with a team of about 10 German police officers from the German Federal Police (Bundespolizei), Federal Investigation Department (Bundeskriminalamt) and from the State Police Forces (Länderpolizeien). When the GPPO closed on June 15, 2007 and passed into German Police Project Team (GPPT), it had a staff of about 45 police officers. On average 40 police officers were deployed as long-term experts and additionally about 25-30 each year as short-term experts providing basic, advanced and specialised training. A project group at the Federal Ministry of the Interior in Berlin supported the GPPO.

Deployment

The GPPO Headquarters was located in Kabul but German police officers were also deployed to field offices in Herat (until the end of 2005) and in those provinces where the German military (Bundeswehr) provided a safe environment for their work.

The outposts of the GPPO headquarters in Kunduz and Feyzabad were located on the premises of the German Provincial Reconstruction Teams (PRTs). The focus of their work was the implementation of training and providing equipment aid as well as in mentoring the local police command.

Another outpost of the GPPO was in Mazar-e Sharif, the seat of the German led Regional Command North of ISAF. Among other things, the coordination and the steering of police work in the north of the country as well as training for the different branches of the Afghan police, equipment aid and the coordination of international police advisers working in the north of the country were provided from there. A very important task was the mentoring of

the regional police commander, who is responsible for nine provinces.

Main results of GPPO's work

Police Academy

The Police Academy Kabul had been completely rebuilt by the Federal Agency for Technical Relief (THW) before it reopened on August 24, 2002. In a ceremony attended by President Karzai the Police Academy was handed over to the Afghan Government.

Police officers of the GPPO in cooperation with the Afghan Ministry of Interior developed a completely new concept for training and further education, including regulations concerning the composition of the student body and the exams as well as the development of the curricula for all AFG police officers. The Police Academy provides high quality training for Saran (police officers), who study for three years, and Satanman (non-commissioned police officers at group leader level), studying for 9 month.

About 4,500 police officers have graduated from the Academy since its re-opening until the handover to EUPOL Afghanistan by the GPPO.

The Police Academy in Kabul is a German flagship project because after a short time of reconstruction, training conducted by German police officers and 'train the trainer courses' for Afghan teachers, the academy passed over into Afghan ownership. After the handover the GPPO mentored the Academy's leadership and teachers and accomplished several advanced and specialised courses with German experts.

Training of patrol officers, Satoonkai

While Germany focused on the police leadership, the US trained the patrol officers, the Satoonkai in the Police Training Centres (PTC) all over Afghanistan. These two different approaches are complementary and therefore do not compete with each other.

The patrol officers get an 8-week basic training and they should get additional advanced trainings after serving for a while. But in most of the cases this never happens. The US trained a huge number of patrol officers but a lot of them left the police shortly after completing their training to work for security companies, private persons and in the worst case for the Taliban because all of them pay much better wages. Unfortunately most of them take along their equipment including the weapons. Only better payment of the police and social incentives like a functioning health system for the police officers and their families can solve this problem.

Further education

The GPPO also focused on advanced and specialised courses of Afghan police officers. Some examples of courses:

- Training for Afghan National Civil Order Police (former Stand-by Police),
- Basic and advanced training for the Quick-Reaction Forces, a special unit of the Afghan National Border Police (ANBP),
- Identification of document falsifications,
- Aviation security,
- Criminal investigation technology,
- Counter-narcotics training,
- Dealing with traffic accidents,
- Workshops for high-rank police officers, together with the Norwegian police

- contingent,
- Leadership training,
- Train the Trainer courses for specialised tasks within different police branches.

Since 2005 the German military police have supported the basic training of Afghan police officers in the Northern provinces. The training included how to conduct patrols, map reading and some other basic skills.

All training courses were also used to identify capable students who later might become trainers themselves. The idea behind this was to handover training into Afghan responsibility as soon as possible.

Equipment and construction

The equipment and construction aid for the Afghan police forces were a major task for the GPPO. In the beginning the Afghan police forces needed basic police equipment like uniforms, personal equipment, office equipment and police vehicles. Furthermore the GPPO focused on the basic infrastructure for the Afghan Police forces in particular police buildings for different levels of the organisation like police posts, stations and Headquarters. One of the main reconstruction projects was the Police Academy as a precondition to the start of police training.

After the basic requirements had been achieved the projects became more and more complex and cross-linked with projects of other actors in the field of police reform. This required a close co-operation and co-ordination in particular with the US led Combined Security Transitional Command Afghanistan (CSTC-A) and also with other bilateral projects like those from Norway, Canada and Japan and international donors.

Examples for equipment projects:

- Police cars, motorbikes, buses,
- Traffic Police Equipment,
- Maintenance vehicles,
- Aviation security equipment for Kabul international Airport, Herat und Masar-e Sharif (x-ray machines, walk through metal scanners, hand-held metal detectors),
- Radios, Repeaters,
- Computers and software,
- Uniforms and personal equipment,
- Investigation and forensic equipment,
- Equipment for document checks,
- Equipping of training facilities.

Examples for re-construction/construction projects

- National Police Academy,
- Headquarters for the Afghan National Border Police,
- Dog training centre Border Police Head Quarters,
- Border Crossing Points (e.g. street to Border Crossing Point Islam Qualah),
- Headquarters for the Highway Police,
- Police stations for the Highway Police,
- Headquarters for the Traffic Police,
- Several headquarters for the Kabul City Police and

- provincial Police Headquarters,
- Counter-Terrorism Department and its sub-offices,
- Counter Narcotics Training Unit.

Mentoring and Advising

The Mentoring and advising capacities of the GPPO grew up with the strength of the project office. Mentoring and advising became an evermore important tool towards the reform of the police.

While the operational support like training, equipment and construction projects is time limited and shows an immediate success, mentoring and advising are long term measures which are not easy to control and to evaluate. The acting police officers need to be professional in their respective field of policing. Furthermore, mentoring and advising require a high level of personal and intercultural competence. It needs a long time to build up a trustful relationship between mentee and mentor. Therefore it is not effective if the mentor changes every few months which is exactly what happens if military personnel is used, especially if they are deployed for only a short time. Very often there is a gap between two mentors. If there is no overlapping time, the leaving mentor can't introduce the new mentor to his mentee and there is no transfer of knowledge.

In accordance with the "Mentoring and Advising Concept" developed by the GPPO and evaluated in July 2006, 22 top officials of the MoI, including Minister Ahmad Zarar Moqbel, and from the different branches of the Afghan police force in Kabul, Mazar-e Sharif, Kunduz and Feyzabad received personal mentoring from German police officers in 2007. In addition to that, several international mentors and police advisers gave advice to officials in key positions. The goal was to standardise policing procedures so that the efficiency of leaders in the field of policing would increase. The mentors were also tasked with the further development and the supervision of the implementation of the organizational reforms. The GPPO and CSTC-A focused on the MoI. In the beginning of the US efforts to support the police reform there was some overlapping in mentoring and advising. Some high-ranking Afghan officials had a German and a US mentor and sometimes even more from other bilateral projects or international organisations. This was like a 'mentoring overkill'. But in the end the International Community noticed the problems that emerged from this situation and the mentor co-ordination became better. Nowadays there are common mentoring plans which co-ordinate most of the international mentors. These days the main players in mentoring and advising the police are EUPOL Afghanistan and CSTC-A/NTM-A.

Organisational reform for the AFG police forces

GPPO and the Afghan Ministry of Interior developed, supported by other international partners, a comprehensive organizational reform concept for the Afghan police forces, the so-called Tashkeel. This concept was agreed to by President Karzai in December 2005. It includes a "Pay and Rank Reform" to bring the salaries of police officers up to the level of military personnel and to improve the efficiency of the police by reducing the number of top officers. In a first step 31 top-level generals (three and two stars) were recruited; in the next step another 86 positions were filled with one star generals.

A few months after the selection of the generals the Minister of Interior exchanged several generals or moved them to other functions or provinces. Unfortunately there has been no vetting or assessment centre for the new generals replacing them. This made it more complicated to monitor the Tashkeel process and it hampered somewhat the organisational

reform efforts.

The third step had been completed about one year later. It concerned the appointment of another 1,000 police leaders at the next lower level.

At that time the Tashkeel contained a total number of 62,000 police officers in the Afghan police forces, including the Afghan National Border Police.

As a result of the JCMB-meeting in January 2007 a task force to assess the required police strength was set up under the leadership of the German Ambassador at Large for Police Reform. This led to the decision to increase the number to 82,000 officers, a number that has been confirmed on the JCMB meeting on May 1, 2007.

Another important part of the organisational reform was the re-organisation of the Afghan National Border Police (ANBP). The ANBP was organised in 8 brigades whereas the Afghan National Police (ANP) and the Afghan National Army (ANA) were organised in 5 Regional Commands. This overlapping in the areas of responsibility caused many problems in the communication and co-ordination of police operations. Therefore, the ANBP were re-organised with 5 Border Police Zones, identical to the areas of responsibilities of the ANP and ANA. Furthermore, the Border Police Zone HQs were co-located with the Regional Commands depending on availability of space inside the facilities.

International cooperation and coordination

Cooperation with partners from Germany

The GPPO played an important part in the German comprehensive approach to the development of Afghanistan. It necessitated close cooperation between four German Ministries. Joint projects were undertaken together with the Technisches Hilfswerk (THW, Agency for Technical Relief), the Civil Military Cooperation (CIMIC), the German Embassy in Kabul and the Gesellschaft für Technische Zusammenarbeit (GTZ, Company for Technical Cooperation). To support the co-ordination efforts the German Federal Foreign Office implemented an Ambassador at Large for Police Reform.

Cooperation with international partners

There was also a close working relationship with AFG partners, as well as other international partners like

- ISAF
- CSTC-A
- UNAMA, UNDC, UNDP, UNOPS
- EU/EUSR, EC
- Other embassies,
- Bilateral Projects of other countries (e.g. Japan, Canada, Norway),
- GOs and NGOs

The USA was with respect to their financial and personnel resources the most important ally of the GPPO. In a lot of projects there was a close cooperation with the US, mainly with CSTC-A that belongs to the US Department of Defence but also with the Bureau of International Narcotics and Law Enforcement Affairs (INL) that belongs to the Department of State.

Coordination of police reform efforts

Coordination was done according to the so-called pillar system with an Executive Committee on the policy level, the Interagency Police Coordinating Action Group (IPCAG) on diplomatic level and the Police Reform Steering Group on the strategic level. While the Executive Committee had never been operational, the IPCAG met on regular basis and was the highest coordination level at that time. The IPCAC was co-chaired by the German Ambassador at Large and the Head of the GPPO. It consisted of representatives of the GoA, Embassies and organisations involved in the police reform e.g. CSTC-A. At the operational level there were the following 7 pillars:

- MoI Reform (CSTC-A)
- Sustainment (CSTC-A)
- Training (GPPO)
- Border Police (GPPO)
- Uniform Police (GPPO)
- Investigation Police (GPPO)
- Field Mentors (CSTC-A)

The different pillars were chaired by the GPPO or the US. Every pillar had its own structure depending on its respective tasks.

To avoid the doubling of projects and thus a waste of money coordination of donations was another important task of the GPPO. Even if the GPPO had only a small budget many complex and expensive projects could be realised by a working donor-coordination.

The pillar system had some shortfalls. The different pillars didn't work in the same way and with the same quality. From time to time single pillars didn't work at all, depending on the acting persons. If there was no overlapping of positions organisational structures and knowledge got lost. Furthermore, the coordination between the pillars was complicated because there was no common structure.

Therefore, there was a strong need to improve the international co-ordination.

Dubai-Conferences for international police reform coordination

On invitation of the USA Embassy in Kabul and under the chairmanship of the GPPO two conferences of police experts working on the reconstruction of the AFG police took place in Dubai. These conferences were police conferences at the strategic level. The goal was to improve the coordination of the police reform on the ground and to minimize the problems regarding the pillar system.

The Dubai I-Conference took place in April 2006 and set the basis for a new way of international coordination.

The Dubai II-Conference was a followed-up conference on the first. The 26 participants from 12 countries and ISAF agreed on a structure for closer cooperation. The most important part was the idea of an "International Police Coordination Board (IPCB)" that was to harmonize the international efforts regarding the development of the Afghan police. The IPCB was to replace the three-pillar structure because of some shortfalls in coordination.

In the following weeks a working group under the leadership of GPPO developed the IPCB model. The EU Fact-Finding Mission took over this model and the IPCB started to work with EUPOL Afghanistan.

In the IPCB model the IPCB should be the decision making body that directs tasks to the IPCB Secretariat (working body). All the important actors involved in the police reform and the Afghan MoI should have a seat. In fact it was almost the same like the former IPCAG of the pillar structure. What was new was the idea to have a permanent working body (IPCB Secretariat), which was manned by staff from all actors involved in the police reform. The biggest contributors EUPOL AFG and CSTC-A as well as the GoA were to contribute most of the staff and equipment.

But for various reasons this model has never worked well. There has always been a problem with insufficient staffing, caused maybe by the misunderstanding that the IPCB Secretariat was a part of EUPOL Afghanistan and not an independent working body. It seemed that some partners were afraid to put their staff under EUPOL command because the IPCB was co-located with EUPOL Afghanistan. But in 2008 the IPCB moved to a separated compound to increase its capacity and underline its independence from the EU mission.

The IPCB model has changed several times but it still exists. The new NATO Training Mission - Afghanistan is going to use the IPCB to coordinate its efforts with the IC. This could strengthen its role to co-ordinate the international efforts to reform the Afghan police forces.

However, even if the IPCB in its current structure is not perfect, the International Community needs to be better co-ordinated and should use this tool.

4. EUPOL Afghanistan

In the middle of 2006 the EU became more interested in playing a bigger role in the police reform efforts in Afghanistan. At that time it was obvious that the overall coordination was an issue that could only be solved if most of the bilateral projects came under one umbrella. European countries have run a lot of these bilateral projects. The hope was to unite the efforts under EUPOL by putting them under one chain of command.

The way to the Mission

- November and December 2006 the EU Fact-Finding Mission took place consisting of political advisers, police, logistics and administration experts from the Council of the European Union, representatives from the German Ministries of Interior and Foreign Affairs and a representative from the GPPO
- Feb 12, 2007 decision to launch EUPOL Afghanistan Mission (Crisis Management Concept)
- March 23, 2007 UNSC Resolution 1746 welcoming EUPOL AFG
- Apr 23, 2007 Concept of Operations (CONOPS)
- May 16, 2007 Letter of Invitation from GoA
- June 15, 2007 EUPOL AFG launched
- June 17, 2007 official inauguration ceremony in Kabul

Mission Mandate

- Contribute to the establishment of sustainable and effective civil policing
- Ensure appropriate interaction with the wider criminal justice system
- Under Afghan ownership
- In accordance with international standards (including HR)
- Keeping with the policy advise and institution building of EC, Member States and

other international actors

Deployment

The current mission strength is 281 and 163 nationals.

The internationals consist of

- 167 police officers,
- 31 Rule of Law experts,
- 83 civilian experts

EUPOL Afghanistan is still lacking personnel. The target size is 400 police officers and civilian experts.

The biggest contingent is the German with 27 police officers and 17 civilians.

The current Head of Mission is the high-ranking Danish police officer Kai Vittrup.

The 281 internationals are deployed as follows:

- 189 at the EUPOL HQ in Kabul (including five assigned to the International Police Coordinating Board, IPCB Secretariat),
- 87 in the regions,
- 5 within the Mission Support Element in Brussels.

Experiences

In the beginning staffing was a big issue. During the first weeks there was just the German staff from the former GPPO in place. There was a lack of administrative and logistic staff that made it complicated to start working. In addition the signing of the Technical Agreements (TA) with the PRT nations was pending which resulted in a postponed deployment to the regions.

Furthermore, there was a long discussion within the Council of the European Union as to whether the EUPOL staff was allowed to train Afghan police officers by itself or whether they were only allowed to support the training of others. Today EUPOL has its own trainers who train the Afghan police forces in co-operation with other supporters.

Another shortfall lies in the ESDP System. An ESDP mission is not able to finance projects like equipment or construction projects. The budget covers only the costs of the mission itself and personnel costs. That leads to the fact that the mission is dependent on donors to finance such projects. Thus some of the bilateral projects, like the German GPPT, became bigger than before and the international co-ordination is still an issue. It would be good for the mission to have an own project budget to accomplish quick impact projects. This would make the mission more independent from other donors and it would show immediate success to the Afghan partners and the mission's staff. The EU is currently discussing the topic to enable ESDP missions in general to finance small training, equipment and construction projects from the mission budget.

EUPOL's Strategy

EUPOL is going to focus on 6 tasks for the mission:

- Developing a overall structure for the Afghan police (chain of command and reporting system),
- Optimise information gathering and information management,

- Build up criminal investigation structures,
- Fight corruption,
- Improve the co-operation and information flow between police and prosecution,
- Make sure that the police pay attention to human rights and women rights within the police and in relation to the people.

5. German Police Project Team

Staff

The German Police Project Team (GPPT) was set up at the launch of EUPOL Afghanistan on June 15, 2007. It replaced the GPPO but without the task of the overall co-ordination of the police reform in Afghanistan. This task devolved to EUPOL Afghanistan. Therefore, the GPPT was rather small in the beginning. Only 10 police officers served in the GPPT, deployed in Kabul and in the North.

Due to the facts that the EUPOL Afghanistan cannot finance training, equipment and construction projects the GPPT has grown up very fast to complement the EUPOL efforts. Currently there are about 120 police advisers and training experts.

The training experts conduct training at the Police Academy Kabul, in the area of the Regional Command North and take part in the Focused District Development Program (FDD). The goal is to increase the number of police advisers and training experts up to 200 until mid 2010.

The GPPT is composed of

- Long-term experts – deployed for 12 months,
- Short-term experts – deployed for 6 weeks up to 12 weeks,
- FDD mentors – deployed for 11 months.

The use of short-term experts for the training programs has made recruiting German police officer to serve in Afghanistan a lot easier. The short-term experts enter Afghanistan about 1 week before the training starts and leave again about 1 week after finishing the training. Between the trainings they stay in Germany fulfilling their normal duties. Due to this system the police officers are only separated from their families for a few weeks and the family situation is much better to handle. Furthermore, support by the home police forces has increased because the police officers are not absent from duty for one year. Thus it is much easier to compensate for the missing colleague.

Training

The training has been conducted in Police Training Centres (PTC) built by Germany.

Currently Germany runs the following PTC

- Mazar-e Sharif, finished October 2009, with a capacity of 400 trainees
- Kunduz, finished November 2009 with a capacity of 100 trainees
- Feyzabad, finished December 2009, with a capacity of 100 trainees
- Kabul, will be finished in spring 2010, with a capacity of 100 trainees

The goal is to provide a capacity of 1,000 trainees.

In 2009 Germany provided training for 3,500 police officers and additional 500 officers under the FDD program.

In 2010 the GPPT will focus on

- FDD,
- Basic police training,
- Train the Trainer courses,
- Advanced and specialised trainings (e.g. border policing, criminal investigations).

Focused District Development (FDD)

The FDD is a US led program covering all of Afghanistan. Germany has taken over the responsibility in some districts of the area of the Regional Command North where the German Army (Bundeswehr) is deployed. Germany is conducting the FDD cycles on its own without being merged with US staff.

A FDD cycle needs about 10 months:

- | | |
|--|----------|
| • District assessment | 8 weeks |
| • Substitute district police for ANCOP | 2 weeks |
| • Training of district police in a RTC | 8 weeks |
| • Exchange district police and ANCOP back | 1 week |
| • Close mentoring with Police Mentoring Team (PMT) | 12 weeks |
| • Part time mentoring with Province-PMT | 12 weeks |

One PMT is composed of 4 German police officers and 4 German military police officers and if necessary additional security forces from the German Army.

The FDD program seems to be successful. The first feedback from the mentors is optimistic. The district police forces accept the program and the organisation of the first cycles went well. A good side effect is that the well-trained ANCOP who substitute the district police during their training demonstrate how a well-trained and equipped police can and should act. This creates expectations within the society, on which the Afghan police will be assessed.

The goal of the German commitment to the FDD program is to train 40 districts with 50 PMTs in the North of Afghanistan till 2012.

Infrastructure and equipment projects

The GPPT is also financing equipment and construction projects. Some of these projects are related to the training or to the FDD activities. Some of these projects are really complex and run over several months or years, e.g. the Border Police Faculty inside the Police Academy, which has already been initiated under the GPPO.

The GPPT will finish the following projects in 2010:

- Border Police faculty Kabul with a capacity of 500 trainees,
- Police Headquarters in Feyzabad,
- Traffic Police Headquarters in Kabul,
- ANCOP Headquarters in Kabul,
- Field office of the Police Academy Kabul in Mazar-e Sharif with a capacity of 500

- trainees for non commissioned officers
- Border Police Building at Kabul International Airport

In addition to these big projects the GPPT has carried out several small infrastructure and equipment projects that have often been accomplished in close co-operation with EUPOL Afghanistan and other partners.

6. Preparation of German police officers to serve in Afghanistan

All of these projects, trainings, mentoring and advising require highly qualified staff to fulfil their duties. Therefore, Germany has a comprehensive assessment and training system to find the right persons and to give them a good preparation for this difficult and dangerous job. In Afghanistan the colleagues work in an unknown culture with different rules of behaviour and under working conditions they are not used to. Therefore, it is absolutely necessary to provide them with an intensive training.

To work in Afghanistan the colleagues have to pass three steps:

Assessment centre	1 day
<ul style="list-style-type: none"> - police skills, - language skills, - personal competence. 	
Generic peacekeeping course	2 weeks
<ul style="list-style-type: none"> - UN English and fitness test, - different mandates UN, EU, OSCE, bilateral projects, - UN CPTM (Core Pre-Deployment Training Materials) and STM (Standardized Training Modules), - Mission route. 	
Afghanistan Preparation Seminar	3 ^{1/2} weeks
1 week theoretical basics <ul style="list-style-type: none"> - Intercultural competence, - history, geography, culture and society of Afghanistan, - briefings on security, equipment, administration issues... 	
3 days tactical first aid	
1 week UN Training Centre of German military (Bundeswehr) <ul style="list-style-type: none"> - training and shooting with G36 rifle, - Counter IED, - hostage-taking training, - joint situation trainings together with German military. 	
1 week situation trainings and driving training	

with armoured cars.

The training is continuously evaluated and adapted. The reason for this is the volatile environment in Afghanistan. In the beginning of the Afghanistan training it was only a 1-week training but with the deteriorating security situation it was necessary to extend the time first to 2 weeks, later to 3 weeks and currently to 3 and a half weeks. At the moment there are plans for another extension to 4 weeks.

Furthermore, the German Police has opened the Afghanistan preparation courses for police officers from other countries and for civilian staff designated for to serve in Afghanistan.

7. Way ahead of Germany's commitment to the Reform of the Afghan police forces

Germany is going to increase its commitment to the reform of the Afghan police forces. The Focus will be on

- Training,
- FDD,
- the build-up Afghan training capacities,
- increasing the number of German police officers and civil experts in the bilateral project to 200,
- increasing the number of German staff inside EUPOL Afghanistan to approx. 60,
- improving the co-operation between police and justice with focus on prosecution.

8. Conclusion

The security situation is the key if the efforts of the Government of Afghanistan and the International Community to stabilise the country are to be successful. A stable security situation is the prerequisite for governmental, economical and social development. Thus the results of the Afghanistan Conference in London on January 28, 2010 are very important for the future of Afghanistan. During the London Conference Germany announced to increase its commitment providing more military and police staff and higher donations to several programs like the program to support Taliban fighters who want to renounce their commitment to the movement and get out of this group (reconciliation process).

It is common sense to put more emphasis on the training of Afghan military and police forces to reach the authorised numbers and to give them the ability to fulfil their duties. The goal should be to enable the Afghan security forces as soon as possible to provide the nation's security on their own. The NATO also started a new program to support the police training, the NATO Training Mission – Afghanistan. This program will combine NATO's and CSTC-A's efforts for police training. With this program there is a new player on the ground. Therefore, a functioning co-ordination of the International Community is a precondition for the success of the police reform in Afghanistan.

The discussion about an exit strategy is necessary to set a realistic timeline, to demonstrate that the support of the International Community is not an everlasting project and to underline that the Afghan Government has to take over its responsibilities.

For sure, there is the strong need for a strengthened commitment of the International Community regarding the security of the country. But to focus only on the security and to provide only more troops and support for the military and the police might not be the right way. To improve the security situation is of the utmost importance, but without accompanying measures supporting economical and social development we will not be successful.

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Abbreviations

AIA	Afghan Interim Authority
ANA	Afghan National Army (Afghanische Armee)
ANBP	Afghan National Border Police
ANCOP	Afghan National Civil Order Police
ANDS	Afghanistan National Development Strategy
ANP	Afghan National Police (Afghanische Polizei)
ANSF	Afghan National Security Forces
CID	Criminal Investigation Department
CNPA	Counter Narcotics Police Afghanistan
CSTC-A	Combined Security Transition Command – Afghanistan
DDR	Disarmament, Demilitarisation and Reintegration
EC	European Commission
EU	European Union
EUPOL	European Police Mission in Afghanistan
EUSR	European Union Special Representative
FDD	Focused District Development
GoA	Government of Afghanistan
GO	Governmental Organisation
GPPO	German Police Project Office
GPPT	German Police Project Team
INL	International Narcotics and Law Enforcement Affairs (US)
IPCAG	Interagency Police Coordinating Action Group
IPTC	International Police Coordination Board
ISAF	International Security Assistance Force
JCMB	Joint Coordination and Monitoring Board
LOTFA	Law and Order Trust Fund
NATO	North Atlantic Treaty Organisation
NGO	Non Governmental Organisation

OSCE	Organization for Security and Co-operation in Europe
PMT	Police Mentor Team
PRT	Provincial Reconstruction Team
PTC	Police Training Center
RC-N	Regional Command North (ISAF)
TA	Transitional Authority
UNAMA	United Nations Assistance Mission in Afghanistan
UNDC	United Nations Development Corporation
UNDP	United Nations Development Program
UNOPS	United Nations Office for Project Services

Annex I Chronology

- Dec 5, 2001 UN Afghanistan Conference held at Petersberg near Bonn (1st Petersberg Conference)
- Dec 22, 2001 Hamid Karzei officially nominated as Chair of a six-month interim government
- Feb 13, 2002 1st Donors Conference in Tokyo
- Mar 13, 2002 2nd Donors Conference in Berlin, Federal Government resolves to set up a project office to rebuild the Afghan police force
- Mar 15, 2002 The Seat and Status Agreement to set up a police project office and the agreement to grant training assistance and equipment aid for the police force signed by the MoI and the MoI of the interim government of Afghanistan
- Apr 3, 2002 The German Police in Kabul (GPPO) commences work
- Apr 18, 2002 King Mohammad Zaher Shah returns from exile
- May 17, 2002 3rd Donors Conference in Geneva
- Jun 11, 2002 Convention of the Emergency Loya Jirga: decision to set up an interim government for 18 months, Hamid Karzai elected president (13 June)
- Aug 24, 2002 Police Academy in Kabul reopens
- Dec 1, 2002 2nd Petersberg Conference
- Mar 12, 2003 Cabinet decision to extend running of the GPPO in Kabul until 31 December 2005 and to increase staffing (17 police advisers)
- Mar 28, 2003 UN Security Council Resolution 1471: to extend the UN mandate in Afghanistan by another 12 months

Apr 7, 2003	Presidential decree on police reform: sole competency of the Ministry of the Interior for internal security and the border police; delimiting the duties of the army and the intelligence service, desired number of police officers: 50,000
Oct 6, 2003	NATO decision to lift limitation on ISAF activities to Kabul and environs
Oct 13, 2003	UN Security Council Resolution 1510 to expand and extend the ISAF mandate
Oct 24, 2003	German Bundestag approves continuation and expansion of Germany's commitment to international reconstruction efforts in Afghanistan (preceded by a relevant cabinet decision on 15 October).
Jan 4, 2004	New Afghan constitution approved by the Constitutional Loya Jirga
Mar 31– Apr 01, 2004	International Conference on Afghanistan in Berlin
May 18./19,2004	Doha I-Conference on Police Reconstruction in Afghanistan in Doha/Qatar The participants were the neighbouring countries of Afghanistan, the Gulf Cooperation Council countries, the EU as well as the other lead nations USA, UK, Italy and Japan. They adopted the Doha Declaration on Regional Police Cooperation. Furthermore, they agreed on a donation of \$ 350 million for rebuilding the Afghan police forces between 2004 and 2006.
Oct 9, 2004	Election of Hamid Karzai for President of Afghanistan in free elections
Sep 18, 2005	Afghanistan: Parliament and Provincial Council Elections
Dec 7, 2005	Germany: Cabinet decision to continue and extend Germany's commitment to assistance in rebuilding the police force in Afghanistan
Dec 19, 2005	Afghanistan: First Parliamentary Meeting
2006-	Implementation of a comprehensive organisational reform of the ANP with a target strength of 62.000 police officers including 12.000 Afghan National Border Police (Tashkeel)

Feb 27/28, 2006	Doha II-Conference on “Border Management in Afghanistan – A Regional Approach” in Doha/Qatar 20 participating countries and 8 international organisations that had followed the invitation of the Ministers of the Interior of Germany and Afghanistan agreed on a “Doha II-Declaration on Border Management in AFG - a regional approach”; Afghanistan and its neighbours China, Iran, Pakistan and Tajikistan signed an agreement on closer cooperation in border police matters; participants pledged € 33 million for border police projects and € 36 million for the LOTFA paying salaries of ANP
Apr 2006	Dubai I-Conference - International Police Conference
Oct 2006	Dubai II-Conference - International Police Conference
Nov/Dec 2006	EU-Fact-Finding Mission in Afghanistan
Feb 12, 2007	EU decision to launch EUPOL Afghanistan Mission
May 2007	Decision to expand the total strength of ANP to 82.000 (JCMB Annual Report, Kabul 1st May 2007)
Jun 15, 2007	Official launch of EUPOL Afghanistan (Inauguration Ceremony on 17 Jun 2007)
Jun 15, 2007	GPPO changed to GPPT (German Police Project Team), strength up to 10 police officers, for financing, planning and implementation of projects (e.g. equipment-/reconstruction aid and training)
Jun 12, 2008	International Afghanistan Conference in Paris
Mar 31, 2009	International Afghanistan Conference in Den Haag
Jan 28, 2010	International Afghanistan Conference in London