

Interactive Fields of Police and Military Efforts in the Reconstruction of an Afghan National Police

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Germany's police mission

Germany's police forces are comprised of the Federal police forces from the German Federal Police and the Federal Criminal Police Office on one hand and the forces from the 16 Federal States on the other hand. Since 1989, Germany has played an active role in supporting international efforts in peace-keeping missions. The mandate for activities in Afghanistan is based on a bilateral seat and status agreement, first edition dating from 2002, latest review in October 2006. Following that, Germany has a solely consultative and supportive mandate and no executive authority.

The bilaterally based mission in Afghanistan started in 2002 when the so-called German Police Project Office (GPPO) was established. GPPO works under the command of the German Ministry of Interior, which in turn cooperates closely with the German Foreign Affairs Office. The first German contingent consisted of 12 police officers. The number increased over the following years to 42. In addition, a couple of short-term experts support the GPPO every year. These short-term experts provide in-service and advanced training. Compared to former and current activities abroad, the Afghanistan mission is actually not a post-conflict mission. In the southern and eastern parts of the country, there is still war. The influence of war and the drug lords is considerable and corruption is omnipresent, while the governance shows little development and Afghan citizens do not trust their leadership.

Due to these facts, there are still a couple of obstacles for the GPPO to implement the so-called 'key partner role'. Because of the security situation, there are movement restrictions. For instance, members of the

GPPO are generally not allowed to go to the southern and eastern provinces. Receiving proper information from the district level is difficult because of a lack of civilian police officers from partner nations present in Afghanistan. Therefore, Germany currently concentrates on the capital Kabul and the provinces in the north. One advantage of the GPPO is the duration of work in Afghanistan. On average, the police officers have to stay for 9 months. Most of the senior officers stay for one year. This ensures continuity and sustainability and is different to military forces, which have an average 4 months rotation of personnel.

The results achieved so far in certain fields of activities are:

- Training issues: Since August 2002, the re-established police academy has completed full instruction and training for 4.200 commissioned and non-commissioned police officers in 3-year and 1-year courses respectively.
- Almost 12.600 officers underwent special training by instructors from Germany and partner countries. Training took place both at the police academy and in the provinces.
- Reconstruction of police buildings throughout Afghanistan with German funds: Essential police structures have been re-built throughout Kabul and in the provinces (with further projects underway). Among these are the building components for the Ministry of Interior, the National Police Academy, the headquarters of the National Border Police, the Highway Police, the Traffic Police, the Criminal Investigation Department, the Counter-Narcotics Police, several headquarters of the Kabul City Police and provincial Police Headquarters as well as major building for the Counter-Terrorism Department and its sub-offices in Kunduz and Herat.
- Investment in equipment with German money: e.g. police cars, motorbikes and busses, ambulance vehicles, maintenance vehicles and tools, radios, repeaters, personal computers (hard- and software), uniforms and further clothes, photo cameras, investigation technology, training and traffic equipment.

Reform of the Afghan National Police:

- Tashkeel: In December 2005, the so-called *tashkeel*, a document which breaks down the structure, configuration and organisation of the police in a job chart for the whole country, was signed by the president of Afghanistan. It was developed and compiled by the GPPO with partners of the international community in collaboration with the Ministry of Interior. Due to the recent security developments, the *tashkeel*, as conceived a living document, is currently under review with the aim of adapting it to current needs.
- Pay and rank reform (PRR): The PRR has helped to balance the former top-heaviness of the police hierarchy and seeks to facilitate the payment of adequate salaries to all ranks. Phase I and II (selection of generals) have been completed; phases III and IV (Colonels, Lieutenant Colonels, Majors etc.) are being worked on. Currently the Probation Board reviews a number of phase II personnel.
- Mentoring programme: Police experts from Germany and other countries guide and accompany Afghan police officers on a regular basis, providing support and advice for their daily duties, and thereby, ensuring that the newly introduced structures are implemented.
- Border Management and the regional perspective: The “Doha-II Conference on Border Management in Afghanistan – a Regional Approach”, took place in Qatar in February 2006, fostering a regional perspective, and ensuring closer cooperation of the Afghan border police with its neighbouring partners.

With an amount of approximately 12 million Euro annually, the German government provides the budget of the GPPO. That includes the additional allowance for the staff and suggests a realistic sum of about 9 million Euros for investments every year.

The deployment of staff can be described as follows. Improving the security situation in the capital and maintaining permanent contact to the Afghan authorities is most important. Therefore, about 80% of the per-

sonnel are working in the GPPO headquarters in Kabul. GPPO had a sub-office in Herat from 2004 to 2005. In addition, GPPO is working in the embedded environment of the German-led PRT in Kunduz and Feyzabad, and close to the military commander of the regional command north in Mazar-e Sharif.

Living partnership

In the daily relationship with its international partners, GPPO has to take the framework of areas of responsibility for the reform into consideration. This framework fixed the responsibilities for the army (US), the justice sector (Italy), the counter narcotics (UK), the disbandment of illegal armed groups (Japan) and finally the police (Germany).

One great challenge is to reconcile all international partners, which GPPO always stresses when asked by the media. Therefore, in 2005, a construction similar to a building with an underlying pillar structure was established. Each pillar is responsible for the co-ordination of all international efforts and reports to the so-called “Interagency Police Coordinated Action Group” under the lead of a German diplomat, a highly qualified and experienced retired ambassador who is responsible for all political issues regarding the reconstruction of the Afghan national police.

In the field of reconstruction, the Afghan police GPPO have many partners from all over the world and from both governmental and non-governmental organisations. The success of the network-building efforts depends on every single person, as is the case in all communicative relationships. One has to consider national objectives, mandates and framework conditions, which thus far, have not allowed for working in a vertical chain of command.

On the positive side of the civil-military interaction are the results GPPO and partners have achieved so far:

- joint training measures for basic skills together with the German Bundeswehr in Kabul and the German-led PRT;
- joint training measures on the management level with police advisors from Sweden working under the shell of military forces in Mazar-e Sharif;
- bilateral approaches to share curricula with Italy in the RC West;
- bilateral negotiation with Canada to support their AOR in the province of Kandahar;
- sharing all information concerning security matters. This includes every kind of information about what is going on in the country, e.g. local power brokers, influences of police forces on the public, and perception of the inhabitants of internationals. This partnership enables deliberate actions and movement in the theatre;
- in all PRT in which police officers from different countries live and work, they have the infrastructure and transport needed to live in a safe environment.

The most important partner are the USA. Under the command of CENTCOM in Tampa, Florida the Combined Forces Command-Afghanistan (CFC-A) with subordinated Combined Security Transition Command-Afghanistan (CSTC-A) operate and have established a police reform directorate (PRD). Currently under the leadership of a police officer engaged by INL (Bureau for International Narcotics and Law Enforcement Affairs) within the US embassy, PRD works and acts in all fields of police issues. Compared to the GPPO, PRD has huge resources, but nevertheless fully accepts the key partner role of Germany.

A demonstration of living partnership is the implementation of liaison officers. Both PRD and GPPO have one police officer in the partner organisation to avoid losing information and to guarantee communication flows. Another good example is the co-operation within the international border management initiative group, which focuses on the reconstruction of the 13 most important border crossing points to increase the income of Afghanistan. In addition, both partners work together in several committees and working groups.

Besides these positive examples, civil-military co-operation has also some minor shortcomings:

- The approach of installing a system of civil police forces by the military is different to the approach of civil police officers. The ideas of structure, chain of command, areas of responsibilities and police duties of the military and the police are not comparable. This means in the first place, that civil police advisers have to be aware of the more paramilitary nature of the police forces. The borderline between police tasks and military tasks is blurred.
- The missing chain of command between the different acting partners. If ever there is a good relationship between the people operating one will not have any problems, but it normally causes many problems if the situation is different. The political decision of giving the key partner role to Germany does not automatically indicate a position as supervisor.

The Role of the Provincial Reconstruction Teams (PRTs)

In addition to the above-mentioned living partnership, I would like to examine the importance of the PRTs, especially of those in the north, where Germany plays the lead role within the very specific environment of Afghanistan.

Members of the GPPO are currently working in the German-led PRTs in Feyzabad and Kunduz. The German concept is based on a comprehensive approach. Therefore, several Ministries are represented on the spot, working together on their respective objectives. The common goal requires a network of military, political, development aid and police components. This approach offers the Afghans the chance to achieve, as soon as possible, “a democratic, peaceful, pluralistic and prosperous state (Afghanistan Compact)”. The efforts are not limited to military actions to fight insurgencies but show visible developments in making the Afghans more self-responsible. This includes the commitment of local authorities, based on permanent dialogue in the different areas of responsibility.

Concerning their structure the German PRTs are double-hatted, as they are led by both a military officer deployed by the German *Bundeswehr* and a diplomat sent by the Federal Foreign Office. The common goal is integrative co-operation on conceptual and operational issues. The military is responsible for all security-related matters, supports civilian police trainers in their training efforts, and provides military knowledge for civilian projects (e.g. engineers, machines, equipment). In addition, the German *Bundeswehr* uses the tools of public relations, including press campaigns. In addition, the local population knows the Germans because of the patrol work of the army. The *Bundeswehr* is acknowledged in the territory of their PRTs. The Afghans trust in a peaceful environment and the stabilisation factor of foreign forces has motivated local authorities as well as private investors to start many activities, mostly constructing buildings and infrastructure.

The current state in the north shows that a similar and co-operative engagement of soldiers, diplomats, development experts and police officers seems to be the right way to achieve sustainable stabilisation. This PRT approach cannot be successful without the commitment of the government in the capital. The work on the spot has to be the continuation of close co-operation on the political level.

The way ahead

Security in a country is essential for stability and economic development. The role of well-trained and equipped police forces should not be underestimated. It is one important factor to guarantee a positive development of the country.

Current problems are the efficiency of the above-mentioned revised *tashkeel*, the next steps in the pay and rank reform, the enforcement of mentoring, the continuation of training and educational matters, including the promotion of literacy. All this has to be done while the police is currently confronted with insurgencies regardless of their training and equipment.

From my personal point of view, the development of the police reconstruction is currently at a threshold. Germany has achieved many good results in reconstructing the Afghan national police. However, support through the international community will have to be increased. In terms of resources, in the provinces there is a clear need to be more effective. The safe haven of the PRT in all 26 provinces which they are located in can encourage involved nations to send more civil police advisors.

One approach to work on a joint basis resulted from an international civilian police conference, which took place in two steps in Dubai. In April 2006, 16 senior police officers from nine nations met to discuss different matters of common interest to identify the shortcomings of cooperation so far. The follow-up-meeting in October 2006 with an increasing number of attendees (26) from 12 nations took into account that police reconstruction cannot be successful without contributions by the military partners from ISAF and CSTC-A. As a result, the partners are currently working on a common strategy and on creating an international body which, in the future, shall co-ordinate all measures in a common secretariat. To make it clear, it will be a strategy of civil (police) – with military interaction in the field of reconstruction of the Afghan national police.

In addition, the last public discussions regarding the test case of Afghanistan touched upon the responsibility of the EU. Currently the EU is a main player in the field of funding salaries for Afghan police officers through the Law and Order Trust Fund Afghanistan (LOTFA) and investments for ANP. Following decisions of the EU made in February 2007 an ESDP mission was launched in mid-June 2007. Main objectives are the development and establishment of common strategies for several fields of activities between both partners the Afghan National Police and the International Community. Afghan ownership forms part of the framework of this mission. Fields of activities are training, border management and the criminal investigation branch. This mission expects an increasing number of police officers, sent by member and non-member states of the EU.