

FOREIGN AFFAIRS, DEFENCE AND TRADE REFERENCES COMMITTEE

Inquiry into Australia's overseas Development programs in Afghanistan

AUSTRALIAN FEDERAL POLICE

**Question No. 1**

**The Committee asked the below question at the hearing on 3 December 2012:**

AusAID has identified 6 strategic goals for its assistance to Afghanistan 2011–2012—Sustainable Economic Development (32%); Effective Governance (24%); cross cutting support to multi-sector Afghan national programs (15%); promoting opportunities for all (11%); humanitarian and disaster response (13%) and saving lives (5%) (submission 16, p. 23).

- What are the AFP's strategic goals in Afghanistan?
- How do they complement AusAID's goals?
- How do they fit into Australia's whole-of-government effort?

**The answer to the Committee's question is as follows:**

*What are the AFP's strategic goals in Afghanistan?*

The AFP's strategic goal or objective in Afghanistan is to contribute to national security by providing, on behalf of the Australian Government, policing support for enhanced rule of law. This objective is achieved through a four tiered strategy:

- Facilitating a coordinated approach amongst Afghan and coalition partners;
- Influencing and shaping the policing environment;
- Building and developing the ANP; and
- Contributing to the targeting of serious criminality through capacity development efforts.

*How do they complement AusAID's goals?*

The AFP meets the government's aid objectives by delivering a program that improves the capacity and effectiveness of the ANP which contributes to alleviating poverty by improving security, stability and governance.

In conjunction with Afghan and coalition partners, the IDG participates in law enforcement initiatives that enhance the effectiveness of, and public confidence in, police services.

These initiatives include:

- Placement of an SES level AFP member with the International Police Coordination Board. The International Police Coordination Board (IPCB) is one of the foundation organisations for police development including rule of law and development of policing strategies in Afghanistan. The IPCB is the primary organisational body mandated to coordinate, prioritise, and direct the international police reform efforts in Afghanistan. In the wider rule of law context, it provides support for the Afghan Ministry of the Interior in the development of policies, strategies and plans in the areas of police reform and police-justice cooperation in accordance with the IPCB Mandate.

- Placement of senior police advisors and trainers into strategically influential positions and specialist training roles. These include the Commander International Security Assistance Force Police Advisory Cell (COMISAF-PAC); NATO Training Mission – Afghanistan (NTM-A Strategic Planning Cell – Police); Afghanistan National Security Force (ANSF) General Directorate Police Special Units (GDPSU); and, with the European Union Police (EUPOL) Mission at two major training facilities, the ANP Staff College and Criminal Investigation Faculty.

*How do they fit into Australia's whole-of-government effort?*

The AFP's program is closely aligned with all whole-of-government partners so as to ensure Australian and international development efforts link rule of law and socioeconomic development. This program is delivered to increase the stability of the security environment at the national level within Kabul and is focused on supporting the Afghan Government to deliver basic police services efficiently and effectively. Emphasis is given across all activities to promoting accountability, performance and human rights, particularly gender equality and elimination of violence against women. Creating a stable and prosperous environment for all Afghans, albeit through support for police reform, is consistent with the Australian whole-of-government strategy.

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#### **Question No. 2**

#### **The Committee asked the below question at the hearing on 3 December 2012:**

The AFP's submission states that the AFP works closely with AusAID, the ADF and DFAT in developing and implementing a whole-of-government approach to Australia's commitment to Afghanistan (sub. 19, p. 4).

- Could you give some practical examples of the cooperation and coordination that takes place between all Australian government agencies engaged on the ground in Afghanistan?

#### **The answer to the Committee's question is as follows:**

Senior AFP members attend the Australian Embassy on a weekly basis and participate in the whole-of-government meeting chaired by the Head of Mission (HOM). This meeting provides a forum for agencies to express views and discuss development strategies. .

The AFP is also a member of the Embassy based People Smuggling Committee who meets once every three months. This meeting is chaired by the Department of Immigration and Citizenship (DIAC) and raises awareness of and promotes Australian Government agency coordination on people smuggling issues.

The AFP Commander Afghanistan Mission (CAM) is currently the Head of ANP Development at the International Police Coordination Board (IPCB). In addition the HOM is a representative on the IPCB executive. The IPCB executive is chaired by the Afghan Minister of the Interior and consists of ambassadors from member nations and heads of mission. The IPCB is the main coordination body for international police reform efforts. Through the IPCB, AFP and DFAT coordinate Australia's contribution to the development of the ANP.

The AFP has delivered police related training to the more specialised ANSF Provincial Response Company (PRC) in conjunction with the Defence Special Operations Task Group.

Working alongside AusAID and DFAT personnel in the Uruzgan Province Provincial Reconstruction Team (PRT), the AFP coordinated a number of ANP development initiatives including leadership training as well as recruitment of and training Afghan police women. The PRT consists of Coalition military and police officers, UN officers, diplomats and focuses on reconstruction initiatives.

With the placement of senior advisors into key ISAF positions, the AFP engages collegiately with senior Australian Defence personnel and coalition partners, as well as DFAT staff, to promote key initiatives such as:

- Developing an accountable, Afghan led GDPSU that provides national level coordination and control of all ANSF PRCs.

- Maximising the effectiveness of ANSF related prosecutions through evidence based policing.
- Strengthening Ministry of Interior (MoI) policy capacity, administrative systems, professional standards mechanisms and management structures.

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**Question No. 3**

**The Committee asked the below question at the hearing on 3 December 2012:**

The AFP's submission states that the AFP is in the process of progressively transitioning capacity development efforts away from provincial level training in Uruzgan to national training and the higher level strategic development of the ANP at the national level in Kabul (submission 19, p. 5).

- Is there a likelihood that the AFP could lose touch with police on the ground and hence not be in a good position to assess the appropriateness or relevance of its training programs?
- Given the limitations on travel, how does the AFP obtain vital information about the effectiveness of its training programs as judged by local communities and the police on the ground?

**The answer to the Committee's question is as follows:**

*Is there a likelihood that the AFP could lose touch with police on the ground and hence not be in a good position to assess the appropriateness or relevance of its training programs?*

The AFP remains connected to daily policing activities and police on the ground through its various roles and interaction with the ANP. For example:

- Participation in a number of IPCB Working Groups. These Working Groups are responsible for designing and implementing police reform strategies. Each Working Group is comprised of the AFP, European Union Police Mission (EUPOL), National Training mission – Afghanistan (NTM-A) and ISAF units such as the General Directorate of Police Special Units (GDPSU) as well as senior ANP members.
- Daily engagement with the ANP at the ANP Staff College in Kabul and the Central Training Centre which allows the AFP to monitor and gauge training throughout Afghanistan.
- Placement within the Commander ISAF (COMISAF) Police Advisory Cell (C-PAC), NTM-A and International Joint Command (IJC) as well as the IPCB. AFP representation in these positions ensures the AFP continues to assess the appropriateness and relevance of police reform across the country.
- The AFP has a close relationship with the US staffed Security Force Assistance-Advisory Teams (SFAAT). SFAAT personnel work and mentor ANP operationally and provide feedback on ANP development and the effectiveness of training programs. SFAAT provides a critical link between training delivery and operational capability.
- Given the limitations on travel, how does the AFP obtain vital information about the effectiveness of its training programs as judged by local communities and the police on the ground?

Specific travel to local communities is not required for the AFP to obtain vital information about the effectiveness of its training programs. The AFP obtains this knowledge via:

- An AFP member attached to the IPCB as the ANP Policy and Training Coordinator. This member has regular contact with Coalition and ANP training bodies that work across Afghanistan. Representatives in these bodies provide contemporary advice on the progress of ANP capability.
- Senior AFP mentors embedded at the IJC and the GDPSU where Coalition members attached to these units work alongside ANP in an operational environment. AFP mentors and Coalition members monitor and gauge the effectiveness of ANP training programs. The AFP also interacts with ANP at a more personal level with those who attend the IJC and GDPSU.

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**Question No. 4**

**The Committee asked the below question at the hearing on 3 December 2012:**

The AFP estimates that up to 70% of ANP base level recruits are illiterate and while literacy rates among commissioned officers is higher some are illiterate. (sub 19, p. 8.)

- Are other programs, such as AusAID's education programs, designed to assist your training programs by helping to develop basic literacy skills in potential recruits? In this regard, can you see scope for greater synergies between aid programs?

**The answer to the Committee's question is as follows:**

The AFP acknowledges that AusAID education programs are helping to develop basic literacy skills across Afghanistan and that many of those benefitting will be potential recruits. Increased enrolments in basic education, construction of schools, ongoing support to schools (teachers and students alike), and improved access to community-based education and establishment of libraries have filled critical gaps in basic education services, particularly for females.

Further, the Afghan government is clearly buoyed by these results and as a result has implemented its own strategy to engage Afghanistan's youth, many of which have taken advantage of these programs, to fill government positions as they become better educated, including within the police.

The AFP also agrees there may be scope for greater synergy between Australian aid programs to alleviate literacy issues. However any Australian contribution to address this particular problem in policing should be coordinated through the IPCB as the IPCB is the primary organisational body mandated to coordinate, prioritise and direct international police reform efforts. These efforts provide support to MoI police reform policies, strategies and plans of which increasing literacy rates are but one. Coordination of international support in this manner also helps Australia's commitment to responsibly and transparently channel assistance through Afghan government systems. The IPCB is a credible and established mechanism to enable this to occur.

It should also be noted that literacy training is already included in recruit courses and leadership training to non-commissioned ANP officers across the country. Provision of this training is another Afghan led and delivered strategy, fully endorsed by the MoI and supported by the coalition more generally, including financially.

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#### **Question No. 5**

#### **The Committee asked the below question at the hearing on 3 December 2012:**

In its submission, the AFP refers to 'historic levels of corruption and malpractice within the ANP which hinders the development of the force into a professional organisation. Corrupt practices have tarnished the ANP's image in the broader Afghan community (submission 19, p. 8).

- How intractable is this problem within the ranks of the ANP and what is being done to tackle the problem?

#### **The answer to the Committee's question is as follows:**

Corruption remains a significant challenge in ANP reform and more broadly across the Afghan Government. The AFP agrees with many international commentators that a fragile war economy sustained by international aid, security assistance, the narcotics trade, a society fractured by three decades of war, weak governance and institutions have allowed corruption to flourish. Criminal patronage networks (individuals, businesses, and other entities that engage in organised corruption) are as much in existence within the police as they are inside and outside of the rest of government, particularly as many of these networks are often associated with powerbrokers that seek to maximise their own agenda and position. In order to address corruption, efforts must be grounded in an understanding of Afghan politics, and combined with efforts that convince Afghan leaders that it is in their interest to reduce the threat of corruption and organised crime.

To this end, ISAF has created the Joint Anti-Corruption Task Force (CJIATF – Shafafiyat). Efforts undertaken by this body include reforming contractual arrangements across all parts of government that focus on vetting, suspension and debarment of companies that engage in criminal activities; establishment of forums such as the Transparency and Accountability Committee, a committee that promotes information sharing and development of common, concrete solutions in partnership with Afghan leaders; integrating international counter-narcotics and anti-corruption efforts into Afghan led anti-corruption solutions; reinforcing integration of law enforcement and military activities; and, providing support to civil society more generally.

The AFP does not specifically target corruption. The AFP does however contribute to a more accountable and competent police force through the broader ANP reform effort. Some specific strategies that the AFP four tiered strategies have helped shape include payment of police salaries through electronic funds transfer; undertaking personnel manning inventories; introduction of random selection systems for assignments; development of a code of conduct; and, introduction of merit based principles and competencies, with no ethnic discrimination.

More specifically, training programs delivered or overseen by the AFP include instruction modules on human rights and ethical behaviour to reinforce ANP governance procedures such as reporting requirements as well as promoting best policing practices.



Additionally, one of the objectives of the IPCB is the promotion of a civilian police force that is transparent, accountable, professional and responsive to the Afghan community and that operates under and within the laws and constitution of Afghanistan including fundamental human rights. Australian whole-of-government involvement in the IPCB through the HOM and AFP more generally assist in this regard.

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**Question No. 6**

**The Committee asked the below question at the hearing on 3 December 2012:**

*Examination of Defence, supplementary submission and Hansard, 3 December 2012, pp. 48–49 and 51*

Q33.

- In light of the confusion and the subsequent revised figures for Defence's ODA, has the AFP checked its statistics for ODA to ensure that they are accurate?

**The answer to the Committee's question is as follows:**

The AFP can confirm that the ODA statistics provided before the Committee on 3 December 2012 were accurate.

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**Question No. 7**

**The Committee asked the below question at the hearing on 3 December 2012:**

**Senator RHIANNON:** With regard to the \$32 million, can you give us a break down between project costs, staff costs and any other costs?

**Ms Newton:** I did not bring with me a complete breakdown, but predominantly the staffing cost is a lot smaller than our security component. Our staffing cost at base salaries is funded by the Australian Federal Police, and any costs associated with placing our staff in a mission are ODA funded. I would be more than happy to provide you with that detail, if you would like.

**Senator RHIANNON:** Yes, take that on notice, thank you.

**The answer to the Committee's question is as follows:**

\$32.178m in departmental funding provides for the deployment of 28 personnel who are fully and exclusively engaged in capacity building and performance enhancement work to strengthen the ANP, these costs include:

- all salaries, allowances and entitlements of deployed members;
- transport and logistics costs associated with members and their work;
- communication, Information & Communications Technology and translation costs;  
and
- in country security related costs.

\$0.5m in administered funding to provide basic policing and safety equipment for the Afghanistan National Police (ANP) and some minor infrastructure work at ANP facilities.

The breakdown of the \$32.178 is as follows:

<b>Afghanistan Cost Breakdown</b>	<b>\$m</b>
<b>Staff Costs</b>	<b>11.606</b>
<b>Project Costs</b>	<b>0.5</b>
<b>Other Costs</b>	
- <i>transport &amp; logistics costs associated with members and their work</i>	0.18
- <i>communication, Information &amp; Communication Technology and translation costs</i>	1.490
- <i>in country security related costs</i>	<u>18.902</u>
<b>Total other costs</b>	<u><b>20.572</b></u>
<b>Total</b>	<u><u><b>32.678</b></u></u>

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**Question No. 8**

**The Committee asked the below question at the hearing on 3 December 2012:**

**Senator STEPHENS:** Is the judicial process also under the ministry of the interior or is there a different ministry?

**Ms Newton:** Can we take that on notice? I think it is, but I am not 100 per cent sure

**Senator STEPHENS:** Yes, take it on notice.

**The answer to the Committee's question is as follows:**

The Minister for Interior is not responsible for the judiciary. The judiciary is covered by the Ministry of Justice. The current Minister is Habbibullah Ghalib. This Ministry is responsible for 'upholding the rule of law, the country's judicial affairs, and serves as the primary link between the people and the court system'.

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**Question No. 9**

**The Committee asked the below question at the hearing on 3 December 2012:**

**Senator RHIANNON:** Who are the other agencies that are making that assessment?

**Ms Newton:** A number of other organisations that undertake research in Afghanistan—so as part of the overall ISAF and capability of Australia in Afghanistan, we draw on other agencies for research, agencies like AusAID, and their assessment and activity in being able to take information that assists us in what we might need to modify.

**Senator RHIANNON:** So ISAF and AusAID are making that assessment of your training programs?

**Ms Newton:** Not of our training programs specifically, no; but of the suitability of police in country, the capability of police. I can provide you with other information where the research has been undertaken in terms of who was undertaking the research, if you would like.

**Senator RHIANNON:** Can you please take that on notice?

**Ms Newton:** We will take that on notice and give you a list of different research groups that have provided advice back on policing activity.

**Senator RHIANNON:** Thank you.

**The answer to the Committee's question is as follows:**

Training support (delivery and policy development) is provided to the ANP through the placement of senior advisors and trainers into the NTM-A, ANSF GDPSU, IPCB and EUPOL ANP Staff College and Criminal Investigation Faculty. Any training programs developed, implemented and updated must be endorsed by MoI in accordance with joint ANP/ISAF recognised curriculum design principles and protocols; this includes training evaluation or assessment. The AFP does not implement any training program independently of this established mechanism.

By following its four tier strategy, the AFP does however continually promote a theory of change approach that focuses evaluation efforts on appropriate indicators such as those promoted by the Organisation for Economic Co-operation and Development i.e. relevance, efficiency, effectiveness, impact and sustainability; data sources for measuring inputs; the strategies jointly implement by the ANP and coalition partners; and, short, medium and long term outcomes. Ensuring lessons learnt are used and shared is fundamental to this process.

AFP members are well equipped in promoting this approach as its members have extensive international capacity development experience, skill and knowledge that is often supported with graduate or post-graduate qualifications e.g. Master of Teaching, Bachelor of Education (or similar) or vocational training qualifications e.g. Certificate IV in Training and Evaluation.

The AFP's relationship with the US staffed Security Force Assistance-Advisory Teams (SFAAT) also provides critical information about the effectiveness of training programs. SFAAT provides a critical link between training delivery and operational capability.

More formal data sources utilised to evaluate training programs, suitability of police and capability of police includes, but not limited to:

- European Commission
- Afghan Centre for Socio-Economic and Opinion Research (ACSOR)
- Oxfam
- NZAID
- United States Institute of Peace (USA)
- Peace Research Institute Frankfurt (Germany)
- Congressional Research Unit (USA)
- United Nations Development Programme Afghanistan (UNDP-A), Law and Order Trust Fund for Afghanistan (LOTFA)
- United Nations Educational, Scientific and Cultural Organisation (UNESCO)
- Inspectors General, U.S. Department of State and U.S. Department of Defense
- International consulting firms such as IBF International Consulting; DM&E for Peacebuilding; and, CAN Analysis & Solutions;
- Non-Government Organisation's such as Heinrich Boell Foundation; and, the Afghanistan Research and Evaluation Unit; and the Centre for Research and Policy Studies (Kabul)

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**Question No. 10**

**Senator RHIANNON asked the below questions following the hearing on 3 December 2012:**

Advisors after troop withdrawal

1. Do you envisage that the advisers that remain in Afghanistan after the defence forces are withdrawn will assist with the Australian aid program in that country?
2. If so what programs will these advisers assist with?
3. In what areas will the advisers be based?
4. From when the government withdraws our defence forces and only Australian advisers remain in Afghanistan where will the Australian advisers to the Afghan police and army be based?
5. How many advisers will be from the Defence Forces?
6. How many advisers will be from the AFP?
7. How many military advisers be based in Uruzgan province?

**The answers to the Senator's questions are as follows:**

1. Any AFP presence in Afghanistan will be consistent with Australian whole-of-government strategy and funding, with due recognition given to monitoring of the safety and security environment.
2. If the AFP is to have an ongoing role, it will continue to deliver a policing reform program based on its four tier strategy that improves the overall capacity and effectiveness of the ANP. This program will contribute to alleviating poverty by improving security, stability and governance, matters which the Australian aid program is also seeking to address. Emphasis will continue to be given across the program activities to promoting accountability, performance and human rights, particularly gender equality and elimination of violence against women.
3. The AFP is moving towards all AFP staff being based in Kabul only locations such as the Commander International Security Assistance Force Police Advisory Cell (COMISAF-PAC); NATO Training Mission – Afghanistan (NTM-A Strategic Planning Cell – Police); Afghanistan National Security Force (ANSF) General Directorate Police Special Units (GDPSU); and, with the European Union Police (EUPOL) Mission at two major training facilities, the ANP Staff College and Criminal Investigation Faculty.
4. As coalition forces exit Afghanistan, the manner in which aid programs are delivered has become very fluid due to continual adjustment, amalgamation or disappearance of work areas



associated with overall ISAF transition planning. The longer term viability of any of the roles highlighted is therefore difficult to predict. The AFP remains flexible and, subject to security considerations, willing to deliver its program in any police related work area. Demand for AFP support is assessed as strong for the foreseeable future i.e. mid-2014.

5. This question should be referred to the Department of Defence.
6. As the longer term viability of policing roles to be undertaken by the AFP is difficult to predict, future staffing numbers are unknown. Any future AFP presence in Afghanistan will be consistent with Australian whole-of-government strategy and funding.
7. This question should be referred to the Department of Defence.