



AFP

AUSTRALIAN FEDERAL POLICE

THE SENATE

**STANDING COMMITTEE ON FOREIGN AFFAIRS,
DEFENCE AND TRADE**

**INQUIRY INTO AUSTRALIA'S INVOLVEMENT IN
PEACEKEEPING OPERATIONS**

THE AUSTRALIAN FEDERAL POLICE SUBMISSION

MARCH 2007

Executive Summary

The concept of traditional peacekeeping, as a response mechanism to conflict, does not adequately address the range of offshore operations conducted by the Australian Federal Police (AFP). The environment the AFP will operate in is complex and dangerous. It will range from intervention in conflict zones where well armed regular or militia forces operate, there is an absence of government institutions and rule of law may be non-existent. At the other end of the spectrum the AFP will undertake coaching and mentoring of police in developing nations. Consequently the AFP is revolutionising its approach to offshore operations.

The AFP is developing capability through expansion of the International Deployment Group (IDG) to address pre and post conflict capacity building in the region and the ability to rapidly deploy well trained, professional and capable officers at times of immediate crisis.

Globally the AFP will continue to consider requests to contribute to United Nations and other multilateral organisation activity. Participation by the AFP on peace and stability operations will be as a result of thorough analysis of the requirement and its capacity to respond in a meaningful way. Participation will be preceded by close consultation, cooperation and coordination with other government departments in the development of an agreed whole of government way forward.

Partner relationships in law enforcement capacity building will increase and demand greater coordination with AusAID. The secondment of AFP officers to AusAID's Fragile States Unit and the Office of Development Effectiveness builds on the cooperative efforts both organisations enjoy.

Joint operations with the Australian Defence Force as part of national offshore crisis response will become more frequent and increased interoperability will be necessary. Progression toward this objective will partly be achieved this year with the embedding of AFP officers in Joint Operations Command and the Australian Defence Force Warfare Centre, and the meeting of mutually agreed milestones as expressed in the interoperability joint Terms of Reference signed in November 2006.

The IDG is at the leading edge of police preparation, planning and operational capacity. It will continue to engage regional and global partners to share experience and development of approaches to police capacity building, interagency coordination and deployment.

INDEX

INTRODUCTION ERROR! BOOKMARK NOT DEFINED.

THE OPERATING ENVIRONMENT ERROR! BOOKMARK NOT DEFINED.

THE OPERATIONS CONTINUUM **ERROR! BOOKMARK NOT DEFINED.**

TRADITIONAL PEACEKEEPING..... **ERROR! BOOKMARK NOT DEFINED.**

MULTIDIMENSIONAL PEACE OPERATIONS **ERROR! BOOKMARK NOT DEFINED.**

PEACE AND STABILITY OPERATIONS **ERROR! BOOKMARK NOT DEFINED.**

THE POLICY FRAMEWORK TO SUPPORT DECISION MAKING . ERROR!
BOOKMARK NOT DEFINED.

CONSULTATION AND AFP PROCESS **ERROR! BOOKMARK NOT DEFINED.**

AFP and ADF **Error! Bookmark not defined.**

AFP and AusAID **Error! Bookmark not defined.**

Institutional Collaboration **Error! Bookmark not defined.**

TRAINING AND PREPAREDNESS ERROR! BOOKMARK NOT DEFINED.

**AFP CONTRIBUTIONS – UNITED NATIONS AND REGIONAL
RESPONSES** ERROR! BOOKMARK NOT DEFINED.

THE UNITED NATIONS **ERROR! BOOKMARK NOT DEFINED.**

REGIONAL AND OTHER RESPONSES **ERROR! BOOKMARK NOT DEFINED.**

LESSONS LEARNED ERROR! BOOKMARK NOT DEFINED.

ANNEXURES

A. Peace Building and Capacity Building Update

B. Terminology

Introduction

Peacekeeping as a concept was developed to suit the needs of a bygone era. Today the challenges that confront Australia and the international community are such that they cannot alone be resolved by a deployment of international military forces. In the 21st Century, response to current and emerging crises demand a new suite of players and the Australian Federal Police (AFP) is at the forefront of confronting and then minimising these challenges.

The AFP, in partnership with other Departments and agencies, is focussed on addressing weaknesses in law enforcement and the judicial sector in our region through building capacity in order to reduce conflict. However, should conflict emerge, the AFP is structured to respond in positive, dynamic and meaningful ways in our region and beyond as part of the whole of government process.

It is for these reasons the International Deployment Group (IDG) was established in February 2004 to implement AFP responses to Government direction to provide an effective contribution to Australia's United Nations commitments, regional security and to support Australia's offshore rule of law interests.

The Operating Environment

Operations involving the AFP have evolved from its first and continuing deployment as part of the United Nations Force in Cyprus (UNFICYP) in 1964. The complexities that confront third party intervention are such that they demand multiple responses from police, justice, humanitarian and governance specialists along with the military. Such responses demand an understanding of the capability of these actors that will result in an integrated response to achieve Australia's national goals.

The evolution of what currently may be best referred to as *peace operations* clearly calls into dispute Dag Hammarskjöld's¹ well used phrase "peacekeeping is not a job for soldiers but only soldiers can do it". This statement represents the environment of the 1950's and 1960's when the concept of peacekeeping emerged as a means of crisis response in the Middle East and Africa. From these early interventions the United Nations developed a conflict resolution mechanism that is now referred to as 'traditional peacekeeping'.

The concept of soldiers alone implementing peace agreements between nation states is now not the norm; indeed peacekeeping as a word to

¹ Dag Hammarskjöld was the United Nations Secretary-General 1953 to 1961

describe the range of intervention operations requires serious review. For the purpose of this submission the AFP will use the phrase *peace and stability operations* to be the overarching framework for future contributions to offshore contingencies involving police.

The Operations Continuum

Since the end of the Cold War, the spectrum of activities which may require an AFP contribution has dramatically changed. The nature of international affairs up until that time largely resulted in containment of conflict by the major powers. Control of arms, finance and political influence often meant denial of third party interventions in conflict resolution. However since the late 1980's there has been a quantum shift in the response to conflict by the United Nations and other organisations and alliances.

Multinational and multidimensional responses to conflict can be undertaken across a relatively broad spectrum of circumstances as shown in Figure 1. Importantly, intervention is not the sole responsibility of the United Nations. Regional organisations and other coalitions are sharing the burden in conflicts where the magnitude of the problem may exceed the capacity of the United Nations. The scale of the response will be determined by a number of factors including the preparedness of the parties to a conflict to accept intervention and the ability of the international community to respond in a meaningful way.

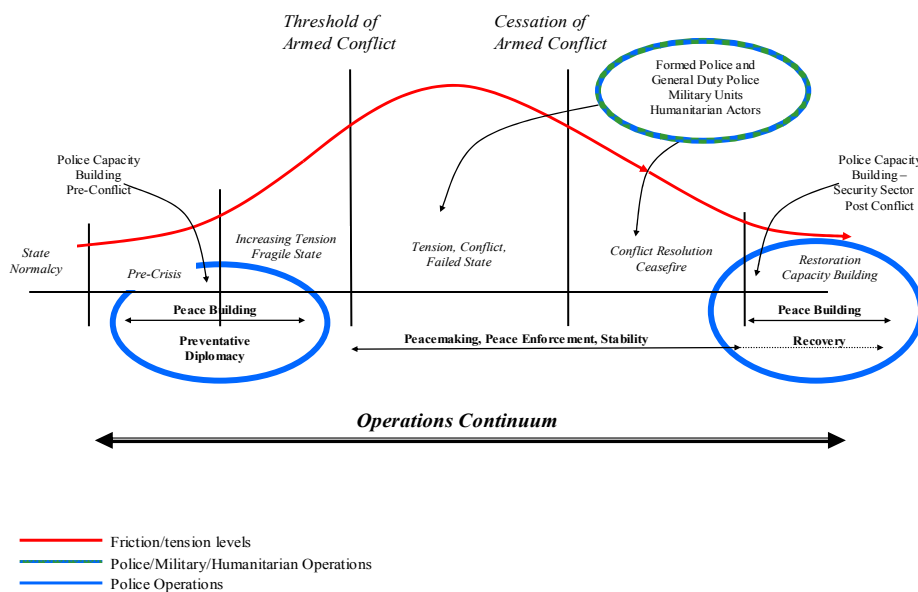


Figure 1 – The Operations Continuum

The AFP has the potential to play a role in all stages. However in times of high intensity conflict the involvement of police would be dependant on the level of threat and their capacity to provide effective support to the military. In many circumstances the police value add more in pre and post conflict environments. Current AFP operations and capacity building initiatives are noted in *Annexure A – Peace Operations and Capacity Building Update* - to this submission.

Traditional Peacekeeping

Post World War II peacekeeping commenced with the establishment of small United Nations operations deployed to observe, monitor and report on compliance with ceasefire or truce agreements. With the initial Suez Crisis in 1956, it was determined that in addition to observing and monitoring ceasefire agreements it was necessary to place an impartial international military force between the former opposing forces thereby establishing an effective buffer zone. Operations of this nature were undertaken where cold war politics permitted, with the authority of the United Nations Security Council implementing *Pacific Settlement of Disputes* in accordance with Chapter VI of the United Nations Charter (the Charter).

Traditional Peacekeeping:

- Response to inter-state conflict
- Support ceasefire or peace agreement “*a peace to keep*”
- Observe, verify and report
- Primarily military tasks

Chapter VI operations demand consent of the opposing parties to third party intervention and success relies on the compliance of the parties to the conflict with extant arrangements. These operations fit the *traditional peacekeeping* model.

As tasking expanded from separation of forces to monitoring law enforcement agencies and assisting the civilian community, low level requirements for a police presence emerged. The AFP and its predecessor, the Commonwealth Police, have participated in traditional peacekeeping missions since 1964.

Multidimensional Peace Operations

The 1990's saw the development of multidimensional peace operations. Operations of this nature required much larger commitments by police, humanitarian agencies, human rights experts, military forces, governance and institution building bodies; often without the consent of the parties or truce arrangements to underpin interventions such as in Kosovo. Importantly, as this process developed many of the interventions were no longer United Nations but regional or various forms of coalitions. These

conflicts were often intra-state - making management, coordination and response mechanisms difficult to implement due to a range of sovereignty issues.

Credible multidimensional peace operations tasked to enforce the 'peace' and impose the rule of law are usually² authorised under Chapter VII of the Charter, *Action With Respect To Threats To The Peace, Breaches Of The Peace, And Acts Of Aggression*. In the power vacuum that frequently exists, the international community may be required to establish transitional administration authorities that provide traditional government functions including executive policing. These environments are volatile and have resulted in a shift, in the case of police, in the authority to bear arms and use deadly force.

Peace and Stability Operations

Current crises confronting the world require yet further consideration of how the international community may respond. The requirement now is for a more holistic and strategic view that addresses root causes of conflict and creates road maps for peace, and most importantly provides for the longer term development of stable societies. The international participants that respond will be the same – police, military, humanitarian, human rights and governance experts – their entry and exit point in the process will be determined by levels of security and the capabilities of the emerging or reshaped state.

Primacy of response will also shift. Initial cessation of conflict will demand an effective military response supported by capable police service to provide critical rule of law expertise along with participation by a range of humanitarian agencies. Operational leadership between the police and military will also shift, as the AFP has learned through its deployments to the Solomon Islands and Timor Leste, from the military to the police (and possibly back again in certain forms of crises).

² Chapter VIII *Regional Arrangements* of the Charter provides provision for the Security Council, where appropriate, to utilise regional arrangements for enforcement action under its authority. However no enforcement action shall be undertaken under regional arrangements or by regional agencies without the authorisation of the Security Council, <http://www.un.org/children/conflict/keydocuments/english/unitednationscha2.html#c190>

Peace and Stability Operations:

- Response to intra and inter-state conflict
- Strategic vision
- Tasked to implement a comprehensive peace agreement that stops conflict and builds (or rebuilds) government and society
- Police, military, civilian capacity building and governance expertise may provide transitional authority
- May provide transnational authority

The difference between multidimensional peace operations and peace and stability operations is significant with the latter requiring planning and implementation with vision which ranges from stopping conflict to the establishment of stable governance and economic survivability of affected states and

communities. It is not simply a matter of defeating violence but development of plans to respond to dislocated communities and fractured infrastructure and institutions.

The Policy Framework to Support Decision Making

Globalisation has determined that Australia's security and wellbeing are not only linked primarily to the stability of our near neighbours but also to nations in distant regions of the world. Australia will therefore commit resources on a case by case basis to peace and stability operations that are in the national interest.

The AFP Annual Report 2005-06 focuses on the pivotal role of the organisation in supporting emerging states in our neighbourhood and contributing to the global "peace dividend". Participation by the AFP in peace and stability operations and regional capacity building is now core business of the IDG. Peace and stability operations are likely to demand intervention by an effective police service to mentor and develop local authorities or undertake executive police functions in order to provide basic *rule of law* that enables a community to either maintain normalcy prior to a potential conflict or return to that state following actual conflict. Within the operations continuum, the AFP considers each possible mission as being unique and requiring a response that recognises a diversity of tasks, responsibilities and outcomes.

The Australian Agency for International Development (AusAID) White Paper³ notes that "...Australia's peace and security is inextricably linked to that of our neighbours" and "By helping to reduce poverty and promote development, the aid program is an integral part of Australia's foreign policy and security agenda." The AFP supports AusAID's linkage between peace, security and development in building stability within fragile and

³ Commonwealth of Australia, White Paper: *Aid: Promoting Growth and Stability*, Canberra 2006, <http://www.ausaid.gov.au/publications/pdf/whitepaper.pdf>.

developing states and emphasises both the pre and post conflict peace building phase of the operations continuum.

The Department of Defence in its Defence 2000 White Paper,⁴ sets a framework and strategies for the Australian Defence Force (ADF) including the priorities for defence of Australia along with other regional and global responsibilities. These are supported in Defence's 2003 and 2005 Updates⁵. **Notably, the 2005 Update emphasises the whole of government approach which aims to develop a coordinated Australian response across government in the delivery of policy outcomes.** The AFP relationship with the ADF will be expanded on below.

Consultation and AFP Process

The whole of government approach to determining if and how Australia will respond to a request for assistance or indeed offer of assistance to states in conflict (or increasingly in danger of conflict) is well understood and practiced. It is based on wide consultation within and between departments which are likely to play a role in the decision making process or be responsible for implementation of government directions.

From an AFP perspective, once a likely contribution to an operation receives broad policy support, a thorough initial analysis is necessary against current and projected commitments. The results of these analyses determine the preconditions that would make a commitment viable and lead to development of an operational concept to address government objectives. This process enables the AFP to articulate to government what is seen as the necessary strategies required for entry and the steps, involved for achievement of success.

Partner Relationships

There have in the past year been two initiatives involving the AFP and lead partner departments or agencies aimed at enhancing interdepartmental coordination and cooperation. The first seeks to improve interoperability between the AFP and the ADF as agreed in August 2006. The second involves secondment of AFP officers to AusAID.

⁴ Commonwealth of Australia, *Defence 2000 - Our Future Defence Force*, Canberra 2000, <http://www.defence.gov.au/whitepaper/>.

⁵ Commonwealth of Australia, *Australia's National Security - A Defence Update 2003*, Canberra 2003, and Commonwealth of Australia, *Australia's National Security - A Defence Update 2005*, Canberra 2005.

AFP and ADF

The ADF interoperability initiative has developed out of operations involving both organisations in the Solomon Islands and Timor Leste where, for mission success, it was essential to coordinate the efforts of both agencies. In these operations, there was a reliance on the ADF to provide immediate security and stability due to conflict and lawlessness before the AFP could underwrite the rule of civil law. The circumstances in these operations varied with the ADF providing a support/deterrent role in the Solomon Islands whilst conducting more conventional military activity in Timor Leste. Leadership of operations shifted in these environments; in the Solomon Islands for example the AFP has operational control whilst in Timor Leste in 2006 this function was performed by the ADF.

To enhance interoperability the AFP will -

- In 2007 post one officer to the ADF Warfare Centre and two officers to Joint Operations Command. These appointments will provide AFP input into ADF joint doctrine, education and training as well as the development of joint and combined planning of ADF commanded operations. They are tangible examples of the close ties forged between the AFP and the ADF over recent years.
- In January 2007 post one officer to attend the College of Defence and Strategic Studies as part of an ongoing commitment.
- From 2008 will post two officers to attend the Australian Command and Staff College, also as part of an ongoing commitment.
- Continue to engage ADF organisations responsible for pre-deployment training to share experiences and assist in force preparation.

AFP and AusAID

AFP partnering with AusAID has been increasing over the past two years with joint projects being undertaken which address the whole of justice sector reform agenda in the Asia-Pacific region. Reform in this expansive sector requires a medium to long term commitment of personnel before success can be effectively measured. Programs of this nature involving the AFP seek to build the capacity of new police services to meet accepted policing norms in terms of effectiveness, accountability and community trust.

The AFP has seconded an officer to the Fragile States Unit (FSU) of AusAID to provide essential practical policing input to the development of diagnostic, analytical and planning advice to Government agencies in dealing with the issue of fragile states.

In addition, the AFP has also provided an officer to work within the recently established Office of Development Effectiveness (ODE) within AusAID. The role of this position is to provide specialist policing perspectives into ODE deliverables and to facilitating the effective transfer of knowledge on aid effectiveness issues between the AFP and AusAID.

Both the FSU and ODE secondments indicate the strength of the working relationship between AusAID and the AFP and reflect the high level of cooperation required to deliver effective outcomes.

Institutional Collaboration

In addition to interdepartmental partnerships, the AFP is also collaborating with the following institutions -

- University of Queensland in the development of performance measures to assist in evaluating AFP contributions to peace and stability operations, and capacity development missions;
- Flinders and the Australian National University in an AFP and Australian Research Council project "Policing the Neighbourhood". This project's aims are -
 - describing and analysing Australia's recent involvement in police assistance missions in Timor Leste, Solomon Islands and Papua New Guinea;
 - describing and analysing the ways in which host countries' interact with, and influence police assistance missions; and
 - developing an analytical framework by which Australian police assistance missions can be better understood, assessed and modified to contribute effectively, equitably and sensitively to the improvement of law and order in host countries.

The AFP recognises the value of engaging universities and other external agencies in providing intellectually rigorous and independent assessments on issues that confront police during complex capacity building and peace and stability operations.

Training and Preparedness

The peace and stability operations environment is inherently dangerous and thorough preparation for AFP deployments is a critical factor in achieving mission success.

The IDG Pre-Deployment Training Team (PDTT) is responsible for delivering pre-deployment requirements for the AFP, other Australian

police services and, as appropriate, police officers from other countries⁶. The PDTT applies innovative learning and development techniques and its approach to pre-deployment training is leading edge. There is considerable interest from other nations to participate in IDG training and to develop their own training packages based on it.

The development of pre-deployment preparation has been an iterative process evolving from scenario based training first utilised in 2000. The curriculum is shaped with guidance from the IDG with input from the operational debriefing process. In 2006 there was a thorough training needs analysis undertaken by the IDG Learning and Development Branch.

This analysis addressed the range of operational and capacity building mission environments the AFP may operate in including the challenges arising from different cultures and the issues confronting police when fulfilling executive policing functions in foreign law and justice sectors. A newly endorsed training program conducted over five weeks commenced this year and covers the following areas -

- culture;
- human rights;
- mentoring and coaching skills;
- capacity and confidence building;
- communications skills;
- forensics;
- humanitarian assistance;
- civil/military relations;
- safety and security; and
- United Nations Standard Generic Training Modules (SGTM) – essentially minimum acceptable skill and knowledge requirements for United Nations Police.

Based on experience working with foreign police services on United Nations operations and being mindful the only guidance and preparation

⁶ Given the AFP leadership in the Participating Police Force (PPF) contribution to the Regional Assistance Mission to the Solomon Islands, Pacific Island Forum contributing countries, with the exception of New Zealand undertake IDG pre-deployment training. Such training enables common understanding of the roles and tasks of the PPF and builds relationships between nations serving within the PPF. The IDG also benefits from exposure to different cultures and the attitudes of nations in Australia's near region.

some police receive before deployment is SGTMs, the AFP has actively contributed to training workshops developing these standards.

Importantly, and reflecting Australia's whole of government approach to contributions to peace and stability operations, the IDG pre-deployment training is offered to other government departments should they wish to utilise it to better prepare staff for offshore missions. There is also considerable cooperation with ADF institutions responsible for the preparation of personnel for operations (the ADF Peacekeeping Centre and the 39th Personnel Support Battalion). This cooperation extends beyond pre-deployment training to include participation in ADF exercises and inter-agency development.

AFP Contributions – United Nations and Regional Responses

The United Nations

Australian policing contributions to United Nations operations have increased in number, complexity and regional diversity since 1964. The scope of activities undertaken by United Nations police has changed from monitoring ceasefires and separating warring factions to operating in complex and dangerous multidimensional peace and stability environments. The new police officer is a coach; the old police officer was a watcher.⁷

These new tasks now see United Nations police build indigenous police capacity based on democratic policing principles in post-conflict environments; providing transitional executive police services; providing police technical skills such as investigations and forensics; undertaking investigations of alleged human rights abuses and working closely with humanitarian organisations in the management of cross border movement of refugee and assistance in the management of refugee or internally displaced persons camps. The demand for United Nations police worldwide⁸ continues to strain international resources and maintaining levels of expertise and professionalism in operations is increasingly difficult.

To ensure the AFP meets the needs of the United Nations, it regularly consults on recruitment requirements and endeavours to provide support

⁷Mark Kroeker, *Role of UN police evolves from observing to 'coaching,' top adviser says*, UN News Service, United Nations, 27 January 2007, <http://www.un.org/apps/news/story.asp?NewsID=17320&Cr=peacekeep&Cr1>.

⁸As of 28 February 2007, there were 88 Police Contributing Countries providing 9,444 United Nations police worldwide; AFP contribution is 75. *Monthly Summary of Contributors of Military and Civilian Police Personnel*, United Nations 2007, <http://www.un.org/Depts/dpko/dpko/contributors/>.

through targeted recruitment strategies. This approach has led to Australia holding key positions including the Deputy Senior Police Adviser in Cyprus, (UNFICYP).

The AFP is also supporting the United Nations through the commitment of a dedicated Police Advisor at the Australian Mission to the United Nations, in New York; and through this position enhanced United Nations engagement in key areas including -

- development of training modules for contributing countries;
- development of United Nations police doctrine and policy;
- contribution to the development of the United Nations Rule of Law Index project;
- participation in, and the future hosting of, the International Police Advisory Council to the United Nations; and
- participation in the United Nations Special Committee on Peacekeeping (C34)

Regional and Other Responses

The most significant AFP support to peace and stability operations is its contribution to regional, bilateral or coalition operations.

The AFP, as part of the whole of government response to capacity building and crisis response, continues to build relationships with partner police services in the region and beyond. These operational activities are summarised at Annexure A.

Lessons Learned

There are considerable lessons to be learned from recent IDG deployments to United Nations and regional operations. Some of the key lessons are listed below -

- Traditional peacekeeping no longer fully addresses the peace and stability realities of today where pre and post conflict interventions are of high priority.
- The heavy reliance on traditional peacekeeping interventions as the primary means of resolving conflict and establishing stability has been challenged by the need for a balanced contribution of police, humanitarian, military and civil governance specialists.
- International reliance on United Nations interventions has in some circumstances been replaced by early bilateral and regional

interventions and a range of pre-conflict measures designed to support stronger governance.

- The whole of government approach provides a wide range of options for not only settling disputes but also establishing future development paths. Coordination and cooperation between the AFP, Department of Foreign Affairs and Trade (DFAT), Defence and AusAID is essential to meeting government direction.
- Operations in Timor Leste, the Solomon Islands and Tonga proved the need for greater interoperability with the ADF. This is a work in progress with developments in command and control relationships, intelligence and information sharing, compatibility of systems and planning strategies being of the highest importance. The AFP expects the conduct of joint operations to increase hence this is a priority area for development.
- Disrupted or failing states create a rule of law vacuum that requires immediate response. Further development of the IDG will provide a rapidly deployable police capability which can fill this vacuum and operate effectively in high risk environments.
- Capacity building which addresses rule of law and security sector reform in developing and vulnerable countries is pivotal to reducing the scope for conflict and providing a positive basis for future development. A budgeted and well structured professional and capable police service may prevent the need for later interventions. Coordination and cooperation with AusAID and DFAT in developing achievable programs is essential.
- Strategic and operational coordination with international stakeholders such as the United Nations, World Bank and government/non-government agencies in addressing pre and post conflict capacity building will result in cost effective outcomes and minimise duplication of effort.
- Sovereignty, respect and understanding of host nation culture and laws will assist in the acceptance of police contributions. Sovereignty will however be used in a variety of circumstances to obstruct change which may reduce the benefits of police interventions or capacity building missions as they threaten the status quo enjoyed by local elites.
- Training and readiness of personnel deploying offshore is to be focused and based on core skill requirements. Training needs to address changes in roles and responsibilities expected of police based on operational feedback. The IDG PDTT provides effective world class training and preparation.

- Demands on the United Nations for responses to peace and stability operations often stretch its capacity. The AFP must understand the challenges facing the United Nations peacekeeping missions and work within known constraints whilst striving to enhance effective management and operational outcomes.
- Participation in multinational operations is demanding and the AFP will work alongside members of other police services that have different values, attitudes and standards in relations to policing. This work will be challenging and demand great flexibility if AFP personnel are to be effective.

Peace Operations and Capacity Building Update

The Regional Assistance Mission to Solomon Islands (RAMSI) – Stability Intervention to Capacity Building

RAMSI, in spite of current tension between the Solomon Islands and Australian Governments, continues with broad support of the Pacific Island Forum and endorsement by the United Nations. It is an example of an integrated whole of government multinational state building initiative concentrating on security, economic governance and improving the machinery of government.

RAMSI has achieved encouraging results and public support remains strong. However, there are significant challenges ahead and much work remains to be done, particularly in implementing practices of good government, rebuilding the police service, improving accountability and achieving economic reform. RAMSI's focus is now towards assisting the Solomon Islands Government to tackle these long-term social and economic issues.

The Law and Justice program is seen as the highly positive face of RAMSI amongst the people of the Solomon Islands and has had two major results: significant improvements in the police force; and the development of a functional criminal and civil justice system, albeit with major foreign support. The result is substantially improved community safety.

Out of necessity, RAMSI initially adopted a crisis intervention approach to events in Solomon Islands. At the time of the intervention a rapid, swift and immediately effective response was required. In line with the operations continuum, the AFP (and the 14 Participating Police Force contributing countries) focus is now on development of the Solomon Islands Police Force as an institution and the personal policing skills of its members.

Tonga - Stability Intervention

The Government of Tonga requested Australia and New Zealand to assist in restoration of law and order following riots in Nuku'olofa on 16 November 2006. On 18 November 2006 the AFP deployed an initial contingent of 34 members as part of an Australian/New Zealand combined task force. The task force duties, in addition to restoring law and order, were to support the Tongan Police Force in conducting investigations into the rioting and provide forensic and other specialist capabilities.

The bulk of the contingent that eventually numbered 64 returned to Australia on 19 December 2006, a small team of three advisers remain in Tonga. This is another example of the ready response capacity of the IDG.

A combined capacity building scoping mission by Australia and New Zealand was undertaken in February 2007. The focus of this mission was to determine, in consultation with the Government of Tonga, how best to provide assistance in building the capability of the Tongan Police Force. The way ahead for the AFP in Tonga is expected in the near future.

Sudan – Support to the United Nations

The United Nations Mission in Sudan (UNMIS) was established on 24 March 2005 and tasked with assisting the implementation of the Comprehensive Peace Agreement (CPA) aimed at resolution of the long running North/South civil war. The police mandate includes development of the Sudanese police service and monitoring and evaluating adherence to the CPA. Australia agreed to contribute ten police members to UNMIS as mentors, specialist advisors, planners and trainers for an initial period of 18 months from March 2006; this contribution is currently under review.

In late December 2006, the United Nations and African Union established a hybrid operation to address the conflict in Darfur. This operation will include an expansion of UNMIS and the extant African Union Mission in Sudan however the AFP contribution is likely to remain focused on implementation of the CPA.

Cyprus – Support to the United Nations

Established in 1964, the United Nations Peacekeeping Force in Cyprus (UNFICYP) continues to be a longstanding traditional peacekeeping operation. The AFP has a continuous presence in UNFICYP since 1964 and there are 15 AFP officers currently deployed.

AFP officers with UNFICYP are responsible for law enforcement within the buffer zone between Greek Cypriot and Turkish Cypriot communities, supporting the Civil Affairs Branch to deliver humanitarian services and assisting the military component in maintaining the integrity of the buffer zone. In the past six months, AFP members have been pivotal in high profile cases and investigations concerning illegal activity in the bi-communal village of Pyla, human trafficking across the buffer zone and the development of new policing methodologies which are being employed for the first time.

The appointment of an AFP member to the role of Deputy Senior Police Advisor acknowledges the significance of Australia's contribution to UNFICYP.

Timor Leste – Support to the United Nations and Capacity Building

Australia has been a continuous contributor to peace efforts in Timor Leste since the Popular Consultation process in 1999. The AFP contribution to Timor Leste includes members assigned for duty as United Nations police and a separate bi-lateral police capacity development program.

Following the unrest of May 2006, the Government of Timor Leste requested assistance from the Government of Australia in the restoration of security and law and order. The AFP contribution was approximately 200 police tasked with supporting restoration of the rule of law along with other nations of the International Security Force. In December 2006, the AFP contribution to executive policing scaled down to 50 officers assigned to the United Nations Integrated Mission in Timor Leste (UNMIT).

In addition to this UNMIT contribution, the AFP continues to provide bilateral support to the Policia Nacional de Timor-Leste (PNTL) through training and other specialist skills at the PNTL Academy in Dili. This commitment, the Timor Leste Police Development Program (TL-PDP) is jointly funded by AusAID and the UK Department for International Development.

The TL-PDP was suspended during the May 2006 crisis. It has subsequently been reformed and ten personnel are currently delivering training in support of the United Nations operations to 'stand up' the PNTL in Dili following its earlier collapse. The United Nations has publicly expressed its gratitude for this support by Australia.

Afghanistan – Capacity Building

The recently announced AFP contribution of four officers to Afghanistan is a response to a request from the United Kingdom to assist in its counter narcotics work in Afghanistan. Two officers to be stationed in Kabul will assume a mentoring role to senior police, and will act as high-level advisors to the Afghan National Police (ANP). In addition, they will assist the Combined Security Transition Command, a multinational security transition force which is currently overseeing efforts to train and build the capability of the ANP. Two officers to be stationed in Jalalabad will work in advisory roles with the Counter Narcotics Police of Afghanistan which manages all major drug investigations in Afghanistan.

Other Regional Capacity Building Strategies

In addition to the capacity building noted in the operations update above, the IDG has responsibility for several other regional country capacity building programs. The extent of these programs is shown in the table below. These programs may be funded jointly by the AFP and AusAID.

Country	Objective	Bilateral or Multilateral	Type of Participation	Anticipated Program Duration
NAURU	To strengthen the capacity of the Nauru Police Force to effectively and professionally maintain law and order.	Bilateral	<ul style="list-style-type: none"> In-line police to supplement local service 	2004 to 2009
VANUATU	To contribute to creating a safe and secure environment for all citizens and visitors of Vanuatu through the provision of excellent policing services.	Bilateral	<ul style="list-style-type: none"> In-line police advisors Course curriculum development 	2006 to 2011
CAMBODIA	To strengthen the strategic, executive and technical capacity of the national police.	Bilateral	<ul style="list-style-type: none"> Senior adviser Expansion of the program will be assessed over the next 12 months 	2007 to 2008
IRAQ	<p>To teach the fundamentals of democratic policing, crime investigation, terrorism trends and risk mitigation to Iraqi police officers.</p> <p>This program is part of the Jordan International Police Training Centre initiative and is located approximately 50 km from Amman.</p>	Multilateral	<ul style="list-style-type: none"> Police trainers 	2004-2007

Table 1 IDG Capacity Building Programs

Activities of this nature should be considered as part of the operations continuum. These engagements aim to build police capability and therefore mitigate against failings by police services in the provision of law and order.

The AFP Law Enforcement Cooperation Program (LECP) is a series of projects and programs implemented in the Asia-Pacific region focussed on countering transnational crime by supporting regional police services. A key requirement for LECP is the existence of a functioning police force that is ready to build on core police knowledge and skills to tackle transnational crime.

LECP initiatives include establishing -

- Transnational Crime Centres in the Philippines, Indonesia, Thailand, Solomon Islands and Micronesia;

- the Pacific Transnational Crime Coordination Centre;
- the delivery of Disaster Victim Identification (DVI) training in Indonesia, Thailand, Singapore, and the Philippines. The DVI training will be extended to Malaysia, Vietnam and Vanuatu in 2007 as well as providing enhancement training to countries that have already received the initial training;
- computer based training centres in Fiji, Vanuatu, Solomon Islands, Tonga and Samoa that provide multi media self paced investigation and knowledge development.

Deployed Personnel

The table below shows the number of AFP personnel deployed on IDG service.

Operations or Capacity Building Missions	Numbers
Solomon Islands (RAMSI)	236
PNG	1
Tonga	3
Timor Leste (TL-PDP)	10
Jordan	2
Nauru	17
Vanuatu	8
Cambodia	1
Indonesia	1
UNMIT - Timor Leste	50
UNFICYP- Cyprus	15
UNMIS - Sudan	10
Leave	21 – members in transit to other operations or missions
Total	375

Table 2 AFP Deployed Personnel as at 14 March 2007

Terminology⁹

Preventative Diplomacy is action to prevent disputes from developing between parties, to prevent existing disputes from escalating into conflict and to limit the expansion of conflicts when they occur.

Peace Building includes the identification and support strategies designed to avert disputes, armed conflicts and other crises from arising in the first place or if they do arise ensuring that they do not subsequently recur. In the continuum of operations, peace building can be undertaken as capacity building before and post conflict.

- Pre-conflict peace building – economic, social and governance measures which can help States' deal with emerging threats and disputes.
- Post-conflict peace building – stability, rehabilitation and reconstruction efforts focussed on societal and institutional rebuilding and capacity development.

Peacemaking is focussed on diplomatic action which brings parties to a conflict to a negotiated ceasefire agreement or other peaceful settlement. Threat of use of force may support this process.

Peacekeeping is a non-coercive response mechanism that involves legitimate international civil and military components with the consent of the conflicting parties to implement or monitor a ceasefire or other agreement. Operations of this nature are normally undertaken under the authority of Chapter VI of the United Nations Charter.

Peace enforcement is the coercive use of legitimate civil and or military action, including intervention, to maintain or restore international peace and security. Such operations are undertaken to assist diplomatic efforts and may not require the consent of parties in conflict. Authority for enforcement is provided under Chapter VII of the Charter.

⁹ Adapted from the United Nations, *United Nations General Guidelines for Peacekeeping Operations*, International Training Centre of the ILO, Turin Italy 1995, http://www.un.org/depts/dpko/training/tes_publications/books/peacekeeping_training/genguide_en.pdf