

Afghan Ministry of Interior (MoI)

Advisor Guide

Dedicated to the ACG-PD Team of the Summer 2010 to the Summer 2011



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Forward

The reason for NTM-A and CSTC-A's existence is to create the capability for the Afghans to operate and sustain their own Security Forces. That purpose is translated into two primary lines of operations: force generation and ministerial development. Advisors are assigned to the Ministry of Interior in order to develop the ministerial capability for Afghans to operate and sustain the National Police Force.

This guidebook is intended to document the ministerial development process. It contains roles and responsibilities for key participants, reporting requirements, lessons learned, and relevant information about other organizations and references. All MOI advisors should study this guidebook, become familiar with the contents, and execute procedures and assigned responsibilities.

The target audience is the advisor to the Ministry of Interior. Many advisors are sent to Afghanistan without experience or training in language, culture, COIN, or institutional reconstruction. These assignments are of relatively short duration, considering the complex nature of the work. This guidebook is intended to accelerate the new advisor's ability to perform his/her duties effectively by documenting essential knowledge about the Ministerial Development process and advisor duties.

This is the first edition. The intent is to deliver a good product by 1 May 2011 – vice pushing for perfection into the indefinite future. The first task for my relief and the Ministerial Development and Transition Team, once this document is published, is to begin revising it. To that end, comments and suggestions for improvement are solicited and welcome. Suggestions to correct or improve the guidebook should be sent to the Director of the Ministerial Development and Transition Team, ACG-PD – or go to the Advisor Guidebook section on the ACG-PD SharePoint site and enter your comments.

We owe thanks to a number of people for making this document possible: LTC Samuel Lex and the team from the Joint Center for International Security Force Assistance, for their help in editing the entire draft; Mr. Scott Lewis, Mr. Wes Lewis, and Mr. John Cauthen from the ACG-PD Ministerial Development and Transition Team for their input and careful editing; Ms. Michelle Hughes for Rule of Law Content in Chapter 1; CAPT Steve Anderson (USCG) and Capt Rochelle Howard, CSTC-A Anti-Corruption Legal Advisors (Police), for the content in chapter 5 on Anti-Corruption; LCDR Yanfeng Li, USN, Joint Center for International Security Force Assistance (JCISFA) LNO to ISAF CJ-37, for the interviews and content in chapter 6 on Advice from Afghan leaders; Dr. Ahmad Saboor Sahak and Dr. Faisal Ahmad Hikmatjo, cultural advisors extraordinaire to the ACG-PD, for content in chapter 6 on Advice from Interpreters; Mr. Andy Colantonio for information on the U.S. Mission Kabul for the content in chapter 7 on the US Embassy; Ms. Jannette Ryan and Ms. Lena Kilee for the content in chapter 7 on EUPOL; and, COL Lars Gerdes, Chief Liaison Officer to CSTC-A/NTM-A, Senior Police Adviser, German Police Project Team content in Chapter 7.



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Chapter - 1: Command Information

1. **Overview.** The information in this chapter contains an orientation to the primary NTM-A/CSTC-A, DCOM-P, and MOI mission and organization. Information in this chapter includes:

- NTM-A/CSTC-A, and DCOM-P Mission, Tasks, and Priorities
- MOI Organization and Mission
- Basic Concepts of 5 Pillars of Police Development
- Rule of Law

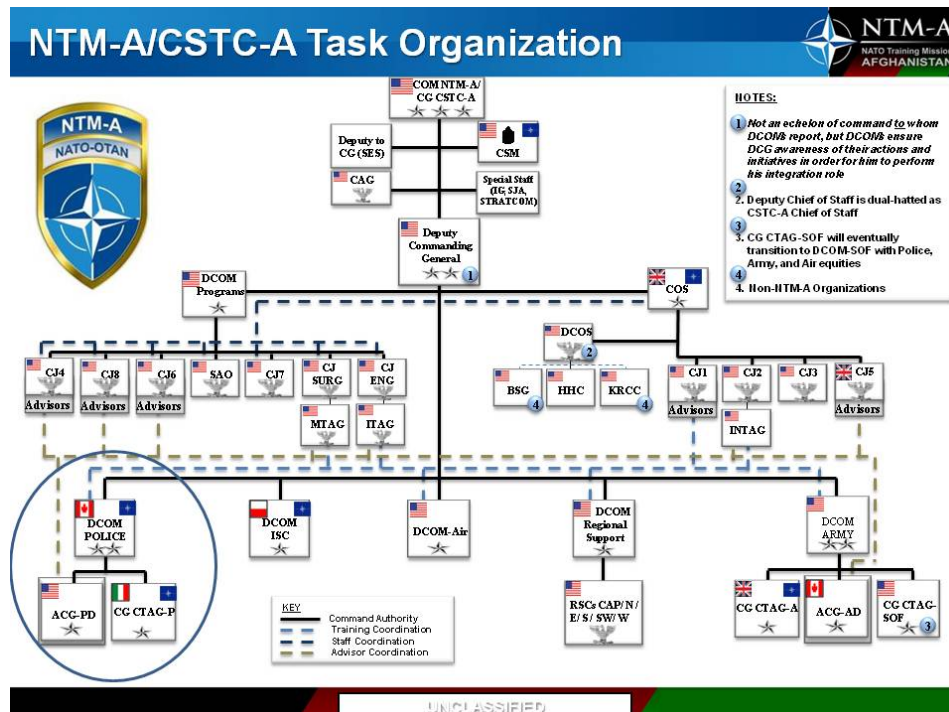
2. NTM-A/CSTC-A

a. Mission. NTM-A / CSTC-A, in coordination with NATO nations and partners, international organizations, donors and non-governmental organizations; supports the Government of the Islamic Republic of Afghanistan (GIROA) as it generates and sustains the Afghan National Security Force (ANSF), develops leaders, and establishes enduring institutional capacity to enable accountable Afghan-led security.

b. 2014 End State. A self-reliant, professionally-led ANSF which generates and sustains enduring police, army, medical, infrastructure, and logistics capabilities, with accountable and effective Afghan Ministries that are responsible and answerable to Afghan people.

3. NTM-A Organization. See the following figure for the NTM-A organizational structure.

Figure 1-1: NTM-A/CSTC-A Organization



4. **DCOM-P Mission**. DCOM-P, in coordination with the Ministry of Interior (Mol), trains, generates and sustains the Afghan National Police (ANP), assists in the development of its leaders, and guides the establishment of an enduring institutional capacity in order to deliver a competent and capable security force to the GIRoA.

5. **MOI Mission and Vision** (From National Police Strategy – January 2011).

a. **Mission**. The ANP is primarily responsible for maintaining civil order and law enforcement. The police will work with the people to actively combat crime and disorder (including terrorism and illegal armed activity); prevent the cultivation, production and smuggling of narcotics; and fight corruption. The police will ensure the sovereignty of the State and protect its borders.

b. **Minister of Interior Affairs Vision**. In five years the people of Afghanistan will consider their police to be a valued institution which is honest, accountable, brave, impartial, and striving to create a secure and lawful society.

c. **Our (GIRO's) long term vision** is that the ANP will uphold the Constitution of Afghanistan and enforce the prevailing laws of the country to protect the rights of all people of Afghanistan. The police will perform their duties in a professional, non-discriminatory, accountable and trustworthy manner.

d. **Civilian Policing**. As part of the phased stabilization of Afghanistan with the assistance of the international community, the Afghan National Police are committed to seeking the highest standards in civilian policing in order to guarantee the rights of all Afghan citizens under the Constitution. Civilian policing is a crucial strategic concept that is based on intelligence led, proactive community collaboration. It is aimed at controlling crime, reducing the fear of criminal activity, improving the quality of life of all Afghans, and enhancing the legitimacy of police services. Civilian policing requires greater accountability of police, greater involvement of citizens, and greater concern for human rights.

e. **Institutional Reform**: The Ministry of Interior Affairs plays a crucial role in establishing good governance and the rule of law throughout Afghanistan. As the primary institution responsible for the delivery of police services to the people of Afghanistan, it is imperative that the Mol be professional, accountable and free from corruption. To achieve this, the Ministry has embraced the reform process by initiating and leading the Institutional Reform Working Group. The Institutional Reform Working Group is mandated to pursue four objectives:

- (1) Work towards creating a clear differentiation between the political elements of the Ministry and those that are operational;
- (2) Create a framework for the independent civilian oversight of policing;
- (3) Develop an effective internal affairs mechanism.
- (4) Create and implement an enforceable code of conduct.

f. **Peace and Reintegration Program**: This program is based on the decision of the national peace jirga in early Solar Year 1389 and began its work according to Decree Number 43 of the Office of the President of Islamic Republic of Afghanistan, dated August 4, Solar Year 1389. The reintegration program is going to be implemented to support national unity and sovereignty and its aim is to maintain peace all

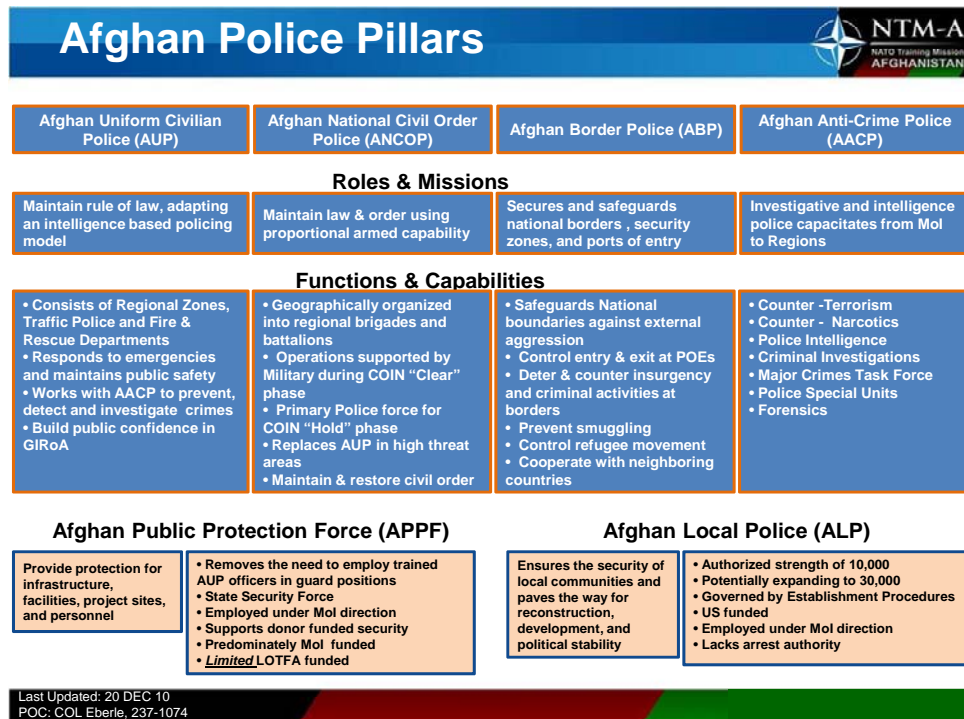
over the country through negotiations and political collaboration. The national police tasks in this program will be organized separately by roles and procedures.

g. **Priorities:** In support of the national interest, the strategic priorities of the Ministry of Interior for the Solar Years 1390 to 1395 are as follows:

- (1) Training and Education.
- (2) Develop police leadership.
- (3) Anti corruption.
- (4) Improve the living standards and working conditions of the police.
- (5) Review and modify the tashkil.
- (6) Develop a system of rewards and punishments.

6. **ANP Pillars.**

Figure 1-2: Afghan Police Pillars



a. **Afghan Uniform (Civilian) Police:** The AU(C)P consists of the ANP Regional Zones, the Traffic Police and the Fire and Rescue Department. Their specific roles, duties and responsibilities are as follows:

(1) Focus on the core functions of policing and providing public services, training and education, as well as equipping this force in order to prevent and detect crime, assure public safety, maintain civil order, protect property and safely control traffic.

(2) Maintain the rule of law, adopting an intelligence-led policing model.

- (3) Respond to emergencies and maintain public safety.
- (4) With the support of the Afghan Anti-Crime Police (AACP), prevent, promptly detect and investigate minor crime.
- (5) Secure and preserve evidence, gather and process criminal intelligence,
- (6) Identify and protect witnesses and victims.
- (7) Arrest and detain suspects and perpetrators.
- (8) Build public confidence in the GIRoA.
- (9) Gather intelligence to support counter insurgency operations.
- (10) Carry out other general policing duties.
- (11) Provide fire suppression, prevention and rescue.
- (12) Ensure safety on the roads, prevent and investigate traffic accidents.
- (13) Maintain orderly traffic flow, organize traffic affairs and inspect vehicles for safety.
- (14) Provide public traffic courses to educate drivers on traffic control, traffic rules, and traffic signs and issue driver's licenses and vehicle registrations.
- (15) Ensure enforcement of appropriate domestic violence legislation in order to promote familial and community stability in accordance with enlightened Islamic and Afghan family values.
- (16) Assure adequate security for candidates during elections. Perform according to Independent Election Commission standards and remain impartial during the election process.

b. **Afghan National Civil Order Police (Gendarmerie) (ANCOP(G)).** The ANCOP (G) mission is to maintain the rule of law and order utilizing proportionate armed capability. It will be organized geographically into regional brigades and battalions. The ANCOP (G) will be the lead police organization in counter insurgency operations and work in close cooperation with the ABP, AU(C)P and ANA. Operations conducted by these units should be fully supported by military forces or conducted jointly with the military to support the 'clear' phase of counter-insurgency operations. The ANCOP(G) will eventually be the primary police organization in the 'hold' phase of counter-insurgency operations and will support the AU(C)P. Their specific roles, duties and responsibilities are:

- (1) Provide intelligence information and tactical support to the ANA during the 'shape' and 'clear' phases and be the lead police organization in the 'hold' phase of counter-insurgency operations and work in partnership with the ANA and ABP during framework operations.
- (2) Replace and/or support the AU(C)P in high-threat and unstable areas, during Focused District Development or when required for augmentation purposes.

- (3) Maintain and restore civil order.
- (4) Conduct public order operations during sensitive or dangerous civil disturbances and riots.
- (5) Conduct operations that require a higher level of training and tactics or require a mobile quick reaction force for direct action such as hostage rescues and counter terrorism operations.
- (6) Support counter narcotics operations and assist in poppy eradication when required.

c. **Afghan Border Police (ABP).** The mission of the ABP is to secure and safeguard the national borders and maintain security in the Border Security Zone that extends 50 kilometers into the territory of Afghanistan. Their specific roles, duties and responsibilities are as follows:

- (1) Safeguard national boundaries against external aggressions.
- (2) Control the entry and exit of individuals and vehicles at borders and international airports. Ensure personnel have correct documentation.
- (3) Deter and counter insurgency and criminal activities within the Border Security Zone.
- (4) Take immediate action against incursions at the border.
- (5) Ensure the security of international airports and border crossing points.
- (6) Prevent all types of smuggling (weapons, drugs, historical artifacts, human trafficking, etc.)
- (7) Control the entry and exit of refugees and immigrants.
- (8) Cooperate with neighboring countries' police in accordance with agreed treaties.

d. **Afghan Anti-Crime Police (AACP).** The AACP comprise the investigative and intelligence police capacities at all levels from the MOI to regional zones, provinces and districts (with the exception of the functions of Inspector General and Internal Affairs). They form one pillar of the ANP and consist of the following branches:

- Counter terrorism.
- Counter narcotics.
- Criminal Investigation.
- Major Crimes Task Force.
- Police Special Operation Units.
- Forensics.

(1) The mission of the AACP is to provide police units with technical police skills not possessed by other members of the police. They will assist in investigations conducted by the offices of the Inspector General and Attorney General.

(2) The role and missions of the AACP subordinate organizations are listed below:

(a) The **Counter Terrorism** branch conducts criminal investigations relating to domestic and international terrorism, especially those involving the Taliban, Al Qaida, extremist groups, illegal armed groups and other external groups interfering with Afghanistan's internal affairs. It is also tasked with managing the Disposal of Illegally Armed Groups program; and oversight or the disbandment of private security companies.

(b) The **Counter-Narcotics Police of Afghanistan (CNPA)** is responsible for collecting intelligence and investigating punishable activities related to the cultivation, smuggling and illegal production of drugs. It also conducts active detection, eradication operations, and interdiction of the flow of narcotics. In addition, arrests of drug traffickers and seizures of illicit drugs by any agency are referred to the CNPA for prosecution.

(c) The **Criminal Investigation** branch conducts special investigations in fields which require professional expertise such as economic crime (computer crime, illegal investments, contract fraud, bribery, forgery, embezzlement, tax and customs fraud), smuggling (of goods or human trafficking), high level crimes against persons (complex homicides, sex crimes, etc.) or property, juvenile crime, child related crime and ethical crime.

(d) The **Major Crimes Task Force** conducts highly sensitive investigations into crimes, especially kidnapping and corruption cases which may have an impact on the State due to the victim's or the suspect's identity (high profile officials, their relatives or foreigners. It also investigates organized crimes which may destabilize the country. This includes various fields of investigation such as forgery or weapons trafficking.

(e) The **Polygraph** system will continue to be used, particularly with regard to those police personnel involved with public assets and those accused of corruption.

(f) The **General Directorate of Police Special Unit (GDPSU)** provide specialist tactical capability to support counter insurgent, counter narcotics and counter organized crime activities. This includes the provision of a Crisis Response Unit, Intelligence and Surveillance capabilities, VIP security and judicial security.

(g) The **Forensics** branch provides criminal investigations units with forensics expertise and support including police laboratories, evidence collection and crime scene management.

e. **Afghan Public Protection Force (APPF).**

(1) The APPF operates throughout the country to protect key infrastructure, facilities, construction projects and personnel, with a special focus on protection from insurgency. It also provides protection for those facilities that donors, international agencies and private sector organizations currently contract private security companies for. This removes the need to employ trained AU(C)P officers in guard positions. The APPF permit more highly trained police resources to focus on providing effective law enforcement. In accordance with Decree Number 62 of the Office of the President regarding the disbandment of private security companies, the APPF will replace these companies.

(2) The creation of this force was subject to the approval by the leadership of Afghanistan and funding provided by the Government of Afghanistan. The APPF is a part of the ANSF under the direct

command and control of MoI. The APPF is a regular state security force rather than militia, but does not have a police mandate to investigate crime or arrest suspects.

(3) The MoI has expanded its command and control capabilities to manage and exercise authority over the APPF.

(4) The APPF is funded by the MoI without the use or diversion of funding from the Law and Order Trust Fund Afghanistan (LOTFA).

(5) The MoI has created an APPF Working Group (WG) with international community representatives appointed by the IPCB to supervise and direct the creation of the APPF over the next five years. The WG is to provide advice on, but not limited to, the following areas: APPF funding, command and control structures, size, shape, role, recruitment and vetting, training, equipment and the regulation of private security companies.

f. **Afghan Local Police (ALP).** In order to ensure the security of local communities and pave the way for reconstruction, development, and political stability, Decree Number 3196 of the Office of the President authorizes establishment of the Afghan Local Police.

(1) The current tashkil for the ALP is 10,000 personnel and will be developed in the future.

(2) A code of conduct, incentives, uniforms, responsibilities, and other issues relevant to the ALP have been organized in accordance with approved ALP procedures and based on Afghan law. The ALP program will last for between 2 and 5 years.

(3) The long term strategy for the ALP program is to provide sustained security, permanent stability, expand governance and increase development in the areas where the ALP will be established.

(4) The ALP does not have a police mandate to investigate crime or arrest suspects.

g. **General Directorate of Police Intelligence.** Mission. The Directorate of Intelligence (DI) provides timely, accurate, predictive, and actionable police intelligence about government adversaries, enemy infiltration into the Afghan national Police, and other negative phenomenon that result in the deterioration of I.R.A's rule of governance and public morale against the ANP and its capability to the Ministry of Interior (MOI) and other senior government entities. The Directorate of Intelligence manages intelligence collection in accordance with the Minister's requirements and priorities in reference to the training, wellbeing, and merit based recognition/promotion of personnel, and also in order to support the decisions taken, it analyzes the collected data and expands the intelligence network to collect intelligence information. The Directorate of Intelligence also manages all MOI intelligence policies, regulations, and police intelligence training and professional development programs.

(1) Develop and diversify the sources of intelligence in order to assess and anticipate the threat, and to insure that proper plans, programs, training and resources are provided commensurate with enemy capabilities.

(2) Implement a process of intelligence gathering, reporting, storing and dissemination within the entire ANP and in coordination with ANA, the National Directorate for Security (NDS) and other international supporting organizations.

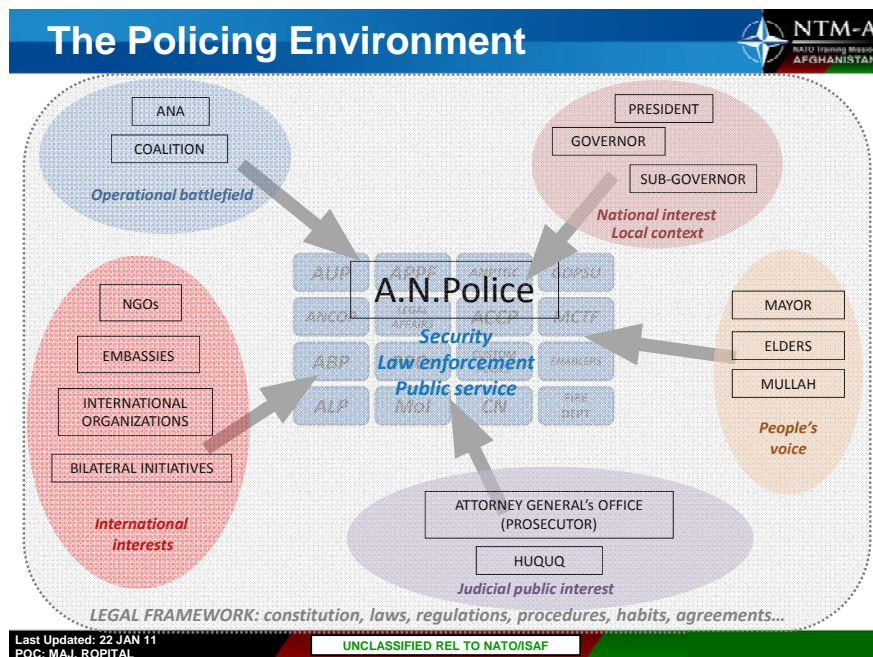
(3) Develop a proper chain of command, control and communication throughout the ANP. Special focus must be on enhancing police capacity to respond to unforeseen incidents and terrorist attacks. The ultimate goal will be to enable ANP leadership to use the chain of command, delegate responsibility, issue orders, communicate directives and implement both strategic and operational planning.

(4) All intelligence based operations will be planned carefully and strive diligently to reduce unintended civilian casualties, property damage and protect the rights of all Afghans under the Constitution.

h. **Ministry of Interior Enabling Forces.** The police pillars of the MoI are supported by enabling forces. These capabilities include logistical support, medical forces, administrative and personnel support, recruiting personnel, and training personnel. The enabling capabilities must also grow and reform to provide support to the other pillars of the police as they take on increasing responsibility for the security of the Afghan people. These enabling capabilities are a fundamental part of the police. Also in the MOI is the Population and Immigration Registration Department, which is responsible for implementation of a computerized system for record keeping of the Tazkira (national identification card), birth registration, death, marriage, divorce and citizenship.

7. **Rule of Law.**

Figure 1-3: The Policing Environment



a. This is the environment in which we find the Afghan National Police. Unlike defense forces, police are inherently service providers, and they operate in a very political environment – ruled more by law

than a chain of command. Thus, as with every police force in the world, the ANP is impacted by different actors, stakeholders, and multiple chains of command.

b. The executive power, judicial authorities and the public are obviously among those. The ANP's position is even less clear because of the current security situation, where in many parts of the country, the ANP is being employed in direct support of the battlespace owner's COIN strategy and in some cases, combat operations. The complexity of the environment is further exacerbated by the myriad interests of the international community.

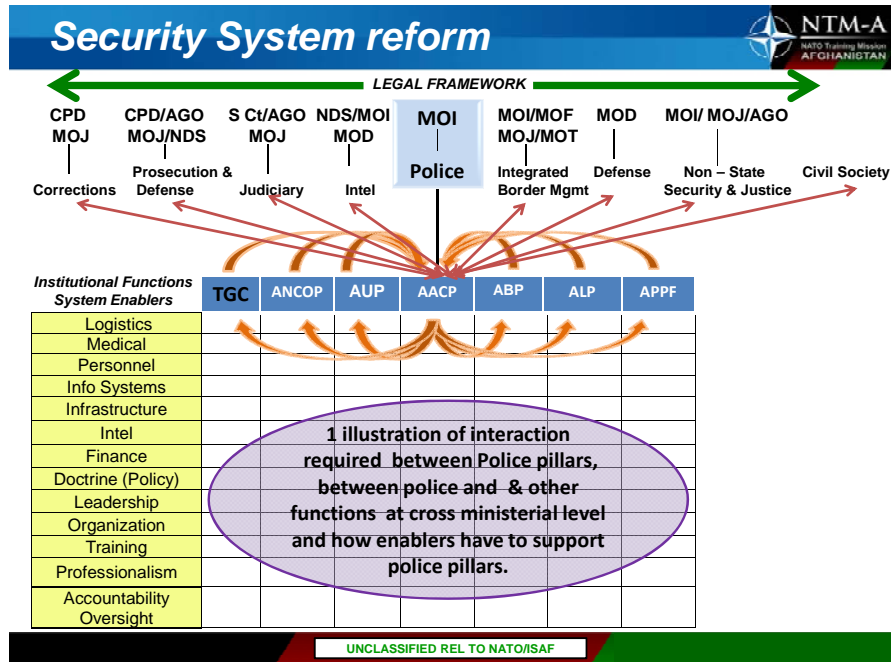
c. These influences represent challenges, constraints, and opportunities, all of which must be managed and balanced both at the national level and at all levels within the administrative organization of Afghanistan. For the ANP, the Province is particularly relevant. Each of the major subsectors within the security and justice system have critical governance nodes in the Province requiring extensive horizontal and vertical coordination (with the National and District levels) in order to function as a unified whole. Additionally, the Afghan Constitution and National Police Law both consolidate jurisdiction and operational authority for policing within the Province in most functional areas.

d. Beyond the fact that this unique environment presents real challenges for any professional police force, the ANP is currently facing two additional ones as reflected on in the below figure.

(1) The ANP is a combination of pillars and functions, here represented by blue and yellow boxes that are only partially linked. At this time, their interoperability is neither well understood nor defined.

(2) The legal framework within which the ANP operates is often unclear, contradictory, inconsistently applied, and poorly understood.

Figure 1-4: Security System Reform



e. Police cannot exist in a vacuum. Fundamentally, they are part of a complex system of security and justice providers, and to be operationally effective in the provision of public safety and security, they have to be able to interact within this system of system. This is a simplified illustration of the security and justice system in Afghanistan, and the linkages that must be established as part of the transformation of the ANP.

f. Starting at the top is the legal framework within which the police must operate. Because we are dealing with a law enforcement institution, the first question that must be asked in any activity is, “what is the law?” This applies to organizational structure, power and authority, and what law is being enforced. This question has to drive operations from the very beginning because ultimately, the effect one is trying to achieve in policing is not a kinetic effect. It is a law enforcement result. The relevant legal framework encompasses both civil and criminal law; civil and administrative procedure; and Constitutional authority. A violation of any of these puts a criminal case or other policing activity at risk of complete failure.

g. The institutions across the top of Figure 1-4, illustrate the main functions within the security and justice system of which the ANP is a part, and their ministerial level governance structures. Below the ANP are the four functional policing pillars and two sub-pillars, as outlined in the current National Policing Strategy. Institutional or systems enablers are represented alongside and below to illustrate that they are cross-cutting, and must be capable of supporting each distinct police function or mission.

h. The nascent Training General Command, while not a formal functional pillar, is placed alongside the others due to its importance to institutional development in 2011-2012, and the impact we expect that it will have on transition. This in turn mandates that it be given the same developmental priority as the functional policing pillars themselves. Treating the Training General Command (TGC) as a functional pillar ensures that the TGC is built, from the beginning, to support the full spectrum of policing operations. This does not preclude specialized training within the functional police pillars as long as that training is recognized as part of a national training system.

i. This figure also illustrates, using AACP as an example, the connectivity that is necessary for each functional pillar with the rest of the security and justice system, if the ANP is to be able to operate within the security and justice system.

j. The two-way arrows (in red) between AACP and the other functions represent reciprocal relationships.

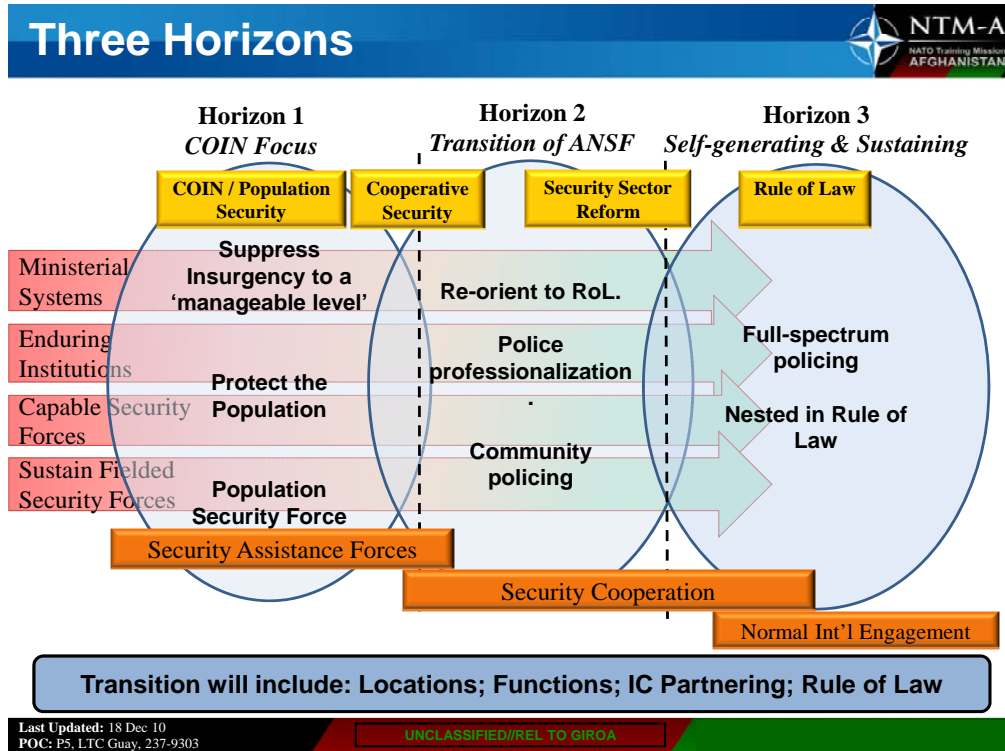
k. In order to advance toward a sustainable capability that can support and sustain rule of law, we must understand and describe those relationships within the framework of existing Afghan law, operational policy, and policing procedure.

l. The other necessary level of interoperability is between the functional policing pillars themselves (amber arrows). To be truly effective as a law enforcement capability, the ANP must be capable of operating with unity of purpose, and police pillars and sub-pillars, each with its distinct capabilities must be mutually supporting to address the full spectrum of law enforcement and civil order challenges and public service provision. Further, part of development then becomes the establishment of CONOPS and TTP to enable those relationships to properly function and be in compliance with applicable laws and regulations.

m. Other critical issues are command, control and coordination, both within and outside of the ANP, and at the national level and each level of sub-national governance.

n. Finally, the issue of Rule of Law affects the way transition in ANP must be considered. Initial self sufficiency of the police will be in large part based on the fielding of a police force into a COIN environment. Some aspects of ANP will require further transformation, in order to build a police force more appropriate for a Rule of Law Society, vice a society experiencing an insurgency. That concept is pictorially depicted below.

Figure 1-5: Three Horizons



Chapter - 2: Ministerial Development Process

1. **Overview.** The purpose of this chapter is to describe the key processes related to the Advisor work in Ministerial Development. An acronym guide is provided at Appendix A for reference.

The following topics will be covered in this chapter:

- Advisor Arrival and Departure Process
- Ministerial Development Process
- Ministerial Development Plan Transition Process

2. **Advisor Arrival and Departure Process.**

Advisor arrival and departure should be considered like handing off a baton during a relay race. Both parties are responsible to ensure a smooth hand off and to run their leg of the race as hard as possible.

a. **Arriving Advisors.** Visibility of inbound personnel is not 100% at Camp Eggers. However, to the extent possible, a sponsor will be assigned to each inbound advisor. Sponsors are responsible to make the transition into NTM-A a smooth process and to help the new advisor become mission effective as quickly as possible. At the time of writing, advisor training is hit and miss for many inbound advisors, depending on the program of entry. Individual Augmentees (IA) typically receive little or no training. AFPak Hands and MoDA advisors receive several weeks of training – including significant Pashtu or Dari. Sponsors will proactively contact inbound advisors, link them to the NTM-A web site, provide basic information, and answer questions. This guidebook is intended to offset and standardize some of the body of knowledge for advisors – and, if possible, a copy will be sent in advance to each inbound advisor. In all cases, the sponsor will provide a copy of the guidebook immediately upon arrival.

b. **Newly Arrived Advisors (1st 10 days).**

(1) The ACG-PD will assign Senior Advisors (Minister, Chief of Staff, Deputy Ministers, and Commanders of Police Pillars). The Chief Advisor for Ministerial Development will assign all other advisors working for ACG-PD, in coordination with Senior Advisors. The CJ staff principal will assign advisors who are working for the CJ staff. Inbound advisors need to be aware that due to mission dynamics, specific assignments occasionally change.

(2) The first ten days of a new advisor's tour are designed for acclimatization and orientation. These days should be used wisely. Activities expected during this period include: getting settled in room and office; getting communication equipment set up; and, conducting in-call. Senior personnel should plan to be fairly self sufficient – as the staff is quite small. Advisors should use this time to carefully study the documentation related to their position; the National Police Plan, the National Police Strategy, their Ministerial Development Plan (MDP) and prior assessments of the plans; profiles of Afghan counterparts and human terrain maps, command documents, police plan and police strategy, prior weekly and daily reports from their counterpart's area of responsibility, getting questions answered, etc. This 10-day period must be optimized and the purpose is to finalize preparation of the new advisor for duty in the Ministry of Interior (MoI).

(3) The first priority of new advisors is to **in process**: register in billeting, obtain internet access, adjust to new time zone, etc. The second priority is to conduct **in-calls**. Within 5 days of check-in, Senior Advisors and all O-6/GS-15 advisors will schedule an in call with the ACG-PD (schedule via aide in Ark Annex @ 237-1229). All advisors must schedule a meeting with the Chief Advisor for Ministerial Development Process within the first week of arrival in Afghanistan (also in Ark Annex @ 237-0001). The purpose of the meeting is to discuss advisor duties, advisor procedures, and the Ministerial Development Process – plan on it lasting an hour or more. EUPOL and Bi-lateral advisors are cordially invited to schedule similar meetings.

(4) New advisors are expected to participate in the NTM-A new advisor training course conducted by CJ-7. This is a priority over all other duties when the first class after arrival is conducted. The sponsor is expected to enroll the new advisor in advance of arrival to make sure the training is taken as soon as possible.

(5) New advisors are expected to be ready for duty in the MOI on day 11. Advisors will not be expected to meet with their Afghan counterparts for several days after arrival – after initial and proper orientation takes place. The ACG-PD will introduce Senior Advisors to their Afghan Counterparts. The Senior Advisor for the DM or Police Pillar will introduce all other advisors. This introduction process is essential and should not be compromised.

(6) The advisor assessment period continues after duty begins at the MOI. Assessment means listening to your Afghan Counterpart and other advisors; taking notes; taking stock of the environment and the situation; continuing to study the Ministerial Development Plan (MDP) carefully in light of increasing awareness; reviewing the guidebook for processes and responsibilities; becoming familiar with your counterpart's organization and key relationships; continuing to reread key MOI and command documents; continuing to review the most recent MDP assessments. Most advisors are here for a relatively short tour of 6-12 months and are no doubt anxious to "get in the game"; nevertheless, it's important to patiently take time to assess, to take stock of where the MOI organization is and its current capability before "assisting". It is particularly important to understand the organization's MDP – and where it is on the capability milestone continuum, and what steps must be taken next. New advisors should work on establishing goals for MDP progression during their tour. As mentioned above, new arrivals should visualize themselves in a relay race, and that the MDP is being handed off to them like a baton in the relay. Most advisors will not cross the finish line their own, but are expected to run their leg hard, with the knowledge that each advisor's contribution to progress in the team's race is critical. If the new advisor concludes during her/his hand off and assessment that the MDP is behind where her/his predecessor believed, then the new advisor should discuss this with the senior advisor and the Deputy for Ministerial Development in order to develop a plan to catch up – and not waste time on a justification to regress in the progression timeline itself. (The capability milestones for MDPs will be discussed later in this guidebook, along with the MDP and MDP assessments.) During assessment, the new advisor should contemplate carefully the tension between taking time to let their Afghan counterparts learn and develop, and actually making progress. Think about the duties of a pilot instructor, who is there to teach the student to fly, but will not let the plane crash in the process. Advisors are there to move the ball. And when progress appears stalled, the advisor must seek assistance from more senior advisors, or the ACG-PD (who will move the ball).

c. Departing Advisors (Last 10 days)

(1) The last ten days for the outbound advisor may be the most important part of the tour. No matter how good a leg in the Ministerial Development relay race the outbound advisor has run, if a good handoff doesn't occur, then all the progress and effort can be squandered. The outbound advisor must ensure a good hand off – even if the conditions and timing are not ideal.

(2) Taking care of the inbound advisor is paramount. Ideally, outbound advisors will have an opportunity to conduct face-to-face turn over with their successor. Failing that, the outbound advisor MUST contact the inbound advisor to conduct a virtual turnover – and make sure someone is standing by at Eggers to oversee the initial transition of the new advisor. Preparing a list of current issues (summarizing the status, pending actions, briefings, and milestones – especially the near term ones) is a critical responsibility to assist the inbound advisor. In addition, the outbound advisor should update turnover files with key information the successor will need. Each advisor should have a continuity turnover folder containing key points of contact, information about recurring meetings, current activities, info papers on key topics (both current and historical).

(3) Capturing lessons learned is an important responsibility. The outbound advisor is responsible to prepare a short paper, bullets or prose, to record lessons learned and turn into the Deputy for Ministerial Development to improve this guidebook. They are expected to brief the Senior Advisor Dinner on the contents of the paper within 30 days of departure.

(4) Departing advisors will schedule timely in-briefs for their replacements with: ACG-PD, the Deputy for Ministerial Development, and the Afghan counterpart. If the outbound advisor rotates prior to arrival of the new advisor, the senior advisor for that DM or Police Pillar assumes this responsibility.

3. Ministerial Development Process.

a. **Background.**

(1) Assistant Commanding General, Police Development (ACG-PD). The ACG-PD is the CG's lead for the police development mission, including ministerial development of the Afghanistan Ministry of Interior (MoI). He provides direct oversight of the ministerial development program to synchronize organizations within the MoI Headquarters, achieve unity of effort, and build core systems essential to plan, program, and manage Afghan National Police (ANP)/ MoI institutions and forces. In this capacity, the ACG-PD: chairs the Ministerial Development Board (MDB); approves new Ministerial Development Plans (MDPs) and changes to existing MDPs; receives quarterly updates on core ANP sustaining functions; and provides KLE assistance to overcome impediments to MDP progress.

(2) Chief Advisor for Ministerial Development. The Chief Advisor for Ministerial Development is a member of the senior executive service who oversees and coordinates the Ministerial Development Process and the transition process to handover responsibility for autonomous operation of MoI functions to MoI leaders. The Chief Advisor makes recommendations to ACG-PD on ministerial development and transition strategy and policy and, consistent with approved policy, provides guidance on the MDP and transition processes; oversees quarterly MDP assessments in coordination with advisors and MoI leaders; assists advisors and MDP leads to stay on target implementing MDPs and achieving Afghan self-reliance; coordinates these activities with the MoI Chief of Staff and Deputy Chief of Staff – and reports progress and impediments to the ACG-PD and the Ministerial Development Board.

(3) Senior Advisors. A Senior Advisor is assigned by ACG-PD to the Minister, the Chief of Staff, each Deputy Minister, and the commander of each police pillar (plus ALP and APPF) within the MoI. The Senior Advisor is the focal point for all Ministerial Development matters within the Deputy Ministry or police pillar organization. Senior Advisors are responsible to: (1) assist Afghan counterparts achieve organizational self reliance, solve problems and make decisions in a timely and effective manner; (2) facilitate unity of effort among MoI, NTM-A/CSTC-A (MDP leads, CJ staffs, P5 and P7), International Community (IC), and ISAF Joint Command (IJC) in order to achieve MoI self-reliance as soon as possible; (3) meet on a regular basis with all advisors within their DM or Police Pillar's organization in order to give guidance, shape progress, solve problems, and achieve unity of effort; (4) keep the ACG-PD informed of MDP transition progress, problems, and atmospherics; (5) periodically assess MDPs and transition status, progress, and impediments within their counterpart's organization and report findings in a concise and timely manner; and (6) support the Key Leader Engagement (KLE) process within their Afghan counterpart's organization.

(4) MDP Advisor. MDP advisors are responsible to assist their MoI Afghan counterparts develop a valid MDP that results in self-reliance and then execute the plan in a timely manner. The MDP advisors assess the MDP progress and identify areas where key leader involvement is needed to remove impediments to progress. The MDP lead develops the MDP transition plan.

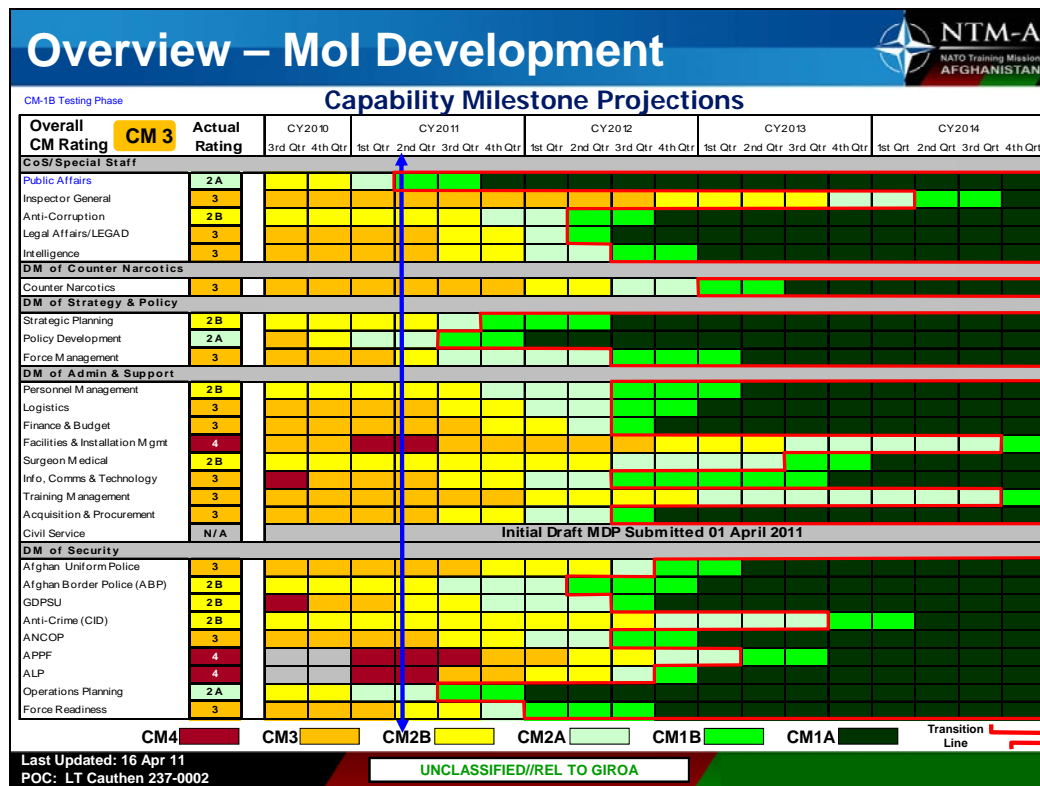
(5) Ministerial Development Board (MDB). The MDB meets monthly to monitor and assess MDP progress; to review and decide on recommendations for CM progression; and to identify and help mitigate impediments to progress. The ACG-PD chairs the MDB. Members of the MDB include: EUPOL Head of Mission (HoM), ISAF, US/UK/Canadian Embassy representatives, IJC, CJ staff principles, Senior Advisors, and the MDP advisors. The MDP chair will periodically inform DCOM-P, COM NTM-A, and COMISAF about Ministerial Development progress. The MDB follows a standard agenda and uses a standard MDP assessment format.

(6) Ministerial Development and Transition Team (MDTT). The Ministerial Development and Transition Team is responsible to: coordinate the overall MDP process; enforce MDP guidance and discipline; conduct quarterly assessments of the MDPs; report results to the MDB; identify, fix accountability, and monitor actions necessary to mitigate impediments; ensure corrective actions are included in the formal DCOM-P tasking system; provide guidance and oversight, and ensure discipline for the transition process; organize key meetings; and maintain official MDP files.

(7) The Capability Milestone (CM) Continuum. The Ministerial Development Process is designed to build capability within the MoI for ministerial organizations to accomplish core functions (e.g., police pillar headquarter functions for each police pillar, budgeting, facilities management, force management, procurement, etc.). The objective of ministerial development and CSTC-A is for the Afghans to perform the core functions independently, without substantial assistance from coalition partners. Currently, 27 required ministerial organizations/functions (listed in figure 2-1) are being developed through this process with their progress measured through a capability milestone (CM) continuum: Not Assessed (no CM); the organization cannot accomplish its mission (CM-4); the organization cannot accomplish mission without significant coalition assistance (CM-3); the organization can execute its mission with some coalition assistance (CM-2B); the organization is capable of executing the function with minimal

coalition assistance (CM-2A); the organization can accomplish its mission with coalition oversight only (CM-1B); and the organization can accomplish its mission with reduced coalition oversight (CM-1A).¹

Figure 2-1. MOI's 27 Ministerial Development Plans and CM Status as of April 2011



(8) The Ministerial Development Plan and Transition Work Plan. A Ministerial Development Plan (MDP) is developed for each MOI core function and police pillar headquarters. **MDP execution is the primary mission of all advisors.** The MDP is signed by the MOI Key Leader, the MOI Chief of Staff, and the ACG-PD and an advisor is assigned to assist development and execution of that plan. Ministerial functions are aligned with the MOI organizational structure and accountability for functional capability rests with the Afghan leader of that organization. MDPs are reflective of the National Police Plan and National Police Strategy. Policies that are required at each CM are also included in the MDP, as are information systems. MDPs are posted on the ACG-PD Ministerial Development SharePoint site in both English and Dari.

(a) The purpose of the MDP is to define “Afghan self-reliance” for the function and the tasks and timelines needed to achieve “Afghan self-reliance”. The MDP is the single official roadmap to create self-reliant organizations that are able to accomplish police pillar headquarter functions and the

¹ There is an important distinction to make at this point between organizational capabilities in the MOI versus the capability of ANP to accomplish a function. The MDP is about an “organization’s capability” to perform the mission. During CM-4 through CM-2, the “organization” being assessed is within the MOI Headquarters and the question is: can the Ministry of Interior accomplish its mission? But, when the MDP capability milestone transitions from CM-2A to CM-1B, the organizational scope of assessment expands to support the entire ANP. Each of the 26 capabilities must be vertically and horizontally integrated across the entire ANP or self reliance has not really been achieved. This is a “crawl, walk, run” concept.

ministerial functions needed to sustain the ANP. MDPs contain the following information: the end state, objectives, and tasks for each CM; required policies to achieve self reliance; and a projected timeline for CM progression. Typically the end state, objectives, and tasks are defined in terms of DOTMLPF (Doctrine, Organization, Training, Materiel, Leadership, Personnel, and Facilities). A good end state is an Afghan solution, developed and owned by Afghan leaders, not a “western” solution prepared at Camp Eggers that has little Afghan ownership and acceptance. Further, a good end state is neither over engineered nor overly complex solutions, and is not dependent on a robust infrastructure to execute.

(b) During CM-2, CM-3, and CM-4, the scope of the MDP and focus of ministerial development effort pertains to a functional capability within the Ministry itself to accomplish its mission to support and sustain the fielded police force. However, the MOI advisors must continuously coordinate progress with counterparts in key organizations with complementary missions, like IJC, where the fielded force development is supported. And, before an MDP capability progresses to CM1-B, a Transition Work Plan must be developed to assess the MOI’s capability to accomplish the function across the entire ANP, including the institutional and fielded force levels. The Transition Work Plan is the blueprint for final steps in transition of a function across the ANP to autonomous operations by GIROA, and with minimal coalition oversight. Therefore the focus of effort and measurement of the MDP at CM-1B increases from ministry centric to ANP centric. Progression to CM1-A requires a sustainable, self-reliant ministerial organization and effective institutions, but final approval of CM1-A is based on vertical and horizontal capability at both institution and fielded force level. The effort and time to move from CM-2A to CM-1A should not be underestimated. Under no circumstances will the advisor requirement be reduced until transition is completed. In fact, the final steps to transition may be the most difficult.

b. Process Overview.

(1) Ministerial Development Process End State. The end state of the Ministerial Development Process is Capability Milestone CM-1A (“the organization is able to accomplish its mission with reduced coalition oversight”). The end state for each police pillar headquarters or ministry organization is defined in the MDP. The end state definition should be a lucid description of conditions and a “good enough” capability that is appropriate for the Afghan environment. End state definitions should not be an overly complex, overly engineered, western solution. The MDP process is a journey that can take more than 4-years to complete.

(2) Capability Milestones (CM). The MDP advisor and the Afghan counterpart are responsible to achieve the objectives and accomplish the tasks that result in CM progression. During CM-2, a Transition Work Plan is prepared to guide final hand off of the entire ANP function to Afghans.

(3) MDP Transition. The MDP advisor recommends CM progression to the MDB. This recommendation is endorsed, or not, by the MDTT based on quarterly assessment by the MDB and the Senior Advisor. The MDB approves MDP progress from CM-4 through CM-2 – measuring the capability of the MOI to accomplish the function - within the MoI. When the CG, CSTSC-A approves MDP progress to CM-1B– then the organizational capability is measured across the whole ANP.

(4) Quarterly MDP Assessments. The MDP advisor assists the Afghan leader in achieving MDP Capability Milestones and reports progress and impediments on a quarterly basis to the Ministerial Development and Transition Team, the ACG-PD, and the Ministerial Development Board. Appendix N provides the format to be prepared by the MDP advisors for MDP assessments.

c. MDP End State

(1) Overview. The end state for each MDP is that the ANP is capable of autonomous operations for that function - with minimal coalition oversight. The end state definition is a capability that is vertically and horizontally integrated across the ANP – not just a capability within an organization at the Mol Headquarters. End state definitions should be as simple as possible; avoid complexity; and, should be designed to obtain the minimum, most cost effective capability needed to sustain the ANP indefinitely into the future. A feasible end state definition should also recognize constraints imposed by the Afghan infrastructure and culture.

(2) Responsibilities. MDP Advisors will ensure that each MDP clearly defines a feasible end state, capability milestones, and objectives and tasks necessary to achieve each milestone. MDPs will be maintained in English and Dari and shall be signed off by the Afghan organizational leader, the ACG-PD, and the Mol Chief of Staff.

(3) Transition. The MDP advisor obtains decisions related to CM progression and timeline changes at monthly Ministerial Development Board (MDB) meetings. Prior to CM-1A, the MDP is “Ministry Focused” – while coordinating plans and progress with institutions and fielded forces (IJC) via the Ministerial Development Board. The decision to progress to CM-1B is made by COM NTM-A – at which time the focus of MDP measurement shifts to ANP as a whole. An end state decision is based on an ANP-wide (Ministry, Institution, and Fielded force) capability. It is important to be clear what it is that is “transitioning”. Transition means the capability of the Afghans to accomplish a function without coalition assistance. The 27 functions currently being tracked for transition, and for which an MDP has been prepared, are listed in figure 2-1.

d. Capability Milestones.

(1) Overview. The MDP contains an end state, objectives, tasks, and projected progression timeline for each CM. Capability milestones are defined, generically, in Annex I to NTM-A/CSTC-A OPORD 02/2010 Dated Nov 2010 – which unfortunately, is classified.

(2) CM1-A. CM-1A: ANP Self Reliance. Transition is a process whose progression is conditions based; it is not a time based event. Ministerial organizations and mid-level institutions can transition independent of the related, but separate, Inteqal geographic oriented transition process. It is intended that transition will be accompanied by a reinvestment of effort. However, transition does not mean exit, and reduction of investment to zero, it means handing over responsibility – with continued oversight. Transition should be viewed as an opportunity to thin advisor support for application elsewhere. There is no time frame associated with CM1-A since it is an irreversible, sustainable end state. At CM-1B, an NTM-A/CSTC-A led Steering Group supports DCOM-P and the MDP advisor to ensure the police pillar or Ministry organizational mission can be accomplished across the whole ANP. The advisor role at CM1-A is oversight and assessment. The advisor coordinates the placement of a long term monitoring capability for the Ministry, and ensures the final steps are completed to ensure an ability of the Afghans to operate the police pillar or execute the organizational capability across the entire ANP.

(3) CM 1-B. CM-1B: Transition to ANP Self-Reliance. At CM-1B the Afghans are capable of accomplishing the Mol police pillar headquarters or organizational mission with negligible coalition assistance. During CM-1B, a Transition OPT and advisors work to ensure vertical and horizontal

capability is in place across the ANP. Typically, CM-1B will require 12-18 months. At CM-1B, the focus on measuring capability expands to include the ANP as a whole. The advisor continues to monitor horizontal capability of the ANP as a whole. A trial period precedes a decision to proceed to CM-1A.

(4) CM-2A. CM-2A: The Police Pillar HQ or Ministry organization is capable of accomplishing the function with minimal coalition assistance. During CM-2A the Afghans lead the execution of Ministerial capabilities, with minimal coalition assistance. The advisors continue to provide ministerial development assistance and support completion of the Transition Work Plan for the police pillar or enabling capability. Typically, CM-2A may last 4-6 months or longer. At the beginning of CM-2A, the advisor should request the MDB to support stand up of an NTM-A/CSTC-A steering group (SG) to lead development and execution of a Transition Work Plan across the ANP as a whole. This SG will report to the DCOM-P and the MDB on a quarterly basis. While planning for CM-1 – the focus during CM-2B is still on measuring Ministry capability, not the ANP as a whole.

(5) CM-2B. CM-2B: The Police Pillar HQ or Ministry organization can accomplish the function but requires coalition assistance. CM-2B measures MoI organizational capability. Advisors are focused on developing and measuring Afghan ministry capability. While the MDP is in CM-2B status, initial planning takes place for transition to self-reliance and measurement of the capability across the ANP. To that end, during CM-2B, the MDP advisor begins coordination of a Transition Work Plan with the NTM-A/CSTC-A staff. The Transition Work Plan builds on the existing MDP, but expands the assessment of the police pillar or enabling capability to the ANP. Typically CM-2B may last 4-6 months – or longer. During CM-2B, the focus remains on measuring Ministry capability, not yet on the ANP as a whole.

(6) CM-3. CM-3: The Police Pillar HQ or Ministry organization cannot accomplish the function without significant coalition assistance. During CM-3, advisors are providing significant assistance to the Ministry Leaders to develop and accomplish a Ministerial mission. During CM-3, the focus and CM progress measurement is on building and measuring Ministry capability, not the ANP capability as a whole. The MDTT and the advisor must, however, ensure IJC and Institutional participation in the MDB to ensure vertical coordination of the functions and capability. There is no typical time line for this phase.

(7) CM-4. CM-4: The Police Pillar HQ or Ministry organization may exist but cannot accomplish its mission. During CM4, advisors provide capacity substitution for the functions, build Afghan structure and skills, put initial policies in place, and serve as an example to Afghans on how to accomplish the function themselves. The MDTT and the advisor must begin to put in place effective coordination measure to ensure IJC and Institutional alignment and coordination of the development of functions across the ANP. There is no typical timeline for this phase.

(8) CM Progression Time Line. A progression time line from one CM to another is projected by the MDP advisor and the Afghan leader and assessed by the Senior Advisor and the MDTT. Adjustments to the progression time line are recommended to and approved by the MDB. All MDPs are expected to transition to CM-1 no later than 2014.

(9) Revisions. An MDP may occasionally require revision. Revisions are accomplished by coordinating the proposed change with the MoI and the ACG-PD (via the MDTT). Adjustments to MDP CM ratings and projected CM progression are recommended to and approved by the MDB. The MDB bases a decision on the Senior Advisor's recommendation and the MDTT assessment.

e. **Quarterly MDP Battle Rhythm.**

(1) Overview. MDP assessments are conducted on a quarterly basis by the MDTT, the Senior Advisor, the ACG-PD, and the MDB. One quarterly assessment for each MDP is conducted by the Chief Advisor for Ministerial Development and the MDTT. A second quarterly assessment for critical ANP sustaining functions is conducted by the ACG-PD. A third quarterly assessment is conducted by the MDB. In all three assessments, the format at Appendix L will be used by the MDP advisor.

(2) MDTT Assessment. The MDTT will assess each MDP once per quarter. The MDP assessment format (Appendix L) will be utilized to conduct the briefing. The MDTT will publish the assessment schedule at the last quarterly MDB meeting. Read aheads from the MDP advisor are due 48-hours in advance of the MDTT assessment. The MDTT review is an in depth assessment that is intended to validate status, projections, actions, and issues. The MDTT will maintain an action tracker for items requiring follow up, and will summarize the assessment in the daily advisor report. The MDTT will provide regular updates of these assessments to the ACG-PD, EUPOL HoM, and the MoI Chief of Staff. The MDTT assessment will be attended by the advisor, the MDTT analyst, a representative from the MoI Chief of Staff's office, and the Deputy for Ministerial Development. Senior Advisors and CJ staff principals are welcome. Every other quarter, the MDTT assessment will be conducted in the office of the Afghan lead for the MDP – to ensure Afghan leader's awareness of the status of the MDP, satisfaction with progress, clarification of challenges, and identification of areas where support is required.

(3) ACG-PD Quarterly MDP Enabler Reviews. The ACG-PD's Quarterly MDP Review is a focused review of the ANP enabling functions: (1) Finance and Budget; (2) Logistics; (3) Personnel; (4) Procurement; (5) Force Management; (6) Facilities; and, (7) ICT. The primary objective of the quarterly review is to give ACG-PD in depth insight into MDP status, progress, and challenges from the ANP perspective for the ANP's most important sustaining functions. The ACG-PD quarterly review will be attended by the Senior Military Advisor(s), the MDP advisor, the CJ Staff principal for the enabling function, and the MDTT.

(4) Ministerial Development Board. The MDB meets monthly to: (1) provide a formal forum for leadership review and oversight of the 27 Ministerial Development Plans (MDPs); (2) assess and approve MDP progress towards achieving CMs; and (3) to monitor and reinforce actions necessary to eliminate impediments to progress. MDBs are scheduled on the last Saturday of each month at 1600 in Harrison Conference Room at Camp Eggers - unless otherwise noted. The ACG-PD chairs the MDP; attendees include the MoI Chief of Staff, EUPOL HoM, the ISAF DCOS for Strategic Partnering, and the IJC LNO. Other attendees include: the relevant (based on agenda) Afghan Chief of Staff and Deputy Chief of Staff, key Afghan counterparts from MDPs being briefed, ALL Senior Advisor(s), ALL MDP leads, the MoI DynCorps contract lead, Director of MICC, and embassy representatives (US, Canada, UK). Advisors are responsible to coordinate attendance by their Afghan counterparts. The Chair of the MDB will ensure periodic progress reports are provided to DCOM-P, COM NTM-A, and COMISAF. The MDB agenda will normally include the following 4 topics:

(a) MOI Ministerial Development overview. A review of MDP status, MDP projections, and status of actions needed to reduce impediments.

(b) MOI Policy update. Review of policies; decrees and laws passed since July 2010; review of policies, decrees, and laws; policies in development and projected completion date; and, a priority list of policies and decrees that are needed but not yet under development.

(c) 5-7 MDP briefings (delivered in accordance with guidance in the following paragraph); and,

(d) Closing remarks and guidance from Chair, general/flag officer(s), the IJC liaison, and senior civilian representatives. Time permitting, the Chair will normally go “around the table” to request input from MDB attendees. Finally, the MDTT lead will restate all decisions made at the meeting in order to ensure they are accurately reflected in the minutes.

(5) Guidance to MDB Briefers. 5-7 MDPs are briefed at each MDB session. Each MDP brief must be delivered crisply and concisely by the MDP lead and will not exceed 10 minutes in length – including Q&A. MDPs to be briefed will be among those reviewed by the MDTT during the preceding four weeks, those MDPs requesting to progress to the next Capability Milestone (CM), those MDPs requesting to adjust their CM timeline, and MDPs in trouble. The MDPs selected for review will be identified no later than one week prior to the meeting. Read aheads will be delivered by the MDP advisor in the format of Appendix L no later than 48-hours prior to the MDB. MDPs that are on track and not progressing will normally not be briefed, but the standard quad chart for each will be included in MDB backup.

(6) ANP Synch Meetings. ANP synch meetings are organized to monitor and further force generation - one of ACG-PDs two lines of operations. MDP advisors for Police Pillars (AUP, AACP, ABP, ANCOP), as well as ALP, CN, and the enabling functions should participate in the weekly ANP Synch Meetings when their area is covered – and will answer any questions related to areas/sustaining function. Senior Advisors and Police advisors for the Pillars on the ANP agenda will also attend. Normally, these meetings are held at noon on Mondays and focus on one police pillar. Once a quarter, force generation progress is summarized for all the pillars in one capstone meeting. The schedule is published by P7. ACG-PD chairs this meeting, which is also attended by the Afghan pillar lead and the MOI Director of Force Management.

(7) Key Leader Engagement (KLE). KLE is a meeting between senior leaders to leverage an opportunity or resolve a problem (primarily impediments to transition progress) that cannot be dealt with at a lower level. Advisors and the MDTT will be vigilant in identifying impediments to MDP progress that may require a KLE. Key Leader engagement occurs, ideally, among Afghans, but some issues may require CSTC-A leadership engagement. The KLE process follows these steps: 1) identify the issue/impediment, 2) attempt to resolve the issue at the lowest level in the organization, 3) engage the senior advisors for assistance in organizing the KLE among the Afghans, or if appropriate, 4) report the issue to ACG-PD or MDB and request assistance. When requesting KLE assistance, the advisor or MDTT will document the issue, the actions taken to date that were unsuccessful, and recommend talking points/way ahead for the key leader. In addition, the advisor or MDTT should prepare an executive summary of the KLE outcome and take all steps necessary to ensure actions are carried out and the impediment completely resolved. The ACG-PD XO will maintain the KLE schedule.

4. TRANSITION.

a. Background.

(1) Ministerial Transition means the Afghans have become capable of supporting and sustaining the ANP in a particular function with minimal coalition assistance. In other words, ministerial functions work without coalition assistance. Transition to Afghan leadership and ownership of ministerial functions is one of the main purposes for which CSTC-A was created. When advisors to the MOI are not working on transition they are off track. The 27 ministerial functions currently being tracked for transition, and for which an MDP has been prepared, are listed in figure 2-1.

(2) Planning for the final phase of the Ministerial Development Process begins during CM-2 and is implemented during CM-1B. COM, NTM-A is the decision authority for progression of an MDP from CM-2 to CM1. A trial period will be implemented prior to requesting progression to CM-1A. As appropriate, the CSTC-A staff principle with cognizance over the function to be transitioned, should form and lead a transition steering group in support of DCOM-P during CM-2 and CM-1.

(3) Guidance and formats for transition are posted on the Advisor SharePoint site. Key documents are: (1) NTM-A/CSTC-A FRAGO 11 – xxxx Ministerial and Institutional Transition Implementation Plan Guidance, and (2) NTM-A OPORTD 02-2010 Annex I- Institutional Development. Unfortunately, these are classified documents, which limit their availability, but they can be provided to advisors by the MDTT.

(4) Transition Process.

(a) While the MDP is at CM-2, a Transition Work Plan will be prepared based on the existing MDP to guide hand-off of a function to the Mol. The Transition Work Plan converts the transition focus from the Mol organization or police pillar headquarters to the ANP as a whole. For that reason, the advisor will request an NTM-A Steering Group be stood up to support DCOM-P during development and implementation of the Transition Work Plan.

(b) The work plan will include information such as: the specific benchmarks that the institution must accomplish while in CM-1B to move to CM-1A; how implementation will occur, a projected timeline, objectives to be met and evidence of their achievement, any resource implications (especially civilian, military and contractor personnel), assessments, dependencies, a “trial transition period”, and an oversight methodology (how oversight will be maintained during CM-1A). The work plan is designed to ensure the hand-off of the police pillar or Mol organization is irreversibly sustainable across the ANP as a whole. The work plan should include assessment plans and verification that critical inputs and outputs are functioning. Additional guidance and format for transition to CM-1B will be published separately.

(c) Prior to requesting a decision to progress to CM-1B, the MDP advisor will have conducted a pilot period to “test” the readiness of the Afghan staff to operate with minimum coalition support. Once the test period is successfully completed, a decision will be presented to the CG, CSTC-A for progression to CM-1B.

(5) **“Afghan sustainability”** is a key concept that describes an end-state that works for the Afghans, but is not overly complex, or dependent on infrastructure that does not exist in Afghanistan, nor is likely to exist for many years. Getting the ANSF to technological parity with the West is NOT the mission – and in many cases, is not even desirable, and can be counterproductive to the mission. The mission is to create a self-reliant, professionally-led ANSF, which can maintain an enduring structure for the military and police, with medical, infrastructure, and logistics capabilities that is effective and

accountable to Afghan Ministries who are responsible and answerable to Afghan people. (For example, the lead author of this guidebook recalls clearly that the United States Marine Corps operated extremely effectively and efficiently without ANY desk top computers. The Afghans can do that too, if need be.)

Chapter - 3: Ministerial Development Roles and Responsibilities

1. **Overview.** The purpose of this chapter is to define the roles and responsibilities of key personnel in the Ministerial Development Process, including

- **Assistant Commanding General, Police Development (ACG-PD)**
- **Chief Advisor for Ministerial Development**
- **Senior Police Advisor**
- **Director, Ministerial Development and Transition Team (MDTT)**
- **Senior Advisors**
- **Advisor Partner Teams**
- **The MDP Advisors**
- **Contract mentors and SMEs**
- **Organizational Integration team**

2. **Background.**

a. The purpose of Ministerial Development is to achieve Afghan self-reliance in the Ministry of Interior (MOI) – and in coordination with other elements of ISAF – self-reliance in the Afghan National Police Force (ANP). NTM-A and CSTC-A are not deployed to serve as staff augmentation to the MOI, but to create an MOI capability to sustain the ANP after coalition forces are gone.

b. There are a number of key participants in the Ministerial Development Process: ACG-PD, the Chief Advisor, Senior Police Advisor, the Director of the Ministerial Development and Transition, Senior Advisors, MDP Advisors, Contract Mentors and subject matter experts (SMEs), and the Ministerial Development Board Members. This chapter explains the roles and responsibilities for each of these stakeholders. It is critical to mission success that all participants in the process understand and execute these roles and responsibilities.

3. **Assistant Commanding General, Police Development (ACG-PD).**

a. The ACG-PD is the NTM-A/CSTC-A lead for the police development mission, including ministerial development of the Afghanistan Ministry of Interior (MOI).

b. Responsibilities. The ACG-PD provides direct oversight to the ministerial development program in order to: synchronize organizations within the MOI Headquarters, achieve unity of effort, and build organizational capability needed to plan, program, and manage MOI institutions and ANP forces. In this capacity, the ACG-PD: provides guidance; chairs the Ministerial Development Board (MDB); approves new Ministerial Development Plans (MDPs) and changes to existing MDPs; receives quarterly updates on core ANP sustaining functions; and provides KLE assistance as needed to remove impediments to progress.

c. In the ACG-PD's absence, the Principal Deputy ACG-PD assumes responsibility as acting ACG-PD. The ACG-PD is directly supported by a Chief Advisor, a senior police officer, and a Director of Ministerial Development and Transition.

4. **Chief Advisor for Ministerial Development and Transition.**

a. The Chief Advisor is the senior advisor within ACG-PD.

b. Responsibilities. The Chief Advisor is responsible to: oversee the Ministerial Development Process and recommend improvements to the ACG-PD; lead and synchronize the effort of Senior Advisors, and other advisors, trainers, instructors, and contractors working in the MOI; make recommendations to ACG-PD and the MOI Chief of Staff concerning assignment of advisor resources across the ministry; assist advisors to stay on target for implementing MDPs and achieving Afghan self-reliance; submit daily, weekly, and quarterly MOI progress reports to ACG-PD; and, organize weekly Senior Advisor Council (SAC) Meetings for the ACG-PD. These activities will be coordinated with the MOI Chief of Staff and Deputy Chief of Staff.

5. **Senior Police Advisor.**

a. The Senior Police Advisor is the ranking police officer within ACG-PD, and is typically assigned by the United Kingdom, EUPOL or the Royal Canadian Mounted Police.

b. The Senior Police Advisor is responsible for: (1) providing advice and guidance to ACG-PD on the direction of Afghan police development programs; (2) coordinating with DCOM-P, MICC, U.S. Department of State and other contributing nations as well as with the police development program managers to assist them in ensuring that sufficient personnel and assets are provided on a timely basis to meet requirements for the Afghan Police Program as determined by NTM- A; (3) undertaking the role of senior technical police expert to coordinate efforts and assist other police advisors in the MOI; (4) coordinating and proposing policy recommendations relating to the development and implementation of an effective, professional police program in Afghanistan; (5) coordinating and liaising with Afghan and international players involved in reforming the police sector in Afghanistan, through participation in IPCB Working Level, Senior Police Advisory Group, EUPOL and other Bi-lateral forums; (6) liaising with CTAG-P and IJC to help ensure that the different police training programs are integrated, coherent, and cooperating without intruding on the authority of any individual agency to run its own programs; and (7) participating in multilateral and regional meetings that relate to the security and stability of Afghanistan and advancing NTM-A lines of effort, policies, and programs.

6. **Director, Ministerial Development and Transition Team (MDTT).**

a. The Director of the MDTT works for the Chief Advisor and is responsible for the execution of the Ministerial Development and Transition process defined in this guidebook.

b. Responsibilities. The Director of the MDTT and his/her advisor team are responsible for: (1) coordinating the effective execution of the MDP process; (2) enforcing MDP guidance and process discipline; (3) proposing improvements to the Advisor Guidebook to the Chief Advisor; (4) conducting quarterly assessments of the MDPs; (5) reporting results to the MDB and the MOI Chief of Staff; (6) identifying and fixing accountability, and monitoring actions necessary to mitigate impediments; (7) ensuring corrective actions are included in the formal DCOM-P tasking system; (8) providing guidance and oversight, and ensuring discipline, for the transition process; (9) overseeing the quarterly reporting process; (10) recommending adjustments to the advisor lay down to the Chief Advisor; (11) organizing key meetings; and (12) prepare daily, weekly, and quarterly reports for Chief Advisor review and approval; (13) maintaining official MDP files on the ACG-PD SharePoint site [i.e., the English and Dari

version of each plan, the MDB briefing charts, the Capability Milestone Projection Chart (aka, chiclet chart), IT system CM status and projected progress, MDP battle rhythm/schedule, a standing list of MDP actions and due outs, and minutes of quarterly MDP reviews].

c. The Director, MDTT will coordinate the above activities with MOI leaders, coalition partners, EUPOL, ISAF, IJC, and within NTM-A/CSTC-A. A small team of 5 advisors will support the MDTT. This team will also assist the MOI chief of staff office as advisors.

7. Senior Advisors.

a. A Senior Advisor is assigned by ACG-PD to the Minister, the Chief of Staff, each Deputy Minister, and the commander of each police pillar (including APPF and ALP) within the MOI. The Senior Advisor is the focal point for all Ministerial Development matters within the Deputy Ministry or police pillar organization. Typically, the senior advisor is a CSTC-A Colonel/O-6.

b. Responsibilities. Senior Advisors are responsible for: (1) assisting Afghan counterparts achieve organizational self reliance, solve problems and make decisions in a timely and effective manner (the senior advisors are the primary catalysts for transition progress in the MOI – **they relentlessly drive progress by force of their personal leadership and influence**); (2) facilitating unity of effort among MOI, NTM-A/CSTC-A (MDP leads, CJ staffs, P5, and P7), IC, and IJC in order to achieve MOI self-reliance as soon as possible; (3) meeting on a regular basis with all advisors within their DM or Police Pillar’s organization in order to give guidance, shape progress and problem resolution, and achieve unity of effort; (4) keeping the ACG-PD informed of MOI transition progress, problems, and atmospheric; (5) periodically assessing transition status, progress, and impediments within their counterpart’s organization and report findings in a concise and timely manner; and (6) supporting the KLE process within their Afghan counterpart’s organization. As specified in Chapter 2, senior advisors will also ensure that each new advisor within their DM or police pillar receives proper transition assistance (sponsorship, scheduled in-calls with ACG-PD, the Chief Advisor, and formal introductions to the Afghan counterpart.) Normally, this will be accomplished by the outbound advisor, but the Senior Advisor will ensure this occurs if there is a gap between departure of incumbent and arrival of replacement.

c. Participation in Recurring Meetings. Senior advisors are responsible to attend meetings at Camp Eggers. The Chief Advisor will attempt to deconflict advisor meetings at Eggers with the primary duty requirements of advisors at the MOI. At a minimum, Senior Advisors attend all Ministerial Development Board Meetings, relevant Monday ANP Synch meetings; all Friday afternoon Senior Advisor Council Meetings; and the Friday night Senior Advisor Dinner. They also provide atmospheric briefings at DCOM-P Wednesday evening deep dives in conjunction with J2; and, they organize a speaker at the Friday night advisor dinners according to the published schedule. Advisors are expected to speak at the Friday night advisor dinner prior to departure, sharing their lessons learned with the rest of the advisors, many of whom are relatively new.

d. Senior Advisor R&R. Senior Advisors are responsible to ensure that they and their advisors prepare for R&R (and redeployment). A sample R&R memo to the person covering for the advisor while on R&R is in Appendix C. Senior Advisors are required to send a short note to the ACG-PD, the Chief Advisor, and the XO with relevant information and how their respective area of responsibility will be covered during the period of absence.

e. Senior advisors will maintain a continuity/desk top procedure.

8. Advisor Partner teams.

a. Each Senior Advisor is supported by a team of military, police, DoD civil servants, and contractors. These embedded partner teams are designed to provide sufficient advisor manpower and functional expertise to enable transition. The Senior Advisor is responsible to the ACG-PD to coordinate the effort of these teams in the most effective manner possible.

b. Senior Civilian Advisor. A member of the DoD civil service at the GS-14/15 grade will be assigned to support each senior advisor. The civilian Advisor is responsible for overseeing Ministerial and Program Development that lead to functional transition within the DM or police pillar – and providing functional expertise necessary for progress.

c. Senior Police Advisor. A senior police officer will be assigned to each police pillar partner team. The duties of the senior police advisor are to provide technical police expertise, professionalize the Afghan police force, and assist in development of police policy.

d. Additional members of the Police Partner teams. Additional military, civilian, and contract team members will be assigned to assist in developing Police Pillar HQ capabilities in functions like: personnel, budget, logistics, communications, and facility management.

e. Purpose of police pillar partner teams. Police pillar HQs advisors are responsible to assist the Afghan leaders of the police pillar headquarters properly sustain the fielded force. When designing the HQ element of a pillar HQ, form should follow function. A clear definition of functions should be established, and then design of the organization models to accomplish those functions is developed. The functions and organizational model also informs the requirement for spaces and skill sets required for the organization to conduct each function. As a basis for advisor activity in partnered police HQ teams, the pillared police force chiefs should be considered to be responsible to design, man, equip, train, sustain, and develop the policies necessary to generate and regenerate forces for DM Security and the Zone to Precinct Commanders to employ. Except for certain specialized units, delivery of operational police is at the province level, led by the Provincial Chief of Police (PCoP) who typically have operational control over fielded forces. See figure 3-1 on the Functions of the Chiefs of Pillared Police: (using AUP as an example).

Figure 3-1: Functions of the Chiefs of Pillar Police.

Functions of the Chiefs of Pillared Police

- **Design** – Concept of AUP mission, roles and functions today and tomorrow, with corresponding design of AUP forces leading to tashkil development
- **Policy** – Develops the policies governing AUP force management, employment, and sustainment ICW DM Security, DM Admin, DM Support, and DM Strategy and Policy
- **Man** – Works with DM Admin for holistic look at AUP rank and file, e.g. force structure rank and grade, distribution, recruitment forecasting and integration with Chief of MoI Recruiting.
- **Equip** – Identifies, defines, records and oversees equipment requirements, procurement, distribution and sustainment of AUP Equipment in the generation and employment forces.
- **Train** – Develops, coordinates and oversees the conduct of institutional, individual, developmental and unit based training of all AUP forces
- **Sustain** – ICW DM Logistics, develops sustainment concept, plans and capabilities required to support AUP and supporting forces within the AUP Zones, Provinces, Districts and Precincts. Focus is on stewardship of resources and sustainment of individual and unit equipment
- **Integration** – Coordinates and synchronizes the manning, equipping, training, and sustainment functions of the AUP force across the Ministries, Deputy Ministries and functional Directorates.

Form Follows Function:
Define the Chief of Police Functions; then build the organization to accomplish the function; then the Advisors to partner

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9. MDP Advisors.

a. A military or civil service advisor will be assigned the responsibility by ACG-PD to develop and implement MDPs. MDP advisors are government personnel who are accountable to the ACG-PD for MDP progress and achieving MDP objectives. MDP advisors are expected to use project management skills (influence without formal C2 authority) to execute their duties.

b. Responsibilities. MDP advisors are responsible for: (1) ensuring the MDP adequately defines the roadmap for Afghan self-reliance and that English and Dari versions are available; (2) ensuring Afghan leaders maintain full ownership of the plans; (3) influencing Afghan leaders' actions to ensure timely, efficient, and effective implementation of the MDP objectives – and achievement of self-reliance; (4) monitoring, assessing, and reporting [see Chapter 4: Reporting] progress, status, and execution problems to Afghan and NTM-A leadership on a systematic basis; (5) coordinating the resolution of impediments to progress, or requesting KLE, in a timely manner; (6) synchronizing effort among the various organizations with responsibility to achieve MDP objectives and end state; (7) assisting Afghan counterparts in processes and meetings focused on developing MOI self reliance (e.g. the bi-monthly Ministerial Development Coordination Meeting (MDCM) or the development of revisions to the National Police Strategy and Plan); (8) supporting and coordinating MDP implementation with Senior Advisors to the DMs and police pillar commanders; and (9) ensuring that the ACG-PD is informed in a timely manner of any KLE requirements, required decisions, and any impediments to progress that need to be addressed. As specified in Chapter 2, if impediments to progress cannot be resolved by the Afghan counterpart, the MDP advisor, or his/her staff principal, the MDP lead will systematically and proactively utilize KLE in the following sequence to achieve resolution: Senior Advisor (and the Senior Advisor's Afghan counterpart), Chief Advisor (and the MOI Chief of Staff), ACG-PD. Newly assigned MDP advisors will schedule interviews with the Chief advisor and their DM or police pillar Senior Advisor within first 10-days of their assignment.

c. The MDP advisor is responsible for assisting the MOI Afghan counterpart develop a valid MDP that results in self-reliance and then execute the plan in a timely manner. The advisor assesses MDP progress and identifies areas where key leader involvement is needed to remove impediments to progress. The MDP lead develops the MDP transition plan.

10. Contract mentors/SMEs.

a. Contract mentors are vital contributors to MDP implementation and building Afghan capability. Contract mentors are expected to assist their supported MDP lead and Senior Military Advisor in accomplishing MDP objectives and development of required reports. In contract language there are two types of advisors: a “mentor” is a more senior, experienced employee, while a “Subject Matter Expert (SME)” is a more technical and junior advisor.

b. Senior Advisors and MDP leads will leverage our contractor team members’ substantial expertise in order to ensure focus and unity of effort among contractors to implement Afghan appropriate solutions and achieve self-reliant MOI organizations as soon as possible. Issues on contract deliverables and contractor performance must be coordinated with the ACOR in the ACG-PD’s office.

11. Organizational Integration Team.

a. Program Managers (PM) in P7 provide oversight and monitor the development of their programs and the interface between advisors and NTM-A/CSTC-A staff. PMs act as the ACG’s executive agent for their particular areas and they will support the cohesive effort led by the Senior Advisor.

b. MDP advisors will assist the P7 by providing and briefing status of their MDP at weekly ANP synch meetings. The on-going partnership between P7 and advisors is a critical success factor in support of both ACG-PD lines of operations: force generation and ministerial development as defined in the MDP.

Chapter - 4: Reporting

1. **Overview.** One of the key responsibilities of advisors is to provide information and reports. There are several primary types of reports that will be discussed in this chapter:

- Daily ACG-PD Standup
- Daily MOI Activity report and Story Boards
- Monthly Transition and Provincial Outlook Report (TPOR)
- Quarterly Reports (ISAF and Ministerial Internal)
- Atmospherics, Intel , and Exsums
- Key Leader information

2. **Daily Standup Meeting with ACG.**

- a. **What:** Daily update for the upcoming 24-28 hours (minister activities, key decisions, meetings).
- b. **When:** Conducted daily at 0800 (except Friday and Sunday)
- c. **How:** Advisors provide topic/bullet input daily NLT 0730 (except Friday and Sunday). Submit via NIPR email.
- d. **Who.** Senior Advisors to the Minister, Chief of Staff, DMs, and Police Pillars.
- e. **Why:** To prepare ACG-PD and other senior leaders for near term activities in the MOI.
- f. **Comments:** This is not a detail brief. Report only the key items like important meetings, travel, key documents about to be signed, and things to help ACG-PD's situational awareness.

3. **Daily MOI Activity Report and Story Boards.**

- a. **What:** A daily report of transition progress, activities, decisions, meetings, and atmospherics in the Ministry. Identifies any information related to commander's critical information requirements (CCIRs).
- b. **When:** Due to DCOM-P daily at 2000 (except Fridays). Advisor input due to Senior Civilian Advisor (copy XO) **daily except Friday, NLT 1930.**
- c. **How:** Use the standard word format attachment in order to assist rapid assembly. Use no more than 6-8 lines of narrative per topic. Submit via CENTRIX.
- d. **Who:** Senior advisors to the Minister, the Chief of Staff, the DM's and Police Pillars report. Other advisors and contract leads provide info by exception – via their Senior Advisor.
- e. **Why:** To support executive situational awareness and decision making – particularly with respect to ministerial development and transition. To inform ACG-PD and other senior leaders about relevant

information, activities, decisions, meetings, and atmospheric (including reverse atmospheric) within the MOI. To highlight reportable items that answer CCIR. While urgent/important near term tasks will inevitably be part of the job, the focus should be on reporting on progress that relates to ministerial development – in other words, tasks and objectives contained in the National Police and Ministerial development plans.

f. Comments. This is not a detailed report. Advisors should not report a problem without talking about what is happening, going to happen, and how to resolve it. Anticipate questions that readers might have and head off RFIs in the report itself (e.g., articulate way ahead). Care should be taken in reporting sensitive information – these reports are widely distributed and should not result in unwanted compromise of an issue or personality (when in doubt, send sensitive information under separate coordination with limited distribution). Pictorial story boards are encouraged and should be used as a visual supplement to daily reports. They should be prepared on PowerPoint, and converted to PDF for inclusion in the daily report. Story boards should have sufficient narrative to be self explanatory. Quality and brevity are keys – many high level readers will be informed by this report.

4. Transition and Provincial Outlook Report (TPOR)

- a. What: Transition and Provincial Outlook report.
- b. When: Initial inputs due to ACG-PD Ministerial Development NLT 1600 on 6th of each month.
- c. How: Senior Advisors provide 6-8 line narrative of the most significant activity, for the past month, across their respective areas of responsibility. Narrative should include information on any decrees signed, updates on initiatives ongoing within the MOI or institutions, and any branch schools which have transferred lead to Afghans. MinDev will submit an updated CM chart with the draft report.
- d. Who: Report is for ISAF HQ, DCOS Ops, Afghan Assessments Group
- e. Why: To update leadership at ISAF and beyond about ministerial development and transition progress. Assume COMISAF will read the exact words you submit.

5. Quarterly MOI Progress Report

- a. What. Extremely important report that records Ministerial Development progress. A quarterly report by Senior Advisors of PROGRESS in their Ministerial Development Plans. Format should include the following key points: Current and projected CM level, quarter and year CM1 is anticipated and concrete progress achieved during the last quarter. This is not a record of activity, but the primary documentation of concrete progress towards Afghan self-reliance and MDP progress. Significant challenges being worked and/or overcome are also appropriate. Advisors should assume the COMISAF and higher leaders will read the exact words they submit.
- b. When. Due NLT the 15th day of March, June, September, December.
- c. How. Use Calibri 11 font (not Calibri Body). Use concise, prose format. Submit word attachment via email to the Director of the Ministerial Development and Transition Team. This should be your best effort of reporting for the entire quarter.

d. Who. Senior Advisors should collect short input from each of the MDPs within their DM or police pillar area and submit a consolidated document.

e. Why. This is the primary record of what has been accomplished and will be used as the basis for “up and out” strategic communications. Assume the target audience of your report is the President, a member of the US Congress, SecDef, the IG, CENTCOM, COMISAF, and other senior leaders. This is the primary record of the most important progress towards transition that has been made in your area.

6. **ISAF Quarterly Assessment.**

a. What: Strategic quarterly assessment report.

b. When: Due each calendar quarter, inputs due on 4th of each month following the quarter on which the report is concerned.

c. How: Inputs will be assigned by CJ5 and will revolve in support of ANSF progress reports (SECDEF RFI). Update and add special topics/initiatives that happened or are ongoing during the reporting period.

d. Who: Report goes to ISAF HQ, DCOS, Ops, Afghan Assessments Group.

e. Why: To update leadership on ministerial development progress at ISAF and beyond.

7. **Atmospherics, Intel , and EXSUMs.**

a. What. Advisors report as required on events, observations, activity within the MOI that would be useful for leaders within NTM-A.

b. When. Due within 24-hours of the event – although BFC may impact this timing.

c. How. Report in concise prose form.

d. Why. Summarize key meetings. Report human terrain insights. Improve understanding and context of the MOI leadership environment. Report corruption or violations of Afghan Law. Target audience is ACG-PD, DCOM-P, and COMNTM-A. Be aware many of these reports will go to leaders outside NTM-A, including COMISAF.

8. **Key Leader Engagement.**

a. What. Key Leader Engagement is a meeting between senior leaders to discuss opportunities or problems that cannot be managed at a lower level of the organization. The purpose of KLE is to accelerate development of MOI to accomplish key functions and tasks. A report is normally submitted in the daily activity report to summarize KLE.

b. When. Typically a KLE will be requested by an advisor. The “chain of command” should be utilized by first contacting the Senior Advisor – and attempting to solve problems within Afghan/MOI channels. Failing that, a KLE may be requested (KLE may be either the DCOM-P or ACG-PD).

c. How. KLE is requested via the Senior Advisor. The ACG-PD XO maintains the schedule for KLEs. The advisor must provide sufficient information in format of standard information paper and talking points to assist the KLE. Included in this report should be clear statement of the problem or opportunity, key stakeholders, actions taken to date to resolve, any time dependency for resolution, and proposed way ahead. Once a KLE is scheduled, the advisor and the Senior Advisor will ensure the “battlefield preparation” is accomplished thoroughly. That includes making sure all MOI leaders are aware of the purpose, timing, etc., and that the KLE is not perceived as a failure/inability of MOI leaders and advisors to solve their own problems.

d. Who. Advisors request a KLE via the Senior Advisor. Requests go to the ACG-PD XO.

e. Why. KLE is necessary to ensure impediments to progress are aggressively and quickly handled in order to accelerate transition to Afghan self-reliance.

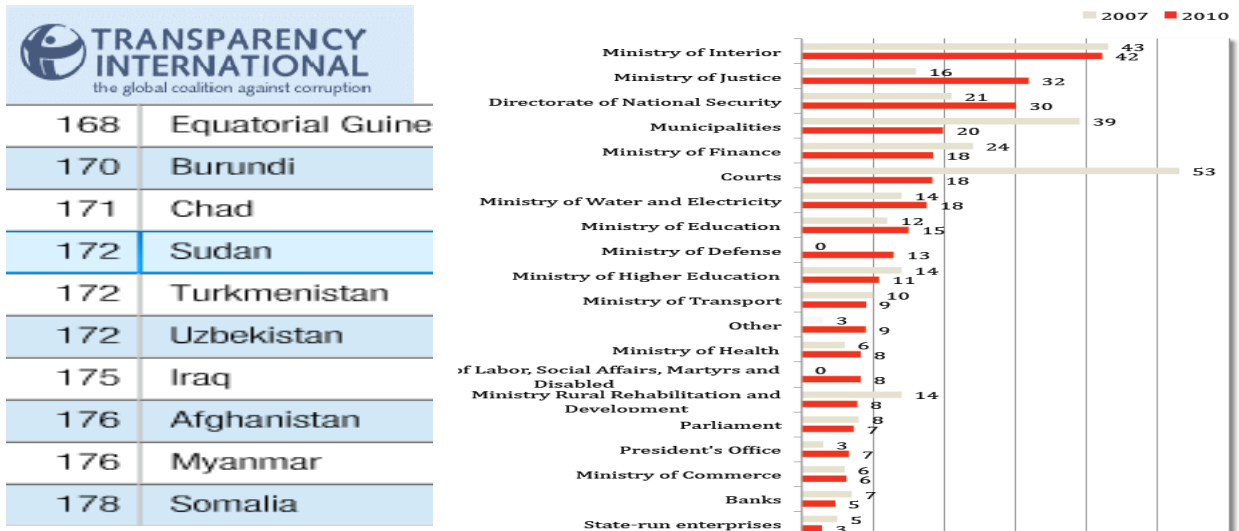
Chapter - 5: Anti Corruption

1. **Introduction.** The NTM-A/CSTC-A anti-corruption office is part of the Office of the Staff Judge Advocate. The office provides support to the NTM-A/CSTC-A Police and Army staffs to facilitate and coordinate anti-corruption initiatives and reporting protocols. The office coordinates with the European Union Police Mission (EUPOL) for anti-corruption efforts within the Ministry of Interior. The small staff currently consists of three attorneys and one paralegal, with one attorney dedicated to support the NTM-A Police and Army teams, respectively.

2. **Overview of Corruption in Afghanistan:**

a. According to the annual Corruption Perception Index (CPI) released by Transparency International (TI) for 2010, Afghanistan is ranked second from the bottom as the most corrupt country out of 178 countries. Further, the Ministry of Interior and Afghan National Police are repeatedly perceived as the most corrupt institution within Afghanistan.

Figure 5-1: 2010 TI CPI



b. Corruption is generally defined as the misuse of power for personal gain. The types of corruption in Afghanistan generally fall into three categories: predatory corruption, high level corruption and functional corruption. Criminal Patronage Networks (CPNs) sponsor systematized corruption in and out of government and across public and private sectors. The most threatening forms of corruption in Afghanistan stem from the country’s exclusionary political system and the CPNs that seek to consolidate power ahead of an anticipated ISAF withdrawal. CPNs act in concert to advance criminal organizations and particular agendas that undermine security, weaken government, retard economic development, and challenge rule of law.

c. There are two complementary approaches for dealing with corruption in Afghanistan and within the Afghan National Security Forces (ANSF). One method stresses accountability and enforcement. This

includes investigation and potential prosecution of corrupt individuals. The other method focuses on reducing the opportunities for corruption by adopting and improving systems and process to reduce the space in which corruption exists.

3. ISAF's Anti-Corruption Efforts

a. Combined Joint Interagency Task Force (CJIATF) Shafafiyat (Dari for transparency) was created in the fall of 2010. Its purpose is to improve transparency and accountability in ISAF operations and contracting as well as in all levels of the Afghan Government. ISAF's goal is to eliminate that corruption which fatally undermines the ISAF mission in Afghanistan or threatens the viability of the Afghan state. Because this is more a matter of will than capacity, a sophisticated influence and political strategy will be conducted to engage with the captured elements of GIROA to create the space for the cooperative individuals and institutions that remain. ISAF and the International Community must exert this influence on the Afghan government to gain unity of voice in a coherent, synchronized anti-corruption effort.

b. NTM-A operates in support of all ISAF CJIATF Shafafiyat efforts. However, where ISAF favors the accountability and enforcement approach, NTM-A favors the systems approach. By way of example, some of NTM-A's initiatives in this area include:

(1) Electronic Funds Transfer. The ANSF was historically paid in cash. Cash flowed down the command chain to the individual soldiers and patrolmen. However, the use of this cash system allowed great opportunity for individuals along the chain to skim money from the salaries. Now, 79% of the ANP receive their pay via electronic funds transfer or Pay by Phone. By November of this year, 90% of the police will be paid via EFT. No system is foolproof; however the use of EFT and Pay by Phone has reduced the opportunity for corrupt behavior.

(2) Personnel Asset Inventory. This initiative is meant to account for the total number of police officers, and to compare those figure against approved manning documents. Joint NTM-A and MoI personnel teams travel throughout the year to inventory the ANP present for duty, document their identification and to ensure that the personnel database has all the required information and is up to date. This reduces the opportunity for "ghost" employees for whom salary is paid but diverted to a fraudulent account.

c. Codes of Conduct. The ANP currently does not have a comprehensive code of conduct to govern the professional conduct of its officers, NCOs, and patrolmen. A code of conduct, or ethos, will serve as the foundation for transparency and accountability at a personal level. NTM-A and the international community are working with MoI to develop a code of conduct.

d. Lottery Assignment. It was common for ANP to receive their assignments because of personal connections or payments. The MoI has started to use a process to randomly select individuals for assignment. The Police Academy uses a lottery system. Each assignment has a ticket and the students pick their assignments blindly. This way, the assignment process is not susceptible to any favoritism or nepotism.

4. Advisor's Role in Anti-Corruption

a. All advisors are expected to promote transparency and accountability with their Afghan principals. This means advisors should help their counterpart identify, evaluate and promote new and transparent methods, processes, systems, that can be implemented within their functional area and ministry. This is an ongoing responsibility of ministerial development.

b. As an advisor to the Ministry of Interior you will undoubtedly encounter the issue of corruption, most likely when an Afghan official shares information or allegations with you. This topic will be covered in more detail during the New Advisor’s Course. However, there are several important tips that you should consider in your interactions as an advisor.

Figure 5-2: MoI Advisor Tips

<u>Do</u>	<u>Don't</u>
<ul style="list-style-type: none">• Build understanding• Listen to complaints & look for indicators• Check facts• Protect intel & evidence• Report information & coordinate• Look for Afghan solutions• Offer ideas for reform• Encourage transparency	<ul style="list-style-type: none">• Be indifferent• Believe the first complaint• Do your own investigations• Promise solutions• Act alone

5. **Menu of Options.** The decision of what to do with reports or allegations of Afghan corruption will depend on the specific circumstances. Facts to consider include the significance of the allegation (dollar amount), the seniority of the individual allegedly involved, the frequency of the reporting, the reporting source (motive), whether there is corroboration. Experience shows that one of more of the following choices will ensure an appropriate disposition of the information.

a. **No Action.** This is not the same as “do nothing.” You may find that many Afghan leaders have some form of corruption allegation in their background. Alleging that someone is corrupt can also be used to get a reaction from the coalition. Evaluate the allegation first. Talk to other advisors about the allegations. There may be times action is not required, particularly if this is the first allegation.

b. **Report & Monitor.** NTM-A policy contains requirements for reporting corruption allegations. In many cases the advisor will report the allegation and then see how the facts develop. Ask your Afghan counterpart, what he plans to do about it. If nothing, why not?

c. **Mentor.** You may notice over time, that your Afghan counterpart will ask you to tackle problems that they will not tackle themselves. If there are allegations of corruption, mentor your Afghan counterpart to work the situation within their own systems. Mentor your principal to be different, to hold himself personally accountable for doing what is right.

d. Encourage Afghan disposition. Frequently, Afghan officials seek action by the coalition on Afghan corruption allegations. They often do not want to use their own systems or to be the one who confronts a tough situation. Do not let them shift responsibility to you. In most cases, the allegations are potential violations of Afghan law and must be resolved by an Afghan entity. Encourage the Afghans to use their own systems. Even though we may be disappointed in the results, if their systems are not exercised the systems will never mature.

e. NTM-A Influence. In appropriate cases it may be required to elevate the situation to NTM-A leadership who may have more leverage to influence the situation, including conducting Key Leader Engagements (KLE).

f. Nominate to ISAF. ISAF Shafafiyat has a prioritization process for significant cases that may be outside NTM-A's authority and ability to influence. This process will be covered in the New Advisor Course.

6. **Mol Anti-Corruption References**. The following list contain a variety of references to transparency and accountability commitments made by Mol. Read the sections of the documents that apply to your advisory function. Hold your Afghan principal accountable for implementing the requirements of each.

a. National Police Strategy (2010-2015)

b. National Police Plan (2011-2012)

c. The Ministry of Interior Anti-Corruption Policy – Signed October 2010; pages 8-11 outline specific anti-corruption tasks for Mol.

d. The ANP Commitment of Promise – Signed 14 August 2010; each policeman is required to agree to this oath.

e. The Minister of Interior's Six Priorities - These are the top six initiatives that the Minister wants addressed in every program. Fighting corruption is third on the list with three important points.

(1) Transparency and accountability in contracting

(2) Appointments made on merit-based principle and competencies, with no ethnic discrimination

(3) A code of conduct and ethics training for police

f. The Afghan National Police Inherent Law (ILON) – Enacted Oct 2010, the Inherent Law creates qualifications for each rank and retirement options for General Officers. It consists of 8 Chapters, 55 Articles and 13 pages.

7. **Afghan Anti-Corruption References**. The following references contain a variety of research related to the perception of the ANP and corruption among the ANP.

a. United Nations Development Program (UNDP) website – www.undp.org. This web site contains the results of the 2010 Police Perception Survey (79% of Afghan citizens think favorably of the ANP)

b. Transparency International website – www.transparency.org . This organization publishes a Corruption Perception Index each year by country.

c. The Asia Foundation website – www.asiafoundation.org. The Asia Foundation conducted a survey titled “Afghanistan in 2010: A Survey of the Afghan People” which addresses corruption among the police.

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Chapter - 6: Lessons Learned and Other Advice

1. **Overview.** The information in this chapter is designed to provide advisors with advice and lessons learned from:

- Former advisors to MoI and MoD,
- MoI and MoD Afghan leaders,
- Linguists, Interpreters, and Translators.

2. **Advice from Former Advisors.** This section contains a variety of raw comments provided by outgoing advisors. Some were extracted from emails and short papers; others were noted during the obligatory outgoing advisor comments at the Friday night Senior Advisor dinner at Camp Eggers. The segregation of comments into topical groupings is provided for the reader's convenience. In some cases, similar comments were retained for emphasis. The comments were intentionally not heavily edited.

b. Preparing to Serve as an Advisor.

(1) Establish email contact early with someone in the area you are going to work, ideally with the person you are replacing. That person should provide you with: background on the ministry and your position; situational awareness on your Afghan counterpart's personality, habits, work related issues; strategic and governmental (political) initiatives; and overall mood of the ministry.

(2) Take a couple of days, at least, to ease into the battle rhythm, it's encouraged.

(3) Read the advisor guidebook and other recommended readings. Especially master your roles and responsibilities and the Ministerial Development process defined in Chapters 2 and 3.

(4) Anticipate that serving as a senior advisor to key strategic leadership in Afghanistan will definitely be rewarding. It is also likely to be one of the more demanding of opportunities in many ways (physically, emotionally, and intellectually).

(5) Take time in the beginning to get to know the advisor counterpart, the counterpart's organization, and the counterpart's key assistants.

(6) Be prepared for a diverse group of fellow advisors in the MoI. There will be highly competent fellow advisors in the MoI from Canadian Army, Royal Canadian Mounted police, FBI, DEA, civilian police offices, EUPOL, French Gendarmerie, Italian Carabinieri, Germans, Australians, and contract organizations, just to name a few.

(7) Build a plan of introduction for "beginning" your relationship with your counterpart. Plan to be patient in assessment, and avoid leaping to solve problems for your counterpart too quickly. It can be complicated in Afghanistan.

c. Practice Good Communications.

(1) Afghans are familiar with, and operate off of written plans – and PowerPoint is not the best means of communicating. Read ahead's for Afghan officials during KLE should be the same as a read ahead protocols and timeline as if you have an appointment with a Senior DoD, or Secretary level meeting.

(2) Consider that this work is in a country with 15-25% literacy rate and where the equivalency of a high school education is a core requirement for entering the officer corps, we have got to turn it down a couple of notches. Pretend you are in the US Military prior to Microsoft. Quickly connecting the Afghans to email might not be the biggest favor we can do for them. Maybe the Afghans have it right with their emphasis on face-to-face communication (or talking over the phone) as being the most effective – vice sending emails to people across the room from you – like we do.

(3) Microsoft is not universal. Afghans do not necessarily consider our charts, options, and PowerPoint presentations to be cool or effective. Regardless of how many charts you build, Afghanistan is a culture of discussions and dialogue. This Afghan generation is not ready to fully embrace Bill Gates' greatest contribution, a headache for many actions officers.

(4) If they are screwed up, tell them so. [Clifton note. See next section in this chapter on the Afghan leader's perspective about communications and respect.]

(5) Write all your reports as if COMISAF will read them. He may.

(6) It's a good idea to occasionally do quality control with your translator – always do this if it's an important document.

(7) Be a good patient listener. That's a key to success in any environment, especially here where the Afghans love to tell stories. Be a good story teller, especially allegory (a story that is understood to express deeper meaning). Be a good negotiator. Push them to the limit and then some. They won't respect you if you don't.

(8) Some ideas are difficult to translate. Choose your words carefully and check for understanding. Body language is important. Try to get enough rest and be sure that you look like you are interested even when you are struggling to keep focused.

(9) Power Point products and diagrams often do nothing but confuse the Afghans. Keep presentations simple. If you feel a need to explain the slide, then it is probably not useful.

(10) Never say something to coalition members that you would not want the Afghans to hear as many Afghans understand more English than they will admit. Be careful how you speak in front of translators, especially when discussing other Afghans whether workers or senior leaders.

(11) Recaps help. 30 to 40% of all conversations are lost in translation (Clifton note: this may not be scientific measurement, but the point is, always consider how much may be lost in translation. Thus, recap the important items.)

(12) Keep your counterpart (advisee) apprised of important happenings in more than their area of responsibility; provide information with parallel actions and the larger context. No stove pipes. Partnering with other advisors is a good way to do this.

(13) The good, the bad, and the ugly. Challenge your counterpart to equally address them all.

d. Understand and Respect the Afghan Culture.

(1) Afghans have a strong ability to perceive sincerity – being genuine, being yourself will cause the Afghans to respect you and embrace you as family.

(2) Many critics claim the Afghans only come to a discussion with open palms; amazingly, the same applies for Coalition forces.

(3) Show respect for Afghan rank and position. One advisor commented: “I’ve been disappointed by the way many coalition members treat senior Afghan leaders. We should render them the same military courtesy afforded Coalition officers.” Standards and expectations of service tradition, respect, customs, protocol, respect for senior official’s office, and professional courtesies cannot be relaxed. These standards should extend to the Afghans. For example, young officers and junior level civilian advisors must be cognizant of the expected standards they must employ when working with a more senior Afghan official – and behave accordingly. Be able to recognize Afghan rank when you see an officer in uniform. [See rank structures at the end of this chapter.]

(4) Culturally, the Afghan principles of leadership appear light years from what Coalition forces are accustomed. The greatest challenges for Afghan leaders are ownership, accountability, discipline, and restrictions. Ownership: Afghans must have clearly defined, detailed, and specific written guidance outlining the mission, structure, roles, and responsibilities – their “box” must be defined. There is little gray area for the direction and oversight of execution. Afghans have an honest fear of not operating within the guidelines of established policies, decrees, and chain of command.

(5) Trust the Afghans to take ownership over processes key to development. Don’t underestimate the knowledge of the Afghan principal that has been on the job for many years, compared to the advisor on a 6-12 month tour. However, there is a continuing need for the advisor as a conduit to the Coalition, as long as the Coalition has direct responsibility for Afghan processes.

(6) Be aware that many Afghan key leaders lack the authority to remove undeserving individuals from their position.

(7) Be aware of the different perspective about time. The Coalition operates with an operational urgency based in hours and days while our Afghan counterparts are operating in months and years. We have to remain determined and persistent, while practicing patience and respect for the Afghans. A “full steam ahead” western approach will be consistently ineffective.

(8) The Afghans are incredibly patient dealing with the institutional restrictions placed on them, and the lack of delegated authority. Sometimes the Coalition needs to slow down in order to accelerate progress - focusing on foundation building like tackling the “old Soviet” paradigms.

(9) When a conscious decision is made to field and accelerate the growth of an army without an adequate logistics and sustainment capability in place, it is no surprise that soldiers go AWOL due to poor living, eating, and training conditions; or that commanders hoard materials because of the uncertainty of when and what they will get in their next shipment; or that a stagnant logistics system is unable to support an army two to three times the size of its current capacity or capability. It's like operating Disney World with a fraction of the bathrooms it needs, or only a third of the mechanics needed to keep the rides safe, or a fraction of the supplies needed to feed the daily visitors. Such a Disney would quickly fail. Afghans do "get it." Sometimes we do not.

(10) There are many similarities between Afghans and their Coalition helpers. Afghans value the traditions of God, country, family, and self in some variation.

(11) We must define what "right" is. Afghan right may not always be the same as "Coalition right." Variations of "right" should be offered to the Afghans to allow the Afghans to decide what right is. Imposing western or US Army standards on Afghans is a key problem— and the Afghans struggle to make these work. Overly complex solutions that cannot be sustained with the likely Afghan infrastructure of the future are detrimental to the mission. And, do not forget that the ANP is not an army. So, Afghan "right" in the case of Mol also includes the concept of what is right for a national police force, vs. an army.

(12) Treat Afghans with dignity, regardless of who they are, or their position.

(13) Afghans:

- Don't like PowerPoint.
- Need paper directives with stamps and signatures to do anything.
- Don't care as much as most westerners about time or punctuality.

(14) Be a bit skeptical of a person's official history.

(15) Try to understand the Afghan culture. You will have limited success, but you need to try to get some understanding. Recommend reading "*Buzkashi: The Game and Power in Afghanistan*."

(16) Afghans who are smooth English speakers make excellent first impressions; best to focus on the issue and make assessments based on tangible gains.

(17) Yes can mean "yes" or yes can mean "I understand you".

(18) Demonstrate interest in local customs and basic language skills. Americans can be viewed as arrogant at times, so thwart that stereotype from the beginning.

e. Understand Advisor Roles and Responsibilities.

(1) Build strong relationships not only with their Afghan counterparts, but also with the other Coalition advisors. Senior advisors will have a specified responsibility to coordinate the advisors within their DM's or Police Pillar commander's organization. All advisors and the mission effectiveness will benefit from relationship building.

(2) Make sure that roles and responsibilities are clear with your rater – early on.

(3) Be flexible. Some roles, relationships and responsibilities are personality dependent. An advisor may have multiple roles that vary over time: liaison officer, military assistant, confidant, speech writer, PowerPoint expert, support for key leader engagements, synchronize calendars with the executive staff, and overall coordinator for numerous projects or initiatives involving the ministry.

(4) Most important, the advisor's responsibility is to build Afghan capability to run the ministry – in accordance with the National Police Strategy, National Police Plan and the Ministerial Development Plans.

(5) Practice “reverse atmospherics” which means messaging to the rest of the force the importance of knowing how to treat and engage with our Afghan Senior Leaders – helping visitors not familiar with Afghans, the MoI or the Ministry, know how to successfully engage and treat senior officials with courtesy, respect and honor.

(6) Discovery learning is not always the best method (think flight school). If it's time sensitive or brand new to them, giving them the solution works ok.

(7) Find the sweet spot: too little time with your advisee and you'll have no impact; too much and you will become a nuisance.

(8) Building a working relationship does not mean making the principal your friend. You must maintain the ability to deliver stern criticisms.

(9) Senior advisors' functions. Based on ministerial advisors' responsibilities and tasks, their functions include, but are not limited to, the following:

- Execute CSTC-A plans to achieve irreversible, Afghan Self-Reliance
- LNO role (information conduit)
- Report to CSTC-A on progress, etc
- Help solve Afghan problems
- Assist the principals better conduct their daily business
- Develop staff functions for the principals
- Coordinate with other advisors to accomplish the above

f. Being a Successful Advisor.

(1) Be patient. It takes time to gain the confidence of your Afghan counterpart. Spending much more time listening and taking notes during your first 60 to 90 days is a good idea – especially for first time advisors.

(2) The “Afghan mindset” is one of the greatest attributes of an advisor.

(3) Be patient. This pertains to every element of your assignment as an advisor. Starting with your training, proceeding through your travel into the AOR, to processing at Eggers, billeting, processing, standing in lines for chow, to your work as an advisor. Be patient. Be prepared for multitude marathon meetings at Eggers that will sap your focus, attention and energy. Be patient.

(4) Fight tribalism - among the NTM-A staff and the Coalition. There is no room for us vs. them – everyone is working for the same end state and should take time to get to know the people they are working with.

(5) Avoid a “we-they” mentality between the Eggers staff and the advisors. The staff are not “fobbits” – they have an important job to do also. But, understand they may need your help understanding the role and responsibilities of the advisor.

(6) Remember Theodore Roosevelt’s admonition: The best executive is the one who has the sense enough to pick good men to do what he wants done, and self-restraint to keep from meddling with them while they do it.

(7) Don’t be the “easy button” for solving problems that could be solved by Afghan leadership.

(8) Work harder than they do and you’ll earn their respect. Earn their trust by always doing the right thing for their institution, which is not always the same thing IC or ISAF thinks is right

(9) Be careful asking, “What can I do for you?” ...they will ask for stuff you can’t deliver. Always under-promise, over-deliver. There are just too many people and situations beyond your control. Avoid setting hard dates when discussing things with advisees, subordinates, and especially your boss.

(10) Understand the movement control policy and force protection regulations. Be prepared for times when you can’t obey it and accomplish the mission. Always maintain situational awareness in order to keep yourself safe. And, be vigilant – always.

(11) Determine your relationship with your counterpart’s subordinate leaders and their advisors. Sometimes they work for and with you. Sometimes they might not.

(a) Be wary: subordinate Afghans may become jealous of your access and work against you. Don’t take anything for granted; always consider politics, ethnicity, education, and human terrain.

(b) Keep a professional distance and don’t get too familiar with your advisee/counterpart.

(c) Ask yourself periodically about your work: is this capacity building?

(12) Bring work with you to the MoI. Your days there will not always be efficient if you don’t.

(13) Daily reports:

(a) Plan ahead for your daily progress reports. This is an important responsibility and requires serious attention to be done correctly. Don’t wait till you get back to Eggers to start the report. An outline prepared during down time at the MoI can help your report be more accurate, timely, and less stressful when you come back tired to face the reporting requirement.

(b) Be careful what you report in your daily report. Some information is best sent directly to the Senior Advisor and ACG vice putting it in the daily report for transmission to a wide audience.

(c) Use the fewest words possible to convey your daily report content. Be aware of the diverse and often very senior readership. Acronyms are not helpful, even if you are very familiar with them.

(14) Don't try to solve all the Afghan's problems. Afghan MoI leaders need to find a solution. Be willing to work with the Afghans and accept their solutions when at all possible. Afghans must be allowed to lead.

(15) Avoid the natural tendency to answer unequivocally, coordinate issues with relevant stakeholders and decision makers.

(16) Advising is 10% with the principal, 40% with the principal's staff (one level up and one down), 40% with NTMA and 10% reflection in an attempt to figure it out.

(17) Leadership trumps all! Build credibility with your counterpart (advisee) through demonstrating sound leadership principles on both sides of the equation (your military headquarters and the supported host nation).

(18) Be a model staff officer; coordinate staff actions with your fellow advisors, in advance, and encourage your counterpart to do the same. Be prepared to "answer" for CSTC-A (within your lane).

g. Miscellaneous Advice

(1) Bring food with you to the MoI – that way you won't miss lunch.

(2) You don't have to drink the entire cup of tea.

(3) Travel is often your choice: go for the adventure, stay to get real work done.

(4) Get close to your advisee, but remember who you are and who you serve. Beware of going native; remember which side you are on. Cultivate a healthy professional relationship with your counterpart, however, "do not" lose sight of the larger military campaign. Stay the course and do not drink the kool-aid.

(5) Work hard, but pace yourself. You are not invincible. Advising is physically and mentally demanding; you have to take care of yourself to respond to those demands. The effort required is not a 100 yard dash.

(6) Don't be afraid to "'branch out' – 'to do what they do' in order to learn their culture and ways – this allows you to be a more effective advisor. However, always maintain your personal security.

(7) Advisors are not "advocates" of whom they advise, but representatives of the command charged with coaching the assigned principal, associated staff and key systems to achieve the goals of the plan.

(8) "Little favors" grow rapidly. Discipline the system.

(9) The amount of time senior advisors spend with their counterparts varies based on the relationships between advisors and their principals. Some prefer daily meetings; others prefer only a couple of times a week. It depends on what an Afghan counterpart wants to do, and how much an advisor wants to help.

(10) Meet daily. Those going in to meet their principals daily are not necessarily spending the whole day with their principals. They normally have their own work stations. This affords the advisors the ability to provide maximum benefit to impart their knowledge and skills by being around when their principals have questions; identifying staff functional problems in order to provide assistance; having a better progress picture.

(11) Leverage effectively your fellow advisors and contract mentors.

(12) Take care of yourself. Sleep enough. Exercise regularly. Relax on Friday mornings. And, follow these advisor watchwords: be patient, be flexible, and be civil. Leave personal drama at home – never forget, it’s not about you.

h. Facilitate Continuity.

(1) Maintain a continuity folder. This is your handoff to make sure your successor doesn’t “drop the baton.” We are running a relay. Each advisor’s role is an integral part of the overall effort to build Afghan capacity over a number of years. A good handoff will be important to help your successor understand he/she is not expected to, nor is it desired that they, reinvent the process. With tours of only one year or less, it is important to have a properly constructed continuity folder to keep track of prior efforts, current status, and future engagements. A well organized continuity folder will contain necessary information for the new advisors to quickly grasp what they are dealing with, and significantly shorten orientation time in order to start performing at their potential. Additionally, the continuity folder will allow the advisors to track progress based on the development plan, and what is yet to be done for the follow-on advisor. At a minimum, a continuity folder should include the following information:

- NTM-A/CSTC-A strategy
- NTM-A/CSTC-A Priorities
- Leadership guidance
- Ministerial development plan
- The plan itself
- Current status based on an understanding of key metrics
- What is yet to be done
- Challenges
- Afghan information
- Principal’s profile. Include history, ethnic background, education background, birth province, tribal affiliation, etc
- Principal’s key assistants’ profiles
- Principal’s organization and normal functional processes
- Particular areas of concerns
- NTM-A information
- Key relevant directorates and their functions
- Resources and work-flow Requirements

- Interpreter information
- Language capability (noticeable difficulties)
- What the principal is doing to improve his English skill and specialty skills
- Profile. Include the principal's background information
- Some history can be useful so the advisor knows what's been tried/requested/failed/done

before his/her arrival.

(2) Keep a continuity book current, you never know when you'll be re-assigned – or if your replacement will unexpectedly have a 3-week under-lap – possibly creating a requirement for a temporary fill.

i. Final note from 4 Senior Staff Members at Eggers.

(1) Advisors need to concentrate more on the Junior Officer level (major and below). We are good at working with and mentoring Col's upwards but the junior level is where the staff work should be done. Need to focus on getting the Afghans to 'do the work' rather than spoon feeding them, even if this means that the product is not as good in the first instance (an 80% solution done by the Afghans is better than a 100% solution done by the advisor). Try to meet face to face on at least first contact to build a relationship. Do not assume knowledge; provide some background, especially for staff rooted in Eggers. Be realistic in your expectations. Resources are scarce so expect delay and disruption and plan accordingly. Patience! It is custom for the Afghans that people will be continually walking in causing numerous interruptions to your meetings and one to ones. Don't let this aggravate you and 'go with the flow.'

(2) Identify and link with key topic area lead desk officers in HQ ISAF or HQ IJC to ensure synchronization of effort and sharing of information/ideas. Make contacts through HQ ISAF DCOS SP who can help with links into ISAF or information requirements. Where possible ensure Afghan partners are forced to use processes and procedures without solving problems for them. Ensure ISAF and IC also utilize Afghan systems to force their systems to improve/work.

(3) Take the time to do KLE with the NTM-A/CSTC-A CJStaff. The KLE should be two-way, they discuss what they are doing in your area and you provide context for inside the ministry. If you think the CJStaff know what you need because in the past it worked well, they probably all changed over and have no idea who you are or what you need. Doing KLE with NTM-A staff, because of turnover, can take more time than in the Mol. NTM-A is a complex organization. Your priority may not be the command priority, but somebody can probably help you if they know it is important. You will never be guilty of over communicating.

(4) Remember that we are all on the same team and working to the same ends. Just because they are an advisor for a DM or Min or 3 star general or whomever, does not mean that they themselves do not do work and the staff does all their work for them - all must pull their weight even if they are a Col who might be used to having a large staff of their own back in their home country.

3. Mol and MoD Afghan Leaders' Advice.

a. Overview. This section is dedicated to the Afghan perspective on senior advising. It is the result of interviewing deputy ministers and high-ranking general officers at both MoD and Mol. Without exception, Afghan officials spoke very highly of senior advisors. Most of them had worked with more

than nine advisors; some of them had worked with up to 30 advisors. They were very impressed with the quality and dedication of the senior advisors. They expressed gratitude for all the progress made because of the help from the allied nations, and that the Coalition and the Afghan government were fighting the same enemy, working together to enable Afghan capacity, defeat the enemy and achieve stability in Afghanistan.

b. Summary. Afghan leaders asked senior advisors to **be more tolerant and flexible** for the following reasons:

(1) Many high ranking officers were Mujahideen commanders during the Taliban rule. They do not have the education and experience to manage modern, professional security forces.

(2) Many officers are hard wired with old Soviet style systems and are familiar with how things work under the old systems. It will take time to change the old ways, and learn new systems and approaches.

(3) The starting point for Afghanistan is very low due to illiteracy and lack of adequate infrastructure. Many norms that are seamless in the developed world must go through significant difficulties in Afghanistan, and it takes much longer to achieve desired objectives.

c. Afghan officials have provided many valuable insights. Those insights are provided below:

(1) Qualifications of advisors:

(a) Senior advisors must be subject matter experts. A senior advisor should have expert knowledge and significant experience in the area for which his principal is responsible. For example: if one is to advise a Chief of Staff (CoS) he should understand how to run a large organization like the Ministry (ideally with a chief of staff or high level staff secretary experience in the advisor's background), because that is what the CoS is in charge of. The advisor's benefit is negligible if he does not know these subjects. If one is to advise personnel management, he should know personnel management issues. Likewise, if the counterpart is in charge of solving crimes, a field grade officer, or a retired military officer, without military police experience, will not provide much help. Finally, prior experience in Afghanistan will add a lot of value.

(b) The advisor should be good with staff work. A good field grade officer does not necessarily mean he/she is also good with staff work. However, being a senior advisor means dealing with a lot of staff work. Strong writing ability and staff officer experience are essential for senior advisors to be effective in what they do.

(2) Prerequisite for senior advisors. Prior to arrival, the future senior advisors should learn and **have a very good understanding of Afghan history, culture, customs, economic conditions and politics, and learn some basic language skills**. Knowledge and understanding these areas will help quickly build relationship with Afghan counterparts, and avoid embarrassing mistakes. Afghans are shaped by their past, culture, economic conditions, and politics. Without a good understanding of these areas, there will be much difficulty in dealing with Afghan counterparts. Learn to speak some language to help establish friendly relationship quickly. It demonstrates one's attitude towards Afghanistan and its people. When one is willing to learn and speak the language, it brings smiles and opens up hearts. Furthermore, senior advisors should be familiar with Afghan customs. Knowing about Afghan culture is

not enough. Understanding customs may be even more important. Customs are what people do in their day-to-day lives. They are the codes of social behavior that govern what to do, what is acceptable, and what is not acceptable. Additionally, knowing and doing are two different things. It is important to **understand what Afghan customs are and respect them**. For example, learn how to properly greet others. Proper greetings will immediately open many doors.

(3) Key elements of being a good advisor:

(a) **Understanding your counterpart.** An advisor needs to become very familiar with his principal's background. One's ethnic background, educational background, and history are very important and influence that person. Understanding the principal's background will help communications and build solid relationships, leading to successful mission accomplishment.

(b) **Understand the principal's organization and key assistants.** An advisor should become familiar with his counterpart's organizational structure, work processes, key staff officers, and their background in order to provide effective assistance.

(c) **Establish a good relationship with your principal.** Professional relationships are important. However, good personal relationships are even more important, helping both sides to better understand the other's concerns and achieve good results. To establish and maintain good relations, it is important to travel and eat with Afghan counterparts. Sharing of meals, facing potential dangers are the best ways to demonstrate trust, and breakdown interpersonal barriers.

(d) **The advisor should understand his principal's issues and help solve them.** Anybody can relay CSTC-A information to his principal, and call it a job done. However, a good advisor will attempt to do everything he can to ensure his principal successfully accomplishes his endeavors. Some senior advisors have displayed genuine concern for their counterparts, and go beyond what they are required to do to help their counterparts and are fondly spoken of. Some of the things these advisors did were:

1) Provide situational awareness information such as daily ANP/ANA update, insights from other advisors, and media reports of interest, etc.

2) Train Afghan staff in their daily functions. When staff functional difficulties are observed, provide training and help.

3) Seek out the needs of their principals and help resolve them.

4) Be non-intrusive, but stay longer than required to be accessible, and provide any assistance as needed.

(e) These things made a difference in the relationship. It showed the advisors cared. **Advisors should keep in mind that they are successful only when their principals are successful.**

(4) Dealing with Afghans. The senior advisor will be able to quickly establish good relationships with their counterparts when they observe carefully the following points:

(a) **Respect Islam.** As Afghanistan is an Islamic country, Islam is practiced by the vast majority of Afghans and governs much of their personal, political, economic, and legal lives. It is important to

respect the religious beliefs. Do not joke about religion or make insulting comments – they are not funny and will negatively impact the mission. Understand and respect the religious months and holidays. Friday is the Muslim holiday. Most shops and offices are closed. Government offices and businesses may also close on Thursday. One should be familiar with the obligations for all Muslims, regardless of which tradition or school they follow. These are often called the “Five Pillars of Islam”:

1) *Shahadah*: Testament to the Oneness of God and the finality of the prophethood of Mohammed. (To become a Muslim, one says the words “There is no God but God, and Mohammed is his Prophet.”)

2) *Salat*: Establishment of the daily prayers. All Muslims are expected to pray facing Mecca five times per day at specified times, except in special cases. The call to prayer is sung each time from the Mosque.

3) *Sawam*: Self-purification by Fasting. For the month of Ramadan each year (usually around November), all Muslims except pregnant or breastfeeding women, the elderly, newborns, toddlers, and the sick fast (take no food or water) from dawn to dark each day. Fasting demands no eating, drinking, cigarette smoking, or gum chewing, sex, or using bad words. Foreigners are not required to fast; however, they must not eat, drink, smoke, or chew gum in public or in front of those who are fasting.

4) *Zakat*: Concern for and almsgiving to the needy. Muslims should give a percentage of their wealth each year to the poor.

5) *Hajj*: The pilgrimage to the Holy City of Mecca for those who are able. Every Muslim who is physically and financially able to make the pilgrimage, or Hajj, to the holy city of Mecca is obliged to do so once in his or her life. Because of the huge cost of making the trip and the limited number of spaces allocated to each country, for the great majority of Afghans, this is an impossible dream. A Muslim who has fulfilled this obligation is given the honorific title “Hajj” a word which is filled with deep emotional and religious meaning and which implies great respect. A person who has not completed the Hajj should never be called “Hajj” or “Hajji” as this is a deep humiliation and shame to the man who has been unable to fulfill this sacred obligation. (The preceding explanation of the 5 Pillars was Extracted from the USMC Operational Culture for Deploying Personnel Guidebook on Afghanistan May 2009 p 42-43).

(b) **Respect Afghan traditions.** Traditions to Afghan people are as important as religious beliefs. Spend time learning and understanding what those traditions are.

(c) **Take extreme caution on the topics of females.** Afghans do not like people to inquire about their wives and daughters. A friendly greeting such as “how is your wife” or “how is your daughter” can be very offensive. Instead, inquire as to the health of his family. At work places, never display interest towards female workers – always keep a professional demeanor. Displaying interest towards females in public will also cause hostilities.

(d) **Never embarrass an Afghan in front of others.**

(e) **Never challenge an Afghan in public.** You will lose his trust and risk never regaining his trust again. The preferred way to correct a mistake is in private, behind doors. If you have to tell your counterpart that he is not correct, find the right moment without others around, and bring it up gently with a respectful tone.

(f) **Proper introduction with courtesy will set the right tone and open many doors.** Afghans do not like to be ignored. Acknowledging everyone's presence when entering a room is very important to avoid misunderstanding.

(g) **Respect Afghan counterparts' opinions.** Debates will happen due to different understandings, but let debates be healthy discussions; never let debates become arguments which may result in bad feelings.

(h) **Respect Afghan officials as if respecting Coalition high-ranking officials.** You still must be honest and steer your principal toward the proper answer; but don't roll over on everything they say.

(5) Advisors should be mindful of:

(a) **Miscommunications.** Miscommunications can become a hindrance in cooperation and trust. Understanding how miscommunications happen will help diffuse some of the tensions, or help better communicate with Afghan counterparts:

1) **Interpreter problems.** The interpreter may fail to accurately translate the meanings, causing bad emotions, or only translate a portion of what is being said, causing uncomfortable speculations.

2) Many interpreters may speak both English and Dari, or Pashtu as well, but their language skills may not be at mastery levels, leading to failures of interpreting some nuanced meanings, causing misunderstanding. Additionally, depending on their experience and knowledge in a particular field, they may not have sufficient knowledge to understand the concepts of special terminology. **Be tolerant,** understanding that negative nuances could be the result of mistranslation.

3) **Misunderstanding caused by different systems.** Some Afghan officers are familiar with Soviet systems. **Transitioning from one system to another is inherently challenging, and it takes time.**

(b) **Interpreter's political affiliation.** An advisor spends a lot of time with his interpreter. He should know his interpreter well so that he is not clouded by information fed to him by the interpreter.

(c) Take caution when the interpreter makes comments or provides information beyond his responsibility. The interpreter may belong to a specific ethnic group, or a particular political group -- he **may be trying to inject certain influence because of his political affiliation.**

(6) Conducting business.

(a) **Advisors must have clear directions and guidance.** They should have a clear understanding of the following subjects:

- Strategy, plans, and policies
- Tasks and requirements
- Priorities
- Challenges
- Resources

(b) **Good coordination between different directorates, between advisors and their principals** is essential to successfully achieve mission objectives. This is the only way we can establish good policies and strategies. [Clifton note: The advisor network can be very helpful as a shadow coordination structure, enabling the Afghans to improve their own staff interaction.]

(c) **An advisor should respect the principal's opinions on culture and Afghan ways. Respect each other's ideas.** Advisors and their principals can run into many debates and misunderstandings due to different thought process. It is very important to keep an open dialogue. Americans and Afghans do things differently. For example, US IG has independent authority to conduct inspections, while Afghan IG does not. Afghan IG cannot decide to inspect any unit without first receiving direction from the minister. The advisor cannot demand an inspection be done simply because he wants to, because Afghans do not have authorization. This is a very important point to remember because of potential negative results that lead to disciplinary actions or criminal investigations – there are political consequences from the inspections.

(d) **Focus on the overall objective to build Afghan capacity.** Closely coordinate with the counterpart and work side by side in order to make significant progress.

(e) **Advisors are the link between Afghan organizations and CSTC-A. They must properly relay all information back to CSTC-A, regardless of being good, bad or ugly,** in order for CSTC-A to gain an accurate picture of status of force capacity building, and formulate proper strategy and resources to provide proper assistance.

(f) **Advisors must be able to help their counterparts solve problems efficiently.** They must identify the issues and provide proper advice and assistance. If problems are beyond their ability to solve, they should take them back to CSTC-A, and get proper resources to get the job done.

(g) **They must be honest and report back all gaps and problems.** They should also inform their principals on the progress of what they are working on. Free information flow not only helps maintain good relationships, but also keeps everyone focused on achieving mission objectives.

(h) **Treat Afghan counterparts as partners, and work out issues and challenges together.**

(i) **Advisors should not make demands.** No one likes being bossed around. Using respectful tones and language will achieve a lot, while making demands will often lead to negative consequences. Let disagreements be disagreements, and give more time for open and honest discussions to get better solutions.

4. Advice from Interpreters.

a. The IT is important to the mission. The interpreter/translator is like a bridge between you and your Afghan counterpart. The interpreter bridges the language gap, accounts for context in conversation, provides cultural awareness, keeps alert to safety issues, and provides atmospheric about conversations. The IT reflects the advisor. ITs takes their responsibilities seriously, and represent you through dress and appearance, demeanor, and familiarity with the topic of conversation. In many ways, the IT "sells you" and can create mutual respect and support with your Afghan counterpart.

b. Partnering with your IT. The initial meeting with your IT is important. The IT will be sensitive about how you work together, and will place importance on the initial meeting. Sharing your backgrounds (e.g., military, professional, family, cultural, social) is important. She/he will use what you share to assist you. The working relationship is important. Expectations work in both directions. A professional appearance is expected at the ministry. The IT can help you understand the work environment, and vice versa. Discussing translation techniques ahead of time and asking the IT about sensitive, cultural, and religious issues (e.g., what areas to talk about, or not) can also be helpful.

c. Daily Routine. Start the day by greeting your IT (salaam-u-Alaikum or Good Morning), then sharing your plan for the day. Make sure your IT knows all the acronyms and concepts used within your area of expertise, especially for the day ahead. If your IT has done a good job in a meeting, tell him so. Introduce your IT to your friends and colleagues, and do not be demeaning to your IT by ignoring him/her and overlooking introductions. Be sensitive to the fact that the term “translator” may be a little demeaning. If you use “assistant” or “cultural advisor”, in your introduction, it will be better. Frequently talk to your IT about his/her problems and show interest in helping him/her solve the problem. This includes being sensitive about an IT’s family responsibilities, which may be an additional burden due to the IT’s work with the Coalition. Treating your IT like a good friend will encourage him/her to assist you more and more. Allow him to earn your trust and tell him when he is doing so.

d. Be aware of and clear about requirements for ITs. ITs are required to: maintain good relations between their advisor and the advisor’s counterpart; show up to work on time and leave on time; look professional when he/she is visiting higher ranking Afghan officials with his/her advisor; have a pen and notebook in all meetings; note the meeting’s main points; work longer hours on an assignment, if required (advanced notice is good etiquette and will be appreciated). ITs should not share their ideas or thoughts regarding a question asked by the advisor unless the advisor wants him/her to do so. ITs should not interpret some bad word or bad jokes which bring cracks to the advisor and advisor’s Afghan counterpart relationship. It’s sometimes better not to ask or insist that the interpreter translate exactly. ITs should not share office issues with the Afghan counterparts. They should not hand classified documents.

e. Translation Techniques. ITs should prepare before meetings. Advisors can help by telling the IT what the objectives of a meeting are, and what the expected outcomes are. If there are multiple ITs, they should fill multiple roles (e.g., primary IT, note-taker, quality control). When in a meeting, do not talk long so that your interpreter can interpret more easily. Alternatively, if you don’t say enough, the interpreter may have trouble understanding the meaning. **A short paragraph of complete thought is the best, so the interpreter can hear a complete unit of thought.** Sometimes there are special circumstances. Afghans may tell your interpreter not to translate something, there may be dirty jokes, or the room atmospherics may be different than the actual message. In these situations, an advisor who has developed a sound relationship with his IT can rely on him/her to handle it correctly. Many advisors and interpreters develop “hand and arm signals” to send messages like “hold on for a minute and I’ll explain” (hands together), “write this down, we’ll talk later” (raised eyebrows), or “get me out of here, I have to go to the bathroom” (raised little finger).

f. Cultural Issues. In addition to those already discussed, the following cultural points should also be considered: During meetings, remember and adhere to whatever your IT tells you regarding cultural issues. In a meeting with senior officials, always stand when they stand. Whatever you do in your Afghan counterpart’s office which is directly or indirectly related to Afghan culture should be discussed

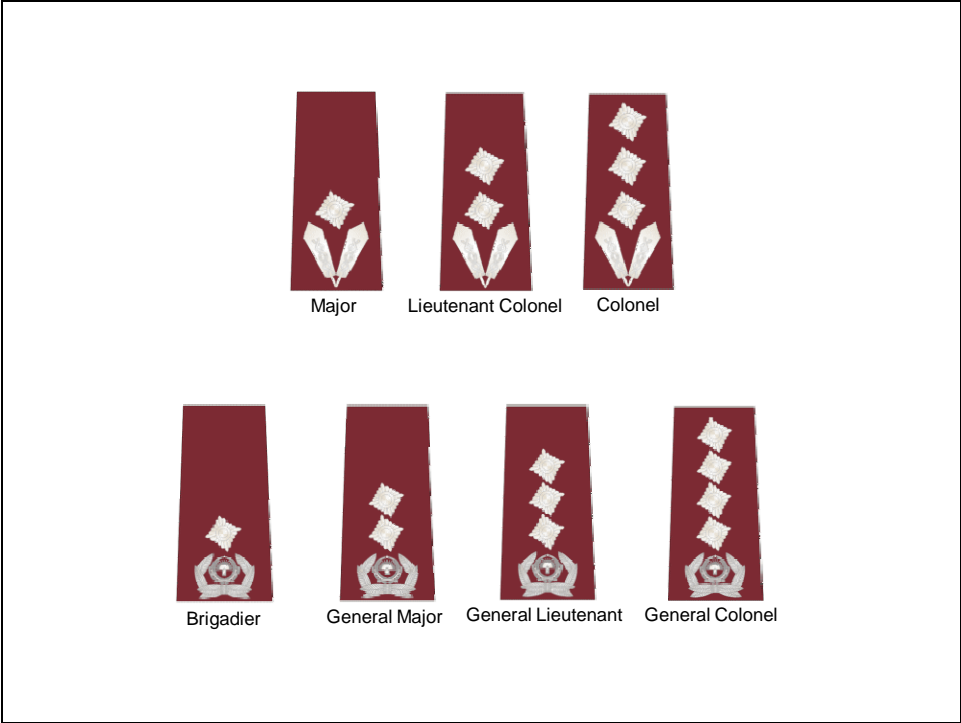
first with your IT. There are special requirements for events like Eid, weddings, promotions, invitations to dinner, and funerals. The IT can assist in responding correctly.

g. Remember that interpretation and translation are extremely difficult, yet all communication in Afghanistan depends on accuracy. Rehearsal with your linguist can help – and is a must for important meetings. Being available to answer questions on translations is essential. Always use clear and simple language. On official documents, use a 2d or 3d translator to confirm the meaning has been conveyed. There are many more English words than in the DARI vocabulary. Many times terms simply won't convey meaning. Accurate transmission of meaning is very difficult, and can become impossible if an advisor uses specialized, complex terminology (or uses any acronyms) that the Afghans simply do not and cannot be expected to understand. If you do not keep your language simple and basic, it is highly unlikely that your linguist will be able to adequately interpret or translate. When you **MUST** use PowerPoint, always use large font and simple words that can be translated clearly, without losing your profound meaning, to both English and Dari speaking audiences. The preceding advice is enormously important. You simply cannot over estimate how difficult a challenge it is to accurately interpret and translate from English to Dare and the reverse. This is one of the most important lessons for advisors, upon which all success depends.

h. The following charts show Afghan rank structure.

Figure 6-1: ANP Rank Structures





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Chapter - 7: Other Organizations

1. **Overview.** There are a number of organizations that the advisor should be aware of. A few of these are discussed in this chapter:

- International Security Assistance Force (ISAF)
- ISAF Joint Command (IJC)
- US Mission, Kabul
- European Union Police Mission (EUPOL) in Afghanistan
- German Police Project Team (GPPT)
- International Police Coordination Board (IPCB)
- Institution Reform Working Group (IRWG)
- United Nations Assistance Mission Afghanistan (UNAMA)
- Joint Coordination Monitoring Board (JCMB)

2. **ISAF.** The International Security Assistance Force (ISAF) is a NATO-led security mission in Afghanistan established by the United Nations Security Council on 20 December 2001 by Resolution 1386 as envisaged by the Bonn Agreement. It is engaged in the War in Afghanistan (2001–present). ISAF was initially charged with securing Kabul and surrounding areas from the Taliban, al Qaeda and factional warlords, so as to allow for the establishment of the Afghan Transitional Administration headed by Hamid Karzai. In October 2003, the UN Security Council authorized the expansion of the ISAF mission throughout Afghanistan. ISAF subsequently expanded the mission in four main stages over the whole of the country. Since 2006, ISAF has been involved in more intensive combat operations in southern Afghanistan, a tendency which continued in 2007 and 2008. Attacks on ISAF in other parts of Afghanistan are also mounting. Troop contributors include Belgium, Bulgaria, Denmark, Canada, the United States, the United Kingdom, Italy, France, Germany, the Netherlands, Spain, Turkey, Ireland, Poland, Portugal and most members of the European Union and NATO also including Australia, New Zealand, Azerbaijan and Singapore. The intensity of the combat faced by contributing nations varies greatly, with the United States, United Kingdom, Canada and Denmark sustaining substantial casualties in intensive combat operations. (Wikipedia)

3. **ISAF Joint Command (IJC).** In full partnership, the combined team of Afghan National Security Forces, ISAF Joint Command and relevant organizations conducts population-centric comprehensive operations to neutralize the insurgency in specified areas, and supports improved governance and development in order to protect the Afghan people and provide a secure environment for sustainable peace. The ISAF Joint Command is responsible for operations throughout Afghanistan. Contributing Nations :

a. NATO Members: Albania, Belgium, Bulgaria, Canada, Croatia, Czech Republic, Denmark, Estonia, France, Germany, Greece, Hungary, Iceland, Italy, Latvia, Lithuania, Luxembourg, Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Turkey, United Kingdom, United States of America

b. Euro-Atlantic Partnership Council (EAPC): Armenia, Austria, Azerbaijan, Belarus, Bosnia and Herzegovina, Finland, The Former Yugoslav Republic of Macedonia, Georgia, Ireland, Kazakhstan, Kyrgyz

Republic, Malta, Republic of Moldova, Montenegro, Russia, Serbia, Sweden, Switzerland, Tajikistan, Turkmenistan, Ukraine, Uzbekistan

c. NATO's Mediterranean Dialogue: Algeria, Egypt, Israel, Jordan, Mauritania, Morocco, Tonga, Tunisia

d. Istanbul Cooperation Initiative: Bahrain, Qatar, Kuwait, United Arab Emirates

e. Contact Countries: Australia, Japan, Republic of Korea, New Zealand

4. **US Mission, Kabul.**²

a. **Overview.** The U.S. Mission to Kabul is organized to provide support including the following areas: Economic Opportunity; Information Initiatives; Population Security; Fighting Terrorism, narcotics, and Illicit Finance; Gender Policy; Governance; Rule of Law; Civ-Mil Border Coordination. There are consulates in Mazar e Sharif and Herat. There are 28 PRTs, 13 are US-led and 15 are Coalition - led.

b. **Economic Opportunity.** Per capita GDP in Afghanistan is \$486, which is 122d out of 128 countries. The World Bank ranked Afghanistan 167th out of 183 economies in the 2010 Doing Business Report. USG foreign assistance was \$4.1B in FY10 and is expected to be between \$2.5 and \$4B in FY-11. Coalition support is focused on creating sustainable jobs, agriculture and market access. Advisors are provided to:

- (1) Ministry of Finance (14);
- (2) Da Afghanistan Bank (10);
- (3) Ministry of Commerce (7);
- (4) Ministry of Telecommunications (3);
- (5) Agriculture (85).

Key economic factors are:

- (1) Low domestic revenues/fiscal deficit (tax revenue is only 8% of GDP – one of the lowest in the world);
- (2) Underdeveloped private sector and crony capitalism (red tape inhibits investment – requiring 9 procedures, 250 days, and costs 4% of property value to register property in Afghanistan);

² Figures and narrative in this section were derived from a U.S. Mission Kabul PowerPoint Visitor-CODEL Briefing dtd 1/29/11.

(3) Inadequate government capacity/Public Policy (Afghan private sector says the three factors that most adversely affect the growth of the business sector are insecurity, followed by corruption and lack of electricity);

(4) Corruption/bureaucracy (9 of 10 business people agree that corruption is a significant problem); difficulty starting a business with lack of FDI and finance/getting credit(currently, businesses rely primarily on profits and private savings for their financing);

(5) Weak rule of law/contract enforcement (poor or unclear commercial laws – Afghan is ranked 183 out of 183 countries overall for protecting investors and 164 for enforcing contracts);

(6) Poor infrastructure (business leaders stressed need to improve roads and electric supply); trading across borders (Afghanistan is ranked 183 of 183 for trading across borders due to high costs to import/export and excessive number of documents required and delays);

(7) Illiteracy/poor education/low worker productivity (business leaders indicate that the greatest need for the Afghan workforce is to improve the educational system, reduce illiteracy and train workers).

c. Agriculture. USDA and USAID personnel in country are supporting: agricultural production and productivity; economic regeneration; natural resource management; building capacity of Afghan institutions; coordination with other donor activities' targeted stabilization support in key terrain districts. Over ½ million Afghan farmers have received training. Food security has been improved. And 370 Afghan-owned farm stores generating \$31.5M in sales were built.

d. Health. The Ministry of Public Health is supported by large amounts of direct USG assistance. Some of the Ministry's accomplishments include provision of basic health services to more than 8.5 million people in 13 provinces; raising access to health care by 76% and curing under 5 mortality by 25% and infant mortality by 22%; inoculating more than 90 percent of the children under five against polio; built or refurbished 663 health clinics; sold 14 million basic health products' and quadrupled the number of midwives.

e. Terrorism, Narcotics and Illicit Finance. Transparency International Corruption Perception Index rated Afghanistan number 176 out of 178 countries. It has been said, "We are who we fund". Chapter 5 in the guidebook is dedicated to assist advisors combat corruption. The USG maintains a fully integrated counterinsurgency (COIN) contracting effort. With proper oversight, contracting can spur Afghan economic development. With insufficient oversight, some coalition funds will unintentionally fuel corruption, strengthen criminal patronage networks, and undermine our efforts. The Drug Enforcement Agency (DEA) team is designed to weaken the insurgency, strengthen the central government and build police capacity. DEA provides focus on narcotics networks supporting the insurgency, insurgent networks trafficking in narcotics, corrupt government officials, and illicit money flows. Prosecution takes place both in Afghan and U.S. Federal Courts. Other DEA efforts include: interdiction operations, capacity building in regional training teams, operational support teams for emergency medical and communications, and executive mentoring.

f. Gender Policy. The Ministry of Women's Affairs is strengthening its ability to develop and implement comprehensive communication strategy. The capacity of provincial level Departments of Women Affairs (DoWAs) has increased to operate as resource and referral centers for women in Maza,

Kandahar, Jalalabad, Herat, Bamyan, and Kabul. Over 100,000 micro-financed loans, worth \$24.6 million, were extended to women. 52,000 female goat herders received cashmere-harvesting and marketing training, enabling them to earn higher profits. More than 54,000 female students gained an education in US funded community-based schools. Media training was provided to more than 670 female journalists. And the Ambassador's Small Grants Program provided more than \$27 million to strengthen Afghan-women-led NGOs and civil society organizations.

g. Governance. US programs are aligned to support development priorities, creating opportunities for partnership and strengthening capacity. Aid is provided directly through the Afghan government, through Afghan institutions, and through the Afghan Reconstruction Trust fund. Ministries of Public Health, Finance, and Ministry of Communication and Information Technology receive direct assistance. Technical advisors support 19 Afghan ministries and offices, including support to the Ministry of Finance efforts to strengthen public financial management. Local procurement from Afghan businesses is increasing steadily. Partnership has been improved with the Independent Directorate for Local Governance (IDLG). Provincial councils have been strengthened, a performance based governors fund established, cooperation with the Ministry of Rural Rehabilitation and Development (MRRD) improved, and incentives have been created for district level officials to facilitate basic service delivery per national guidelines.

h. Infrastructure. Over 1,700 km of roads, including regional and national highways have been rehabilitated. Afghan capacity and equipment has been built to generate and import power that benefits millions of Afghans. More than 26,000 Afghans are employed in USAID infrastructure projects. More than 400 km of canals and related irrigation infrastructure has been improved with significant community and government cooperation resulting in over 24,000 hectares of irrigated land.

i. Anti-Corruption Efforts. The goal is to increase transparency and accountability within the Afghan Government through engagement, persuasion and leverage; demonstrating that it is in the Afghan Government's interest to end the culture of impunity. This is being done by generating political will through sustained, candid engagement; strengthening the capacity to reduce corrupt practices/target assistance to projects using incentives and benchmarks; making military and civilian contracting and development efforts more robust to reduce the potential for criminal or corrupt activities; and empowering and engaging civil society to serve as corruption watchdogs.

j. Rule of Law. The mission of the Department of Justice (DOJ) Afghanistan is to provide effective and meaningful rule of law; assistance to the Afghanistan justice sector by mentoring, advising and assisting the Afghan attorney General's Office, the vetted Afghan Counternarcotics Task Force and Counternarcotics Tribunal, the vetted special Anti-corruption unit, including its Anti-Corruption Tribunal; and, the vetted attorneys assigned to divisions of the Afghan Ministry of Interior focusing on major crimes (in particular, kidnapping and corruption). The DOJ also provides counternarcotics and rule of law training for police, prosecutors, and judges throughout Afghanistan. Finally, the DoJ advises on matters relating to the structure and content of Afghan laws, particularly in the areas of counternarcotics, anti-corruption, criminal procedure, and extradition.

k. Major Crimes Task Force (MCTF). The MCTF is located at Camp Falcon, northwest of Kabul international Airport. The FBI, UK Serious Organized Crime Agency (SOCA), French Gendarmerie, Army CD, Australian Federal Police provide mentors. The MCTF consists of Corruption, Organized Crime, Kidnapping, Crime Scene, Intelligence, and Technical Units.

l. Education. In 2001, 900,000 boys were enrolled in school and girls were educated clandestinely. Today, nearly seven million children are enrolled (still only 42% of Afghan children), and 40% of the students are girls. Qualifications are improving for over 55,000 teachers to deliver the new primary and secondary school curricula through modern instructional approaches. Access to primary education has expanded in areas with no government schools, reaching more than 2,500 communities and 96,000 children (68% girls). Literacy and productive skills training is being provided to more than 100,000 youth from more than 1500 communities in 20 provinces. English and IT skills training is being provided to over 9,000 university students and professors.

m. DHS Border Management Task Force. The Department of Homeland Security (DHS) assists and guides the government of Afghanistan (GIROA) in the development and operation of a sustainable, strategic, integrated border management program (BMP). The goals are to strengthen operations within border crossing points via mentoring and improving basic skills of the Afghan Customs Department, improve Afghan Border Police basic training, support the Chief of Mission-US Embassy as the de-confliction center for all Border Security and Customs Related Issues, conduct Border Security and Counter Narcotics Operations throughout Afghanistan; and, assist GIROA with conducting Customs and Immigration Investigations relative to corruption, customs violation and immigration violations.

5. European Union Police Mission – Afghanistan (EUPOL).

Figure 7-1: EUPOL-Afghanistan



a. **Background.**

(1) EUPOL Mission Mandate and Vision. The express mandate of the European Union Police Mission in Afghanistan is to, "...contribute to the establishment, under Afghan ownership, of a sustainable and effective civil policing arrangements, which will ensure appropriate interaction with the wider criminal justice system in keeping with the policy advice and institution building work of the Community, Member States and other international actors. Further, the EUPOL Mission will support the reform process towards a trusted and efficient police service, which works in accordance with international standards, within the framework of the rule of law and respect for human rights."

(2) The Work of the EUPOL Mission. The EUPOL Mission is structured in two pillars: Police and Rule of Law. Staffed by an integrated team of qualified police, legal and human rights practitioner experts, who are responsible for the implementation of the EUPOL Mission's six closely interrelated strategic objectives.

(a) The following strategic objectives support the realization of the EUPOL Mission Mandate:

1) Developing command, control and communications capabilities;

- 2) Developing intelligence-led policing that maximizes a proactive approach to policing;
- 3) Building police criminal investigations capabilities;
- 4) Supporting mechanisms to combat corruption, in accordance with the MOI Anti-Corruption Plan;
- 5) Improving cooperation and coordination between police and the justice sector;
- 6) Developing mechanisms to support human rights and gender equality in relation to policing.

(b) At the strategic-level programmes are implemented through cooperation with counterparts of the Afghan National Police (ANP), the Ministry of Interior (MOI), as well as national justice institutions including the Attorney General, the Ministry of Justice and the Supreme Court and other justice sector actors interacting with policing matters. In addition to regular monitoring, mentoring advising and training, the EUPOL Mission regularly contributes to the assessment and development programmes to improve the Afghan Uniformed Police, as well as criminal investigation and forensic elements of the Anti-Crime Police. All work is conducted in line with the National Police Strategy and Plan, and supports implementation of the National Justice Sector Strategy and the National Justice Programme. As an organisation uniquely placed to work with both areas of work, particular emphasis is placed on developing linkages between the implementation of these two strategic areas.

(c) EUPOL, through its Education and Training Centre Development Department, is now making significant progress in the design, delivery and construction of a Police Staff College in Kabul, focusing on national leadership development, a priority of the Mission. Further it is developing specialised training centres in Bamyan and Chaghcharan and exploring the development of a CID faculty as part of the National Police Academy.

(d) At the operational level, the EUPOL Mission's vehicles for implementing the above strategic objectives are its City Police and Justice Programmes (CPJPs), located throughout Afghanistan. The CPJP is implemented in Kabul and 12 other provinces. Four of these locations with around 20 staff are given priority (Kabul, Mazar-e Sharif, Herat and Bamyan). These programmes aim to comprehensively respond to the challenge of developing sustainable, effective civil policing arrangements through an integrated, tailored model composed of core police and rule of law projects. Throughout such work, the EUPOL Mission endeavours to mainstream three main principles:

- 1) Integrating "Community Policing" – a philosophy that sees police and communities as partners in developing community security;
- 2) Strengthening and reaffirming the relationship between policing and the wider rule of law – to improve enjoyment of human rights and justice by ordinary Afghans;
- 3) Prioritising Afghan ownership – to ensure durability of results by maximising the investment of interests by Afghan partners and institutions.

(e) The work of EUPOL is further refined at tactical-level programming where projects are implemented within key districts of its CPJPs along the same principles.

b. EUPOL Planning and Decision Making

(1) EU civilian crisis management missions are enabled by the EU's Common Security and Defence Policy (CSDP). The Political and Security Committee (PSC) in Brussels embodies the Member State political authority that

directs the work of the Council Secretariat and by extension the activities of CSDP Missions. The PSC is in turn assisted by the Committee for Civilian Aspects of Crisis Management (CIVCOM). The High Representative for Common Foreign and Security Policy (CFSP) leads the Council Secretariat with oversight over CSDP Missions throughout the world. Within the Council Secretariat the Civilian Planning Conduct Capability (CPCC) is the key entity responsible for facilitating the operational implementation of each respective Mission's mandate. The Head of Mission (HoM) is responsible for the in-country management of the EUPOL Mission's activities reporting to the Civilian Operations Commander (CivOpsCdr) and to the High Representative. The HoM in turn takes political guidance from the EU Special Representative to Afghanistan in relation to EUPOL's mandate.

(2) Currently, in the case of EUPOL, 23 Member States contribute to the EUPOL Mission in addition to contributions from non-EU Member States such as Canada, Croatia, New Zealand and Norway. At present (early 2011) these contributing nations have contributed to a Mission strength of just over 300 personnel, deployed in 13 locations throughout Afghanistan.

(3) The serving Head of Mission is Finish Brigadier General **Jukka Savolainen**.

c. **Cooperation with Other Actors**

(1) Coordination with international partners and other actors working within the Afghanistan context, and effectively managing the EUPOL Mission's complimentary with these organisations is vital for ensuring the relevance of the EUPOL Mission's work, and for preventing unnecessary overlap and the maximisation of EUPOL Mission resources.

(2) To this end, the EUPOL Mission engages actively in a number of coordination fora. One such key forum is the International Police Coordination Board (IPCB), normally chaired by the Minister of Interior; it aims to coordinate police mentoring and training activities. Through the IPCB, the EUPOL Mission also participates in the MICC-P, which aims to facilitate enhanced information sharing with the MoI and amongst the international community. The Professional Development Board (PDB), whose aim is to support the design, development and delivery of the MoI/ANP's professional development so that all activities – whether executed by the MoI, stakeholders or partners – are coordinated and consistent to set the conditions for an effective transition. It enjoys executive-level representation through the MoI Training Command, EUPOL, NTM-A, German Police Project Team (GPPT) and meets on a monthly basis. In recent months EUPOL has played a critical role in re-writing ANP training curricula together with the MoI and NTM-A/CSTC-A.

(3) In addition to strong bilateral coordination with ISAF and NTM-A, coordination efforts of the EUPOL Mission are also reinforced through its work on the Institutional Reform Working Group where EUPOL is represented continuously as a board member, and operates within the various work-streams produced by the group, especially Leadership Development, Police Policy and the Accountability work-streams, with EUPOL taking the lead in the latter.

(4) The Ministerial Development Board (MDB), co-chaired by both the EUPOL Mission and NTM-A/CSTC-A, remains an important forum for EUPOL's efforts to monitor Ministry of the Interior reform programmes. Herein EUPOL contributes an important role in leading reporting on the development of the Afghan Uniformed (Civilian) Police, criminal investigation and forensic elements of the Anti-Crime Police and Anti-Corruption and other areas.

(5) While rule of law is embedded in all areas of EUPOL coordination efforts, the EUPOL Mission is represented in a variety of long standing and emerging fora for specific coordination on human rights and justice sector work cutting across the strategic priorities of the EUPOL Mission. Among them are the monthly Board of

Donors Meeting (BoD), hosted by the United Nations Assistance Mission in Afghanistan (UNAMA). UNAMA holds responsibility for coordination of international donor assistance and in Afghanistan, exchange information regarding programming, in support of the National Justice Sector Strategy (NJSS) and the Afghan Development Strategy (ANDS). In addition to representation within a number of thematic working groups such as the Prisons Working Group and the Criminal Law Reform Working Group, the EUPOL Mission more recently observes in the US Interagency Plan and Implementation Team (IPIT) which aims to coordinate resources, and to synchronise US Rule of Law efforts with Afghan and other institutions, as well as the US Deputies Committee.

d. **EUPOL'S Instruments**

(1) As a fundamentally knowledge-based organisation, the core work of the EUPOL Mission is conducted based on the use of complementary and mutually reinforcing instruments of Monitoring, Training, Mentoring and Advising. These areas of work are frequently reinforced, where necessary on the basis of material inputs. Infrastructural works currently in progress include the planning and construction of the mentioned Police Staff College and a National Training Centre for specialised Criminal Investigations Education in Kabul, as well as Regional and Provincial Training Centres in Bamyan and Chaghcharan.

(2) **Monitoring.** Monitoring efforts have been built into the work of the EUPOL Mission as a means of assessing the changing needs of the persons and institutions that the EUPOL Mission trains, mentors and advises, as well as a means of evaluating the impact of our own work in compliance with the EUPOL Mission Mandate and the specific needs the Mission aims to fulfill.

(3) **Training**

(a) Substantively, the purpose of training by the EUPOL Mission is to improve and introduce knowledge, skills and practices amongst Afghan counterparts within the complementary police and justice institutions with whom it works.

(b) The work of the EUPOL Mission in training develops and delivers the EUPOL Mission's six strategic objectives in the context of sustainable institution building and Afghan ownership. This is done with a view to enhancing the capabilities and resources of our key counterparts within policing and justice institutions, specifically to develop their own training strategies and plans in a way that will enable them to function and develop beyond the duration of the EUPOL Mission's presence in Afghanistan.

(c) Training is carried out on the basis of a Mission Training Strategy which describes a common internal model for development and utilisation of training with a view to rationally addressing identified requirements of our counterparts. It also describes how the EUPOL Mission will monitor and evaluate that these requirements are indeed being addressed, how the Mission will seek to more effectively and efficiently align its resources with requirements as they arise, always within the constraints of the Afghanistan operating environment.

(d) A flagship area of Mission training is in relation to MOI and ANP leadership development, which is fulfilled through leadership training delivered through the transitional premises of the Staff College and the Police Academy, under the coordination of the EUPOL Education and Training Centre Development Department.

1) **EUPOL Police Training Support Cell (P-TSC)**

- Based at the Green Village complex, on Jalalabad Road, the Police Training Support Cell (P-TSC) has strength of 26 police officers. The Cell is involved in mentoring at a senior level, including two officers dedicated to the ANP General in charge of the ANP General Training command, training design and development.

- EUPOL is committed to supporting the wider International Community's efforts to increase the capacity of the ANP. The P-TSC assists in this effort through delivery of the Field Training and Education Officers' Course (FTEOC), a "train the trainer" course, equipping ANP officers with the skills to train their own recruits and "patrolmen". The P-TSC also supports training delivery that arises spontaneously in Kabul and elsewhere in Afghanistan, by developing and delivering training identified by local needs. The Cell seeks to standardise this training by establishing what courses exist, ensuring they meet the relevant standard and presenting them to the ANP Head of Training Command for accreditation. The Cell is also engaged with capacity building between the levels of recruits and senior officers, through their collaboration with NCO course development.

- The Police Training Support Cell's police pedagogical experts produce general and specialised courses that are fully accredited by the Ministry of Interior. This work is mirrored by the work of domain experts in the Rule of Law Training Support Cell who work with the justice institutions.

2) EUPOL Rule of Law Training Support Cell

- In response to a consistent demand for development and delivery of rule of law training to compliment that of the EUPOL Mission's police training efforts, in 2009 the EUPOL Mission established the Training Support Cell of ROL (ROL-TSC) composed of subject matter experts. The Cell has been active in developing and delivering tailored training for strategic and operational levels, focusing on core issues such as methods and procedures of investigation, court procedures, adjudication of criminal files and case management principles.

- In doing so, the ROL-TSC aims to support efforts to enhance police-justice cooperation and strengthening the justice chain and to mainstream standards of human rights and rule of law across EUPOL's body of training curricula. As a result of the Cell's recent efforts, a systematic programme of cooperation has been initiated with the AGO Training Unit. The programme supports the AGO's own training delivery and management capabilities, carried out with a view to strengthening required skills and knowledge amongst Afghan prosecutors, and strengthening prosecutorial cooperation within criminal justice sector, including police. The ROL-TSC will continue to work with the AGO to establish a sustainable internal pool of qualified internal trainers, capable of self managing development and delivery within the AGO, linked to merit based advancement within the AGO.

3) EUPOL Training Centre Development Department (ETCDD)

- The International Community together with its Afghan counterparts identified a serious gap in relation to leadership training within the ANP. At MOI'S request, EUPOL and its International Partners agreed that EUPOL would take the lead in relation to ANP leadership training. It was agreed that a Police Staff College would be established as the platform for the delivery of leadership training for ANP officers at a Strategic (General Ranks), Operational (Higher Ranks) and Tactical Level (Officer Ranks).

- To deliver on the above EUPOL established the EUPOL Training Centre Development Department (ETCDD). The Department is made up of a number of Senior European Police Officers, Educational Specialists, Curriculum Developers and Legal Professionals with a wealth of International civilian policing and Rule of Law expertise. ANP officers are now part of the Department and are based at EUPOL HQ.

- The Department is responsible for not only the Police Staff College but also two other EUPOL flagship projects, namely the Bamyan Regional Training Centre, which it is envisaged will become the centre of excellence for the training and development of police women, and the CID Faculty which is intended to standardise investigator training and build future training capacity for the ANP and other justice actors including prosecutors in Afghanistan.

(4) **Mentoring and Advising**

(a) The mentoring work of the EUPOL Mission focuses mainly on strategic and operational stratas, with a view to enhancing and maximising the ability of mentees to effectively perform their functions and to plan and utilise the skills and knowledge resources at their disposal through performance based mentoring and process based mentoring. This work often builds upon formal training delivered by the Mission, or serves as a way of identifying training and organisational development needs.

(b) MOI Mentors are heavily engaged in the international effort to build capability within the Ministry, through their work on the National Police Strategy and Plan, the Institutional Reform Working Group and the Tashkil organisational management process. With varying depths of intervention, EUPOL has committed to delivering mentoring and advising services with key ministerial positions of the MOI the strategic State-level. Within the MOI these include, *inter alia*, the Minister of the Interior, the Deputy Minister for Security, the Deputy Minister for Strategy, the Inspector General's Office and the six regional Mobile Anti-Corruption Teams, the Human Rights Office and the Department of Legal Affairs. The MOI Mentors Team is also responsible for acting as the EUPOL conduit between the EUPOL Senior Management Team and the MOI senior ministers and international community colleagues.

(c) At the strategic and operational level, EUPOL mentors have established mentoring and advising relationships with the Head of the Afghan Uniformed Police, the Head of Anti-Crime, The Head of the Criminal Investigation Department and a range of further civilian police disciplines including forensics, CID Family Reponses Units and Juvenile Investigations Units. At the district-level the Mission mentors the Colonel in charge of the Kabul Police District 3, where EUPOL's civilian policing project is embedded.

(d) **Mentoring in Practice**

1) A particularly successful example of EUPOL mentoring is performed in relation to Mentoring to the Inspector General's Office and especially the Mobile Anti-Corruption Teams of the MOI Inspector General. EUPOL mentors six regional teams in the detection and investigation process of corruption crimes handling from start to finish with a view to develop the capacity of the Teams to investigate crimes manage crime information to a necessary standard. This mentoring has both measurably improved the technical capacity as well as qualitative investigation results leading to prosecutions.

2) Effective cooperation amongst parties to the Note of Understanding on implementation of the MOI Anti Corruption Programme, EUPOL, NTM-A, CSTC-A, UNODC, and UNDP has enhanced these results. Coordination is undertaken through the regular meeting of mentors from the different organizations with the aim of agreeing common approaches on how to sustainably strengthen anti-corruption capabilities within the MoI IG's Office. Coordinated by EUPOL, monthly project meetings are attended by all implementing partners, which takes place in the inspector General's Office where the meeting's purpose is to share practices and agree on currents tasks and responsibilities. Fortnightly Mentor's Synchronisation Meeting takes place also at Camp Eggers to cover all relevant areas, including sharing training schedules and course subject matter to avoid duplication.

e. **Core Areas of EUPOL Programming with Policing**

f. **Afghan Uniformed Civilian Police.** The Afghan Uniformed Civilian Police Unit (AUCP) is composed of senior EUPOL managers, including the mentor to the Head of the MOI Afghan Uniformed Police, the mentor to the Head of the MOI Traffic Police and the Police District-3 Pilot. The PD3 hosts as a pilot for civilian policing, incorporating ILP, PC3 and community-based policing, including a key role for civil society.

g. **Developing ANP Command, Control and Communications Capabilities.** As part of AUCP, Police Command, Control and Communications (PC3) constitutes a key element in conducting a broad range of operations carried out by a police service. "Command" refers to the ability of police commanders to direct and to exercise functional authority. "Control" refers to the process of verifying and correcting an activity, objective or goal, while "communication" reflects the fact that liaison is required to enable effective command and control between tactical and strategic units. On a daily basis, the PC3 Unit mentors and advises counterparts of the central MoI including the 119 Anti-Corruption and crime reporting line, NPCC and Archive. Key training and mentoring is also provided at the provincial-level through the CPJPs, and at district-level, including the Kabul City Police and the Kabul Police District 3 pilot project.

h. **Developing Intelligence-Led Policing to Maximise a Proactive Approach to Policing**

(1) In support of Afghan Uniformed Civilian Policing, EUPOL's Police Intelligence Unit (ILP) focuses on information and intelligence management with a view to promoting the application of proactive policing models, as opposed to relying solely on responsive policing models. It incorporates the use of databases providing a basis for analysis contributing to all branches of the police service.

(2) Moving forward, this programme aims to inculcate within the ANP the need for greater contact between Afghan Police and ordinary Afghans and for more community orientated policing. Herein police officers, and not police soldiers, will develop and maintain the trust and confidence of the community and be able to receive more information or intelligence.

(3) Training courses in more specialised subjects such as agent handling, informant handling and analysis have been developed and delivered. Good cooperation with international counterparts has been established to enable civilian police contribution to data, information and intelligence systems.

i. **Building Police Criminal Investigations Capabilities.** Within the structures of the Anti-Crime Police, EUPOL CID focuses its efforts on developing traditional civilian policing roles using modern methodologies, particularly in the areas of criminal investigation and forensics. This will provide, among other capacities, ANP Crime Scene Investigation Units with modern technical police skills. EUPOL has facilitated the establishment of a Special Crime Scene Investigation Department, which has greatly enhanced ANP investigative capacity. The department utilises crime scene investigation techniques according to best practice of crime scene management policy, chain of custody policy and investigative techniques referenced in the EUPOL-MOI Detection and Investigation Manual.

j. **Border Police.** A small Border Police Unit focuses its efforts on Kabul International Airport. It mentors the Head of the airport Border Police and his Officers in developing security and effective management of the facility. Working with wider international community partners, this Unit maintains close relationships with the wider Border Policing effort to provide specialist advice and guidance in the area of borders management.

k. **Supporting mechanisms to combat corruption in accordance with the MOI Anti-Corruption Plan.** The central work of EUPOL's **MOI Anti Corruption Unit** focuses on enhancing accountability and integrity practices and measures within the MOI. The Unit is the international lead on the two-year "MOI Implementation Anti-Corruption Action Plan (June 2009-2011)". On the basis of an MOI Note of Understanding signed with its partners the MOI, NTM-A CSTC-A, UNODC, UNDP, EUPOL aims to tackle corruption through capacity building, prevention and enforcement measures. The plan is currently being harmonized with the respective Ministerial Development Plan. Accordingly, EUPOL support the review and strengthening of MOI policies and processes, such as procurement. EUPOL trains and mentors MOI professionals, including the Inspector General's Office and the six mobile Anti-Corruption Teams in identifying and effectively investigating corruption. Further, EUPOL supports the MOI with internal and public awareness efforts aiming to enhance corruption identification and reporting. In terms of enforcement, EUPOL supports the MOI's ability to build and manage solid cases by strengthening linkages with the AGO.

l. Improving Cooperation and Coordination Between Police and the Justice Sectors

(1) EUPOL's **AGO Anti-Corruption Unit** takes these anti-corruption efforts a step further by supporting measures to combat corruption within policing and other high level sources through the office of the Attorney Generals. Herein, EUPOL mentors work with investigative and trial prosecutors of the specialised Anti-Corruption Unit and Military Anti-Corruption Unit, the later focusing on Police, in order to support the development of knowledge and skills required to effectively prioritise and prosecute corruption cases. Collaboration with EUPOL's MOI Anti-Corruption Unit and other international mentors ensures thorough flow of case information via a shared digital case management system. The Unit also monitors corruption cases at trial with a view to supporting sound practice throughout.

(2) The overarching work of EUPOL's **Justice Unit** focuses on the interface between police and the wider criminal justice system, and on MOI/ANP cooperation with the justice institutions. Within the MOI, the Justice Unit mentors and advises the MOI Legal Affairs Department to strengthen the MOI's overall capacity to examine and address legal issues bearing on policing as well as issues substantively overlapping with the work of the justice institutions. The Unit works closely with the AGO/MOI Commission, designed as an axis point for inter-MOI/AGO cooperation on operational procedure and decision making. This Unit also supports the development of Standard Operating Procedures, supports police legal awareness and use of the law, as well as police-justice cooperation training.

m. Developing Mechanisms to Support Human Rights And Gender Equality In Relation To Policing

(1) EUPOL's **Human Rights Unit** in relation to the MOI is based on a *Note of Understanding* with the MOI to collaborate in "developing the human rights and gender structure of the ANP". Through the MOI Chief of Staff's Department of Human Rights, this work is supported by specialised training on human rights and police obligations in relation to such rights, as well as the recent work to establish of a Department of Human Rights within the Kabul Police Academy.

(2) The work of the Unit also looks specifically at the Ministry's policy and practice in relation to the role of women in policing. EUPOL supports the Ministry's efforts to plan and establish the conditions for women to more fully participate in policing. In accordance with the National Police Plan's goal of recruiting 5,000 new female police by 2014, the Unit works with the Ministry on its Security Plan for female police, now being implemented through provincial trainings. Further, the Mission has facilitated the establishment of a country-wide Helpline for female police experiencing threat or intimidation. The Helpline operates out of the MOI Gender and Human Rights

Department. The EUPOL Mission also aims to support access to police by women and other vulnerable person. In line with the 2009 Law on Elimination of Violence Against Women, the Mission links the work of ANP Family Response Units to relevant prosecution services of the AGO through training, mentoring and other inputs.

(3) Strengthening human rights accountability is also central to EUPOL programming. In addition to the development of a Civil Society/Police Network aimed at enhancing engagement between police and the communities that they serve and providing a platform for communications, the Mission looks at the complaints and oversights mechanisms for effectively investigating and handling human rights within policing. This work is reinforced by support to the development of an Ombudsman on policing through the Independent Afghan Human Rights Commission.

6. The German Police Project Team (GPPT).

Figure 7-2: GPPT-Afghanistan



a. Established in 2002, in accord with a bilateral agreement between Germany and Afghanistan, GPPT supports the development of the Afghan National Police (ANP). Specifically, GPPT trains and mentors Afghan police recruits and trainers in cooperation with the Afghan Ministry of Interior and other partners, including NTM-A and EUPOL. The German contingent consists of 200 German Police Officers and Germany's main task is to participate in creating a professional and functional Afghan Police Force. Therefore, GPPT creates and implements training, realises projects, conducts the Focused District Development (FDD) Program and provides advisors. The GPPT is also involved in the construction of police stations, headquarters and check points in northern Afghanistan.

b. Training

- (1) The role of GPPT is to:
 - (a) Train ANP;
 - (b) Qualify and mentor Afghan Police Trainers;
 - (c) Support ANP professionalisation; and
 - (d) Evaluate and ensure the quality of the trainings.
- (2) GPPT is responsible for the following Training Sites:

(a) In RC-North 3 German Police Training Centers (GPTC):

1) Mazar e Sharif (next to Camp Marmal), capacity for 400 trainees and expanding to 800 training seats by end of 2011

2) Kunduz, capacity for 120 trainees and expanding to 530 training seats by end of 2011

3) Feyzabad, capacity for 100 trainees and expanding to 200 training seats by end of 2011

(b) In RC-Capital GPPT supports the:

1) Afghan National Police Academy (ANPA) including the Border Faculty, capacity for 2200 trainees (mentoring only)

2) Police Training Center (PTC), located on the ANPA compound, capacity for 75 Police Officers to be qualified as Police Trainers (Train-the-Trainer courses).

c. Focused District Development (FDD)

(1) GPPT performs the FDD Program in RC-North and currently covers 14 districts. The main purpose of the FDD Program is to

(a) Train and professionalise the police forces of a district

(b) Develop the institutional police system

(c) Improve the working conditions of police officers

(2)The FDD Program starts with a district evaluation of police. The entire district police forces are then trained in the German Police Training Center (GPTC) and reinforced by ANCOP Forces during their absence. Once their training is complete, AUP are sent back to their district to practice, and continue to be mentored in the months that follow.

(3)Within approximately one year, the FDD Program conducts Basic Training, oversees practice, mentors and conducts advanced trainings for the Afghan Uniformed Police (AUP). In addition to training untrained police officers on duty (reform training), the program also advises AUP leadership and additional projects such as construction of check points, police buildings and other necessary structures for the AUP.

d. Projects

(1)GPPT realises ongoing projects in order to support the Afghan National Police (ANP), including:

(a) Construction of a traffic police building in Kabul

(b) Construction of a border police building at the airport in Kabul

(c) Extension of the German training sites

(d) Construction of check points, police stations and police headquarters

(e) Improvement of logistics of the Afghan Ministry of Interior

(2) GPPT also creates and supports education and professionalisation efforts, such as literacy and criminal investigation training. Beside these projects, GPPT manages the following KAIA and K9- Projects to support the ABP at airports and border crossing points:

(a) Kabul International Airport (KAIA)

1) Kabul International Airport is currently the largest airport in Afghanistan. In addition to the direct flights of “Ariana Afghan Airlines” to Frankfurt, Germany; other destinations include India, the United Arab Emirates, Iran, Tajikistan, Russia, Pakistan, and Kuwait. GPPT serves with a Trainer and Mentoring Team (TMT-KAIA) at Kabul airport to introduce and monitor the international air safety regulations and to advise the Afghan Border Police in different police duties; as well as to evaluate training or equipment needs in order to professionalise the Police Forces. TMT-KAIA created a Document Examination Unit as well as an Aviation Security Task Force and is implementing the first Afghan-wide shift system at the airport, which may be seen as a model for the whole ANP.

2) On 16 February 2011, a partnership between Kabul Airport and the Airport Cologne / Bonn (CGN) was signed. This cooperation includes consulting services to meet international safety standards in aviation security, advising ABP on the achievement of internationally applicable standards of border control, setting up an explosive detector dog group and a program enabling airport forces from Kabul to receive training in Cologne/Bonn. This programme includes training in control centres, criminal procedures and procedures for emergency situations.

(b) **Dog Handlers (K-9).** In cooperation with NTM-A and with the support of the Mine Detection Centre (MDC), GPPT initiated a K-9 Project in Kabul, in which German instructors train Afghan dog handlers in the detection of narcotics- and explosives. Moreover, the K9-Project aims to qualify Afghan Trainers and Master Trainers while cooperating with and advising the MOI and NTM-A to create a efficient K9-system. So far, this project has seen the training of 98 K-9 dog handlers and their dogs to accommodate Afghan airports and border crossing points.

e. NTM-A Liaison Officer Team/ Strategic Planning.

(1) Currently, a team of six German police officers liaises between GPPT and NTM-A to communicate and coordinate their activities. The purpose of the team is to ensure the most efficient use of resources, to achieve mutual understanding and complementary effort. The GPPT Liaison Officer Team is permanently embedded in different parts of NTM-A at Camp Eggers to provide face-to-face coordination.

(2) In particular, the team cooperates with NTM-A DCOM-P and its sub-pillars: Assisting Command General-Police Development (ACG-PD) and Combined Training Advisory Group-Police (CTAG-P). In addition, one GPPT Liaison Officer supports the work of the MICC (MOI Coordination Cell). GPPT Liaison Officers assist, for example, in updating the *Tashkil* of the German training sites, synchronising training curricula, and communicating logistic issues of German led/mentored sites. The team achieves understanding of the German Focused District Development Project and coordinates its efforts with the

NATO-Trainings Mission Afghanistan. Moreover, the LNO Team keeps DCOM-P and CTAG-P informed of all issues relating to the GPPT. In addition, the LNO-Team advises the HoM (Head of Mission) GPPT in the strategic direction of the German Police Project Team.

7. INTERNATIONAL POLICE COORDINATION BOARD (IPCB)

a. **IPCB Political Mandate and Legal Basis.** The following underwrite the IPCB:

- (1) Bonn Agreement, Dec 2001
- (2) New Afghan Constitution, Jan 2004
- (3) Dubai International Police Conferences I and II, Jan 2006
- (4) Afghan Compact adopted at the London Conference, Feb 2006
 - Security
 - Governance, Rule of Law and Human Rights
 - Economic and Social Development
- (5) Articles of Understanding concerning IPCB, 12 June 2007
- (6) Terms of References, 26 Jan 2009

b. **IPCB History.**

(1) At the Dubai I-II Conference 2006, the international police community agreed that the best approach to facilitate Afghan police reform is a common strategy and approach.

(2) The following challenges were identified: corruption, insurgency, terrorism and narcotics; illiteracy and limited education opportunities. Young Afghans, the future of Afghanistan and the ANP, have limited national allegiance and little knowledge of the strategic needs for a national police force. As result, the International Police Coordination Board (IPCB) and Secretariat were created.

c. **IPCB Mission Statement.** "The International Community assists the Islamic Republic of Afghanistan in a common effort to reform the Afghan National Police into a credible, respected, professional, and economically self-sustaining police force that is committed to Rule of Law, is supportive of the government of Afghanistan and its people and acts consistent with established principles of international law."

d. **IPCB Role** IPCB acts as the main coordination board for police reform and the wider rule of law in Afghanistan, enhancing and prioritizing international efforts, the IPCB and its Secretariat is located in Kabul working closely with all international actors and the Ministry of Interior on the Afghan National Police reform efforts.

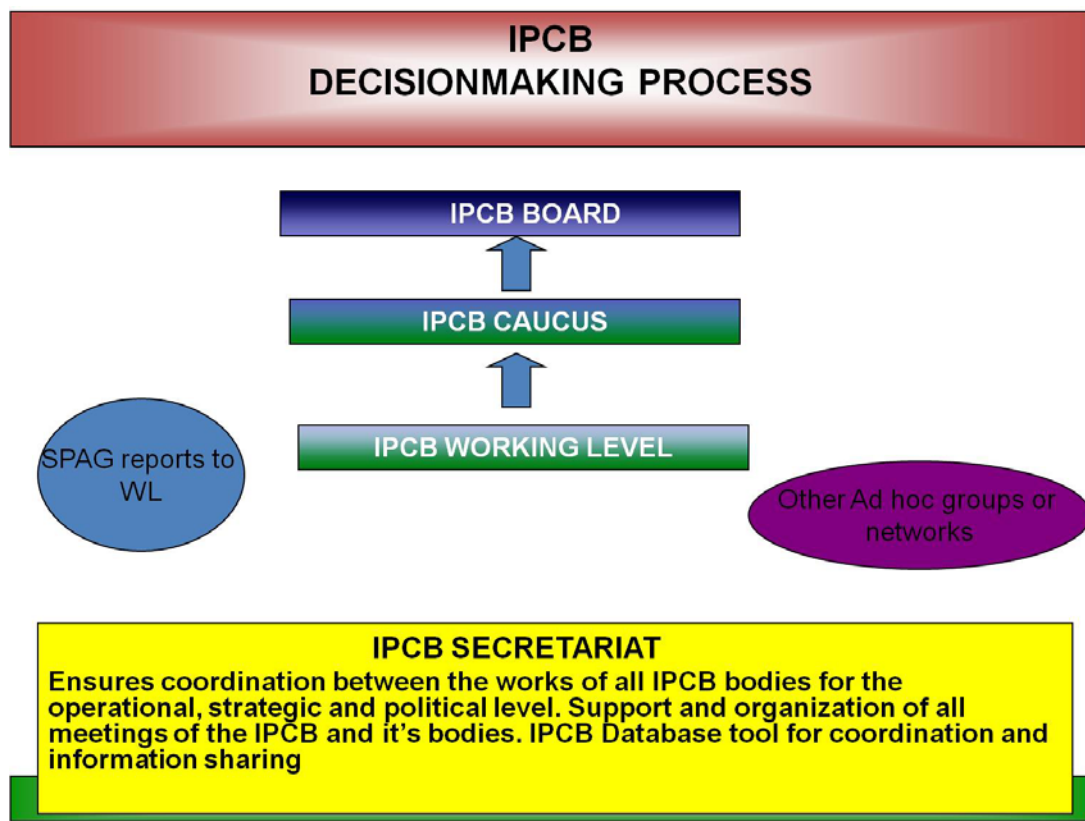
e. **IPCB Members.**

- Ministry of Interior (MoI)
- NTM-A/CSTC-A (Nato Training Mission/ Combined Security Transition Command- Afghanistan)
- EUPOL
- UNAMA
- ISAF
- NATO (Senior Civilian Representative - SCR)

- European Union Delegation
- UNDP / LOTFA member ex officio (no voting right)
- US
- Germany
- UK
- Canada
- Italy
- The Netherlands
- France
- Japan
- Denmark
- Norway
- Turkey

f. **IPCB Decision Making Process.**

Figure 7-3: IPCB Decision Making



g. **IPCB Board.**

(1) Often referred to as the Main Board this is chaired by the Minister of Interior. Attended by Ambassador/Heads of Mission representatives, meets at least quarterly but can meet more regularly if

required. IPCB participants are considered as permanent members. Other relevant actors will be invited if deemed necessary.

(2) Its aim is to ensure coherence of approach among the international community and alignment of international activities with MoI strategies in the field of police reform. It identifies policy and other issues hampering the implementation of strategies for police reform, provides strategic guidance to, and prioritizes the activities of, the IPCB Secretariat, coordinates and supports bilateral projects in the police sector, ensures links with the wider Rule of Law and anticorruption e.g. police-justice, human rights & gender, counternarcotics.

h. **IPCB Caucus.** The Caucus takes place immediately before the Main Board and is attended by Ambassador/Heads of Mission representative. Its aim is to provide the opportunity for International Community to come to a consensus on the Board Agenda Issues and provide a forum for coordination between the international communities. Of note no binding decisions will be taken at a Caucus.

i. **IPCB Working Level.** This takes place weekly. It is an informal forum for coordination between the international community on issues of police reform/rule of law that are politically significant for reaching consensus prior to consultation with the MoI, brings agreed-upon and coordinated messages to the attention of the Caucus and Board. Of note no binding decisions will be taken at a WL.

j. **Senior Police Advisory Group. (SPAG).** The SPAG is a sub working group of the IPCB WL. It is composed of senior police personnel designated by IPCB members. The composition of the Senior Police Group may vary according to subject at stake. It provides police expertise to other IPCB bodies. It can initiate Working Groups to concentrate on specific areas of police reform. Its aim is to translate policy decision into practical deliverables and is a forum for coordination and exchange between senior police experts.

k. **IPCB Secretariat.** The IPCB has a permanent secretariat staffed with police/civilian personnel (seconded by EU Member States and the IPCB members). The Secretariat is responsible for the support and organization of all meetings of the IPCB and its bodies ensuring coordination and communication for the operational, strategic and political level countrywide. The Secretariat receives direction from the IPCB and can make suggestions and recommendations to the IPCB Working Level, Board and Caucus.

8. Institution Reform Working Group (IRWG).

a. **Introduction.** In July of this year the Minister of Interior commissioned a working group to investigate reform of the Ministry of Interior Affairs (MoI). The working group comprised members of the Minister of Interior's staff as well as the international community. The working group performed their task to assist the Minister improve the overall service delivery of civilian policing in Afghanistan. IRWG recommendations are designed to contribute to a MoI that is free of inappropriate political influence and corruption, one that is efficiently and effectively structured and one that will win the trust and confidence of the Afghan people.

b. **Goals of Reform.** The IRWG began their work with the end goal in mind. To that end, the working group began its work by examining what the MoI needed to become better at delivering essential government services, reducing corruption, and improving the reputation of the Afghan National Police forces. The working group was mindful to conduct all of its work using the Minister's six

ministerial priorities as a guide. In support of this objective, the working group focused its investigation on (1) identifying how the MoI could differentiate functions and responsibilities of the ministerial and operational policing teams; (2) creating a robust framework for independent civilian oversight of the police; (3) develop an effective internal affairs mechanism; and (4) implement an enforceable code of conduct.

c. **Description of Efforts.** To achieve these goals the working group identified eight distinct lines of effort. The first six are directly in response to the Minister's mandate to make the MoI more professional and accountable. The two additional recommendations are seen as necessary steps to ensure that the first six are successful. In this vein, the two categories of reform are intertwined and comprise a single set of recommendations. While the operational police reform initiatives are important, the working group believes that the MoI will not realize sustainable improvements if it does not also address its ministerial roles and responsibilities. Most of these recommendations may be acted upon in the near future; however, it is believed that several of these reforms will take several years to complete.

(1) **Operational Police Reform**

- Build legitimacy with the public through community engagement
- Establish functional autonomy over the police services
- Develop a leadership cadre for the police through executive development curriculum
- Pursue legal authorities and legislative changes where needed
- Develop and distribute a comprehensive police operational policy
- Institute strengthened police accountability and oversight functions

(2) **Ministerial Reform**

- Develop civilian leaders to administer essential ministerial functions
- Build an enduring professional civil service corps across the country

d. **Challenges to Implementation.** Changing an organization as large and as complex as the MoI will take time and will also take commitment. Change of this scale can be intimidating. In this regard, a strong communication strategy is needed to articulate how these recommendations will strengthen the MoI. While the working group has enjoyed success in the brief period that it has been active, it will also require sustained political will to see these recommendations through to the end. As previously mentioned, the working group believes that implementation will take several years. In addition, the working group believes that initial efforts will require a suffusion of experts to help implement specific actions within the eight lines of effort.

e. **Conclusion.** The working group believes that the MoI is at a major turning point for reform. It has a new leadership team and additional resources from the international community. The recommendations set forth have been proven to work in other post-conflict countries. The working group seeks endorsement of their approach and guidance on the next steps for implementation. To this end, the working group will need a renewed mandate addressing implementation, selection of MoI leaders as stewards for each line of effort, and a public event to bring together the wider community to socialize these recommendations. In return, the working group will develop a detailed plan for action as well as provide periodic updates on the progress of implementation.

f. **Working Group Participants:**

- DepMin Strategy and Policy (Lead)
- Director MOI Policy, MoI Strategy and Policy (Chair)
- Representative, MoI Training & Education
- Representative, MoI Legal Affairs
- Representative, MoI Tashkil Department
- Linguist/Interpreter
- Police Representative, Canadian Embassy (Chair)
- Representative, Canadian Embassy
- Representative, NTM-A/CSTC-A/ACG-PD
- Representative, EUPOL
- Representative, UNAMA
- Representatives, EUPOL
- Representative, British Embassy
- Representative, IPCB

9. **United Nations Assistance Mission Afghanistan. (UNAMA).**

a. The United Nations Assistance Mission in Afghanistan (UNAMA) is a political mission established at the request of the Government of Afghanistan to assist it and the people of Afghanistan in laying the foundations for sustainable peace and development.

b. On 22 March 2010, the 15-member UN Security Council unanimously renewed UNAMA's mandate until March 2011. UN Security Council Resolution 1917 (2010) provides UNAMA and the Special Representative of the Secretary-General for Afghanistan, Staffan de Mistura, with a mandate to support the Government in its efforts to improve critical areas, including security, governance and economic development, and regional cooperation, as well as to support the full implementation of mutual commitments made on these issues at the London Conference in January 2010 and the subsequent Kabul Conference in July 2010.

c. To fulfill its renewed mandate, UNAMA has prioritized its steps in the "3 plus 1" strategy for 2010:

(1) Providing electoral assistance to the independent Afghan bodies created to organize and lead the parliamentary elections scheduled for 18 September 2010, specifically the Independent Election Commission (IEC) and the Afghan Electoral Complaints Commission (ECC);

(2) Fostering national dialogue and encouraging regional engagement by assisting Afghans in finding proper avenues to pursue constructive and inclusive dialogue and in fostering a conducive political environment;

(3) Supporting regional cooperation through the 'Kabul Silk Road' initiative which brings together Afghan neighboring representatives to discuss and promote regional political, security and economic cooperation, including confidence-building measures;

(4) Promoting coherence and coordination of UN and international aid by assisting the Government of Afghanistan in identifying its priorities and putting in place an Afghan-led coordination framework, as well as facilitating the alignment of donor activities to Afghan priorities.

d. The mandate also recognizes the critical importance of monitoring and coordination of efforts to protect civilians and support wider human rights, in particular the rights of women and children. In addition, UNAMA works hand-in-hand with United Nations agencies, funds and programmes providing a wide range of humanitarian support to the Afghan people as well as policy and programme support to various Government Ministries on development matters.

e. The framework for cooperation between the Government of Afghanistan, the United Nations and the international community has been outlined and agreed upon in a number of key documents and conferences including the Afghanistan Compact of 2006, the Afghanistan National Development Strategy (ANDS), the Paris Conference of June 2008 and the Afghanistan Conferences in London in January 2010 and in Kabul in June 2010.

f. Many key benchmarks are also complemented by the UN's Millennium Development Goals (MDGs), a set of eight social and economic targets that governments agreed to meet by 2015.

10. Independent Directorate of Local Governance (IDLG)

The IDLG, a ministerial-level body focused on sub-national governance reporting to President Karzai, is responsible for sub-national governance policy and improvements, including the appointments of provincial and district governors. IDLG has three key efforts underway to improve sub-national governance: assisting with the development and execution of the Sub-National Governance policy; improving interministerial coordination through the District Delivery Program (DDP); and the establishment of a Capacity Building Unit.

11. Joint Coordination Monitoring Board (JCMB)

a. Background. The JCMB is the high-level governing body established in 2006 to provide overall strategic coordination for implementation of first, the Afghan Compact, and later the Afghan National Development Strategy. Formed by GIRoA and the international community, it aims to ensure greater coherence of efforts by the Government and IC to realize agreed goals and objectives. The primary functions are:

- Approves IC support for development and reform (MoI);
- Monitors progress toward Afghan National Defense Strategy (ANDS) benchmarks;
- Chief coordination mechanism between GIRoA and IC;
- Aligns IC political commitments;

- Establishes financial benchmarks;
- Reports out to the PoA and UNSecGen.

b. The JCMB is co-chaired by UN Special Representative for the Secretary General (UNSRSG) and Afghan Chair of the cabinet-level coordination committee, the Minister of Finance. Composed of:

- 12 members of Afghan GCC and IC reps based on most contributions, development aid, military troops and regional reps.
- UNAMA (JCMB note takers); ISAF; NTM-A/CSTC-A; World Bank; donors; EU and regional governments.

c. The Board meets four times a year, usually in Kabul. The work of the JCMB is now facilitated by three Standing Committees, which are programmed to sit in advance of the JCMB. These Standing Committees are:

- Security
- Socio-Economic
- Governance.

d. Coordination of activity.

(1)Coordination at MoI. Within the MoI, the ANDS Coordination Directorate is tasked to stay abreast of JCMB issues and activities. The JCMB Secretariat is housed within the MoF, along with the ANDS Secretariat; both are under the direction of the Minister of Finance. They develop the agenda and prepare GIRoA action papers to be coordinated amongst the appropriate ministries.

(2)NTM-A/CSTC-A Involvement. In the recent past, CJ5 was actively involved in managing / developing – and thus, assessing -- the security pillar forces, working groups and programs at MoI. They prepared the suggested papers and talking points for the Minister via DM Strategy and policy Branch, who is in charge of MoI JCMB preparations. These papers were also used by the Commander, NTM-A/CSTC-A to brief the Minister and participate in the meeting. More recently these coordinating functions have been managed by the MoI International Coordination Cell (MICC) on behalf of MoI and DCOM-P input with CJ-5 retaining control for wider NTM-A and ANSF development.

(3)Security Standing Committee. The security SC is usually chaired by the Minister of Defense, with MoI, ONSC, NSD plus NTM-A/CSTC-A, ISAF and other donor community members. From GIRoA, a number of Ministers attend and from the donors side the Ambassadors, Consuls or Heads of donor agencies. From NTM-A, representation is normally at COM or DCG level. These Standing Committees are mainly technical meetings in which GIRoA and donors discuss Government programs in detail (e.g., MoI reforms, pillars, training, recruiting staff activities). Donors share their comments with the GIRoA, representatives and before the JCMB meeting, the Government revises their papers based on the comments it receives from the donors. The MOI Minister will provide a ten minute presentation on Post-Kabul conference 100-day progress report.

Post Script

The job of an advisor is very hard and the scope of the ministerial development undertaking, in its entirety, is daunting. A new advisor may find it difficult to see how one person can make a difference.

When I first visited Afghanistan in April 2010, I heard General McChrystal say to an incoming group of AfPk Hands: "Work every day as if you can't leave until the mission is complete". During MODA training, LTG Dubik advised "Don't look at the entire strategic problem, but focus on the job assigned to you." Later in my assignment, I heard it said that it was important to work as if "today is your last day to accomplish the mission and make the Afghans self-sufficient." Most recently, in April 2011, General Petraeus reminded us at a Ministerial Development Plan review that "a few well placed people can make a huge difference." I would add to these wise words the notion that you should work every day so that on your last day of your assignment to Afghanistan, you will be satisfied that you have put forth your best effort – and that you have done your best to make a difference.

My final entry in this initial version of the advisor guidebook summarizes these sentiments in the words of John Wooden, the great American leader and coach, who could easily have been speaking to a new Ministerial Advisor in Afghanistan when he said:

Lace up your sneakers and get out on the floor ...

Focus intently on running the race that is in front of you...

And,

Make each day a masterpiece.

- Dave Clifton. MODA Plankholder. 05.01.2011. Camp Eggers, Afghanistan.

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Appendix - A: ACRONYMS

ABP	AFGHAN BORDER POLICE
ACG-PD	ASSISTANT COMMANDING GENERAL, POLICE DEVELOPMENT.
ACSS	AFGHAN CIVIL SERVICE SUPPORT
AFPK HANDS	SPECIALLY TRAINED MILITARY CIVILIANS TO WORK IN AFGHAN/PAK THEATER.
ALP	AFGHAN LOCAL POLICE
ANCOP	AFGHAN NATIONAL CIVIL ORDER POLICE
ANDS	AFGHAN NATIONAL DEVELOPMENT STRATEGY
ANP	AFGHAN NATIONAL POLICE.
APPF	AFGHAN PUBLIC PROTECTION FORCE
ANSF	AFGHAN NATIONAL SECURITY FORCE
ARTF	AFGHAN RECONSTRUCTION TRUST FUND
ASFF	AFGHAN SECURITY FORCES FUND
AUP	AFGHAN UNIFORM CIVILIAN POLICE
CJ-7	JOINT STAFF SECTION FOCUSED ON FORCE MODERNIZATION, DEVELOPMENT, INTEGRATION.
CJSOR	NATO COMBINED JOINT STATEMENT OF REQUIREMENTS (VALIDATED FORCE REQUIREMENTS)
CSTC-A	COMBINED SECURITY TRANSITION COMMAND, AFGHANISTAN.
CM	CAPABILITY MILESTONE, MEASURES AFGHAN SELF RELIANCE FROM 4 TO 1 (SELF-RELIANT).
CN	COUNTERNARCOTICS
COMISAF	COMMANDER INTERNATIONAL SECURITY ASSISTANCE FORCES
DCOS	DEPUTY CHIEF OF STAFF.
DM	DEPUTY MINISTER, ONE OF FOUR SENIOR LEADERS IN MOI WHO WORK FOR MINISTER.
DOD	U.S. DEPARTMENT OF DEFENSE.
DOTMLPF	A FRAMEWORK FOR PLANNING THAT INCLUDES DOCTRINE, ORGANIZATION, TRAINING, MATERIAL, LEADERSHIP AND EDUCATION, PERSONNEL, AND FACILITIES.
EUPOL	EUROPEAN UNION POLICE MISSION AFGHANISTAN.
FDD	FOCUSED DISTRICT DEVELOPMENT
GDPSU	GENERAL DIRECTORATE POLICE SPECIAL UNITS
HOM	HEAD OF MISSION, EUPOL LEADER.
IC	INTERNATIONAL COMMUNITY.
IDLG	INDEPENDENT DIRECTORATE OF LOCAL GOVERNANCE
IJC	ISAF JOINT COMMAND.
INL	INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT AFFAIRS BUREAU (DEPT OF STATE)
ISAF	INTERNATIONAL SECURITY ASSISTANCE FORCE.
ISC	INTERNATIONAL SECURITY COOPERATION
JCMB	JOINT COORDINATION AND MONITORING BOARD
KLE	KEY LEADER ENGAGEMENT - A SENIOR LEVEL MEETING TO SOLVE PROBLEMS.
MCTF	MAJOR CRIMES TASK FORCE
MDB	MINISTERIAL DEVELOPMENT BOARD, OVERSEES THE MINISTERIAL DEVELOPMENT PROCESS.
MDP	MINISTERIAL DEVELOPMENT PROCESS. THE PROCESS TO OBTAIN AFGHAN SELF RELIANCE.

MDTT	MINISTERIAL DEVELOPMENT TRANSITION TEAM. SMALL TEAM TO EXECUTE MDP.
MININT	MINISTER OF INTERIOR
MODA	MINISTRY OF DEFENSE ADVISORS. SENIOR DOD CIVILIANS WHO ARE FUNCTIONAL EXPERTS.
MOI	MINISTRY OF INTERIOR
NDS	NATIONAL DIRECTORATE OF SECURITY
NTM-A	NATO TRAINING MISSION - AFGHANISTAN
OPT	OPERATIONAL PLANNING TEAM. ORGANIZED TEMPORARILY TO ACCOMPLISH TASK.
PRT	PROVINCIAL RECONSTRUCTION TEAM
PSC	PRIVATE SECURITY COMPANY
RCs	REGIONAL COMMANDS
TASHKIL	THE OFFICIAL MOI DOCUMENT THAT AUTHORIZES STRUCTURE AND EQUIPMENT
UNAMA	UNITED NATIONS ASSISTANCE MISSION AFGHANISTAN

Appendix - B: Reading List

This is intended to be a limited list of key readings for new advisors to the MOI - not a comprehensive reading list for Afghanistan.

<i>Afghanistan 101</i>	Entezar, Ehsan M.	2007	Xlibris Corporation
<i>Afghanistan 2009 - Guidebook for Operational Culture for Deploying Personnel</i>	USMC Publication	2009	USMC Center for Advanced Operational Culture Learning
<i>Afghanistan, A Cultural and Political History</i>	Barfield, Thomas	2010	Princeton University Press
<i>America's Role in Nation-Building</i>	Dobbins, James et. al.	2003	Rand Corporation
<i>Changing the Guard, Developing Democratic Police Abroad</i>	Bayley, David H.	2006	Oxford University Press
<i>Counterinsurgency</i>	Kilcullen, David	2010	Oxford University press
<i>Counterinsurgency Field Manual</i>	Nagl, John A.	2007	University of Chicago Press
<i>Guiding Principles for Stabilization and Reconstruction</i>	US Institute of Peace	2009	US Institute of Peace
<i>Nation Building in South Korea</i>	Brazinsky, Gregg	2007	University of North Carolina Press
<i>Nation Building. Beyond Afghanistan and Iraq</i>	Fukuyama, Francis	2006	Johns Hopkins University Press
<i>Police in War, Fighting Insurgency, Terrorism, and Violent Crime</i>	Bayley, David H. and Perito, Robert M.	2010	Lynne Rienner Publishers, Inc.
<i>The Beginners Guide to Nation Building</i>	Dobbins, James, et.al	2007	Rand Corporation

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Appendix - C: Advisor R&R Memo

Leave Note, COL Joe Smith, Advisor to DM Security

Leave Contact number:

Home: 001-703-250-2222

US Cell: 001-703-408-2222

Leave Address:

2222 Fairfax Court

Fairfax, VA 22222

Leave Dates:

Depart for leave 3 MAR, approximate return 23 MAR.

Coverage while on Leave:

Mr. Wes Owens will cover. Rob Jones can assist. Turnover folder on my desk and SharePoint site.

ISSUES

JCMB – Rob Bland working. Dates are as yet undetermined. MOI can expect to brief growth, APPF and ALP. Drafts of presentation materials and brief are complete. DM Soliqui will likely brief, he is comfortable with the topics. Will need short read ahead for ACG-PD prep and SA – 24 hours ahead to the XO and Aide.

Not in Service Training Account Policy – P1 lead, LTC Steve Jones. DM and BG Raliqi are aware. Raliqi says they are working on it, you will need to check.

Foreign Relations Division – ongoing feud between DM Ahmad and BG Shaqi. There is confusion of function; FRD at COS office does protocol functions mainly; DM is looking to develop an Embassy coordination team. Randy Jones is tracking the issue in COS office. We'll need to discuss.

Force Modernization - John and Ollie have it. Transformation of Tashkil department into a Force Modernization Department. Should not be an issue while I'm gone, but backup info is in the turnover folder – and the NIPR sharepoint for DM S&P.

DM Admin- they need to make a decision on who the DM will be, where the bill payer is for the new DM slot (must take a 3 star billet from somewhere). Should not be an issue for you. DM feels 5 DMs are too many; his preference is to move DM CN under ACCP (CID and stuff) and use that DM slot as the bill payer. The rest of the "troops" are carved out of DM Admin and Support. The reorg meetings S1 is hosting should inform this.

Corruption. Will send notes on SIPR. FYI.

MEETINGS

Senior Advisors Meeting – Fridays, 1600, usually Jacks. Just go, usually one way info push.

Senior Advisor Dinner – Fridays, 1800, Lundell room. Go and enjoy the dinner and presentation. At least you don't have to wait in line.

S1 KLE with DM Ahmad – Sunday's, 1545-1645, DM's office. Don't bring Jim, he will not get in. Check with chuck, every other Sunday, but it's been every Sunday lately. Normally need to make Talking Points for S1 and give DM an idea of what S1 wants to talk about. I will send format of last separately. Also need to followup with a KLE ExSum same day.

ANP Sync Meeting – Monday's, 1200-1400, Lundell Room. Attend, good SA on police pillars.

KLE with MG Kelly (AUS) MG Linn's replacement. 1015 – 1100 in DM's office. LTC T. Rose, NPCC. Need talking points and ExSUM.

IJC Commanders Conference – 16 March. I believe that you have to be there at 1300, DM will get an invitation. leave your gear here that day if you wish, ride with DM up there and ask them to drop you at Eggers on the way back. Basic function is to make sure that he gets through the gate clean. Report in daily.

Anti-Corruption Meeting – Saturdays, 1400- 1500, DM's office. Take some notes, big thing is to get a copy of the top 15 list and get it in the evening report. Bob Smith can fill you in. BG Frank Aide is LT Baz 070 211 2222. Report in daily depending on what is discussed.

DM Ahmad leave – 17 MAR through 31 MAR – pending Minister's approval. He is planning to go to Shindag (home). Report in weekly travel report.

KEY NUMBERS

Mr. Wes Owens 079 866 2222
Ahmad 079 866 2222
Marcus (IPCB) 079 399 2222
LTC Ollie (P7) 070 224 2222
Bob Jones 079 630 2222
Bob Blank 079 340 2222
Greg Reason 079 340 2222
DM Ahmad (CPT Aker) 070 730 2222
BG Raliqi 0700 225 2222
LTC Jerry Sams (NPCC) 079 337 2222

Appendix - D: National Police Plan

<https://cstca.oneteam.centcom.mil/sites/dcgpd/Advisor%20Guidebook/X%20APPEN%20D%201390-1391%20NPP%20Final%20MICC%20Translated%20APRIL%202011.pdf>

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Appendix - E: National Police Strategy

<https://cstca.oneteam.centcom.mil/sites/dcgpd/Advisor%20Guidebook/X%20APPEN%20E%20AFGHAN%20NATIONAL%20POLICE%20STRATEGY.pdf>

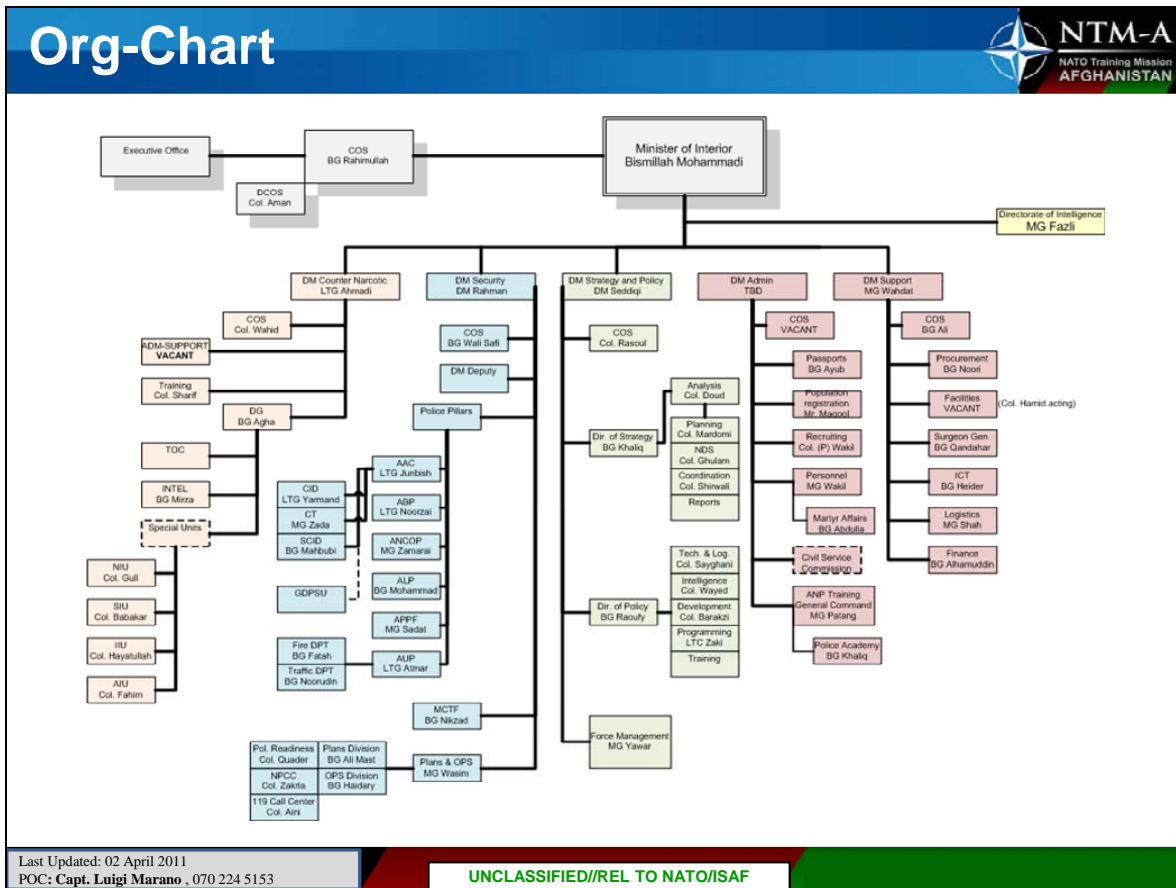
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Appendix - F: American Military Advisor PDF

<https://cstca.oneteam.centcom.mil/sites/dcgpd/Advisor%20Guidebook/American%20Advisor%20Metric%20Paper.pdf>

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Appendix - G: Mol Organizational Chart and Advisor Assignments/Structure



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Appendix - H: Key Leader Guidance – Vision 2011

<https://cstca.oneteam.centcom.mil/sites/dcgpd/Advisor%20Guidebook/X%20APPEN%20H%20Commander%27s%20Vision%20for%202011%20-%20Accelerating%20Progress.pdf>

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Appendix - I: Regular Recurring Meetings

Mondays: Weekly ANP Synch Meeting. Leaders Conference Room. Noon to 1400.

Tuesdays: No recurring meetings for advisors.

Wednesdays: DCOM-P Extended Huddle. Leaders Conference Room. 1845 to 2000.

Thursdays: DCOM-P Weekly Staff Meeting. Jack's. 1500 to 1600.

Fridays: Senior Advisor Council. Chai House. 1600 to 1730.
Senior Advisor Dinner. Leaders Conference Room. 1800 to 1930.

Saturdays:

Last Saturday of each Month: Ministerial Development Board. Leaders Conference Room. 1500-1700.

Sundays: No recurring meetings scheduled for advisors.

[ACG-PD's daily standup meeting at 0800 with Chief Advisor (except Friday and Sunday)]

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Appendix - J: NTM-A Command Brief

https://cstca.oneteam.centcom.mil/sites/dcgpd/Advisor%20Guidebook/X%20APPEN%20J%2020110318-CB-Baseline_Brief-U.pdf

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Appendix - K: Movement, Force Protection, Personal Safety, and Advisor Travel

<https://cstca.oneteam.centcom.mil/sites/dcgpd/Advisor%20Guidebook/X%20APPEN%20K%20MOVEMENT%20CONTROL%20Revision1-09DEC10.pdf>

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Appendix - L: MDP Assessment Format

<https://cstca.oneteam.centcom.mil/sites/dcgpd/Advisor%20Guidebook/X%20APPEN%20L%20MOI%20MDP%20ASSESEMENT%20Template%20v2.pdf>

Find the PowerPoint Shell version at:

<https://cstca.oneteam.centcom.mil/sites/dcgpd/Advisor%20Guidebook/Forms/AllItems.aspx>