

money distributed for salary payments into their own bank accounts. Based on that experience, in 2017 LOTFA donors decided to make salary payments only on the basis of validated numbers of police personnel via the personnel asset inventory (PAI) mechanism, reinforced by biometric authentication preventing the manual manipulation of data. The PAI process is expected to be completed by April 2018. This new method had been successfully tested at the MoD and upon successful implementation the likelihood of pay-outs to *ghost personnel* shall be substantially reduced.

Phased transition of the non-fiduciary payroll management functions to the MoI: In September 2015, LOTFA donors set up benchmarks to measure the MoI's readiness to take over the non-fiduciary payroll management functions from UNDP. Based on the findings of the August 2017 assessment on the fulfilment of the benchmarks, despite the measurable progress achieved since the previous assessment of 2016, donors decided to postpone the handover as the required capacity had not yet been fully in place. The lesson learned is the importance of clear targets and milestones to measure progress and assess the stage of completion of the benchmarks. The lack of clear targets led to a diverging understanding among partners on the "sufficiency" of progress to enable transition.

Gender: In order to increase the number of female police personnel, the MoI and international partners have made extra efforts to seek for and attract qualified women to join the ANP. However, as it has turned out, many illiterate women without required skills have been recruited into the ANP instead. This has led many male ANP staff to question the benefits of such affirmative action. The mismanagement of the female recruitment has had some unintended consequences: it has reinforced the stereotypes of women and their roles in the male-dominated environment of ANP, created fear and a sense of unfairness among male staff of losing their positions to unqualified female candidates and created an unwanted stigma for qualified and competent policewomen.

EUPOL Afghanistan Mission: After nearly a decade of support to civilian policing in Afghanistan, the EUPOL Afghanistan Mission had come to an end in 2016. The Mission highlighted the importance of acting in concert, in a single framework in order for the Member States' actions to succeed. Achieving tangible results in mentoring and advising is a complex and lengthy process that is also shaped by external factors - such as the tough security situation, the frequent turn-over of Afghan officials and the rotation of mentors. The fact that the Mission focused on civilian policing while most of the ANP was involved in counterinsurgency operations was a recurrent problem and an obstacle towards the success of the Mission. The community policing concept, introduced and partially implemented by EUPOL, focusing on police building ties and working closely with the citizens, is generally accepted as the desired model for future policing in Afghanistan and is to be continued. Intelligence led policing has also been generally accepted as an effective tool to professionalise the national police but it is not used countrywide therefore further support is needed.

3.2 Complementarity, synergy and donor coordination

The foreseen action is based on the lessons learned **of the EU engagement** in the area of policing and rule of law, i.e. the activities of the former EUPOL Afghanistan Mission²¹ and the previous

²¹ The EUPOL mission supported both the police and prosecutors in enhancing their cooperation and coordination until the end of 2016.