



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 19 July 2012**

**8508/2/05  
REV 2 EXT 2**

**CIVCOM 102  
PESC 336  
COSDP 245  
RELEX 193  
JAI 149  
PROCIV 53**

**PARTIAL DECLASSIFICATION**

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of document:	8508/2/05 REV 2 RESTREINT UE/EU RESTRICTED
dated:	31 May 2005
new status:	Public
Subject:	Concept for rapid deployment of police elements <sup>1</sup> in an EU-led substitution mission.

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Delegations will find attached the partially declassified version of the above-mentioned document.

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<sup>1</sup> Integrated Police Units, Police Headquarters, Formed Police Units, Specialised Teams and Individual Police Officers



**ANNEX**

**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 31 May 2005**

**8508/2/05  
REV 2 EXT 2 (19.07.2012)**

**RESTREINT UE**

**CIVCOM 102  
PESC 336  
COSDP 245  
RELEX 193  
JAI 149  
PROCIV 53**

**COVER NOTE**

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From : Secretariat  
To: Delegations  
Subject : Concept for rapid deployment of police elements<sup>1</sup> in an EU-led substitution mission.

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Following discussion at the CivCom meetings of 25<sup>th</sup> and 30<sup>th</sup> May 2005, delegations will find attached a revised version of the document.

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<sup>1</sup> Integrated Police Units, Police Headquarters, Formed Police Units, Specialised Teams and Individual Police Officers

# **CONCEPT FOR RAPID DEPLOYMENT OF POLICE ELEMENTS<sup>2</sup> IN AN EU-LED SUBSTITUTION MISSION**

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<sup>2</sup> Integrated Police Units, Police Headquarters, Formed Police Units, Specialised Teams and Individual Police Officers

## 1.1. FOREWORD.

This document has been prepared following document 15956/04: “*Guidelines for Rapid Deployment of Integrated Police Units - IPU’s - in the initial stage of an EU-led substitution mission and interoperability of IPU’s and Police Headquarters*”. The latter document still remains valid. Both are living documents and are subject to adjustments in the light of experience.

## 1.2. AIM OF THE DOCUMENT

To set out principles and procedures in order to:

- 1.2.1. define the guidelines for the **rapid deployment**<sup>3</sup> of police elements in a substitution scenario from the initial stage until the stabilisation stage as defined in the document 8655/1/02 "Comprehensive concept for Police Substitution Missions";
- 1.2.2. ensure a sufficient level of interoperability<sup>4</sup> for police elements, notably for rapid deployment (short-term goal), including the ability to set up headquarters (HQ) for a EU Police Mission ( EUPOL) in a substitution scenario as defined at the Nice European Council;
- 1.2.3. identify and to define recommendations leading to enhanced standardisation and interoperability (medium-term/long-term goal) between police elements as well as to lead into integration and coordination with other components of the EU Mission.

## 1.3. UNITS, TEAMS AND INDIVIDUAL POLICE OFFICERS

The document 8655/1/02 "Comprehensive concept for police substitution missions" sets out that:

*The EU Member States have the necessary police capabilities to take on the executive functions involved in the most complex of substitution missions. Member States may contribute to this type of operation with individual police officers, specialised teams, integrated police units and formed police units.*

In addition, a rapidly deployable Headquarters is a pre-requisite to success in any mission.

The requirements in relation to the setting up of the HQ are set out in paragraph 2.4.

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<sup>3</sup> To be intended as the actions and measures linked to the decision-making, planning, force generation, command and control and means to be deployed to achieve a rapid reaction to a crisis.

<sup>4</sup> Document 13307/01 "Standardisation and interoperability" which defines interoperability as "The ability of systems, units or forces to provide services to and accept services from other systems, units or forces and to use the services so exchanged to enable them to operate effectively together

### 1.3.1. INTEGRATED POLICE UNIT (IPU)

- a) a police unit that meets the following conditions according to the European Council conclusions of Feira and Nice:
- (1) robust, rapidly deployable, flexible and interoperable ;
  - (2) able to perform police executive tasks;
  - (3) preferably (to be deployed) in non stabilised situations;
  - (4) in case of an EU operation including military forces, subject to their national rules and legislation, may be placed temporarily under the responsibility of the military authority entrusted with the protection of the population.
- b) To meet the above conditions an IPU:
- (1) must possess the following characteristics: structured and existing unit, with its own chain of command, possessing common TTP's and training, able to perform different police tasks, capable of self-protection in performing standard police operations;
  - (2) must satisfy the following technical aspects: availability of logistics, of personnel/unit equipment, of some heavy equipment (if needed).
- c) Mission and tasks.

According to the mandate, IPU's can perform a large spectrum of police functions as mentioned in the "substitution mission" scenario, i.e.<sup>5</sup>:

- (1) Patrolling and public surveillance operations;
- (2) Information gathering;
- (3) Public order, civil disorder, riot and crowd control functions;
- (4) Without prejudice to activities to be carried out by specialised units, they may carry out other police functions and tasking such as:
  - ⇒ to conduct criminal investigations;
  - ⇒ to investigate major crimes against human rights, assistance to refugees and internal displaced persons - IDP;
  - ⇒ to provide support to the International Criminal Courts or Tribunals;
  - ⇒ to ensure, if needed, other police functions such as traffic police and border policing;
  - ⇒ to provide assistance for security of personnel involved in missions in the area, both from the EU and from the international community;

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<sup>5</sup> This list of functions is not exhaustive, and does not exclude IPU's taking on other tasks. The list should be considered to be the minimum requirement for an IPU

⇒ to perform security tasks such as close protection and VIP escorts.

d) Technical Tactical Procedures (TTP's)

See Part II in Reference A.

### 1.3.2. FORMED POLICE UNIT (FPU)

- a) The formed police unit<sup>6</sup>, which is deployed only under civilian responsibility could be defined as a police unit that can be constituted by integrating several smaller sized units, from one or more member states, that meets the following minimum requirements:
- (1) rapidly deployable, flexible and interoperable ;
  - (2) able to perform executive police tasks;
- b) To meet the above conditions an FPU must possess the following characteristics:
- (1) police unit with common TTP's and training;
  - (2) availability of operational equipment and weapons.
- c) Previously formed police units, identified by Member States, provided with appropriate self protection capability can be deployed in non stabilised situations.
- d) Mission and Tasks.

According to the mandate, an FPU can perform police functions as mentioned in the "substitution mission" scenario, i.e.:

- (1) Patrolling and public surveillance operations;
- (2) Information gathering;
- (3) Public order, civil disorder, riot and crowd control functions;
- (4) Without prejudice to activities to be carried out by specialised units, they may carry out other police functions and tasking such as<sup>7</sup>:
  - ⇒ to ensure, if needed, other police functions such as traffic police and border policing;
  - ⇒ to provide assistance to refugees and internal displaced persons - IDP;
  - ⇒ to provide assistance for security of personnel involved in missions in the area, both from the EU and from the international community;
  - ⇒ to perform security tasks such as close protection and VIP escorts, etc.

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<sup>6</sup> The doc. 8655/1/02 "Comprehensive concept for police substitution missions" sets out that formed police units are those units *which either cannot be placed under military responsibility or cannot be deployed in non-stabilised situations. these units can be constituted by integrating several smaller size units of the same member state*

<sup>7</sup> This list of functions is not exhaustive, and does not exclude FPU's taking on other tasks. The list should be considered to be the minimum requirement for an FPU.

- e) Technical Tactical Procedures (TTP's)  
IPU TTP's contained in Part II of Reference A are applicable with the exception of those in the following paragraphs in Reference A:
  - (1) 1.1.3 c. (full police control of the area of responsibility)
  - (2) 6.1 and 6.2 since the FPU will not carry out the police tasks mentioned in these paragraphs

### 1.3.3. IPU's and FPUs' QUALIFYING ASPECTS<sup>8</sup>

According to the above definitions the following points must be considered:

- a) **Robustness.** IPU's (and those FPU's indicated at 1.2.2 c) should be provided with weaponry and equipment (some heavy equipment can also be used) to enable them to operate with appropriate self-protection and security conditions in non-stabilised situations<sup>9</sup>.
- b) **Rapidly deployable.** IPU's and FPU's should be able to deploy within 30 days. A rapidly deployable EUPOL HQ will be essential for this deployment. IPU's should have an adequate logistic capability according to the tasks related to the mission (and specified in the CONOPS). IPU's and FPU's will bring their organic equipment.
- c) **Flexibility.** IPU's and FPU's should be able to perform different tasks by adapting their elements to new situations.
- d) **Interoperability.** IPU's and FPU's should be interoperable among themselves and with other police elements<sup>10</sup>.

### 1.3.4. NATIONAL EXPERT TEAM

- a) This is a group, pre-established for the mission within an MS, which is trained and equipped to undertake a specific specialised task or set of tasks in the Specialised Element and/or in the EUPOL HQ.
- b) In the Specialised Element  
National expert teams will be able to perform the functions described in paragraph 1.9.

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<sup>8</sup> See In Annex 1 IPU and FPU Comparative Table.

<sup>9</sup> Concerning the use of force see doc. 12415/5/02 "Compendium of principles for the use of force and consequent guidance for the issue of rules of engagement (ROE) for police officers participating in EU crisis management operations.

<sup>10</sup> Doc 13307/01 "Standardisation and interoperability".

From an operational point of view the intervention in a police function with a national expert team would be most appropriate when:

- (1) Special training requirements, rapid deployment or working methodology needs would be more easily met with the participation of teams from one Member State rather than a mixture of individual police officers from several Member States.
  - (2) Special risks, a dangerous environment, or the use of special equipment would be better dealt with by a practised team who are used to working together, rather than by a recently formed group.
  - (3) Member States have in their Police structure Units that do not usually work individually but are integrated at a certain level within their chain of command and operational procedures (e.g. antiterrorist/ SWAT)
- c) In the EUPOL HQ  
Advisory and training experts could be deployed in the initial stage and may be attached to the EUPOL HQ (see paragraph 2.4.5).

#### 1.3.5. INDIVIDUAL POLICE OFFICERS

- a) In the Specialised Element (see. Para 1.9) they will operate in multinational teams.
- b) In the Police HQ police officers, earmarked for rapidly deployable HQs, will perform the tasks described under paragraph 2.4 and 2.5.
- c) Individual police officers should possess the Essential requirements as in appendix 1 to Reference C and should meet the EUPOL relevant job descriptions.

#### 1.4. KEY FACTORS

1.4.1. The employment of police elements of a EUPOL in operations is governed by some key factors that must always be taken into consideration.

##### 1.4.2. Initiative and flexibility

Vast distances, extended spans of control and multi-faceted situations imply that EUPOL Commanders and personnel at any rank should have great initiative and a flexible approach to all events in order to maintain control of incidents and avoid their degeneration.



#### 1.4.3. Personnel requirements.

Personnel must have undergone appropriate training and possess appropriate professional preparation in police matters as an essential requirement in order to carry out the respective tasks. They must comply with accepted standards of police ethics.

#### 1.4.4. Information-gathering attitude

EUPOL personnel at any rank must have in their professional background a marked orientation to collect, report and exchange information received from various sources in the relevant operational areas, especially within the civilian environment, in order to prevent critical situations from occurring and to establish an information resource for operational needs.

#### 1.4.5. Freedom of action and movement

EUPOL personnel will have, inside the mandate and tasks assigned to them, freedom of action and movement in those pre-emptive activities throughout AOR in order to carry out their tasks.

#### 1.4.6. Contacts with local population

EU personnel at any rank, when performing operational activities, should consider contact with the local population as an essential factor for succeeding in the assigned mission. The main function of this contact is to engender confidence in the mission within the local population. Therefore this contact should be developed with impartiality towards different groups in accordance with the mission statement. A secondary aim of establishing contact is to obtain co-operation and essential information.

In this regard, note should be taken of the UN Security Council Resolution 1325 on Women, Peace and Security of 31 October 2000.

#### 1.5. SECURITY GAP: A Priority For Substitution Missions.

The use of IPU's and of the other police elements is expected to reduce as much as possible any gap in which the military component might assume, on its own, public security tasks. Therefore interaction with the military will be a priority<sup>11</sup>. The simultaneous deployment of military and police components will require close coordination including an integration of planning processes. The mandate approved by the Council should define the relationships between the military and police components of the EU mission.

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<sup>11</sup> As mentioned in the "Guidelines for Police Command and Control Aspects Of EU Crisis Management" 7854/02 (RESTREINT) and the related military Advice (doc. n.7400/02 dated 21 March 2002).

## 1.6. RESERVE

1.6.1. The need for the availability of a reserve IPU or FPU should be considered from the planning phase. Such a reserve should be considered as a flexible instrument able to reinforce or support other units should unforeseen situations arise so to ensure appropriate operational reactions.

1.6.2. The size and location of such a reserve should be planned according to the scenario, but as matter of principle, the reserve should be:

- a) Of the same size and composition as any IPU ;
- b) Co-located with an IPU, normally in such a geographical location that in terms of space and time it would be able to reach other sectors in the most effective way;
- c) Kept together as a mass for manoeuvres, avoiding being split into sub-units. In this sense, utilisation of reserve platoons or minor units as a temporary reinforcement of other units, should be considered as exceptional.

Once the EUPOL has reached the stabilisation stage and the other components have been deployed on the ground the EUPOL HoM can reconsider the need to maintain the availability of such a reserve.

## 1.7. SPECIALISED ELEMENT

1.7.1. The Specialised Element will be composed of highly qualified national expert teams, with specific capabilities, or multinational teams where the concerned speciality allows it. These teams will be constituted in accordance with the characteristics of each speciality. Each mentioned speciality will support the territorial and mobile elements, according to their operational capabilities. In the stabilisation stage the multinational composition will increase

1.7.2. The following areas of interest can, *inter alia*, be considered:

- a) Border policing.
- b) War crimes
- c) Criminal investigation and forensic police.
- d) Antiterrorist/SWAT.
- e) Information gathering analysis
- f) Major and organised crimes
- g) Explosives Ordinance Disposal (EOD)
- h) Traffic control and surveillances.

- i) Environmental police.
- j) Illegal immigration.
- k) Negotiations experts.
- l) Security police and close protection
- m) Dog units

This list, while far from being exhaustive covers the kind of capabilities required in a substitution mission in the initial and stabilisation stage.

## 1.8. SCENARIOS

- 1.8.1. During the initial stage IPU's will deploy to an assigned Area of Responsibility (AOR) where they will exercise area responsibility. At the stabilisation stage IPU's together with the other police elements will exercise functional responsibility.
- 1.8.2. The interoperability of the IPU's and of the other police elements should take into consideration the evolving scenario<sup>12</sup> of a substitution mission over time.
- 1.8.3. The initial stage of an EU police substitution mission (see Annex 2) will in principle consist of a EUPOL HQ and of IPU's with defined AOR, together with the capabilities represented by FPU's and the Specialised Element, so as to be able to operate and to prepare a smooth transition to the stabilisation stage.
- 1.8.4. During the following stabilisation stage (see Annex 3) the IPU's and the FPU's will form the core of the Mobile Element of the mission.
- 1.8.5. The time frame for the initial stage of the operation will be determined by the evolution of the situation. It should be as short as possible taking into account the security conditions and the logistic constraints.

## 1.9. RULES OF ENGAGEMENT (RoE)

- 1.9.1. EUPOL is intended to interact with the civilian population and shall avoid using deadly force. In any case, the use of force needs to be accurately graduated in accordance with specific authorised Rules of Engagements (ROE).
- 1.9.2. The use of deadly force is the last resort and it is to be applied according to the provisions of document 12415/5/02 " Compendium of principles for the use of force and consequent guidance for the issue of rules of engagement (ROE) for police officers participating in EU crisis management operations", to which the Police Planners will refer.

1.9.3. RoE are essential in order to establish and regulate the use of force by EUPOL; they have to be carefully assessed in order to establish whether they are sufficient for, or compatible with, achieving the aims of the mission, taking into account the proactive attitude that police forces must take in preventing, rather than reacting to, a security threat.

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<sup>12</sup> As defined in document 8655/1/02 1 of 8 May 2002 "Comprehensive concept for Police Substitution Missions".

## 2. COMMAND AND CONTROL

2.1. In the Nice European Council Conclusions it was acknowledged that, where necessary, military and police components must be part of an integrated planning process and should be used on the ground in a closely coordinated manner. In addition, it was acknowledged that, subject to their national rules and legislation, some police components may be placed temporarily under the responsibility of the military authority entrusted with the protection of the population.

### 2.2. GENERAL ASPECTS

2.2.1. In the initial stage of the EUPOL the deployed IPU's will have an area of responsibility in which they will exercise the main police functions: in terms of C2 this will imply the decentralisation of command and control functions to local IPU commanders and the overall responsibility of the POL HoM who will exercise his functions through an appropriate system of communications, reporting procedures and inspections.

#### 2.2.2. Command options

- a) The POL HoM will exercise the Command option that will be approved in the Joint Action and CONOPS document.
- b) The IPU and FPU commanders will exercise Tactical Command - TACOM over own units.
- c) The POL HoM can re-deploy units, teams and individual police officers in the AOR of other units under Tactical Control - TACON to the Commander responsible for that AOR.
- d) If necessary, on a case by case basis, a temporary "Operational Task Force" can be created joining two or more IPU's and FPU's under TACOM of the Police HoM or a senior officer appointed by him. If any, the transfer of authority will imply limits in terms of tasking and time of deployment.
- e) Other C2 options can be foreseen and applied in accordance with the provisions of doc. 6922/02 "Guidelines for Command and Control Structure for EU police operations in civilian aspects of crisis management".
- f) FPU's can only be deployed under civilian responsibility.

2.2.3. By their very nature, operations in theatre involve considerable autonomy and initiative on the part of the units employed particularly because communications can be difficult and erratic, the situation can change and deteriorate very quickly, and it is not always possible to rely on the normal flow of information.

2.2.4. Commanders will therefore need to have a degree of autonomy commensurate with the demands involved and to be able to act on their own initiative; for this reason, orders and instructions will focus on the essentials namely, the mission (task and aim of the operation), the assigned forces, the instructions for coordination with the units and/or other EU instruments and/or other international organisations on the ground, any time limits (predetermined or linked to the achievement of an objective – the end state).

2.2.5. In the case of operations to be conducted in an area under military responsibility, the police will seek the assignment of its own Tactical Area of Responsibility (TAOR) or "Blue Box"<sup>13</sup>

2.2.6. There should be a clear delineation of tasks between the police and military components. Cases of mutual support between military and police operations can be envisaged and planned. In this case specific planning addressing the respective command and control positions and an appropriate communications/reporting system must be put in place.

## 2.3. EU CHAIN OF COMMAND

2.3.1. Police components of an EU-led mission must be placed under an EU Chain Of Command. In this case the chain of command will be determined according to decisions taken by the EU Council as set out in the Joint Action and CONOPS.<sup>14</sup>

2.3.2. The provisions of document 6922/02 "Guidelines for Command and Control Structure for EU Police Operations in Civilian Aspects of Crisis Management" will be applied.

## 2.4. EUPOL HEADQUARTERS (EUPOL HQ)

2.4.1. The HQ represents the main instruments to ensure the command and control of the mission. For this reason they must be deployed at the very beginning of the initial stage, i.e. in advance of or together with the IPU's, and other elements so as to ensure appropriate planning and organisation of the mission.

2.4.2. The general requirements for an EUPOL HQ, which should be multinational from the first phase of deployment, include the necessity for it to be capable of planning at short

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<sup>13</sup> The TAOR of police can be defined as "an area in which the police component will conduct its operations. This TAOR will be defined in terms of space and, if possible, of time. The transfer of authority - TOA will be done in advance of the operation. The concept is included in the documents: Guidelines for Police Command and Control Aspects Of EU Crisis Management, 7854/02 (RESTREINT)" and 7400/02 "Military advice", which also mention the TOA. All personnel within the 'Blue Box', including military personnel entering temporarily, will be under TACON of the Police. See also Annex 6.

<sup>14</sup> Doc 11127/03 dated 3 July 2003 "Suggestions for procedures for coherent, comprehensive EU crisis management".

notice for operations of the size and scale envisaged, in the area of deployment, coupled with the ability to communicate both with the EU Headquarters in Brussels and its dependant IPU's and other police elements in theatre.

- 2.4.3. Sufficient and appropriate resources and infrastructure, notably housing, communications, computer facilities and general connectivity should preferably be in situ prior to its activation. In particular, the ability to interact with advance elements is an essential requirement for a fully functional EUPOL HQ.
- 2.4.4. Additional requirements, commensurate with the scale and scope of the intended operation, will be considered. The core staff, around fifty personnel<sup>15</sup>, must be capable of conducting the key staff functions pending the complete deployment, so as to advance in planning and organisation of the Mission. The EUPOL HQ must be capable of operating at short notice. A number of additional capabilities resources will further strengthen the core staff as required throughout the mission.
- 2.4.5. Senior police experts within national or multinational teams will be deployed in the initial stage and will be attached to the HQ to plan and prepare those police activities to be carried out by the strengthening element in the stabilisation stage.
- 2.4.6. In addition the EUPOL HQ:
- a) must be complemented by an Operations Centre linked to operations rooms of the dependant IPU's;
  - b) must be provided with the complete range of administrative and support functions such as i.e. transport, feeding and accommodation.
- 2.4.7. EUPOL HQ CIS infrastructure must be in place to support the command of an EU police operation from strategic to tactical levels. Effective links between the EU Institutions and the EUPOL HQ must be guaranteed by means such as VTC links and secure data transfer. A Local Area Network (LAN) must be available to support the staff.

## 2.5. EUPOL HQ FUNCTIONS

These are as set out in Annex 5.

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<sup>15</sup> See document 8655/1/02 REV1 of 8 May 2002 "Comprehensive Concept for Police Substitution Missions".

## 2.6. SCENARIO WHERE THE POLICE COMPONENT IS UNDER TEMPORARY MILITARY RESPONSIBILITY <sup>16</sup>

- 2.6.1. According to the Nice European Council conclusions the Police mission must be placed under EU chain of command. A temporary and limited overall responsibility of the Military Component of the EU mission over the Police can be envisaged in a destabilised situation for the first stage.
- 2.6.2. In case of simultaneous deployment of both military and police components on the ground the provisions of document "Guidelines for Police Command and Control Aspects Of EU Crisis Management, 7854/02 (RESTREINT)" and the related Military Advice (doc. n. 7400/02 dated 21 March 2002) will be applied. The EU Civil Military Cell (CivMil Cell) will contribute to crisis response strategic and/or operational planning for joint police/military operations.
- 2.6.3. Should the use of IPU's fall under military responsibility, this should be centralised by:
- a) assigning all the command and control functions to the POL HoM as the sole Commander of all the IPU elements;
  - b) seeking the unity of the IPU's so that they are preserved from fragmentation over the territory and will not be answerable to separate military units.
- 2.6.4. From the outset of the crisis, procedures, both legal and operational, to ensure quick migration from military to civilian responsibility should be defined and be ready to be activated when required.

For this purpose, a cell could be established within the receiving civilian authority (within the CGS or the EUSR) to liaise with the military command in order to prepare the process of taking over C2 responsibilities. This cell may be assisted as necessary by the CivMil Cell.

A mandatory review process, incorporating an ongoing and permanent assessment of the situation, will be established in order to inform a PSC determination on the timing of the transition of the EUPOL mission to civilian responsibility. Any such decision will also take account of the security situation as well as advice from the HR/EUSR (where existing), the Force Commander, and the EUPOL HoM.

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<sup>16</sup> The temporary degree of authority granted to the Military Force Commander will be OPCON. (See paragraph 6 of Reference F).



## 2.7. SCENARIO WHERE A LOCAL POLICE PRESENCE EXISTS AND MAINTAINS EXECUTIVE FUNCTIONS.

2.7.1. If local police force(s) continue to exist, the relationship between the international presence and the local police must be given appropriate consideration. Overlapping and duplication of roles and functions should be avoided with the aim of:

- a) Avoiding conflict of competencies between police forces;
- b) Concentrating EUPOL efforts on the major security issues;
- c) Saving EUPOL forces where local police are present.

2.7.2. The concept is that during this phase the Local police will act as an auxiliary to the EUPOL which will have the overall responsibility for operational decisions. In addition a mechanism of coordination should be established with the local police and driven by EUPOL HQ – Operations. The mechanism of coordination will aim at avoiding overlap between EUPOL and local police responsibilities in operational issues, taking into account the EUPOL mandate, the situation on the ground, the availability of forces and the priorities.

2.7.3. Normally in these cases local police will be placed under Command and Control of the EUPOL as dictated by the situation on the ground. The appropriate level of command will be identified inside the EUPOL to parallel the local police Command and Control structure.

2.7.4. In case where the local police force is entitled to retain some executive functions, but it is considered to be unreliable or unable to act in an appropriate way according to best international practice, the EUPOL will either support or mentor the local police activities. Such function can be temporarily exercised by the IPU and be transferred to the strengthening element of the EUPOL as soon as available.

## 2.8. REPORTING AND INFORMATION EXCHANGE REQUIREMENTS

### 2.8.1. Guidelines

- a) Contents: EUPOL reports will be factual, precise and concise in relation to the subject matter and will contain the assessments, recommendations, comments and/or impression of the signing authority so as to allow the Chain of Command to get appropriate and timely information and to be able to take appropriate decisions;

- b) Communication system; reports will be forwarded by appropriate technical means to ensure secure and timely transmission. The report chain will follow the EU chain of command.

#### 2.8.2. Reports.

**NOT DECLASSIFIED**

#### 2.8.3. Information Exchange

EUPOL will actively seek and exchange information with other main actors in theatre:

- a) Especially, EUPOL will establish a working exchange of information with the military component regarding the security situation and development of operations on the ground, as part of the force protection measures;
- b) With other main IC organisations which can be valuable sources of information.
- c) Permanent procedures for such exchange of information can be set up by the POL HoM (Liaison Officers, Joint Working Groups etc).

#### 2.8.4. Content/Procedures of Reporting.

At tactical level the content, reporting procedures and aim of reports will be identified by the POL HoM and managed by the EUPOL HQ staff. The basic policy will be to have a complete and updated vision of the situation on a regular basis.

### 3. LOGISTICS

- 3.1. Before the field deployment, at the initial stage, a logistic planning process will take responsibility for logistics, taking advantage of resources available and will identify logistic shortcomings so that a support system can be developed in the most cost-effective way to ensure timely and effective support for the EUPOL. It should be emphasised that an FPU will have no logistical capability.
- 3.2. For the purpose of this document the principles of logistics are defined according to the ones developed by the document containing EUMS Definitions<sup>17</sup>, as far as applicable and with some changes due to the specificity of the civilian logistic approach, and whenever the IPU or other deployed units/personal will be supported by the military logistics. The following definitions must be taken into consideration:
  - 3.2.1. **Framework Nation:** A Member State, or a group of Member States, that has/have volunteered, and to which the Council has agreed, to have specific responsibilities in an operation over which the EU exercises political control. These responsibilities can cover some logistic functions, some aspects of CIS, and the availability of the EUPOL HQ;
  - 3.2.2. **Lead Nation:** A Member State that assumes the responsibility for procuring and providing a broad spectrum of logistic support for all or part of the multinational force or EUPOL HQ. Possible costs charged for the supply, be it as a rent or as a property transfer, to the EUPOL HQ could then be subject to agreements between the parties involved in the EUPOL. The Lead Nation may also assume the responsibility for coordinating logistics of other Member States within its functional and regional area of responsibility.
- 3.3. A list of logistic tasks and responsibilities is given in Annex 2 to Reference A.
- 3.4. As a matter of strategy the EUPOL logistic in any stage should be kept flexible and commensurate with the operationality requested by the mandate and tasks assigned. This can only be achieved by combined planning of IPU's and EUPOL logistic capabilities and assets, so as to be able to integrate the different components. For this reason a common IPU logistic structure is an imperative, so as to allow the planners to better combine the different logistic capabilities.
- 3.5. Regardless of its own logistic structure and capacity, the EUPOL might be able to benefit from any military logistic organization which is in place. From the outset of the planning phase, technical arrangements with the military component should be agreed in order to

facilitate strategic projection. The support of the military component might be necessary to facilitate strategic projection and to provide logistical support to the required logistic functions. In these cases considerations must be made to the "Logistic Support Concept for EU - led Military Crisis Management Operations (Revision 1)", doc. 16200/04 COR 1, dated 21 December 2004 (RESTREINT), and to the "Strategic Movement and Transport Concept for EU - led Crisis Management Operations, Council doc. 12351/02 dated 25 September 2002 (RESTREINT).

- 3.6. EUPOL should be able to respond with mobility and operating capacity, for certain logistic functions (e.g. maintenance of certain heavy equipment such as APCs (Armoured personnel carriers), supply of some equipment or services). However, this could possibly be provided through military logistic units if properly prepared and coordinated well in advance. Those aspects would have to be taken into consideration at an early stage in the planning for the operation.
- 3.7. Having substantial recourse to all the available logistic assets – military, civilian and local resources - through appropriate coordinated planning a EUPOL logistic structure will support:
  - a) EUPOL HQ;
  - b) IPU's;
  - c) other units, elements or individuals.
- 3.8. A Framework Nation system, involving one or more Member States taking the responsibility for providing a defined spectrum of logistic equipment for the Mission, should be considered.
- 3.9. As a matter of principle each IPU-contributing Nation will be responsible for logistic support in its own AOR for its own IPU and those other police assets deployed in the same AOR. The level of forces that can be supported must be planned in advance.
- 3.10. Given the urgency of the situation, it is foreseeable that most operational expenditure related to common costs will be temporarily covered by one or more Lead Nations. The Member States could be paid for such services and/or resources provided or, subject to specific agreements, between parties involved.
- 3.11. **Other Logistic aspects**  
See in Reference A from para 3.11 to para 3.13.
- 3.12. **Equipment:** see an indicative list of equipment and distribution ratio in Annex 3 to Reference A.

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<sup>17</sup> EUMS Definitions CCD 09-01/06 LOG 194/04 version 2-2004.

### 3.13. LOGISTIC REQUIREMENTS

- 3.13.1. Each IPU should be based on the structure in Annex 5 to reference A that will include a logistic component able to perform the logistic functions in Annex 4.
- 3.13.2. Each FPU will bring its own organic equipment (uniforms, etc.) and weapons (if so decided) <sup>18</sup> when deploying
- 3.13.3. Each Specialised Team will bring its own operational equipment and weapons (if so decided) when deploying
- 3.13.4. Technical equipment for multinational specialised teams and individual police officers will be provided by EUPOL.
- 3.13.5. Contributing States will provide clothing and equipment for individual police officers as indicated in appendix 2 to reference B.

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<sup>18</sup> These units will not use the heavy weapons mentioned under point 7.2 and 7.3 in Annex 3 to Reference A

## 4. COMMUNICATIONS AND INFORMATION SYSTEMS

### 4.1. INTRODUCTION

The aim is to outline the means, and how they can be used most effectively to provide secure, reliable and adequate Communications and Information Systems (CIS) in support of EUPOL.

### 4.2. PRINCIPLES

4.2.1. The **Lead Nations** contributing the IPU's will solve the CIS problems for their respective AOR in coordination with EUPOL HQ.

4.2.2. **EUPOL HQ** will deal with the common aspects of CIS policy and implementation to be defined from the beginning of the planning phase in consultation with the Member States-Lead Nations.

4.2.3. The CIS Framework Nation will provide those assets that are necessary to ensure exchange of communications and information between different components at the operational level.

4.2.4. The **EUPOL HQ** will:

- a) Identify and establish the appropriate level of communications to ensure operational capabilities of forces based on operational needs, ground constraints, interoperability and necessary connections with other Forces <sup>19</sup> or appropriate Agencies;
- b) Establish the appropriate CIS structure and design the CIS system architecture at operational and tactical levels;
- c) Establish rules concerning the use of working languages;
- d) Define the dedicated networks that will be needed (such as logistic, personnel etc).

4.2.5. The **Lead Nations** will:

- a) Make the appropriate means available in such number as to ensure interoperability, where needed, and back-up with other police units or elements deployed in their own AOR;
- b) Put in place the CIS system in terms of equipment and support;
- c) Ensure the appropriate back-up and alternative systems to overcome any unforeseen situation.

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<sup>19</sup> Consideration must be taken on the "Military CIS Concept for EU-led CMO" Council doc 13791/01 dated 12 November 2001 (RESTREINT).

4.2.6. Communications facilities in support of the EUPOL will also depend on existing infrastructure available in the host country. In order to have an independent and reliable system, radio relay and commercial satellite telephones will be used where necessary.

4.2.7. Mission Radio Networks are recognised useful tools to be used as an internal means of communication and to liaise with the military component and with international organisations where necessary. Such interconnection should be made available in the first instance by military forces or, in case of need, by the police components. Exchange of LNOs will help in dealing with exchange of communications and information.

4.2.8. CIS facilities in the area of operations should ensure secure connections to the greatest possible extent.

#### 4.3. COMMUNICATIONS ARCHITECTURE

4.3.1. The communications structure supports the different levels of the chain of command: Political/Strategic, Operational and Tactical level.

4.3.2. **Political/Strategic level.** These links are provided to connect Brussels with EUPOL HQ and EUSR (if appointed).

4.3.3. **Operational level.** To connect the EUPOL HQ with the EUSR (if appointed), the different IPU's and other mission elements.

4.3.4. **Tactical level.** To connect the IPU HQ with its subordinate elements and other police elements deployed in the same AOR.

4.3.5. The EUPOL will establish its own internal communications systems and be responsible for their planning, control, operation, support and supervision.

#### 4.4. OTHER CIS ASPECTS

Provisions set out from in Reference A from paragraph 4.4 to 4.7 will apply.

## 5. CONCLUSIONS

### 5.1. RAPID DEPLOYMENT.

5.1.1. **Structure/Development of the Mission.** The general structure of a police substitution mission is to be considered as a process going:

- a) From the initial stage where the deployment of police elements, mainly EUPOL HQ, Logistic Support, IPU's and the Specialised Element, will assume all the police functions according to the mandate;
- b) Through the stabilisation stage where the successive deployment of all the police elements will lead to functional responsibilities in the full range of the EUPOL mandate;
- c) To the final stage when executive functions will be progressively withdrawn from the mission until responsibility is totally transferred to local ownership.

5.1.2. The above deployment schedule leads to specific consideration of capabilities, level of forces and logistics to be available at short notice for the initial stage and to the different specific structures of the EUPOL on the ground which are set out in Annexes 2 and 3.

5.1.3. **Engagement of Member States.** Member States will provide detailed information on the respective capabilities of the rapidly deployable elements including state of readiness, available period of deployment<sup>20</sup> and possible caveats.

According to the above consideration of the need for rapid deployment and the consequent availability of police forces and logistic assets at short notice the use of two concepts, of the Framework Nation or the Lead Nation, should be pursued from the non-crisis period. Member States, according to the need highlighted and to the logistic concept suggested, should commit themselves to assume a specific role in dealing with one or more logistic or CIS aspects of the mission. Particular emphasis is placed on those Member States which already possess logistic/CIS capabilities or have committed themselves to provide rapidly deployable EUPOL HQ.

The conclusion of arrangements determining partnerships between Member States with different logistic capabilities should be pursued in order to enhance the overall EU rapid response capability.

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<sup>20</sup> As a rule, the timeframe for rapid deployment in relation to IPU and FPU should not exceed 6 months; furthermore, the national restrictions concerning the duration of deployment remain valid. This will enable the MS to make their rapid deployment



This solution could imply the definition of specific financial arrangements for logistic support.

#### 5.1.4. Accelerated decision making and planning process

Rapid deployment requires rapid decision-making and planning.

The operational planning phase is composed of two steps: (step 1) the approval of the CMC and the adoption of the Joint Action and (step 2) ends with the approval of the OPLAN and the adoption of the decision to launch the operation.

*"It is the ambition of the EU to be able to take the decision to launch a mission within 5 days of the approval of the Crisis Management Concept by the Council". (See Reference H paragraph 5).*

In order to achieve this objective certain steps may have to be shortened or skipped altogether, including the Police Strategic Option and the Concept of Operation.

5.1.5. **Financial arrangements.** Where one or more Member States will assume the role of Framework or Lead Nation and start, from the non-crisis period, to build specific logistic/CIS capabilities, specific financial arrangements should be set up to reimburse those expenses.

5.1.6. **Strategic transportation.** The EUPOL may need strategic transportation capabilities. Such capabilities are not available in any police force. In this case, military or civilian hired strategic transportation is needed.

5.1.7. **Equipment.** Participating states should consider the indicative list in Annex 3 to reference A to compose their units, logistical organisation and the training of their personnel. The decision is to be taken as to whether and to what extent:

- a) the cost of the equipment for a specific mission should be considered to be financed by the Community budget which is submitted to the Community procedures and rules applicable to the general budget of the European Union. This solution will allow interoperability/standardisation of the equipment that can be decided upon by Member States;
- b) the resources and materials, generally intended as part of the police equipment, should be made available by each Member State.

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forces available again to other missions.

#### 5.1.8. **Need for common / interoperable CIS equipment.**

Pending a higher degree of interoperability, Member States contributing the Rapidly Deployable EUPOL HQ and IPU's should consider the possibility of defining interoperable CIS standards and, eventually, acquiring specific equipment, in accordance with the decision that will be taken about the financial issue as pointed out in 5.1.5. Such a decision will affect the overall communication structure of future operations and for this reason should be taken in consultation with those Member States that are willing to contribute rapidly deployable capabilities.

Interoperability between the EU Police component and other EU civilian and military missions should be developed,

5.1.9. **EU logistic concept.** The logistic concept, to be developed during the planning phase, will take into consideration the above principles and aspects related to equipment and financial concerns.

The solution to the logistic problem is a precondition for the final result of the EUPOL mission. Therefore, it can not be left only to Member States but -in the spirit of cooperation and interoperability- must be seen as an overall ESDP issue.

In any case, according to the indications given by Member States in reply to the logistic questionnaire forwarded with document 15447/02 "Questionnaire to Member States concerning available police equipment in terms of deployment" of 10 December 2002, the need for a EU logistic warehouse able to support at least a possible fact finding mission and, eventually, some police elements to be rapidly deployed to accompany the action of IPU's should be taken into consideration.

#### 5.1.10. **Training and exercises.**

Rapid deployment and interoperability of EUPOL HQ, IPU's, FPU's and other specialised components is strictly linked to a specific training and exercise policy to be implemented over time by the Member States following a programme that can be prepared by the Council General Secretariat. This policy should include co-operation with other EU Civilian instruments as well as with military components.

## 5.2. INTEROPERABILITY :

- 5.2.1. Common doctrine, training and professional background should be promoted to allow EU to deploy teams of higher professional standards able to work together with enhanced capabilities.
- 5.2.2. To improve interoperability among the EU Member States in deploying Police elements for ESDP, Centres of Excellence should be identified and established inter alia to contribute together with CEPOL to the development of specific courses and joint exercise programs.
- 5.2.3. Similarity in functionality of IPU's. and FPU's composition and dimension of IPU's and FPU's is and remains a national issue. Nevertheless, as explained in this document and in the light of enhanced interoperability, IPU's and FPU's should have, respectively, structures like those presented in Annex 5 to Reference A and Annex 4 to this document.
- The achievement of a standardised structure will enable planners at all levels to make better use of available IPU's and FPU's.
- Member States should consider these proposals in developing IPU's and FPU's for deployment under ESDP.

## 5.3. FURTHER WORK TO BE CONDUCTED.

- 5.3.1. Develop common understanding of member states capabilities, in the context of the Civilian Headline Goal, including IPU and FPU size, state of readiness, available period of deployment.
- 5.3.2. Define procedures to transfer responsibility of police functions from military to civilian responsibility.
- 5.3.3. Develop police logistics support concept and procedures.
- 5.3.4. Prepare generic SOP to be used as a base for training and exercises.
- 5.3.5. Develop co-ordination with the military notably in relation to rapid reaction (including transportation and logistical elements), – this work should be undertaken by both sides.

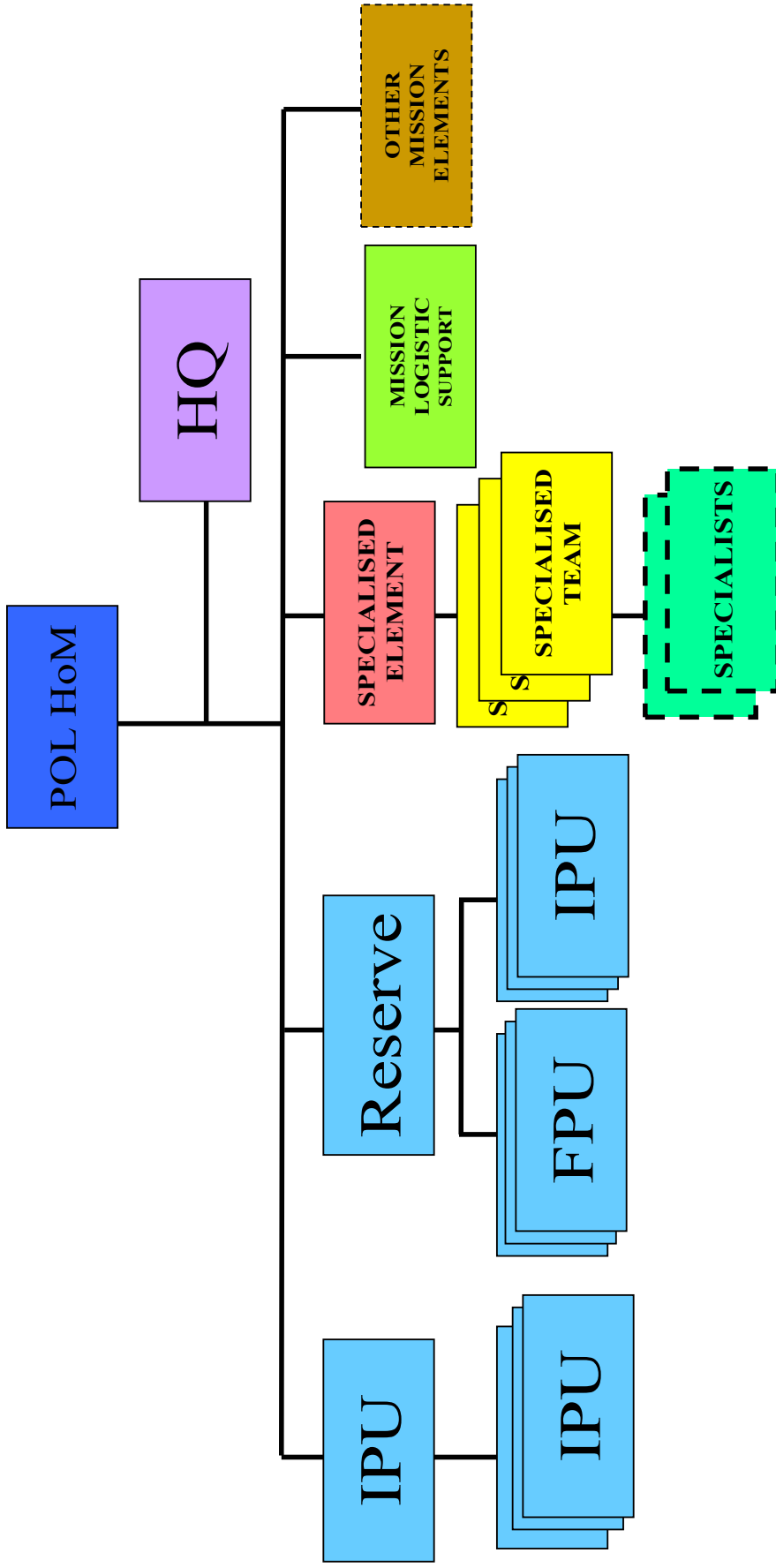
## Annex 1.

	<i>IPU</i>	<i>FPU</i>
<b><i>Whether currently exists</i></b>	Currently existing in potential participating states.	Not necessarily existing in potential participating states.
<b><i>Military responsibility option<sup>21</sup></i></b>	Can be placed under military responsibility	Cannot be placed under military responsibility
<b><i>Range of tasks</i></b>	Wide range of tasks	Limited range of tasks, mainly public order, and general patrolling
<b><i>Stability of situation</i></b>	Can be used in non-stabilised situation (initial stage)	Will not normally be used in non-stabilised situations (initial stage)
<b><i>Logistics</i></b>	Provide their own, and can use heavy equipment.	Depend on IPU to provide logistical support, although they bring their organic equipment with them.
<b><i>Area of responsibility</i></b>	They can be assigned an area of responsibility (initial stage) because they can cover the full range of police functions.	They cannot be assigned an area of responsibility (initial stage) because they do not cover the full range of police functions.

<sup>21</sup> The temporary degree of authority granted to the Military Force Commander will be OPCON. (See paragraph 6 of Reference F)

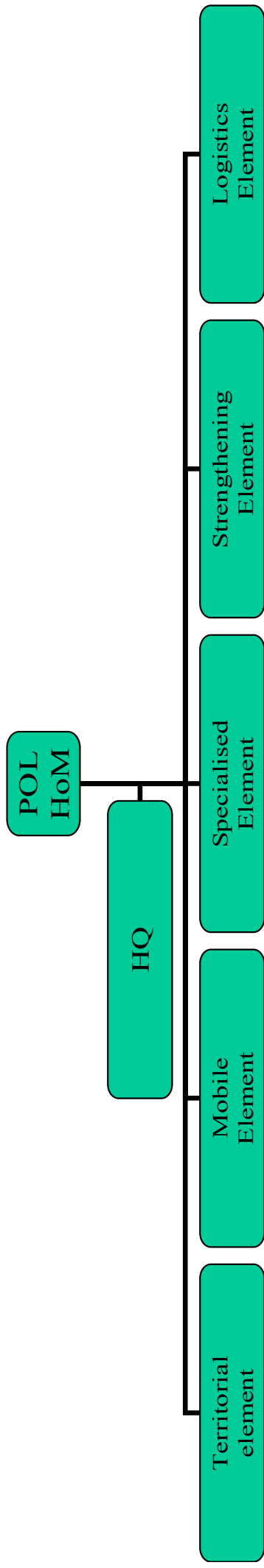
Annex 2.

**POLICE SUBSTITUTION MISSION –  
EUPOL STRUCTURE AT INITIAL STAGE OF DEPLOYMENT**

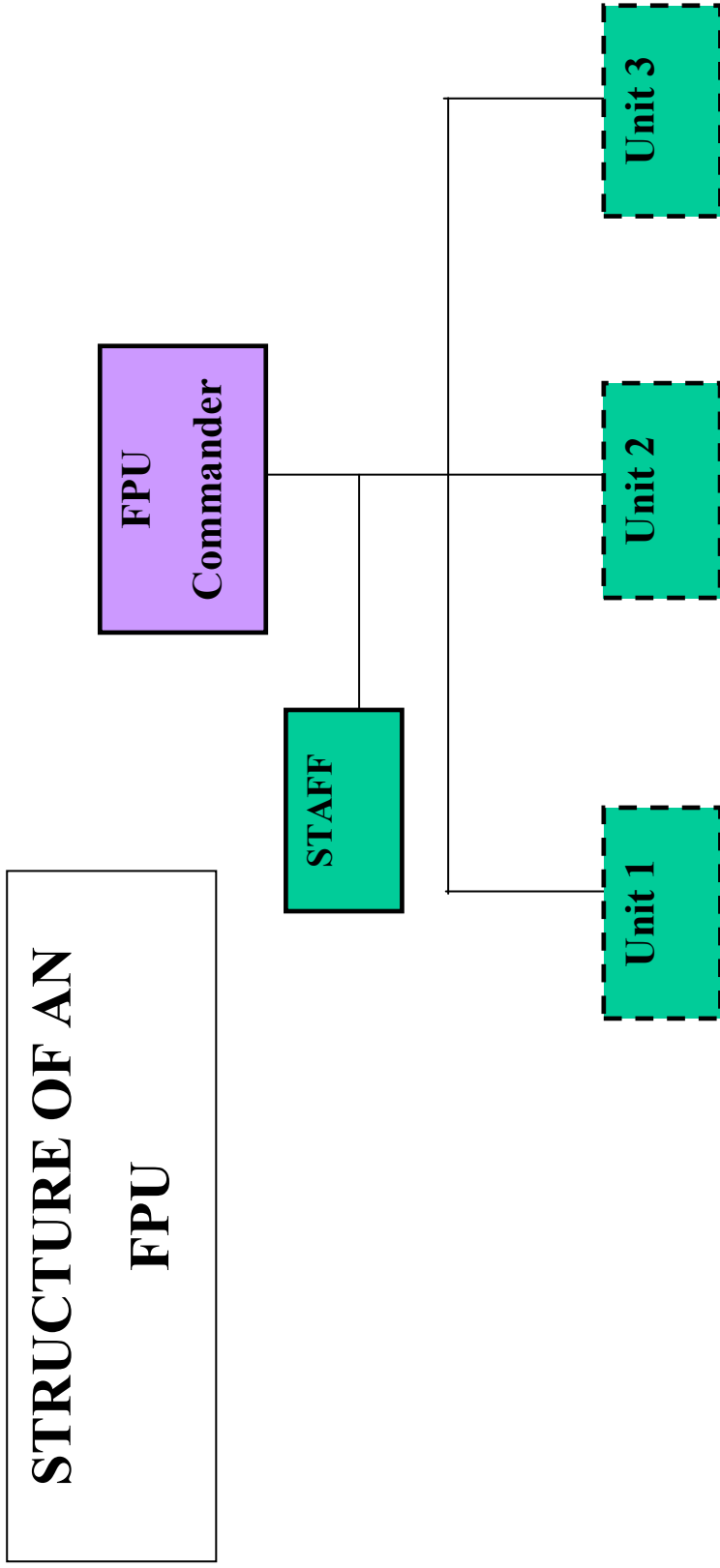


Annex 3.

**POLICE SUBSTITUTION MISSION –  
EUPOL STRUCTURE AT STABILISATION STAGE OF DEPLOYMENT**



Annex 4.



While the size of an FPU is not defined, it is anticipated that it will normally be around the size of a police formation equivalent to a company

## Annex 5.

### EUPOL: HQ FUNCTIONS <sup>22</sup>

<p>CHIEF OF STAFF</p> <p><i>(If appointed)</i></p>	<ul style="list-style-type: none"><li>▪ Is the first collaborator of the Commander.</li><li>▪ Is not part of the Chain of Command (unless replacing the Commander).</li><li>▪ Is responsible for management of the staff, its structure and functioning.</li><li>▪ Is responsible for the forwarding of Commander's decisions through appropriate orders.</li><li>▪ Will work in a proactive way with such necessary autonomy as to ensure that decisions are taken even in a temporary Command vacuum.</li><li>▪ Under the Commander's guidance, prioritise and delegates the day to day work required to the cells.</li><li>▪ Prepares, through the staff, the solutions to the operational and logistic problems to be presented, for approval, to the Commander.</li><li>▪ Maintain main liaison with Military and Civil structures through the LNOs.</li></ul>
<p>HUMAN RESOURCES</p>	<ul style="list-style-type: none"><li>▪ Manages all the common aspects related to personnel, discipline, organisation, training and legal affairs.</li></ul>
<p>INFORMATION MANAGEMENT</p>	<ul style="list-style-type: none"><li>▪ Receives, processes, analyses and disseminates information gathered.</li><li>▪ Plans and supervises info-gathering activities.</li><li>▪ Maintains and updates the database concerning public order and security, HSs and AIs, LP/security forces, criminal organisations and terrorist threat.</li><li>▪ Gives guidance for the gathering of information during all kinds of operations (especially patrolling).</li><li>▪ Deals with security-related matters, including information security.</li></ul>

<sup>22</sup> To be determined according to the structure set up by the Lead Nation.



OPERATIONS	<ul style="list-style-type: none"> <li>▪ Plans all routine and QR operations.</li> <li>▪ Co-ordinates investigations and promotes contacts with international law–enforcement agencies.</li> <li>▪ Plans future operations.</li> <li>▪ Follows the current operations.</li> <li>▪ Elaborates and issues orders in the course of operations and controls their execution, including through mobile command posts where appropriate.</li> <li>▪ Plans exercises.</li> <li>▪ Manages the “Operation Centre”.</li> <li>▪ Elaborates the “lessons learned”.</li> <li>▪ Co-ordinates the operations between EUPOL and Local Police forces if existing and entitled with executive powers.</li> </ul>
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LIAISON	<ul style="list-style-type: none"> <li>▪ EUPOL HQ maintains relations with the military forces, local Authorities, GOs/NGOs and international Agencies acting within the AOR in the relevant matter through an appropriate number of LNOs.</li> </ul>
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STRENGTHENING	<ul style="list-style-type: none"> <li>▪ Especially during the stabilisation stage, will deal with those non executive functions that the EUPOL can be called on to perform to strengthen local police, i.e. monitoring /mentoring, training, advisory and technical support.</li> </ul>
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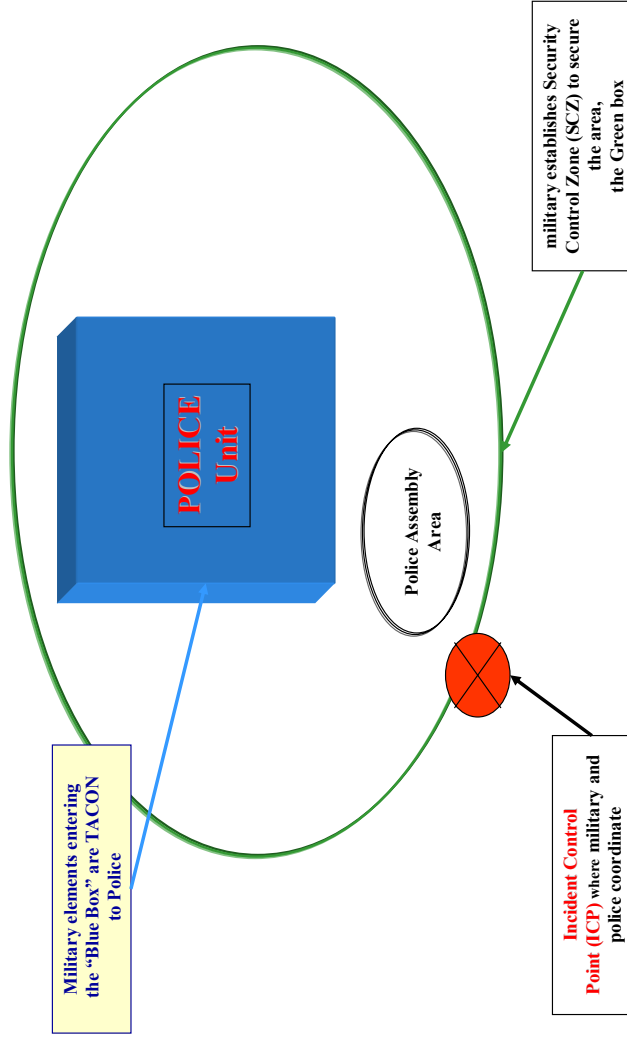
COMMUNICATIONS & INFORMATION SYSTEMS (CIS)	<ul style="list-style-type: none"> <li>▪ Manages the communication systems including Information Technology systems. If needed, will set up a specific logistic CIS.</li> <li>▪ Manages the radio frequencies.</li> <li>▪ Ensures the strategic, operational and tactical communications.</li> <li>▪ Is responsible for ensuring effective communications with the other friendly forces deployed within EUPOL AOR.</li> </ul>
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LOGISTIC	<ul style="list-style-type: none"> <li>▪ Plans, manages and supervises logistical aspects of the EUPOL, including HNS (host nation support) and support from other organisations.</li> <li>▪ Prepares orders to ensure logistical support to the EUPOL</li> <li>▪ Manages the stock, the supplies and the warehouse of the Mission.</li> <li>▪ Makes appropriate proposals to enhance interoperability of the available resources.</li> </ul>
FINANCIAL/ TENDERING	<ul style="list-style-type: none"> <li>▪ Is responsible for all financial aspects including procurement and tendering procedures.</li> <li>▪ Signs contracts and manages local contractors.</li> </ul>
POLITICAL ADVISOR(S) *	<ul style="list-style-type: none"> <li>▪ Monitors and advises on global diplomatic and political events.</li> </ul>
LEGAL ADVISOR(S) *	<ul style="list-style-type: none"> <li>▪ Provides advice and guidance on legal aspects including local legislative and judicial systems.</li> <li>▪ Links with Judicial and Rule of Law structures.</li> </ul>
PUBLIC INFORMATION *	<ul style="list-style-type: none"> <li>▪ Manages public information–related issues.</li> </ul>

(\*) Under the direct supervision of the Police Head of Mission.

Annex 6.

C2 RELATIONS INTO BLUE BOX



## REFERENCES

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- B. Military advice on "Guidelines For Rapid Deployment Of Integrated Police Units - IPU - In The Initial Stage Of An EU - Led Substitution Mission And Interoperability Of IPU And Police Headquarters" (doc. N. 15956/04 ), document n. 5964/05 dated 2 February 2005 (RESTREINT).
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- D. Suggestions for procedures for coherent, comprehensive eu crisis management, 11127/03
- E. European Union concept for police planning, 6923/02 (RESTREINT)
- F. Guidelines for police Command and Control aspects of eu crisis management, 7854/02 (RESTREINT)
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- M. Standardisation and interoperability, 13307/01
- N. Handbook for Police Officers Deploying To EU Police Missions, 12572/1/03
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- P. EUMS acronyms ccd 09-01/06 log 193/04 version 2-2004
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- T. Logistic support concept for EU - led Military Crisis Management Operations (Revision 1), doc. 16200/04 cor 1 dated 21 December 2004 (RESTREINT).
- U. Strategic Movement And Transport Concept For EU - Led Crisis Management Operations, Council doc. 12351/02 dated 25 September 2002 (RESTREINT)