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Subject: Draft Operation Plan (OPLAN) for the extended EU Police Mission (EUPM)
in Bosnia and Herzegovina (BiH)

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



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NOTE

From : Secretariat
To : Committee for Civilian Aspects of Crisis Management
Subject : Draft Operation Plan (OPLAN) for the extended EU Police Mission (EUPM) in
Bosnia and Herzegovina (BiH)

Delegations will find the Draft Operation Plan (OPLAN) for the extended EU Police Mission (EUPM) in Bosnia and Herzegovina (BiH)

REFERENCES

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- B. Council Joint Action (2002/210/CFSP) on the European Union Police Mission, 11 March 2002.
- C. Council Joint Action, 27 February 2003, amending Joint Action 2002/210/CFSP on the European Union Police Mission (2003/141/CFSP).
- D. Council Joint Action, 17 March 2003, amending Joint Action 2002/210/CFSP on the European Union Police Mission.
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- G. Council Joint Action 2005/824/CFSP, 24 November 2005, on the European Union Police Mission (EUPM) in Bosnia and Herzegovina (BiH)
- H. EUPM-EUFOR Common Operational Guidelines of 11 May 2006, revised on 19 October 2006 and 31 May 2007
- I. European Union Police Mission in Bosnia and Herzegovina six-monthly review report of 03 May 2007 (doc 8900/07)
- J. Report of the Secretary General/High Representative on EUPM's 3rd six-monthly review report of 04 May 2007 (doc 9295/07)
- K. CIVCOM advice on the Report of the Secretary General/High Representative on EUPM's 3rd six-monthly review report of 29 May 2007 (doc 10103/07)
- L. Council Joint Action 2007/87/CFSP, 07 February 2007, amending and extending the mandate of the European Union Special Representative in Bosnia and Herzegovina
- M. Council Joint Action 2007/748/CFSP, 19 November 2007, amending Joint Action 2007/87/CFSP amending and extending the mandate of the European Union Special Representative in Bosnia and Herzegovina
- N. Council Decision 2007/427/CFSP, 18 June 2007, appointing the European Union Special Representative in Bosnia and Herzegovina
- O. United Nations Security Council Resolution 1325 (2000) on Women, peace and security

- P. Mainstreaming of Human Rights into ESDP (doc. 11936/06) plus CivCom and EUMC advices
- Q. Checklist to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP operations (doc. 12068/06)
- R. CivCom advice on the "Checklist to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP operations" (doc 12947/06)
- S. Policy of the EU on the security of personnel deployed outside the EU in an operational capacity under Title V of the Treaty on European Union (doc.9490/06)
- T. Generic Standards of Behaviour for ESDP Missions (doc. 8373/3/05)
- U. Guidelines for Command and Control Structure for EU Civilian Operations in Crisis management (doc. 9919/07)
- V. Coordination and coherence between the EU Special Representative (EUSR), the EU military operation (EUFOR - Althea) and the EU Police Mission (EUPM) in Bosnia and Herzegovina (BiH) : Case study and Recommendations for the future (doc.16770/06)
- W. Invitation letter from the Chairman of the Bosnia and Herzegovina Presidency for a follow on mission dated 25 September 2007
- X. Agreement between the European Union and Bosnia and Herzegovina (BiH) on the activities of the European Union Police Mission (EUPM) IN BiH, 4 October 2002.
- Y. SH/HR positive answer to the Invitation letter from the Chairman of the Bosnia and Herzegovina Presidency, on 22 October 2007
- Z. Council Joint Action 2007/749/CFSP, 19 November 2007, on the European Union Police Mission (EUPM) in Bosnia and Herzegovina (BiH)
- AA. CIVCOM advice on the Report of the Secretary General/High Representative on EUPM's 4th six-monthly review report of 23 November 2007 (doc. 15783/07)
- BB. Recommendations for Enhancing Cooperation with NGOs and CSOs in the framework of EU civilian crisis management and conflict prevention of 23 November 2007 (doc. 15574/1/06)

SITUATION

1.1. General

The mandate for EUPM in Bosnia and Herzegovina (BiH) expires on the 31 December 2007. Supported by the European Commission (EC) institution-building programmes and as part of the broader rule of law approach in coordination with the EUSR/OHR, EUPM has made considerable achievements in developing sustainable policing arrangements under BiH ownership, in particular with regard to enhancing operational cooperation and coordination in the fight against organised crime, including through the strengthening of police-prosecution relations and by carrying out regular and thematic inspections.

1.2. EUPM 2006-2007

EUPM, under the guidance and coordination of the EUSR and as part of the broader rule of law approach in BiH and in the region, aimed, through mentoring, monitoring and inspecting, to establish in BiH a sustainable, professional and multiethnic police service operating in accordance with best European and international standards. This police service should operate in accordance with commitments made as part of the Stabilisation and Association process with the European Union, in particular with regard to the fight against organised crime and police reform.

1.2.1. Achievements of EUPM

Some of the EUPM's achievements to date include:

- a.) Based on its comprehensive organized crime situation analysis and its targeted approach, EUPM's advice on the planning and conduct of major and organized investigations and operations has yielded concrete results and has improved the cooperation between police services in Bosnia and Herzegovina.
- b.) With regard to police-prosecution relations, the mission helped to transform previously confrontational attitudes into practical arrangements to improve the quality of investigations, including on the court district level. Practical coordination on local level has started to yield results thanks to the targeted anti-organized crime approach of the mission.
- c.) EUPM contributed decisively to the work of the Directorate for the Implementation of Police Restructuring (DIPR). The final report of the DIPR constitutes the basis for the facilitation of intermediate reform and harmonisation

efforts in anticipation and preparation of a political agreement on police restructuring in which the mission played an important advisory role.

- d.) Solid development of state-level institutions, in cooperation with the EC, not least the Ministry of Security, the BiH Border Police and the consolidation of the State Investigation and Protection Agency (SIPA) into an operational police agency with enhanced powers to fight major and organised crime.
- e.) Development of local ownership of the reform process through the establishment of the Police Steering Board, co-chaired by EUPM and local authorities, which is playing an important role in harmonisation and coordination efforts.
- f.) The development of an inspection methodology aimed to strengthen the accountability mechanism of police.
- g.) The support to BiH law enforcement agencies in participating in international police cooperation mechanisms, notably in the implementation of the BiH-EUROPOL strategic agreement of February 2007.

1.2.2. Progress at the end of EUPM mandate

At the end of its two-year mandate, EUPM only partially reached the desired end-state which was:

- to have the police restructuring process on a path of self sustainability;
- the completion of the establishment and operability of state-level agencies with Border Police and SIPA fully meeting BiH's commitments and obligations in respect of international co-operation;
- to have sustainable progress towards bringing the overall performance of policing up to European and international standards and the development of sustainable, effective capability by the BiH authorities in the fight against organised crime, including exchange of information between all law enforcement agencies in BiH and regional-international cooperation and coordination with EU Member States police authorities, EUROPOL, EUROJUST and INTERPOL.

Although much has been achieved, both SIPA and the Border Police suffer from political and administrative neglect, they remain understaffed and lack equipment in order to become fully operational and capable of running their complex operations.

Entity and cantonal police, on their side, have reached a level of professionalism which

allows them to uphold public peace and order in a satisfactory way; nevertheless, the fragmentation into 13 different police administrations intrinsically undermines progress.

The work done by the Directorate for the implementation of the Police restructuring (DIPR) during 2006 constitutes an important achievement as it reflects the expertise and knowledge of the most experienced and senior police officials of Bosnia and Herzegovina. However, no political agreement was reached to implement the restructuring process on the ground.

The problem of organised crime continues to exemplify the need for reform and restructuring, as politics is continuing, in some cases, to influence investigations. EUPM focused on a set of cases, areas and phenomena of crime which yielded success and progress, although, they remain limited.

EUPM's holistic approach, confirmed that police reform and the fight against organised crime cannot be seen in isolation. Despite the National Action Plan on Organised Crime and Corruption, BiH institutions are missing a systemic approach which includes the whole criminal justice system. The Mission's work on police-prosecution relations has already had positive results which need to be consolidated.

While progress has been made, there is still a need to continue working towards raising BiH standards, enhance BiH's capacity to fight against organised crime and restructure its police services. An extended ESDP operation is therefore necessary to support the police restructuring and reform process and to assist local police in planning counter organised crime activities, to continue to develop and rapidly consolidate the capacity of police and regional cooperation in the fight against major and organised crime, including in the field of police-prosecution relations.

1.3. Political aspects of interest

The ultimate political goal is for BiH to join the EU as a sustainable, multi-ethnic, peaceful and democratic state. In the medium term, it is to set BiH irreversibly on track for EU membership within the Stabilisation and Association process (SAP). To achieve this objective, strengthening the rule of law and the development of an effective, independent and an accountable police service are crucial. The agreement of October 2005 on the implementation of police reform in line with the three EU principles authorised the European Commission to negotiate a Stabilisation and Association Agreement (SAA) with BiH.

The European Commission progress report of November 2007 confirms that not sufficient progress has been made to initial the SAA, highlighting in particular the lack of progress in priority areas such police restructuring.

Despite these difficulties, on 28 October 2007 the leaders of the six governing parties at the level of BiH held a private meeting in Mostar which was attended by the HR/EUSR. They agreed on a declaration on police restructuring endorsing yet again the three EU principles. The declaration also includes the acknowledgement that certain questions with regard to police restructuring can only be solved in the context of broader constitutional reform and the agreement to adopt two State laws, a Law on Police Officials and a Law on the BiH Police Service. This was welcomed by the European Commission as a step, albeit minimalist, in the right direction and could also allow EUPM to play its role in supporting the police restructuring process in addition to general police reform efforts. Meeting the police restructuring requirements remains a key conditionality for signing the SAA.

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1.5. **Local Police**

While EUPM has made significant contributions to improving the effectiveness of policing in BiH, the sustainability of their achievements and reforms have been compromised by systemic problems arising from the overall organisation of policing and in certain instances, politics.

A Functional Review of the police agencies in BiH, financed by the EC and published in July 2004¹, identified serious systematic deficiencies arising out of the operation of multiple independent police agencies in BiH outside of a single structure.

On 5 July 2004, the High Representative decided to establish a Police Restructuring Commission to propose a “single structure” of policing in BiH. Following a lengthy political debate, the police restructuring process resulted in the political agreement of October 2005, which allowed the Directorate for the Implementation of Police Restructuring to produce a comprehensive report which, however, did not find the necessary political support. A new

¹ Financial, Organisational and Administrative Assessment of the BiH Police Forces and the State Border Service (Assessment Report), European Commission, July 2004.

declaration of BiH political leaders of October 2007 is endorsing again the three EU principles on police restructuring which are:

- All legislative and budgetary competencies for all police matters must be vested at the State level.
- No political interference with operational policing.
- Functional local police areas must be determined by technical policing criteria, where operational command is exercised at the local level.

Based, among others, on the report of the Directorate for the Implementation of Police Restructuring, EUPM has promoted intermediate harmonisation and police reform efforts in preparation of a political agreement on police restructuring. Developments in police restructuring will affect the development of EUPM in terms of tasking and deployment.

1.6. Rule of Law

Police Reform is inseparably linked to reform of the rule of law in BiH. For this reason, in coordination and cooperation with EUSR/HR, EUPM will continue to be part of the broader EU and international approach addressing the whole range of rule of law aspects in BiH.

EUPM will continue to play a significant supportive role across the full range of rule of law activities focusing on the policing and related criminal justice aspects. Within the Anti-Organised Crime Department, the Criminal Justice Unit will be enhanced in its capacity to increase the coordination and cooperation between prosecutors and the police and will also include an advisor for prison questions.

1.7. Other EU involvement in BiH

The EU is heavily engaged in supporting BiH efforts to implement the General Framework Agreement for Peace (GFAP) and move towards closer integration with the EU through the SAP. The HR continues to be double-hated as EUSR. EUFOR has successfully maintained a safe and secure environment in BiH. The EU also underpins its support to the implementation of the GFAP and the SAP by Community assistance through the Instrument for Pre-Accession Assistance.

1.8. International Institutions and Organisations in BiH

A significant number of international governmental and non-governmental organisations participate in the peace and development process in BiH. The Office of the High Representative (OHR) co-ordinates the civilian support of implementation of GFAP. Other key organisations include the United Nations Development Program (UNDP), the Organisation for Security and Co-operation in Europe (OSCE), the Council of Europe (CoE), the United Nations High Commissioner for Refugees (UNHCR), the World Bank, the International Monetary Fund (IMF) and the International Criminal Tribunal for the former Yugoslavia (ICTY).

1.9. Council Guidance

1.9.1. Objective

EUPM will contribute to the overall peace implementation process in BiH as well as to the achievement of the overall EU policy in the region. EUPM will aim to establish in BiH a sustainable, professional and multi-ethnic police service operating in accordance with best European and international standards.²

1.10. Desired End State

The Mission will be deemed to have succeeded once the desired end state is reached. The end state will be measured against the following achievements:

- a.) The police restructuring process and police reform efforts have become self-sustainable, 'police restructuring' being the institutional process linked to the Stabilisation and Association Agreement with the EU, while 'police reform' covers technical measures that may be implemented ahead of, and in line with the police restructuring process;
- b.) The establishment of state-level agencies is sustainable, and the work of Border Police and SIPA is meeting BiH's commitments and obligations in the field of international co-operation;

² European and international standards of policing are understood to mean the following:

1. police services structured in accordance with criteria of effectiveness and efficiency,
2. based on the rule of law,
3. adequately protected from improper political interference,
4. acting in accordance with democratic values and human rights standards,
5. Aimed at protecting citizens' rights and properties

- c.) Sustainable progress is made towards bringing the overall performance of policing up to European and international standards (as defined in the mission statement).
- d.) A sustainable, effective capability has been developed by the BiH authorities in the fight against organised crime, including exchange of information between all law enforcement agencies in BiH and regional/international cooperation and coordination with EU Member States police authorities, EUROPOL, INTERPOL, EUROJUST and other international police coordination mechanisms.

2. MISSION

2.1. Mission mandate

EUPM, in coordination with and under the local political guidance of the EUSR, and as part of the broader rule of law approach in BiH and in the region, will aim, through mentoring, monitoring and inspecting, to establish in BiH a sustainable, professional and multiethnic police service operating in accordance with European and international standards. This police service should operate in accordance with commitments made as part of the Stabilisation and Association process with the European Union, in particular with regard to the fight against organised crime and police reform.

EUPM will operate in line with the general objectives of Annex 11 of the General Framework Agreement for Peace in Bosnia and Herzegovina and its objectives will be supported by European Community instruments.

EUPM will continue to lead the policing aspects of the ESDP efforts in the fight against organised crime, without prejudice to the agreed chains of command. EUPM will assist local authorities in planning and conducting major and organised crime investigations, in contributing to an improved functioning of the whole criminal justice system in general and enhancing police prosecutor-relations in particular. EUPM will, together with the EC, assist BiH authorities to identify remaining police development needs which could be addressed through Community assistance.

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3.

3.3.1. Organisation of Mission

- a.) The Mission will be built on the principle of co-locations in well identified areas at the senior management level, with significant emphasis placed on the state-level agencies.³ EUPM will maintain a visible and, above all, perceivable presence with a clear sense of local ownership.
- b.) Depending on the needs of the Mission, the HoM may propose to change the internal organisational structure, as appropriate.
- c.) The Mission will have a three level structure:
 - First level: EUPM Main Headquarters.
 - Second level: Regional Offices/Border Police/SIPA Main Headquarters.

³ Territorial disposition of the EUPM regional offices and organisational charts of mission are presented in Annex A.

- Third level: Co-locations and Border Police/SIPA Field Offices.
- a) Within the Anti-Organised Crime Department, the Criminal Justice Unit will be strengthened and will be primarily responsible for enhancing the coordination and cooperation between the police and prosecutorial authorities in coordination with EUSR. Criminal Justice experts and Inspection teams will operate at all levels in BiH and be deployed both at HQ and regional level.
 - b) There will be four EUPM regional offices which will be supported by co-locations in well identified areas. The field structure will be established in line with the regional structure of SIPA, which is the state level agency leading the fight against major and organised crime. This structure will ensure a consistent approach when dealing with the different police agencies and allow EUPM staff to have a broader view of policing issues. EUPM staff will also be able to effectively communicate and coordinate both internally and externally. It will also promote communication and cooperation between the local police agencies.

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3.8.2. Reviews

Under the guidance of the chain of command, six monthly reviews of EUPM will be conducted in coordination with the EUSR and EUFOR.

3.8.3. Conditionality

The presence of EUPM in BiH will be based on continued cooperation and support from the BiH authorities. In the case of encountering any obstruction in the accomplishment of its mandate, the HoM will be able to seek the appropriate response at the highest level, where appropriate, directly, or through the EUSR/OHR.

3.8.4. Rules of Engagement (RoE)

EUPM is an unarmed Mission and as such has no rules of engagement.

3.8.5. Legal aspects

The status of EUPM and its staff in BiH has been regulated with the Status of Forces Agreement (SOFA) concluded between the EUPM and the BiH authorities on 04 October 2002. According to the SOFA, the EUPM personnel shall be granted all privileges and immunities equivalent to that of diplomatic agents granted under the Vienna Convention on Diplomatic Relations of 18 April 1961, subject to which the EU Member States and other Sending Parties shall have priority of jurisdiction. These privileges and immunities shall be granted to the EUPM personnel during their mission, and thereafter, with respect to official acts previously performed in the exercise of their mission. The application of the SOFA has been extended to cover the refocused mandate of EUPM to ensure privileges and immunities allowing for the effective performance of EUPM's duties.⁴

3.8.6. Security and evacuation plan

The HoM has overall responsibility and is accountable for the security of the Mission and the safety of Mission personnel.

The HoM will be supported by a dedicated Senior Mission Security Officer (SMSO), who will closely liaise with the Council Security Office on all matters pertaining to the safety and security of international and local EUPM staff deployed in the Mission.

The PHoM will also appoint a Security Management Team to assist her/him in the management of security issues.

The safety of Mission personnel will be ensured based on the EUPM Security Concept.⁵

3.8.7. Information and Communication Strategy

A coherent information and communication strategy is needed to ensure that not only the EUPM but also the EU's overall approach towards BiH is well understood. It is of key importance that all activities undertaken by the EU in BiH come across as a single, coherent policy for both the short and the longer term. The accent will be placed on the achievements of the local police under the support of EUPM so as to build confidence in the national instrument and make local security less dependent on the international presence and more dependent on the national authorities and institutions. The information

⁴ SG/HR, and BiH Presidency agreed to extend the application of SOFA through an exchange of letters in December 2005.

⁵ The EUPM Security Concept is presented in Annex C

and communication strategy will be articulated around the key tasks and horizontal tasks of the mission and be aimed both at the population of BiH and the international community. Close cooperation and coordination of EUPM with EUSR, EUFOR, SG/HR spokesperson/SGC press office in Brussels and relevant Commission services, including the EC Delegation in Sarajevo, will be established.⁶

3.8.8. Protocol and official visits

Special procedures and arrangements have been determined for protocol and official visits. The EU/IC office within the HoM's office will be responsible for this work.⁷

3.8.9. Standing Operation Procedures

The SOP of EUPM of November 2006 will remain in place and will be updated.

3.8.10. Reporting and information exchange requirements

- a) The EUPM Reporting System will embrace all aspects of the Mission. Reporting procedures will be performed as per CONOPS and OPLAN.
- b) In addition to regular contacts with the EUSR; briefings will be given to the chain of command as appropriate.
- c) Appropriate information exchange mechanisms have been established between EUPM and EUFOR, and other authorised agencies and institutions. Where necessary, information and reports will be transmitted by secure means.
- d) Any major emergency incident involving EUPM personnel will be immediately reported to the Civilian Operations Commander, the Watch-keeping capability and the EU Joint SITCEN.⁸

4. ADMINISTRATION AND SUPPORT

Under the direct HoM authority there is a Head of the Administration and Support Department in charge of the management of the administration, financial control and

⁶ The EUPM Press and Information concept is presented in Annex D

⁷ The EUPM Protocol concept is presented in Annex E

⁸ The EUPM Reporting procedures concept is presented in Annex F

support function of the Mission, establishing the strategy to support the operational needs of the Mission.

4.1. Concept for Logistics

- a) Logistical support based on the existing arrangements for the previous EUPM has been adapted to and adjusted for the new EUPM.
- b) The logistics concept will embrace the principle of MHQ coordinated central purchase and delivery, followed by co-coordinated and timely issuance to all elements of the Mission in the field.
- c) Logistical support will be cost effective and make maximum use of local resources where possible in order to reduce costs and to maintain adequate logistical resources. The mission will maintain a small stock of operationally essential equipment and material.
- d) Logistic support will be based on the following three concepts and in accordance with EU regulations.
 - Close support,
 - Contracting out of local supplies and,
 - Providing full operability for all components of the Mission through three levels of logistic support,
- e) Three levels for logistical support will be as follows.⁹
 - Main Headquarters,
 - Regional Office/Border Police-SIPA MHQ,
 - Co-locations/Border Police-SIPA field offices

4.1.1. Responsibilities of Contributing States

Contributing States will deploy and re-deploy their personnel individually and be responsible for providing and maintenance of personal equipment (national police uniform and personal equipment). Each contributing state shall bear the cost related to the police officers and international civilian seconded by it, including salaries, allowances and travel expenses to and from BiH. For international non-seconded personnel these issues will be covered under contractual arrangements.

⁹ EUPM Logistic concept is presented in Annex G.

4.2. Procurement

Procurement of supplies, services and works for the mission will be based on tender procedures and follow the principles of transparency, proportionality, equal treatment of potential contractors and non-discrimination.

The HoM shall act as Contracting Authority and fully comply with the procurement procedures laid down in the Financial Regulation applicable to the general budget of the European Communities and its implementing rules.

4.3. Personnel administration

4.3.1. Principles

- a) The HoM exercising Operational Control (OPCON) retains the authority and the overall responsibility to appoint and deploy personnel.
- b) The criteria for suitability for a post are:
 - Mission requirements; in accordance with the essential requirements and job descriptions for each post,
 - The individual staff member's experience, skills and professional qualifications,
- c) The deployment plan is based on detailed job descriptions that are available for all posts.
- d) Job descriptions will be disseminated to all Contributing States. Personnel, offered by Contributing states, will be selected for the mission only if they satisfy in full, the criteria set out in the relevant job description. Post specific ranks are inferred in the job descriptions, but are not considered a pre-requisite to appointment in a post.
- e) Appropriate rotation of seconded personnel will be ensured based upon a recommended tour of one year.
- f) Procedures for the exceptional withdrawal of personnel could take place due to personal, disciplinary or medical reasons.¹⁰

4.4. Finance

The financial arrangements for EUPM are set out in article 12 of the Council Joint Action. (2007/749/CFSP). The HoM will be provided with the necessary financial resources in a timely manner.

HoM will be responsible, under Commission's supervision, for managing the funds granted,

¹⁰ Personnel Administration concept is presented in Annex H.

as laid down in the budget, in accordance with the Financial Regulations applicable to the General Budget of the European Communities and its implementing rules.

The budget of EUPM will be handled in strict accordance with the principles of sound financial management. HoM shall respect the principles of legality, regularity, effectiveness, efficiency and economy. A financial management system shall be established to ensure compliance with the standards set out by the Commission.

Financial reporting shall follow the procedures set out in Article 12 of the Joint Action and in the HoM's contract with the European Commission. As prescribed in paragraph 3 of article 12 of the Council Joint Action. (2007/749/CFSP); the HoM shall report fully to the Commission on the activities undertaken in the framework of her/his contract.

Financial Operating Procedures (expenditure, payments, income, reporting and respective forms) is further elaborated in the EUPM SOP.

4.5. Transportation support

The transportation concept is based on the adaptability of the multi-purpose fleet for all facets of Mission requirements. Sufficient number of vehicles will be allocated for the transportation of EUPM. ¹¹

4.6. Medical Support

The medical support concept is prepared to organize medical support arrangements and meet the needs of the EUPM staff. ¹²

4.7. Communications

4.7.1. General

EUPM will continue to have a timely and reliable communication network, including a back up system. The system will link the EUPM HQ to the General Secretariat of the Council and to all Mission units in the field, and will comprise a mixture of telephone, radio, IS and internet communications.

4.7.2. NOT DECLASSIFIED

¹¹ MTO concept is presented in Annex G.

¹² Medical Support concept is presented in Annex I.

4.7.3. **NOT DECLASSIFIED**

4.8. **Information technology**

The Mission will have an IT system with E-mail facility throughout the structure of the Mission which is properly vetted for and protected against unauthorised access, intrusion and viruses.¹³

5. **COMMAND and CONTROL ORGANISATION**

5.1. **Chain of command**

1. EUPM, as a crisis management operation, shall have a unified chain of command, .
2. The Political and Security Committee (PSC) shall exercise, under the responsibility of the Council, the political control and strategic direction of the mission.
3. The Civilian Operation Commander, under the political control and strategic direction of the Political and Security Committee (PSC) and the overall authority of the SG/HR, shall exercise command and control of EUPM at the strategic level and,

¹³ Communication and Information System concept is presented in Annex J.

as such, shall issue instructions to the Head of Mission and provide him with advice and technical support.

4. The Head of Mission shall exercise command and control of EUPM at theatre level and, as such, shall issue instructions for the effective conduct of EUPM in theatre, assuming its coordination and day-to-day management, following the instructions of the Civilian Operation Commander. He shall be directly responsible to the Civilian Operation Commander.

5.2. Transfer of authority

National authorities will transfer Operational Control (OPCON) over personnel to the Civilian Operation Commander. The Head of Mission will exercise Operational Control (OPCON) as assigned by the Civilian Operation Commander together with administrative and logistic responsibility including over assets, resources and information put at the disposal of the mission.

5.3. Command positions

For the specific purpose of this operation:

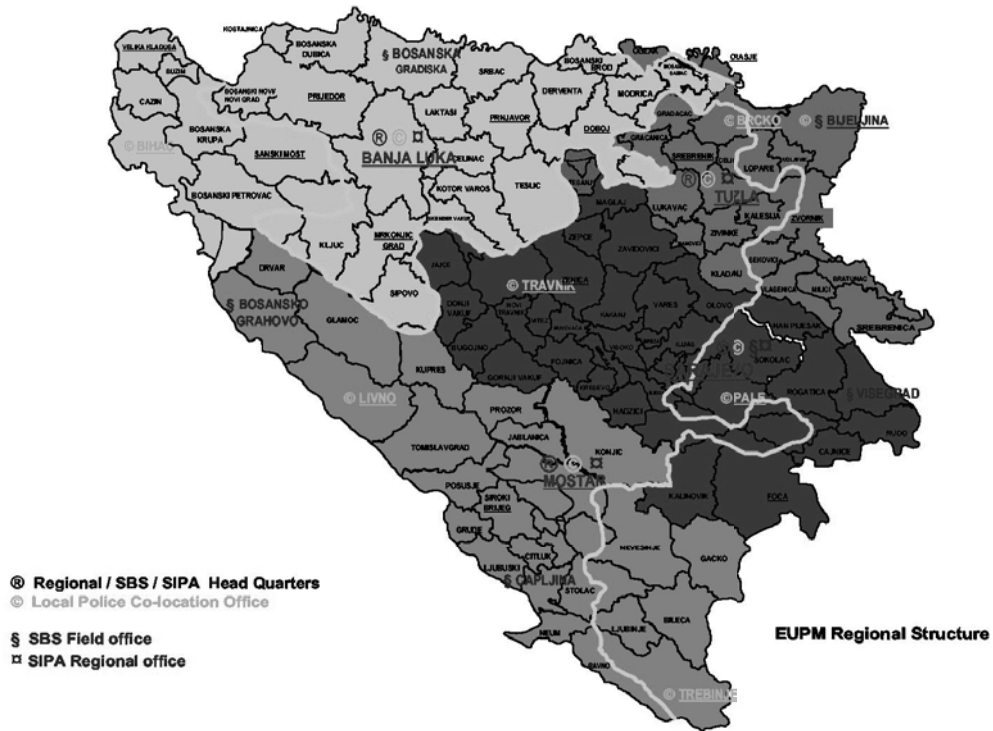
- a) All members of the EUPM remain under full command of their national authorities.
- b) The EUPM Head of Mission shall be responsible for disciplinary control over the staff. For seconded personnel, disciplinary action shall be exercised by the national authority or EU institutions concerned.
- c) Each contributing State should appoint a National Contingent Leader or National Contact Point (NCL or NCP) to represent each national contingent in the mission, responsible for contingent discipline.
- d) The EUPM Desk within the CPCC will provide technical guidance and support and will be the first point of contact for the Mission.

List of Annexes

- A. Territorial disposition of EUPM Regional Offices and Organisational charts.
- A2. EUPM Organigram
- A3. EUPM Structure
- B. Information Exchange
- C. Security and Safety
- D. Press and Public Information
- E. Protocol and Official visits
- F. Reporting Procedures
- G. Logistic Support
- H. Personnel Administration
- I. Medical Support
- J. Communication and Information System

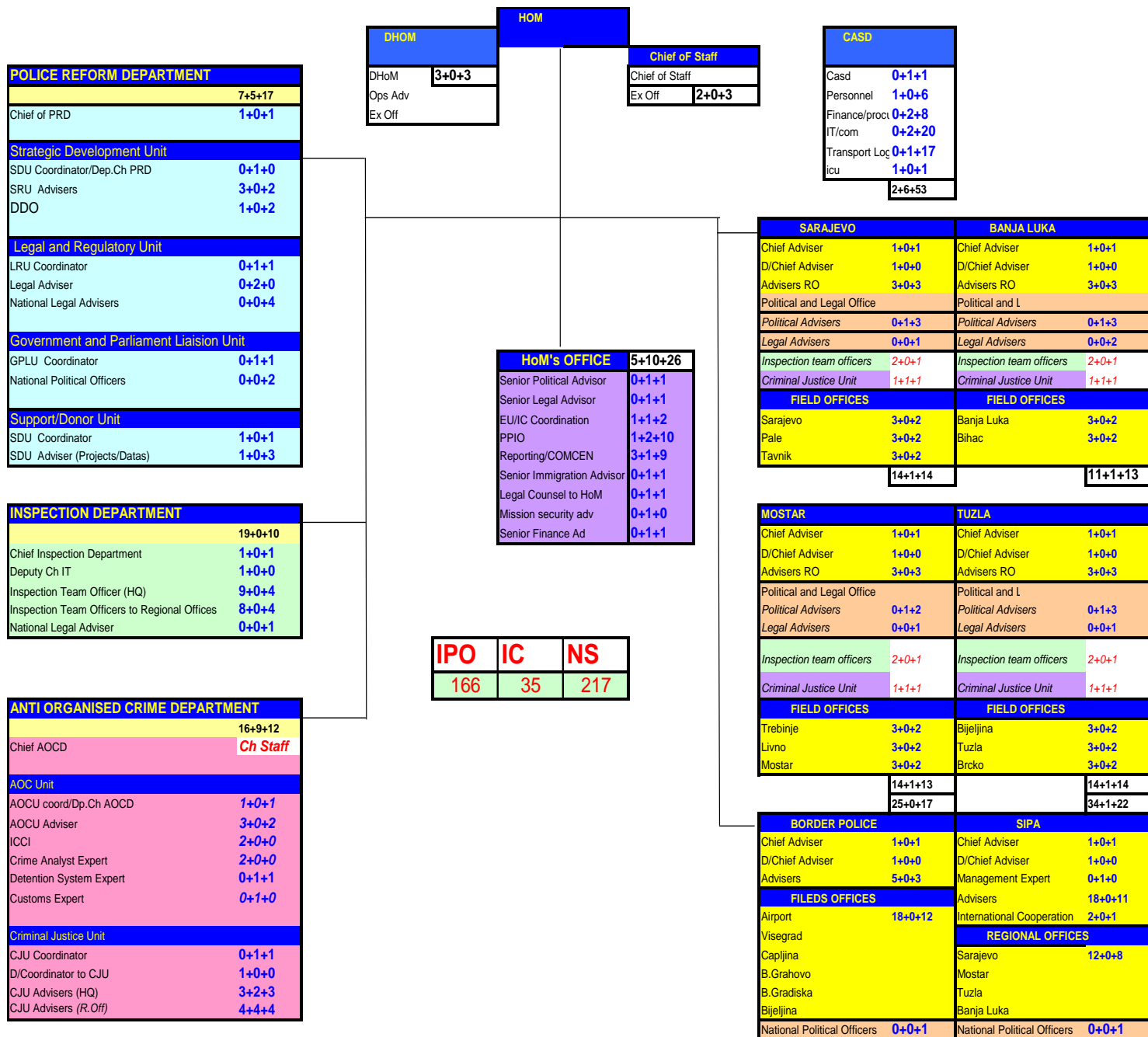
Annex A1

Territorial disposition of EUPM Regional Offices & Organisational Charts



EUPM Organigramme

Staffing numbers constitute indicative planning.



EUPM Structure

1. Mission Management

The Head of Mission (HoM) will lead EUPM and assume its day-to-day management. The Deputy Head of Mission (DHoM) will deputise for her/him and act on her/his behalf in case of absence. The tasks are intrinsically interlinked and necessitate a high level of co-ordination and co-operation throughout the Mission which will be ensured by the HoM and DHoM through the HoM's office. The Chief of the Police Reform Department will be the third officer in command. The Chief Administration (C/ADM) will assist the HoM in the discharge of his/her duties by providing the whole range administration services to the Mission.

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Annex B

Information Exchange

- **Introduction**

Information exchange is an integral aspect of the capabilities that EUPM must possess in order to fulfil its Mission and notably to be able to perform its inspective role.

Timely and accurate intelligence is crucial to Mission realisation accomplishment and security. Within the parameters of security classification and confidentiality, information will be transparent and available to the appropriate levels of EUPM officials, in addition to being also based on the agreements for internal exchange of information.

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Security and Safety

1. General

The safety and security of EUPM staff and property is primarily the responsibility of the BiH authorities, according to the terms of the SOFA signed between EU and BiH on the activities of the EUPM. The responsibility to establish and maintain a safe working environment for International Organisations (*EUPM included*) is incumbent primarily on EUFOR. EUPM signed a Memorandum of Understanding (MoU) with EUFOR on the 28 October 2005, setting out the responsibilities of both parties, in case of a need for emergency security support and evacuation.

Based on this MoU, EUFOR will provide emergency security support and evacuation to EUPM staff upon request from EUPM, if the local authorities fail to do so (CONPLAN Medusa 2006).

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Information and Communication

1. General

The Press and Public Information office (PPIO) will continue its work under the direct authority of the EUPM HoM. A comprehensive integrated EU information and communication strategy shall be developed with EUSR taking into consideration the specific roles and relevant activities of the EUSR, the EUPM, EUFOR and the other EU actors in theatre, both in the short and in the longer term.

2. Policy

The press and public information strategy will mainly aim at maintaining support for EUPM and, in coordination with the other EU actors, the policy objectives of the EU in BiH as part of the EU effort to promote the Stabilisation and Association process also in the longer term. EUPM will focus on the achievements of local police, supported by EUPM in order to build confidence for the national instruments and make local security less dependent on the international presence and more response to the needs of the general public in BiH. Designated spokespersons are the only authorised persons to communicate with the media. Guidelines for EUPM staff on talking to the media will be issued as appropriate.

3. Media

Media relations with the local population and international public through the press are an important element in communicating the achievements and objectives of EUPM, and of the overall EU presence as a consequence. Portrayals and perceptions of EUPM and EU may differ. EUPM must remain proactive in this regard. Representatives of the international media routinely operate in BiH and their number can significantly increase when special events or incidents arise. As policy, EUPM will support frequent and transparent media access to Mission activities and, according to special occasions and HoM approval, to MHQ in Sarajevo. The Press and Public Information office will deliver accurate, timely and sufficient information on EUPM activities and responses to given subjects. General themes will include:

- a. The EUPM mandate 2008-09 within the general framework of the EU's broader rule of law approach in BiH in line with the general objectives of Annex 11 of the Dayton agreement.

- b. The three key tasks approach of the EUPM (Police Reform, Support to the Fight Against Organised Crime and Police Accountability).
- c. EUPM's role in the police restructuring process.
- d. EUPM's presence in BiH with the full agreement of authorities in BiH, both at state and entity level, they have undertaken to cooperate fully with EUPM in its work.
- e. EUPM will contribute to the further development of professional, impartial police agencies that serve all BiH citizens.
- f. EUPM is an integral part of the broad range of EU activities (both on-going and planned) in BiH and an important element in BiH's progress toward Europe as set out in the Stabilisation and Association process.
- g. EUPM is a tool for contributing to regional stability and cooperation.
- h. EUPM is a key player in the fight against organised crime in BiH and the wider region.
- i. EUPM's action will help facilitate reconciliation and economic recovery by improving police professionalism and efficiency to better fight organised crime and corruption.
- j. On a regular basis, the HoM will task the press and public information office to liaise with the media and to participate in media briefings and press conferences. In relation to media matters, the press and public information office will:
 - issue press releases as requested and will maintain an updated database of all media in BiH;
 - dispatch press releases abroad;
 - request the assistance of the OHR/EUSR press office and/or the press office of the General Secretariat of the Council of the European Union, in close co-ordination with the relevant Commission's services both in Brussels and Sarajevo;
 - liaise with the OHR/EUSR, EUFOR, European Commission's services and, according to needs, other press offices in BiH and the press office of the General Secretariat of the Council of the European Union;
 - will receive guidance from the press office of General Secretariat of the Council of the EU / CPCC as appropriate;
 - coordinate with other organisations involved in the civilian implementation

of the GFAP;

- monitor BiH media, inform the HoM of any media reference to EUPM and where required propose a response;
- produce a daily local media overview for the Mission;
- organise journalist trips to BiH with a special emphasis on EUPM.

4. Public Information and Public Relations

Public information and awareness area crucial management tools, to this end the press and public information office will ensure the following:

- Develop, plan and implement public information campaigns and community policing events both on a national and regional level;
- EUPM spokespersons will, upon instructions of the HoM participate in national and local radio and TV programmes;
- in line with the overall policy of the EUPM the Press and Public Information office will support the local police in their press and PR activities, including sponsoring of joint BiH Police /EUPM public relations or public information events and organising workshops and trainings for the spokespersons of the BiH Police;
- provide information on EUPM's mandate, legal basis, and general framework, cooperation with local authorities, programmes and intentions;
- establish contact with all media in BiH (local and international);
- organise EUPM's participation in the Brussels open day in May 2008 and 2009.

5. EUPM website

As part of the overall EUPM public information arrangements, the Mission has created and put in place an effective EUPM website at www.eupm.org. The site serves as the electronic business card of the Mission. In addition, the site is being used as the main vehicle for the advertisement and reply procedure for any job vacancies as well as for publication of public tenders for the Mission which may arise. PPID are responsible for updating the website

6. Mission Magazine

The Mission Magazine is a bi-weekly publication (500 copies circulation) aiming to inform EUPM staff, as well as all local law enforcement agencies and fellow European and international actors in Bosnia and Herzegovina about EUPM activities.

7. Activities

7.1. Support to Local Police Accountability

a) The mission will continue activities, building on the 2006 local police accountability campaign

Your security our obligation, by:

- contributing to improve the image of local police;
- contributing to building confidence in the work of police;
- public engagement – particularly to hard to reach groups (minority populations);
- promoting good EU practice in the police, with a focus on anti-corruption;
- continuing the process of branding and enhancing the image of police institutions;
- promoting the role of Public Complaints Bureaux;
- defining additional elements with the local police counterparts, such as:
 - promoting police career as an attractive profession, focusing on women;
 - promoting the usage of the central police telephone number 122;
 - highlighting police achievements in strengthening accountability;
 - promoting police work through TV broadcasts (including through ‘Unsolved Cases’ of BHT and X files of TV Hayat);
 - encouragement to allow TV to film “on the job”.

b) Strengthening the role of police spokespersons.

- Continue to work on raising/highlighting their departmental image and importance of role within their law enforcement agencies: promote allocation of a separate budget for public information activities;
- workshops with police spokespersons senior management for the development of media strategies;
- support for improved cooperation and coordination between spokespersons of various law enforcement agencies and prosecutors’ offices;
- promote exchange between spokespersons and media outlets, including through temporary work placements.

7.2. Support to the Fight Against Organised Crime

a) Operational aspects

- Public information campaign focusing on major forms of organised criminal activity;
- Promote EUPM’s contribution to planning and conducting major and organized crime investigations and encourage media to highlight police determination in the fight against organized crime and EUPM’s role in supporting police actions against organized crime;

- Public awareness programmes to enhance shared knowledge, understanding and the general public's as well as civil society's responsiveness to the challenge of organized crime.

b) Criminal justice system aspects

- Professional public relations training/education for spokespersons of the prosecutors offices; establishment of the Forum of Spokespersons of the Prosecutors Offices (based on the experiences with the EUPM-initiated Forum of Police Spokespersons) and establishment of connections between the two Fora.
- Professional public relations training/education for spokespersons of the courts; establishment of a Forum of Spokespersons of the Courts; establishment of connections between the fora.
- Developing relations and common understanding between police, prosecution and media, including through workshops, news blackout agreements, handbooks for the media, outlining main issues that the media should take into consideration when reporting on police and prosecution work.
- Promote a better understanding by the police and prosecution with regards to the media as a tool for fighting crime and importance of providing media with timely and accurately information; establishment of trustful relations between media on one side and police and prosecution on the other side with a possible memorandum of understanding between them on exchange of information.

c) Coordination aspects

- Public information activities on the role and responsibilities of the BiH Police Steering Board as coordinating police body.
- Media activities focusing on the Board's chairperson and regular update on tasks/activities.

d) State Investigation and Protection Agency and Border Police

- Establishment and implementation of media and public information strategies aimed at improving the image of the SIPA and Border Police as two state-level institutions.
- Representation in the press; support to the establishment/maintenance of websites.
- Promoting EUPM's strong support to further strengthening of the state level police agencies via individual support projects.

Protocol and Official Visits

1. General

The Protocol Officer in the EU/IC office will be responsible for protocol matters and official visits based on the following procedures. All requests for official visits to the EUPM MHQ will be formally processed through the Protocol Officer.

2. Prioritising the visits

The priority for visit will be as followings:

- a) Ministers (or assimilated ranks) and Members of Parliament,
- b) Political figures,
- c) Head (or deputies) of International Organisations,
- d) High ranking diplomats and senior police and military personnel.

3. Request for visits

Visit requests are to be sent no less than 10 days before the proposed visit with the following information:

- a) Purpose of the visit,
- b) Name, rank, position, nationality and biography of the Head of Delegation,
- c) Size and composition of the delegation,
- d) Planned arrival and departure time with modes and dates of travel.

4. Articulation of visits

Unless otherwise indicated to conduct in another manner, the official visit shall be as follows:

- a) General presentation of the Mission by the HoM or her/his designated representative,
- b) Specific briefing by a designate of the HoM depending on the subject matter,
- c) Short briefing by the National Point of Contact (if necessary and according to time),
- d) Visit to a co-location team in the field (if possible and necessary),
- e) A EUPM fact sheet and/or movie/slide presentation may be delivered to the visitors.

Reporting Procedures

1. General

Successful Information exchange is crucial to the success of all the international organisations in BiH involved in Rule of law. Within the parameters of security classification and confidentiality, information will be transparent and available on as wide a basis as possible.

2. Principles

EUPM specific reports will be precise and concise in relation to the subject matter and will contain the recommendations, comments and/or impression of the signing authority.

All the reports produced by EUPM will also include sufficient analysis to providing adequate information on the subject, to facilitate the decision taking mechanism. Reports will be forwarded by appropriate technical means to ensure secure and timely transmission and appropriate confidentiality.

3. Reporting chain of command

The reporting chain will follow the chain of command consisting of SG/HR, the Civilian Operations Commander and Head of Mission. The EUPM HoM shall report to the Civilian Operations Commander. The Civilian Operations Commander shall report to the Council through the SG/HR.

4. Reporting

The Civilian Operations Commander, under the political control and strategic direction of the PSC and the overall authority of the SG/HR, is the commander of EUPM at strategic level and, as such, shall issue instructions to the Head of Mission and provide him with advice and technical support. To this end an adequate level of reporting shall be ensured. Reports will be forwarded by the SG/HR to the Member States and Commission through the PSC or the CIVCOM making due use of the ESDP Net for classified documents

In accordance with the EUPM CONOPS and as required by the Civilian Operations Commander, the Mission will produce the following reports.

REPORT	Frequency
MAR (EUPM HoM Monthly Assessment Report)	Monthly
PERSREP (Personnel Report)	Monthly
LOGREP (Logistics report)	Monthly
SPEREP (Special Report)	As Required
Weekly Operations Update (WOU)	Weekly

In addition to the reports listed above, the HoM may decide to produce and submit additional reports.

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8. Communication centre

- a.) The Communications Centre will be staffed 24 hours a day, 365 days a year, working a shift rotation system, that fulfils the following role:
- Ensure timely and coordinated collection of information from the field,
 - Serve as a unique point of contact for EUPM staff, especially in emergency situations,
 - Perform the technical aspects of the communication and data transmission process, especially with regard to the handling of classified information.
- b.) National members of EUPM staff in this section will **not** have access to classified data (EU restricted and above).
- c.) Specific structural changes will be implemented to safeguard the integrity of secure communication systems.
- d.) International police officers will form a core of the shift rotation system but staffing will be predominantly local staff.

Logistics Support

1. Principles

- a.) EUPM staff will be provided with sufficient logistical support that is necessary to perform their tasks.
- b.) Maximum use will be made of local agreements, hiring, leasing and purchasing of services, material and equipment.
- c.) For all logistics, a limited centralised stock will be maintained for operationally essential items.
- d.) The EUPM may make available means and resources that can be reutilised for other Missions after satisfying the needs of the Mission.

2. Levels of logistic support

The Mission logistic levels are three fold as follows:

2.1. First level

Established in Mission HQ, which is required to:

- a.) Establish and prioritise the Mission logistics requirements.
- b.) Throughout the Mission AoR, establish theatre wide logistic resources to meet all the operational needs of the Mission.
- c.) Resolve shortfalls in the provision of logistic support, if necessary, by executing redistribution within the Mission.
- d.) Establish the storage of office equipment and stationary necessary to facilitate for delays in delivery time lines of supply.
- e.) Control the usage of all materials required for the Mission, in the most effective manner.
- f.) Establish the control of vehicle maintenance (servicing, spare parts, breakdown service, body repairs) done by the local private workshop companies.
- g.) Establish software management (e.g, vehicle consumption) centralized in the MHQ

2.2. Second level

Established at HQs of Regional, SIPA and Border Police level, under the responsibility of the Chief Advisers, who is responsible for staff support and permanent control and requesting of all material, and submit reports through the Mission chain of command.

2.3. Third level

Established at local police co-locations Border Police and SIPA field Offices level, under the responsibility of the team leaders; who is responsible for staff support and permanent control and requesting of all material, and submit reports through the Mission chain of command.

3. EUPM Offices

EUPM will use either the offices allocated for the use of EUPM within the premises of local police or containers installed near the local police premises. In exceptional cases, if there is no other way to locate EUPM officers within the premises of the BiH police, in that case, additional offices will be rented.

4. Equipment and material

Regarding the set up of the office equipment; as the Mission will be using offices previously occupied by EUPM, the existing office equipment will be utilised. All EUPM personnel, through controlled issuance, will be responsible for the efficient use of all equipment. Any defects in the equipment or loss of equipment must be reported immediately. The regulations for the use of all equipment and the procedure for reporting defect or loss will be done in accordance with the SOPs.

5. Motor Transportation

5.1. Principles

- a.) EUPM staff will be provided with sufficient transportation support that is necessary to perform their tasks.
- b.) Allocation of vehicles will be decided based upon and according to PHoM policy, in order to fulfil all operational needs of the Mission.
- c.) For general use, a limited centralised stock (so called MTO pool and Mission Reserve) will be maintained for operationally essential items.
- d.) The EUPM will make available means and resources that can be reutilised for other Missions after satisfying the needs of EUPM follow on.

5.2. Transportation fleet

Until the further decision that will be taken in consultation with the European Commission the fleet will consist of:

<u>Vehicles</u>	<u>Quantity</u>
• 4x4 VW Golf	131
• Nissan Terrano	27
• Sedan vehicles (VIP)	2
• Minibus (7 seats)	31
• Buses 25 seats	2
• Trailer, light cargo	2
• Scooter	1
<u>Mission Reserve:</u>	
• 4x4 VW Golf	23
• Nissan Terrano	11
• Minibus (7 seats)	1

5.3. Maintenance

The maintenance for the vehicles (servicing maintenance, spare parts, repairs, break down service) will be facilitated by licensed workshops throughout BiH, under contracts or agreements established based on the procurement rules of EU.

5.4. Refuelling

The refuelling system will be provided by local companies, which will assure coverage throughout BiH. In the event of refuelling system problems appropriate arrangement will be negotiated with EUFOR (Strategic Fuel). Further more EUPM has in its assets containerised fuel tanks for the emergency storage of fuel reserves if necessary.

5.5. Responsibility

All EUPM personnel, through controlled issuance, will be responsible for the efficient use of all vehicles. Any defects in vehicles and equipment, or loss of equipment must be reported immediately. The regulations for the use of all equipment and the procedure for vehicle maintenance will be done in accordance with the SOPs.

Personnel Administration

1. Principles

The Contributing States will assume full responsibility for the nomination of suitably qualified candidates for EUPM in support of the Mission mandate.

The EUPM PHoM will assume complete responsibility for the personnel under her/his authority, and will appoint and deploy EUPM personnel in accordance with the requirements of the Mission, taking into consideration the skills and abilities of the respective officers. EUPM personnel should be nominated in a way that ensures the best qualified candidate for each position.

The selection will be based upon possession of the necessary skills and abilities required for the post. EUPM personnel must demonstrate excellent professional skill, acting with impartiality, integrity and with respect for diversity.

2. Rules for nomination for secondment officers

- a) There will be essential requirements and categorized job descriptions for each police post within the EUPM, along with a job application form to be completed by every prospective candidate for the EU Police Mission. Contributing States will be responsible for the accuracy of the information included in the job description forms.
- b) The job descriptions will specify post, category, a description of main tasks and the skills required.
- c) Contributing States will nominate suitably qualified individuals for the EUPM on the basis of the categorised job descriptions.
- d) The nominations shall be submitted to the Civilian Planning and Conduct Capability, where a standardised selection process will be conducted. Additional information about nominated personnel might be requested from the Contributing nations if necessary
- e) EUPM will be responsible for the final selection in co-operation with the Civilian Planning and Conduct Capability in accordance with the established procedures and the EUPM PHoM will appoint the selected personnel to given positions. The Civilian Planning and Conduct Capability will immediately notify Contributing States on the results of selections.

- f) Police Officers shall be seconded by Contributing States for a minimum period of one year. The EUPM PHoM may propose extensions to tours of duty; subject to approval of the Contributing States.
- g) The Civilian Planning and Conduct Capability will coordinate the necessary information and arrangements between the Contributing States and the EUPM.
- i) EUPM will communicate with the Civilian Planning and Conduct Capability in a timely manner concerning future human resources requirements, in order that necessary calls for contributions are efficiently administered.

3. Transition phase

In order to ensure a smooth continuation, some of the police officers previously deployed in EUPM have been selected for the follow on mission, in accordance with the procedures determined by HoM in consultation with the Civilian Planning and Conduct Capability.

4. General issues

- a) Essential requirements will provide guidelines for all Contributing States on selection and participation of EUPM members. The contents include such issues as medical requirements, required language and driving skills and the need for every Mission member to demonstrate excellent professional performance.
- b) General guidance for all assignments to EUPM will establish the specific instructions regarding the deployment of personnel into the Mission area, including transportation, environmental conditions, health protection, clothing and equipment, documentation and financial issues, etc.
- c) All Mission members shall be obliged to reside within BiH during their Mission deployment to satisfy the requirements of security and procedures.
- d) Standard Operating Procedures will provide a precise reference of all administrative and operational issues relating to Mission personnel.

5. Training and induction of personnel

- a) It is essential for the success and credibility of EUPM, that Mission members are well prepared and trained prior to their deployment. Contributing States will be responsible for the preparation and training of personnel selected for deployment to EUPM.

- b) Information will be provided to Contributing states in order to ensure that a common standard of training is delivered to all Mission members. Mission members will also receive induction training upon arrival in the Mission area, concentrating on their specific role within the Mission. The induction training will include, *inter alia*, topics on the Criminal and Criminal Procedure Codes in BiH.

Medical Support

1. Public health in BiH

Public health is assessed as adequate with the caveat that Mission members arrive in theatre having previously received all the appropriate vaccinations relevant to BiH. All Mission members should, under national guidance, be vaccinated and immunised in accordance with internationally accepted guidelines.

2. Medical infrastructure

The medical infrastructure in theatre is assessed as adequate for most medical eventualities, including emergency admissions. Resuscitation and stabilisation facilities in theatre are assessed as adequate. Life Saving surgery is available through local authorities.

Surgery to save limbs and systems to prevent potential disability is available through local authorities

In the first instance all medical conditions will be treated incorporating internationally accepted best practice. Time constraints on treatment will be governed under international standard best medical practice, and where necessary and appropriate, casualties will under Mission MEDEVAC procedures, be repatriated to the nearest and most appropriate medical facility available to the casualty.

3. Medical centre

Medical Centre care for all Mission members will be ensured by locally agreed arrangements with local medical practitioners and dentists. These arrangements will in the first instance cover emergency and assessment visitations. Co-ordination and liaison on medical matters will be the responsibility of the Chief of the Administration and Support Department.

4. MEDEVAC

As per the SOP, special arrangements with EUFOR will be maintained for emergency evacuation.

Annex J

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