



**COUNCIL OF
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Brussels, 24 May 2013

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LIMITE

**CIVCOM 214
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PESC 588
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COVER NOTE

From: : External Action Service (EEAS)
To: : Committee for Civilian Aspects of Crisis Management (CIVCOM)
Subject : Questionnaire on Integrated Police Units, Formed Police Units, police national and multinational expert teams and other civilian "niche" capabilities

Delegations will find attached the Questionnaire on Integrated Police Units, Formed Police Units, police national and multinational expert teams and other civilian "niche" capabilities with a view to its presentation in CIVCOM on 3 June 2013.

Encl.: Document EEAS 01116/13

EUROPEAN EXTERNAL ACTION SERVICE



Crisis Management and Planning Directorate (CMPD)

Brussels, 24 May 2013

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Delegations will find attached the Questionnaire on Integrated Police Units, Formed Police Units, police national and multinational expert teams and other civilian "niche" capabilities with a view to its presentation in CIVCOM on 3 June 2013.

Member States are kindly invited to provide the requested data in free text format, and in the format of the tables at Annexes, as appropriate, by 19 July 2013.

Questionnaire on Integrated Police Units, Formed Police Units, police national and multinational expert teams and other civilian "niche" capabilities

1. Introduction

In its Conclusions of 23 July 2012, the Council renewed "its commitment to support sustainable civilian capability development by the Member States, to address capability gaps and ensure that in the future also the required capabilities will be available". With this object in view, it endorsed the **Multi-annual Capability Development Plan - Action Lines for 2012-2013¹ (MACDP)**. One of these Action Lines was for an inventory to be established of civilian "niche" capabilities in Member States.

2. Why do we need such an inventory?

The Comprehensive Concept for Police Substitution Missions² requires 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 CSDP operation **with "individual police officers, specialised teams, integrated police units (IPUs) and formed police units (FPUs)"**.

Critical shortfalls have been encountered in this domain, including relatively recently, with FPUs as defined in the Concept for Rapid Deployment of Police Elements in an EU-led Substitution Mission³. One measure to attempt to address these shortfalls is to examine the **scope for a cooperation agreement with European Gendarmerie Force (EUROGENDFOR, EGF) in order to facilitate access to and deployment of robust policing elements (e.g. IPUs) for EU missions**.

It should also be borne in mind that while IPUs and FPUs are specifically designed to conduct executive police tasks, they also are capable of engaging in a large spectrum of policing activities in strengthening as well as substitution/executive CSDP missions.

Work is currently being pursued in this direction (indeed, it is a separate Line of Action in the Multi-annual Capability Development Plan) and will be reported separately to Member States.

¹ Doc. 12111/12

² Doc. 8655/1/02

³ Doc. 8508/2/05

There is also no accurate picture as regards the development in Member States of "specialised teams" for policing purposes, as also provided for in the Concept. And given that **civilian capability shortfalls extend well beyond police elements**⁴ - covering also areas such as the judiciary, prison system functions, integrated border management functions, including customs, and mission support - **an accurate picture of the state of play in Member States development of these capabilities is also critical** if we are to ensure a sustainable approach to capability development in the future.

With a view to establishing such an inventory, **Crisis Management and Planning Directorate (CMPD) has developed the attached questionnaire** to seek data from Member States on all of these capabilities (*police forces compliant with the EU concept for Integrated Police Unit (IPUs); Formed Police Units (FPUs); Police national and multinational expert teams; other civilian "niche" capabilities*). The scope of the questionnaire extends to the provision of data on capabilities for *strengthening* as well as for *substitution / executive* tasks.

3. What would the inventory be used for?

An inventory of potentially available capabilities in Member States should enhance our insight into what resources the EU can field and help us direct further improvements. If **maximizing the existing resources** is an important objective for the EU (as stated in the Council Conclusions) we first need to know what is out there.

Once we have that picture it should be possible to:

- **identify where a number of Member States are developing similar niche capabilities** in the police or other civilian areas (e.g. in police: special investigations units, intelligence-led policing expertise; e.g. in other civilian areas: expertise in sexual and gender-based violence, mediation, lessons learned\best practices);
- promote **pooling and sharing** of these capabilities with a view to **avoiding duplication** of precious resources; also **identify the gaps** where capabilities are not being developed, or in insufficient number, to guarantee sustainability over time;

⁴ As recalled in the " Third report on Member States' progress in facilitating the deployment of civilian personnel to CSDP missions" doc.8405/13

- **foster diversification of expertise** which will allow greater and wider coverage of specialised tasks, and enhanced targeted training opportunities through EU institutions and projects (e.g. ESDC, ENTRI, EUPST, CEPOL and possibly EUROPOL, etc) and Member States training academies (one strong example that comes to mind is the Senior Mission Leaders Course initiated by the Folke Bernadotte Academy last year, and carried on with coordination with UK and LT this year); greater use of Commission Foreign Policy Instruments where feasible, and the scope for training under the European Training Scheme, need also to be explored;
- this targeted training in specialised areas would provide a transformational tool for MS capabilities, encourage the **development of highest standards, and standardisation of practice**, in a given field of expertise - two goals of training in CSDP which have proved elusive up to now - and could lead to the **establishment of "virtual Centres of Excellence"**;
- such virtual Centres of Excellence should focus on developing expertise in their specific domains; activities should include e.g. establishment of on-line common platforms for: exchange of publications, research papers; for holding of webinars to exchange latest experiences; development of common tools such as manuals, guidelines in specific areas of expertise with a view to EU norm-setting in crisis management. **In short, such virtual Centres of Excellence should come to represent the state-of-the-art in their given areas of expertise.** Inter-linkage with EU agencies should be pursued (e.g seeking synergy with Frontex on the training courses they deliver on border management issues)
- the **link between training and recruitment** could be strengthened by inviting Member States participating in such virtual Centres of Excellence to contribute to all activities across the range of civilian crisis management, viz.
- **to deploy experts to missions** in the traditional format of seconded personnel, or short-term advisory functions, along the model of Visiting Experts, with the difference that experts from these virtual Centres of Excellence **could also deploy in group formation, and / or in a sequenced fashion.** This could be particularly helpful where a small group of specialists is required as a mobile training team: to train up mission members in, say, gender-mainstreaming; for train-the-trainer courses for Host Country counterparts; to quick-start a project, etc.

- **to deploy experts to support EU planning structures** in drawing up plans for new missions, or in developing strategic reviews, on a short-term basis;
- **to deploy experts to support EU structures** in the development of concepts, lessons studies, exercises, etc. on a short term basis.
- Finally this work should serve to identify areas where existing concepts or ambitions underlying the development of civilian capabilities may no longer be valid, and where we may need to **consider concepts review**.

4. What are the benefits?

- Allow all Member States the opportunity to contribute to **support CSDP in a manner proportionate to their resources** (not every Member State can provide an IPU or an Seconded National Expert (SNE) for a mission for a year, or two years, for example);
- **Play to Member States' strengths and interests** in building specific capabilities; further the identification and exploitation of possible synergies between CSDP and FSJ, notably Member States' capabilities serving the FSJ area and which could be used to address CSDP.
- **Enhance interoperability**, firstly among Member States but also in reaching out to EU partners in the international arena (e.g. support to UN in the framework of the EU-UN Action Plan);
- **Enhance articulation of civilian and military capabilities**: the more we expand the range of civilian capabilities, while at the same time referring and specialising them, the more likely we can articulate them with military capabilities.
- **Lead toward a comprehensive approach**. As in the case of better articulation between civilian and military capabilities (above), niche capabilities should lead to better articulation with other EU instruments.
- Establishing an **inventory of civilian capabilities is not an attempt to establish a roster**. The specific focus on “niche capabilities” should contribute to the identification of possible synergies to channel scarce civilian capabilities and **support National Strategies**.

THE QUESTIONNAIRE

This questionnaire is complementary to ongoing efforts to enhance the development of CSDP civilian capabilities, such as the yearly seminars on facilitating the deployment of civilian personnel and the development of the Goalkeeper software environment.

1. STRUCTURE

The questionnaire consists of four sections, respectively addressing:

- A. Existence of police forces compliant with the EU concept for Integrated Police Unit (IPUs);⁵
- B. Formed Police Units (FPUs)⁶ that Member States could put at the disposal of the EU in the framework of CSDP;
- C. Police national and multinational expert teams that Member States could put at the disposal of the EU in the framework of CSDP;
- D. Other civilian "niche" capabilities consisting of other dedicated civilian personnel that Member States have developed, are developing or would like to develop, and that may be used for international crisis management.

2. SECTION A: EXISTENCE OF POLICE FORCES COMPLIANT WITH THE IPU CONCEPT

2.1. What is an IPU?

According to the existing EU concept⁷, an Integrated Police Unit (IPU) is a police unit robust, rapidly deployable, flexible and interoperable; able to perform police executive tasks; preferably (to be deployed) in non stabilised situations.

⁵ As defined in the Concept for rapid deployment of police elements in an EU-led substitution mission (doc. 8508/2/05).

⁶ As defined in the Concept for rapid deployment of police elements in an EU-led substitution mission (doc. 8508/2/05).

⁷ Concept for rapid deployment of police elements in an EU-led substitution mission. (doc. 8508/2/05)

An IPU may be placed temporarily under the responsibility of the military authority entrusted with the protection of the population.

An IPU can perform a large spectrum of police functions such as:

- Patrolling and public surveillance operations;
- Information gathering; public order, civil disorder, riot and crowd control functions;
- They may also 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; 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; to perform security tasks such as close protection and VIP escorts.

Moreover, it must be underlined that Integrated Police Units (IPUs) (*as well as Police Units deployable as FPU*) are capabilities which can perform police functions within substitution/executive and/or strengthening CSDP missions.

2.2. Data requested

Member States are requested to answer the following questions:

- Does your Country have Police Units that can be put under (temporary) military command, and / or Teams that can be deployed as part of an IPU in line with the Concept for rapid deployment of police elements in an EU-led substitution mission (doc. 8508/2/05) and that have not been included in the EGF catalogue of capabilities but could, in principle, be put at the disposal of the EU under CSDP⁸?
- The IPU Concept provides for a "battalion-size" IPU type A structure. Is this notion still of relevance?

⁸ Member States could possibly use the format of the tables section B at Annex 1 to provide these data.

2.3. Avoidance of overlap with the EGF Catalogue of Capabilities

IPUs and other gendarmerie-type police elements held by certain Member States are already covered by the European Gendarmerie Force (EGF) Catalogue of Capabilities, which was drawn up with the explicit purpose to provide "*an updated and realistic overview of the Countries' available capabilities, under quantitative and qualitative point of view*".⁹ Because the different police assets and means these Member States indicate in the EGF Catalogue are "*first and foremost at disposal of EU*", and the EGF explicitly states that "*when deployed for the EU, the PSC (Political and Security Committee of the EU) assumes the political control and the strategic direction*"¹⁰, it is self-evident that all these resources should be considered as potentially available for CSDP. Therefore, in order to avoid overlap, the Member States concerned¹¹ should, in their respective replies to the current Questionnaire, indicate only resources that they have not yet indicated in the EGF Catalogue of Capabilities.

⁹ The most recent "EGF Catalogue of Capabilities" was issued by the EGF Commander in Vicenza on 7 May 2010. IT, FR, NL, PT, ES, RO, PL and LT have contributed to this Catalogue.

¹⁰ <http://www.eurogendfor.eu/>

¹¹ These Member States are IT, FR, NL, PT, ES, RO, PL and LT.

3. SECTION B - FORMED POLICE UNITS (FPUs)

3.1. What is an FPU?

According to the existing EU doctrine, FPUs are units that are not necessarily pre-existing but are formed within a Member State purely for deployment to a specific theatre outside the EU. They will not normally be deployed to non-stabilised situations, and cannot be placed under military command. A FPU can perform police core functions such as patrolling and public surveillance, information gathering, public order, civil disorder, riot and crowd control¹².

3.2. Data requested

3.2.1. Section B.1 - Potential availability of Police Units deployable as FPU

In this section, Member States are invited to indicate the number of Police Units deployable as FPU. For each of these Units, they should also indicate:

- Strength;
- Readiness (time needed to reach full operational capacity in theatre);
- Maximum duration of deployment;
- Composition (sub-units) and organisational structure;
- Possibility to deploy elements of the Unit as mobile separate teams.

Member States should use the format of the tables at Annex 1 to provide these data.

¹² Concept for rapid deployment of police elements in an EU-led substitution mission.(doc 8508/2/05). In the framework of investigations into a possible future civilian rapid-deployment concept, FPU structures and modalities might be revised (see paragraph 2.2.2.1 of the Multi-annual Civilian Capability Development Plan: Action Lines for 2012-2013 - doc. 12111/12). Also at UN side, the existing doctrine governing FPUs is due to be reviewed (by 1 March 2013). According to this doctrine, FPUs are cohesive mobile police units, providing support to United Nations operations and ensuring the safety and security of United Nations personnel and missions, primarily in public order management. The composition and organisation of such FPUs may vary due to mission-specific requirements as determined in the strategic assessment phase. The minimum overall operational capacity is approximately 120 police officers. The operational capacity consists of inter-operable tactical sub-units (platoons) , consisting of approximately 30 officers each. The recommended number of tactical sub-units (platoons) is four; the minimum number is three. Formed Police Units in United Nations Peacekeeping Operations (United Nations - Department of Peacekeeping Operations - Department of Field Support - Ref.2009.32 of 1 March 2010).

3.2.2. Section B.2 - Lessons identified with FPU deployment

In this section, Member States are invited to provide lessons identified with the deployment of Police Units as FPUs in international crisis management conducted by EU or UN. For example, the following information could be provided:

- Details on past deployment (theatre, mandate etc.);

- Experiences with interoperability with other elements of the mission concerned;
- Experiences with training provided at national and / or international level.

Member States should use free text to provide these data, clearly distinguishing the topics addressed with sub-titles.

4. SECTION C - NATIONAL AND MULTINATIONAL POLICE EXPERT TEAMS¹³

4.1. What is a national police expert team?

According to the Concept for rapid deployment of police elements in an EU-led substitution mission (doc. 8508/2/05), a National Expert Team is a group of police officers, pre-established within a Member State, trained and equipped to undertake a specific specialised task or set of tasks, and deployable for international crisis management.

4.2. Data requested

In this section Member States should indicate the quantity and characteristics of National Expert Teams that they have developed, are developing or would like to develop.

Possible areas of expertise of such teams are listed hereunder in a non-exhaustive, indicative manner. Please identify other areas of expertise where applicable.

- Border policing;
- Aviation Security and maritime policing/Coast Guard;
- War crimes;
- Criminal investigation (including Organised crime);
- Criminal Information gathering and analysis;
- Forensics police¹⁴;
- Antiterrorist / SWAT (Special Weapons and Tactics);
- Explosives Ordnance Disposal;
- Traffic Police (control and surveillance);
- Environmental police;
- Negotiations experts;
- Close protection;
- Canine units;
- Victim identification units¹⁵.

Member States should use the format of the table at Annex 2 - C.1 to provide these data

¹³ Police experts from the Crisis Response Teams (CRT) and SSR Pool experts are not considered in the scope.
¹⁴ Crime scene , Biology analysis, Chemistry analysis, Ballistic, Acoustic, Digital prints, counterfeit documents, Electronic and IT.
¹⁵ This indicative list largely derives from the Concept for rapid deployment of police elements in an EU-led substitution mission (doc. 8508/2/05).

4.3. What is a multinational police expert team?

The Concept for rapid deployment of police elements in an EU-led substitution mission (doc. 8508/2/05) allows for "Specialised Elements" to be composed of either highly qualified national expert teams with specific capabilities (addressed above of this Questionnaire) or of "multinational teams where the concerned speciality allows it". While these elements were addressed in the framework of substitution type scenario, some of it can be deployed to carry out the full range of policing tasks, ranging from substitution/executive to strengthening tasks.

4.4. Data requested

Member States are invited to indicate the quantity and characteristics of multinational teams in specific areas of policing deployable under CSDP that they coordinate or participate in. Data should include existing multinational teams, multinational teams under development, or projects for developing multinational teams.

Please include teams operating under bi-lateral arrangements or in the external dimension of internal security.

Member States should use the format of the table at Annex 2 - C.2 to provide these data.

5. SECTION D - OTHER "NICHE" CAPABILITIES¹⁶

5.1. What are other "niche" capabilities?

Other "niche" capabilities are national or multinational teams deployable to international crisis management missions that consist of non-police civilian personnel trained and equipped to undertake a specific specialised task or set of tasks (e.g. advisory teams). Member States may have developed, may be developing, or would like to develop such "niche" capabilities in a wide range of areas.

5.2. Data requested

5.2.1. National teams

In this section Member States should indicate the quantity and characteristics of such "niche" capabilities that, nationally, they have developed, are developing or would like to develop in any area of expertise.

Possible areas of expertise relevant to CSDP on which such "niche" capabilities might focus are listed hereunder in a non-exhaustive, indicative manner. Please identify other areas of expertise where applicable.

- Rule of Law;
- Civilian Administration (e.g. Procurement and Public Budgeting);
- Gender issues;
- Sexual-based violence;
- Mediation and conflict prevention;
- Human rights;
- Protection of Civilians;
- Children in Armed Conflict;
- Cyber Security;
- Security Sector Reform;
- Customs (non police);
- Aviation Security and maritime policing/Coast Guard;
- Firearms/ Small arms and light weapons (SALW) (identification, tracing, registering, international obligations and best practices);

¹⁶ Civilian experts from the Crisis Response Teams (CRT) and SSR Pool experts are not considered in the scope.

- Organised crime (drug trafficking, money laundering);
- Forensics (crime-related, CBRN risks, human rights abuses).

Member States should use the format of the table at Annex 3 - D1 to provide these data.

5.2.2. Multinational teams

In this section Member States should indicate the quantity and characteristics of multinational teams in specific civilian areas deployable also under CSDP that they coordinate or participate in. Data should include existing multinational teams, multinational teams under development, or projects for developing multinational teams.

Please include teams operating under bi-lateral arrangements or in the external dimension of internal security.

Member States should use the format of the table at Annex 3 -D.2. to provide these data.

QUESTIONNAIRE SECTION B: POLICE UNITS DEPLOYABLE AS FPUS

Table B.1 - General overview:

Police Units deployable as FPUs	Number	Strength	Deployable within	Duration of deployment
In principle available for international deployment				

Table B.2 - Information per Unit:

Denomination of Unit	Description	Number of sub-units	Tasks

Table B.3 - Information per sub-unit:

Sub-unit of ... (indicate to which Unit this sub-unit belongs - please only indicate units referred in Table B.2)	Description	Tasks	Deployable in as part of other units y/n

QUESTIONNAIRE SECTION C: NATIONAL AND MULTINATIONAL POLICE EXPERT TEAMS

Table C.1. national police experts teams that your Country a) has developed, b) is developing, c) would like to develop.

a) has developed:

Function	Strength	Spec. equipment (yes/no)	Language skills	State of readiness	Duration of deployment	Envisaged roadmap for development (if any)
e.g. Forensics police						

b) is developing:

Function	Strength	Spec. equipment (yes/no)	Language skills	State of readiness	Duration of deployment	Envisaged roadmap for development (if any)

c) would like to develop: Please indicate the area of expertise.

Table C.2. multinational police experts teams: a) existing multinational teams, b) multinational teams under development, c) projects for developing multinational teams.

a) existing multinational teams:

Name / purpose of Multinational Team	Your Country's role in this Multinational Team	Other countries participating in the Multinational Team	Composition of Multinational Team	Technical and Tactical Procedures (TTPs) available Y/N (if yes, please attach relevant documents)	Standard Operating Procedures (SOPs) available Y/N (if yes, please attach relevant documents)	Other applicable deployment modalities Y/N (if yes, please specify)

b) multinational teams under development:

Name / purpose of Multinational Team	Your Country's role in this Multinational Team	Other countries participating in the Multinational Team	Composition of Multinational Team	Technical and Tactical Procedures (TTPs) available Y/N (if yes, please attach relevant documents)	Standard Operating Procedures (SOPs) available Y/N (if yes, please attach relevant documents)	Other applicable deployment modalities Y/N (if yes, please specify)

c) projects for developing multinational teams: Please indicate the area of expertise.

QUESTIONNAIRE SECTION D: OTHER CIVILIAN "NICHE" CAPABILITIES - NATIONAL AND MULTINATIONAL TEAMS

Table D.1. National teams that your Country a) has developed, b) is developing, c) would like to develop.

a) has developed:

Area of expertise	Strength	Responsible Authority	Language skills	In principle available for international deployment Y/N	Duration of deployment	Envisaged roadmap for development (if any)
e.g. Mediation						

b) is developing:

Area of expertise	Strength	Responsible Authority	Language skills	In principle available for international deployment Y/N	Duration of deployment	Envisaged roadmap for development (if any)

c) would like to develop: Please indicate the area of expertise.

Table D.2.: Multinational teams: a) existing multinational teams, b) multinational teams under development, c) projects for developing multinational teams.

a) existing multinational teams:

Name / purpose of Multinational Team	Your Country's role in this Multinational Team	Other countries participating in the Multinational Team	Composition of Multinational Team	Duration of deployment	Applicable deployment modalities Y/N (if yes, please specify)	Envisaged roadmap for development (if any)

b) multinational teams under development

Name / purpose of Multinational Team	Your Country's role in this Multinational Team	Other countries participating in the Multinational Team	Composition of Multinational Team	Duration of deployment	Applicable deployment modalities Y/N (if yes, please specify)	Envisaged roadmap for development (if any)

c) projects for developing multinational teams: Please indicate the area of expertise.