EUAM UKRAINE – Concept Note for the Deployment of a Specialised Team on Mobile Checkpoint Operations

1. Rationale for the Specialised Team, including relevance to the implementation of the mission's mandate, lines of operations, tasks, and support functions:

Russia's war of aggression against Ukraine has fundamentally reshaped the security landscape across the country. In war-affected areas, Ukraine faces substantial challenges in border surveillance and checkpoint control, particularly amid rising organised crime and the expected post-conflict surge in illicit arms circulation. The National Guard of Ukraine (NGU) is a law-enforcement-oriented military formation under the Ministry of Internal Affairs responsible for public safety, national defence, crisis response, and counterterrorism, as well as stabilising post-conflict zones and safeguarding key infrastructure. According to the latest update from NGU, 123 checkpoints are currently deployed, including 19 mobile units, many of which are located in liberated and adjacent territories (LAT). Mobile NGU checkpoints are a frontline mechanism for preventing the unauthorized movement of people, weapons, and dangerous materials. However, their effectiveness is limited by inadequate equipment, lack of standardised procedures, insufficient legal authority, and gaps in training for surveillance and threat detection.

To address these gaps, EU Advisory Mission in Ukraine (EUAM) launched the Canadian funded project "'*NGU on Watch': Enhancing the capacity of the National Guard of Ukraine to prevent and respond to security threats in the liberated and adjacent territories".* The project aims to strengthen the operational capacity of NGU mobile checkpoints operations, through enhanced procedures, training staff and improved equipment. In doing so, this project contributes to stabilisation as well as enhanced public safety and ultimately greater public confidence in civilian security sector agencies.

To support the implementation of the project, EUAM Ukraine is inviting a Specialised Team to contribute to the development of operational procedures and the establishment of sustainable training capacity within the NGU. The tasks of the Specialised Team will be structured around three mutually reinforcing and logically sequenced activities: 1) development of context-specific Standard Operating Procedures (SOP) for NGU mobile checkpoint operations 2) design modular and scenario-based training content for NGU personnel 3) institutionalisation of the training through a Training of Trainers (ToT) programme.

Building on the first activity, establishment of operational procedures, the second activity will focus on the development of modular scenario-based training content for NGU personnel deployed at mobile checkpoints. The training modules will be co-developed with instructors from the Stare Training Centre and NGU Public Order units for direct field applicability. The third activity ensures long-term sustainability by establishing an internal NGU training capacity through a comprehensive ToT programme (see section 3 for the subjects it will cover). This ToT will cover core operational subjects, including tactical risk assessment,

advanced vehicle and personnel screening, de-escalation techniques, detection of illicit weapons and contraband, gender-responsive checkpoint operations, and human rights standards under operational stress. Through these efforts, the Specialised Team on Mobile Checkpoint Operations will enhance NGU's capacities to conduct effective, lawful, and gender-responsive checkpoint operations in and around the LAT.

In line with EUAM Ukraine's mandate, the Specialised Team on Mobile Checkpoint Operations is expected to contribute to enhanced civilian security in the regions where NGU mobile checkpoints are currently deployed, namely Chernihiv, Sumy, Kharkiv, Poltava, Donetsk, Dnipro, Zaporizhzhia, Kherson, Mykolaiv, Odesa and Kyiv. Restoring public order, enforcing the rule of law, and protecting civilians remain urgent priorities due to hybrid threats, ongoing hostilities and complex post-conflict dynamics. The tasks of the Specialised Team will contribute to EUAM's ongoing support to civilian security sectors, particularly in relation to integrated border management (IBM), stabilisation efforts in the LAT and combatting organised crime, as outlined in the Mission's Operational Plan (Task 2.1.1.2) and Mission Implementation Plan (Activity 7b: Support NGU to implement relevant concepts, strategies and action plans related to stabilisation and reintegration of LAT).

2. Added value vis-à-vis other instruments (VEs etc.):

To ensure the successful implementation of the project *'NGU on Watch'*, the deployment of a Specialised Team is deemed the most suitable tool to support the professionalisation and standardisation of NGU checkpoint operations and to deliver lasting impact in support of stabilisation efforts in the LAT.

While other instruments, such as visiting experts, are effective for targeted advice or single-purpose interventions, they are not designed to deliver a full and coherent capacity-building cycle that links procedure development, training design, a ToT programme and mentoring. In contrast, the Specialised Team brings the following added value compared to VEs and other instruments:

- One team accountable for the whole cycle: the SOP, the training modules, the ToT and the mentoring depend on one another and run over 21 weeks. The Team Leader starts the SOP work and subsequently leads the full team, so that each output builds on the previous one, stays consistent with the same legal and procedural standards, and adapts to the evolving threat environment in and around the LAT. While individual visiting experts could contribute to specific activities, the Specialised Team approach ensures continuity of expertise, coordination between the different phases and overall accountability for the deliverables. Separate short-term experts would require handover between them, coordinated by Mission staff, increasing the risk of knowledge gaps and inconsistency.
- A combination of expertise that no single expert covers: the SOP and the training must address operational, legal and procedural aspects of checkpoint operations at

the same time, including Small Arms and Light Weapons (SALW) control, counter-subversion measures, behavioural detection, communication and de-escalation, and human rights- and gender-responsive conduct. The Specialised Team combines a Team Leader with five Subject Matter Experts (human rights and gender; counter-smuggling, SALW control and document fraud detection; tactical intervention), who each bring their individual professional experience to the team executing an integrated approach and jointly delivery of the ToT and basic training;

- The deployment of a Specialised Team ensures that coordination is managed by the Team Leader independently, avoiding the need to designate a separate coordinator or place additional responsibilities on limited Mission staff, focused on implementation of core mandate tasks towards the end of the current mandate.

3. Objectives and tasks to be performed, including expected results, duration and timelines:

The main objective of the Specialised Team is to enhance NGU personnel capacities to conduct effective, lawful, and gender-responsive checkpoint operations, covering Small Arms and Light Weapons control and monitoring to prevent arms proliferation, counter-subversion and reconnaissance detection and response capacities, and enhanced mobility and tactical readiness, with particular attention to the LAT, through the development, implementation, and consolidation of a sustainable operational and training framework for NGU mobile checkpoint operations.

Specific Objectives

- Develop a comprehensive and context-specific SOP for mobile checkpoint operations, including integrating human rights, gender-responsive approaches, Small Arms and Light Weapons control, and operational roles under different threat levels.
- Design modular and scenario-based training materials aligned with the SOP, covering practical checkpoint skills, detection of prohibited items, document fraud, behavioural analysis, tactical intervention, and gender-sensitive and rights-based conduct.
- Conduct a Training of Trainers (ToT) for up to 15 NGU officers, equipping them to deliver and cascade basic and advanced checkpoint training autonomously, which will ensure sustainability and institutionalisation of knowledge.
- Support the first phase of cascade training through mentoring and operational guidance, fostering consistent and safe application of SOPs in the field.

Tasks to be Performed

- Draft, consult, pilot, and finalise the **mobile checkpoint SOP**, including operational checklists, gender safeguards, cultural sensitivity guidance, and GDPR-aligned data protection procedures.
- Develop **training modules** with interactive exercises, case studies, scenario-based simulations, and assessment tools.
- Conduct a **two-week ToT** to prepare NGU trainers, covering three core areas:

    - **Training methodology and facilitation:** adult learning, simulation-based exercises, instructional tools, trainee assessment and inclusive training methods.
    - **Operational and tactical skills:** detection of Small Arms and Light Weapons, explosives and narcotics; document fraud detection; behavioural threat identification; counter-subversion; and checkpoint communication and de-escalation.
    - **Gender, human rights and protection:** gender-responsive search procedures, non-discrimination, sex- and age-disaggregated data collection, gender-based violence risk awareness, survivor-centred approaches, and protection from sexual exploitation and abuse (PSEA).
- Supervise and support initial basic training cycles, providing **mentoring** to trainers and monitoring practical application in field settings.
- **Consolidate lessons learnt** and prepare final reports, including recommendations for future SOP revisions, training updates, and operational improvements.

Expected Results

- A validated SOP for NGU mobile checkpoint operations, fully aligned with legal frameworks, gender equality principles, and human rights standards.
- A complete set of training materials, including instructor guides, participant manuals, scenario exercises, and evaluation frameworks.
- Fifteen trained and certified NGU trainers, capable of independently delivering sustainable, gender-responsive checkpoint training.
- Initial cascade training delivered in 2027: two one-week basic training sessions delivered by the newly trained NGU trainers with mentoring from the Specialised Team. The exact number of NGU personnel trained in 2027 will depend on the implementation of the training activities and NGU's operational requirements.
- Enhanced operational capacity of NGU units to conduct lawful, ethical, and effective checkpoint operations.
- Long-term institutionalisation of SOPs and training modules within NGU, ensuring ongoing professional development and operational effectiveness.

Timeframe

The deployment of the Specialised Team will be carried out in four phases, covering 21 consecutive weeks from **1 February till 25 June 2027.**

In the first phase (weeks 1–8: 1 February – 28 March 2027) the Team Leader will be the only team member deployed to Ukraine. During these eight weeks, the Team Leader will develop the SOP for the mobile checkpoints by conducting stakeholder consultations. This work will be carried out in close cooperation with NGU to ensure that the SOP reflects operational requirements and realities on the ground, without requiring the deployment of the

entire team. The involvement of the remaining five experts, either physically or remotely, is not considered necessary at this stage, allowing for a more efficient use of financial and human resources. SOP drafting will be followed by pilot testing of SOP in LAT, prior to final approval and validation by NGU. The validated SOP will serve as a common framework for the remaining experts, who will contribute their specialised expertise to the development of training modules and practical activities during the subsequent phases, under the coordination of the Team Leader.

In the second phase (weeks 9–13: 29 March – 2 May 2027) the rest of the team will join the Team Leader in Ukraine. During these five weeks, the Specialised Team will develop the training modules in alignment with the SOP, including designing training materials, and prepare the ToT course.

In the third phase (weeks 14–19: 3 May – 13 June 2027) the Specialised Team will deliver a two-week ToT for up to 15 NGU trainers (weeks 14–15), followed by two weeks of course preparation (weeks 16–17) and support to NGU trainers in delivering two basic training sessions of one week each (weeks 18–19) as part of the cascade. The Specialised Team will mentor and support the NGU trainers during the initial cascade training and provide operational guidance.

In the fourth phase (weeks 20–21: 14 – 25 June 2027), the Specialised Team will hold a debriefing in Kyiv, consolidate lessons learned and draft the final report.

This timeframe ensures that SOP development, training, and operational mentoring are fully integrated, supporting both immediate impact and sustainable capacity-building. It is important to note that the above-mentioned dates are tentative. Flexibility is required to accommodate operational constraints and field realities, including security considerations.

4. Size and functional composition of the Specialised Team:

It is envisaged that the Specialised Team will be composed of six (6) international experts, including a Team Leader. All members should be fluent in English (written and spoken) and have a background in law enforcement, checkpoint operations, Small Arms and Light Weapons control, and security operations in complex or high-threat environments. All Specialised Team members should also possess solid experience in applying modern training methodologies, adult learning principles, scenario-based learning, and gender-responsive and rights-based approaches, ensuring effective curriculum delivery and sustainable capacity-building outcomes.

The Specialised Team should be composed of the following experts:

One (1) Team Leader – Senior expert in SOP development for law enforcement and stabilisation operations with knowledge of EU and international best practices in border security, Small Arms and Light Weapons control and checkpoint management as well as

experience in integrating human rights, gender, and environmental perspectives into security operations. The Team Leader will be responsible for overall leadership, coordination, and supervision of the Specialised Team, liaison with NGU counterparts and EUAM advisors, and quality assurance of all outputs (SOP, training materials, ToT). The Team Leader is also responsible for reporting and will prepare the final report together with the Team.

Five (5) Subject Matter Experts / Trainers, covering the following domains:

- **One (1) Expert in Human Rights and Gender Equality** with experience in gender-responsive practices, trauma-informed approaches, inclusion of vulnerable groups, and design of sex-and age-disaggregated data collection.
- **Two (2) Experts in Counter-smuggling, Small Arms and Light Weapons control and Document fraud detection** with experience in risk assessment, border security, intelligence gathering, investigative techniques and the identification of illicit trafficking networks**.**
- **Two (2) Experts in Tactical Intervention** with practical experience in threat detection, behaviour analysis, de-escalation techniques, and tactical procedures relevant for mobile checkpoints.

All members of the Specialised Team must have successfully completed the mandatory Hostile Environment Awareness Training (HEAT) and obtained any required Personnel Security Clearance (PSC) prior to deployment to the Mission. Compliance with these requirements is a prerequisite for deployment and must be ensured before taking up duties in Ukraine. This composition ensures that the ST covers all essential operational, strategic, and training areas, providing the expertise needed to:

- Draft and validate the SOP for mobile checkpoints.
- Develop comprehensive, scenario-based training modules.
- Deliver ToT and basic training cycles.
- Provide mentoring and operational guidance.

Ensure long-term sustainability and institutionalisation of best practices within NGU.

5. Relevant financial aspects and equipment needs:

The estimated cost for deployment of the required Specialised Team in line with the number of participants and projected schedule of activities is estimated at 161,939.96 EUR*. The estimate reflects a team of six (6) international experts deployed over 21 weeks and is based on the latest daily insurance (EUR 9.56) and per diem (EUR 230.42) rates received by the Mission.

**This amount refers only to Mission's costs for the deployment of the Specialised Team, therefore does not include the costs related to the training activities. The mentioned training activities costs will be budgeted and incorporated within the Project Budget.*