



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 17 June 2013**

**11645/04  
EXT 1**

<b>CIVCOM</b>	<b>167</b>
<b>PESC</b>	<b>660</b>
<b>COSDP</b>	<b>458</b>
<b>JAI</b>	<b>285</b>
<b>PROXIMA</b>	<b>7</b>

**PARTIAL DECLASSIFICATION**

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of document:	11645/04 RESTREINT UE
dated:	22 July 2004
new status:	Public
Subject:	Civcom advice on the EUPOL PROXIMA 'Mid-term Review Report' (doc. 11496/04).

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

  

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ANNEX

**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 22 July 2004**

**11645/04  
EXT 1 (17.06.2013)**

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**NOTE**

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From : Committee for Civilian Aspects of Crisis Management  
To : The Political and Security Committee

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Subject : Civcom advice on the EUPOL PROXIMA 'Mid-term Review Report' (doc. 11496/04).

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Following its meeting on 22 July 2004 and in view of the PSC meeting on 27 July 2004 Civcom herewith forwards its agreed advice on the EUPOL PROXIMA 'Mid-term Review Report' contained in document 11496/04 (RESTREINT UE).

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## **CIVCOM ADVICE ON THE EUPOL PROXIMA MID-TERM REVIEW REPORT.**

### **INTRODUCTION**

Following the briefing by the EU Special Representative in Skopje, Mr. Søren Jessen-Petersen, the PSC in its meeting on 16 July 2004 tasked CivCom to examine the EUPOL PROXIMA 'Mid-term Review Report' contained in document 11496/04 (RESTREINT UE), also taking into account comments by Member states and the EUSR, with a view to providing an advice for its meeting on 27 July 2004.

Civcom has agreed on the advice below for the consideration of the PSC.

### **CIVCOM CONSIDERATIONS**

1. Civcom welcomes the EUPOL PROXIMA 'Mid-term Review Report' (MTR) as forwarded by the Police Head of Mission. The MTR provides valuable information on the performance and achievements of the mission after six months of operations. Furthermore the report describes outstanding issues, which will have to be addressed in the remaining part of the mandate. Civcom notes, however, that the MTR could usefully have contained, in general, a more systematic account of the progress achieved with clearer recommendations on the intent of the mission in addressing the challenges ahead.
2. Civcom acknowledges that the mission has faced many difficulties in the planning and build-up phases, delays due to force generation and procurement rules being the most obvious examples of external challenges encountered by the mission. Civcom encourages the mission to continue to report, through the chain of command, on outstanding difficulties and on ways of addressing them.
3. Force generation for civilian ESDP mission continues to constitute a problem with difficulties in reaching foreseen strengths as a consequence. Civcom notes that civilian

ESDP operations rely almost solely on personnel provided by EU Member States and therefore underlines the need for EU Member States to ensure adequate availability of qualified personnel. With regard to procurement Civcom recalls that it, based on the Action plan on EUPM lessons learned from the first year of operation (doc. 10263/04 RESTREINT UE), expects a report by the Secretariat and the Commission by September 2004 on how to urgently address questions of logistics and procurement.

4. **NOT DECLASSIFIED**

***Outstanding issues***

5. Civcom notes the chapter on “Outstanding issues to be covered in the remaining six months of the mandate” where the mission highlights the challenges that lie ahead. The MTR gives the impression that work is still ahead. Civcom recalls that the mission mandate will expire on 14 December 2004.
6. In addressing the outstanding issues, the MTR contains constructive ideas on how to tackle the challenges. Civcom nevertheless underlines the necessity of drawing up a clear set of priorities based on the mission statement contained in the PROXIMA OPLAN (doc. 15154/3/03 REV 3 RESTREINT UE).
7. Civcom therefore recommends that the PSC invite the Head of Mission to develop, before the end of August, a clear set of priorities and recommendations on how to achieve them within the remaining five months of operation and forward it through the chain of command. With reference to the mission objectives set out in the PROXIMA OPLAN, this could, if necessary, include suggestions on tightening the focus of the mission in fewer areas in order to achieve maximum impact. Civcom considers that this process would ensure that all mission members would have a clear understanding of roles and responsibilities in reaching the core mission objectives. It would also help guide a possible redistribution of financial

and personnel resources to key areas ensuring necessary progress.

8. Civcom supports the proposal contained in the MTR on an internal restructuring of the mission. Civcom finds that the reorganisation is a positive step and that it will redress problems experienced and optimise the mission for the remaining months of operation. Civcom emphasises that the restructuring of the mission as well as the prioritisation as suggested in paragraph 6 and 7 above should furthermore result in the development of a benchmarking system aimed at measuring the implementation of the above-mentioned priorities and recommendations before the end of the mandate. In this context Civcom stresses the need to inform the local authorities on relevant changes to priorities and the structure of the mission.

### *Coordination aspects*

9. **NOT DECLASSIFIED**

10. Civcom emphasises that close co-ordination of the two components of the EU engagement is necessary to avoid duplication, create synergies, and in order for the EU to be able to act as forcefully as possible towards the aim of promoting stabilisation and European integration. This co-ordination should aim at achieving a common understanding of policing efforts and reform as well as ensuring maximum transparency and information-sharing between the two components in order to ensure that they are mutually reinforcing and achieve the greatest possible joint impact and effectiveness.

11. Civcom recalls document 13532/1/03 REV 1 “Coordination Aspects of PROXIMA” which states that: “[...] *a fully coherent EU engagement at expert and technical level will be guaranteed by regular meetings, on a daily basis if required, between both Heads of*

*Mission, and the secondment of a liaison officer from the CARDS project to the Proxima Headquarters.”* In this regard Civcom welcomes EUPOL PROXIMAs willingness to closely co-ordinate with the EC Police Experts and to lend the best possible support to the host country in implementing the police reform.

12. Civcom underlines that the division of labour among other international actors involved in policing in FYROM should be maintained. In this regard Civcom emphasises the need of EUPOL Proxima to maintain its focus on the key objectives and to avoid involvement in areas already covered by other international actors.
13. In many respects, EUPOL PROXIMA faces challenges similar to other EU involvement in policing in the Western Balkans, notably EUPM in Bosnia and Herzegovina and Pameca in Albania. Civcom encourages that the missions and projects, as appropriate, exchange lessons learned.

#### ***Relationship with the local authorities***

14. Civcom welcomes the close relationship with the local authorities, which is a precondition for a successful outcome of the mission. However, Civcom at the same time underlines the need to ensure that recommendations and advice can be transmitted to the local authorities and that monitoring and mentoring can be performed appropriately.

#### ***Chain of Command***

15. **NOT DECLASSIFIED**

16. Civcom highlights the need for the mission to provide the chain of command with clear information on progress towards the mission objectives as well as on sensitive and difficult issues through the established reporting system, thus allowing the PSC to exercise political

control and strategic direction. As a prerequisite for this Civcom emphasises the need to improve information flow within the mission.

***Conclusion***

17. In parallel to inviting the Head of Mission to come up with a clear set of priorities and recommendations for the remaining five months of operation, Civcom recommends that the PSC also invite the Head of Mission to report, through the chain of command, on the implementation of the proposals contained in this advice.

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