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



**COUNCIL OF
THE EUROPEAN UNION**

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ANNEX

**13047/2/05
REV 2 EXT 2 (23.07.2015)**

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NOTE

From : Secretariat
To : Delegations

Subject : Draft concept of operations (CONOPS) for the EU Police Mission in the
Palestinian territories (EU COPPS).

In view of PSC meeting of 25 October 2005, delegations will find enclosed a revised version of the draft concept of operations (CONOPS) for the EU Police Mission in the Palestinian territories (EU COPPS), as finalised in the CIVCOM meeting of 19 October 2005.

Draft Concept of Operations (CONOPS) for the EU Police Mission in the Palestinian territories (EU COPPS)

REFERENCES

- A. United Nations Security Council Resolution 1325 of 31 October 2000.
- B. European Council Conclusions 17-18 June 2004
- C. Exchange of letters on 20 April 2005 between the Palestinian Prime Minister Ahmed Qurei, and Marc Otte, the EU Special Representative to the Middle-East Peace Process, formally establishing the European Union Co-ordinating Office for Palestinian Police Support (EU COPPS).
- D. Options for a follow-on to EU COPPS (Co-ordinating Office for Palestinian Police Support (doc. 10220/05, RESTREINT UE);
- E. Advice from the Committee for Civilian Aspects of Crisis Management (CIVCOM) on the Options for a follow-on to EU COPPS (Co-ordinating Office for Palestinian Police Support) (doc. 11071/05, RESTREINT UE);
- F. PSC Conclusions of 12 July 2005 (CFSP/SEC/1445/05)
- G. Council Conclusions (GAERC) 11 October 2004
- H. Council Conclusions (GAERC) 18 July 2005
- I. Council Conclusions (GAERC) 3 October 2005

1. SITUATION

a. Background

The European Union has declared its readiness to establish an enhanced follow-on Mission to its current support to the Palestinian Civil Police (PCP), the EU Co-ordinating Office for Palestinian Police Support (EU COPPS).

The follow-on to EU COPPS is an expression of the EU's continued readiness to support the Palestinian Authority in complying with its Roadmap-obligations, in particular with regard to 'security' and 'institution-building'.

Furthermore, the support of the EU to the PCP aims at increasing the 'safety and security' of the Palestinian population and at serving the domestic agenda of the Palestinian Authority in reinforcing the rule of law.

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(4) Palestinian Institution Building

In summer 2002, the Palestinian Authority, in close collaboration with the international community through the Task Force on Palestinian Reform (TFPR), embarked on a broad reform agenda. The reform agenda includes fields such as elections, judiciary, financial accountability and public administration and civil service reform. Security sector reform was not included in the mandate of the TFPR. Progress has been made in a number of fields, in particular with regard to 'elections' and 'financial accountability' (e.g. the transfer of the salaries for the security services through bank accounts rather than cash payments by security chiefs).

c. EU Action

(1) Community programmes

The EC programme in the field of judiciary focuses on the following three components:

-institutional, with the support for the Supreme Judicial Council, the Constitutional Court and the Administrative Jurisdiction;

-professional, with training activities for the members of the Judicial System (judges, prosecutors and court administrators). A simultaneous development would be the planning and establishment of a Palestinian Judicial Studies Institute.

-provision of equipment required to carry out the tasks of the Judicial System.

In addition to this 2005 programme of 7 million Euro, running for 32 months, the EC is also providing short term technical assistance to the Steering Committee for the Development of the Justice and Judiciary (encompassing notably representatives of the relevant PA Ministries such as Interior, Justice and Finance as well other professionals of the Judicial System), which aim is notably to define an overall strategy for the Judicial System.

Further to the results of this short term technical assistance, the EC intends to look into the possibilities of support to the Prosecutors Service in the 2006 programme.

(2) EU COPPS

The creation of EU COPPS reflects the European Union's "readiness to support the PA in taking responsibility for law and order, and in particular, in improving its civil police and law enforcement capacity" (Council Conclusions, 17-18 June 2004).

The role of EU COPPS is to provide support to the PCP for immediate operational priorities and longer-term transformational change on the basis of the PCPDP. In this framework, EU COPPS advises the Palestinian Chief of Police and his senior commanders, as well as the Minister of Interior and his staff; ensures liaison with stakeholders and co-ordinates and monitors international assistance.

EU COPPS has been established in full partnership with the PA. Since its inception, EU COPPS has closely co-ordinated with the US Security Co-ordinator General Ward. EU COPPS has worked in full transparency with Israeli Authorities. Where required, political consultations and technical co-ordination have been held, on a regular basis, with relevant Israeli interlocutors.

d. Political objectives

To assist the Palestinian Authority in complying with its Roadmap-obligations, in particular with regard to security.

e. Political limitations and assumptions

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2. MISSION

The ESDP Police Mission in the Palestinian Territories will be known as EU COPPS - European Union Coordinating Office for Palestinian Police Support.

a. Mission statement

The aim of the Mission is to contribute to the establishment of sustainable and effective policing arrangements under Palestinian ownership in accordance with best international standards, in cooperation with the European Commission's institution building as well as other international efforts in the wider context of Security Sector including Criminal Justice Reform.

To this end EU COPPS, will:

- Assist the PCP in implementation of the Police Development Programme by advising and closely mentoring the PCP, and specifically senior officials at District, Headquarters and Ministerial level ;
- Co-ordinate and facilitate EU Member State assistance, and - where requested - international assistance to the PCP;
- Advise on police-related Criminal Justice elements.

b. Duration

Given the need for a tangible EU commitment to police reform and the linkage to the 3 year rolling Palestinian Civil Police Development Programme (PCPDP) there will be a minimum time frame of 3 years. Owing to the unpredictability of the situation and to the need to ensure a flexible and incremental approach, the Mission will be subject to a six monthly review process in order to adjust Mission size and scope as necessary.

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e. Information Strategy

The strategic framework for public information activities for EU COPPS will be defined in accordance with the principles outlined in the relevant instruments and will aim at enhancing perception of the objectives and strengthening the role of EU COPPS¹.

An appropriate and carefully tuned information strategy will be essential for the success of the Mission. It will have the difficult task to address three different publics: the Palestinian audience, the Israeli audience and the International Community.

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¹ "Guidelines for ESDP Crisis Response Information Activities"(doc. 13817/02)
"Information activities in the area of ESDP-principles and tasks ahead(doc.12424/02)

4. SERVICE SUPPORT

a. Legal aspects

- (1) Taking into account the concrete needs for the deployment of the Mission, the necessary arrangements will be put in place, including where required through agreements, on the basis of the approved model SOMA², with the PA as well as with the Israeli Government, in order to establish the status of the Mission and of its personnel.
- (2) In order for EU COPPS Mission personnel to perform their tasks, EU experts must have unimpeded access to the PCP chain of command, including premises, relevant documents and information related to the activities of the police organisation.
- (3) Appropriate implementation arrangements may be concluded by the EU COPPS Pol HoM with the concerned Palestinian authorities to ensure support to the Mission activities.
- (4) Arrangements with UN, and other international partners, where appropriate, may be concluded covering aspects of the implementation of the Mission.

b. Logistics concept and administration.

- (1) Logistic support will be detailed in the OPLAN, will be carried out in the most cost-effective and timely manner and will include the use of local resources.
- (2) The EU COPPS Pol HoM will be provided with the necessary financial resources in a timely manner and will be responsible for the financial aspects of EU COPPS in accordance with the European Community rules and procedures applicable to the budget.
- (3) Contributing Member States will deploy and re-deploy their personnel individually and shall bear the costs related to the police officers seconded by it, including salaries, medical coverage and travel expenses to and from the Area of Operations, except per diem, which will be paid out of the EU COPPS budget.
- (4) EU COPPS will be a “no family” mission.

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² Model Agreement on the status of the European Union Civilian Crisis Management Mission in a Host State (SOMA) (document 10564/05)

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