



Brussels, 23 July 2015

**10220/05
EXT 2**

**COSDP 416
PESC 536
CIVCOM 165
COMEM 36**

PARTIAL DECLASSIFICATION

of document:	10220/05 RESTREINT UE/EU RESTRICTED
Dated:	17 June 2005
new status:	Public
Subject:	Options for a follow-on to EU COPPS (Co-ordinating Office for Palestinian Police Support)

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



ANNEX

**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 17 June 2005

**10220/05
EXT 2 (23.07.2015)**

COSDP	416
PESC	536
CIVCOM	165
COMEM	36

NOTE

From: Secretariat

To: Political and Security Committee

Subject : Options for a follow-on to EU COPPS (Co-ordinating Office for Palestinian Police Support)

As requested by PSC, delegations will find in annex Options for a follow-on to EU COPPS (Co-ordinating Office for Palestinian Police Support).

Options for a follow-on to EU COPPS

(Co-ordinating Office for Palestinian Police Support)

Executive Summary

The European Union has declared its readiness to support the Palestinian National Authority (PNA) in taking responsibility for law and order and, in particular, in improving its civil police and law enforcement capacity. To this end, an EU Co-ordinating Office for Palestinian Police Support (EU COPPS) was established in January 2005 within the office of the EUSR to the Middle East Peace Process. It currently consists of four police advisers seconded and funded by Sweden, Denmark, the United Kingdom and Spain and a local office manager based in the PNA Ministry of Interior in Ramallah, a liaison office in Jerusalem and a forward office in the Palestinian Police HQ in Gaza. Non-personnel related start-up and running costs for EU COPPS are funded by the UK until 31 December 2005.

EU COPPS has a dual role of co-ordinating Member State donor support to the Palestinian Civil Police (PCP) and providing advice on policing at a strategic level. In its advisory role EU COPPS is putting together a Development Programme with PCP senior command consisting of 3 year Transformational and Operational Plans which will act as a framework for donor support as well as a coherent plan for change.

It is recommended that the excellent work of EU COPPS is continued beyond 31 December 2005. It is essential that the formula found to pursue and enhance the work responds to Palestinian needs and further improves and accelerates the transformation of the Palestinian police services. Given the unpredictability of the situation it is recommended that a follow-on should start with an expanded core team (Option B) that would continue the present dual approach and also seek to address some of the weaknesses in the broader Rule of Law as pertains to policing. It is further recommended that this commitment should be for a minimum period of 3 years with the goal of assisting the implementation of the plans and coordinating Member States assistance to the same.

A core team, with flexibility for expansion, would allow the European Union to demonstrate tangible commitment at a time when coherent international effort is required. Given the political environment, difficult operating circumstances and the nature of the expertise

required the continuation of EU COPPS should be an ESDP operation and therefore benefit from a unified EU chain of command established through a Council Joint Action.

It is suggested that the EU should declare its readiness to provide a follow-on to EU COPPS, that the necessary political contacts should be made with the Palestinians in order to ensure their agreement and with the Israelis in order to ensure their co-operation. A Fact Finding Mission should be dispatched in order to ascertain the technical, security and financial requirements.

A. Introduction

The Secretariat received a PSC tasking to provide options for a follow-on to EU COPPS. The present options paper that has been elaborated by DGE IX in close consultation with the EUSR's office, including EU COPPS, responds to this request.

As part of the process a DGE IX team (police, policy and rule of law experts) deployed to the Palestinian territories and Israel from 26 May to 1 June. During the mission they visited the West Bank, Gaza, Jericho, Bethlehem and Tel Aviv. They were hosted by the EU COPPS team and met, *inter alia*, with the Head of the Palestinian Police (twice) and staff, Chiefs of Palestinian Police Stations (Ramallah, Gaza and Bethlehem) and staff, a member of the Palestinian High Judicial Council, the Director Political-Military and Policy Bureau Israeli Ministry of Defence and various IC representatives including the European Commission and members of the EUSR team and the Ward Mission.

The political context paragraph has been provided by the MEPP EUSR's office.

In the annexes can be found an assessment of the Palestinian Criminal Justice System and the Palestinian Civilian Police, as well as the matrices for the Transformational and Operational Plans that are currently being developed by EU COPPS in close consultation with the Palestinian Ministry of Interior.

B. Political context

Since the beginning of 2005, a number of positive developments regarding the Israeli-Palestinian conflict can be noted. The level of violence has been reduced substantially, with both sides having had to suffer far less casualties than in any period of that length since the beginning of the second Palestinian intifada.

Palestinians have successfully conducted presidential elections (9 January) and two rounds of municipal elections (latest round held 5 May and no date set for further rounds). Following the election of the President of the PNA Abu Mazen, a new Palestinian government was formed (24 February) under Prime Minister Abu Ala. Even before, the new President had met with Israeli Prime Minister Ariel Sharon at a summit held in Sharm el-Sheikh (8 February) at Egyptian invitation and with Jordanian participation. **NOT DECLASSIFIED**

With Egyptian facilitation, the PA and the overwhelming majority of militant Palestinian factions were able to reach a joint agreement in Cairo (17 March) that includes an end to attacks against Israelis under certain conditions. **NOT DECLASSIFIED**

A large international meeting in support of Palestinian reform efforts was held in London on 1 March. At his meeting with President Bush in Washington (26 May), the Palestinian President likewise received substantial support for his course. A second summit meeting between President Abu Mazen and Prime Minister Sharon is scheduled for the second half of June.

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C. EU Support to the Palestinian Civil Police

The European Council declared its "readiness to support the Palestinian National Authority (PNA) in taking responsibility for law and order, and in particular, in improving its civil police and law enforcement capacity" (European Council Conclusions 17-18 June 2004). Based on this and in order to co-ordinate MS donor activity and to assist in the creation of a coherent framework for change, discussions took place within the EU and with representatives of the PNA with a view to establishing an EU co-ordinating mechanism. The proposal to establish EU COPPS was welcomed by the GAERC on 11 October 2004.

EU COPPS is established within the office for the EU Special Representative to the Middle East Peace Process Ambassador Marc Otte and under his mandate. It has been fully operational on the ground since mid January 2005 and its non-personnel related start-up and running costs are funded until the end of the year by the United Kingdom. The political leverage provided by the EUSR and the political analysis provided by his team are key elements in ensuring the effectiveness of EU COPPS.

The establishment of EU COPPS represents a long-term commitment by the EU to Palestinian police transformation. Letters were exchanged between the EUSR and the Palestinian Prime Minister on 20 April 2005, formally outlining arrangements and defining respective undertakings. A main office has been established in the Ministry of Interior building in Ramallah with a forward office at Police Headquarters in Gaza City. EU COPPS also maintains a liaison office at the

European Commission Office in Jerusalem. A team of four seconded advisers (United Kingdom-led, Denmark, Spain and Sweden) is in place and there will soon be a call for contributions to Member States for two further advisers. The Police Unit in the Council Secretariat has been associated with EU COPPS throughout its inception and operation and provided the co-ordination link between EU COPPS and the Member States (MS). The Lead Police Adviser has twice briefed the Civilian Committee for Crisis Management (CIVCOM).

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The United Nations are not involved in policing but significant synergies have been achieved by EU COPPS in other less-direct areas. For example, with the United Nations Development Programme in building garages for MS donated EOD vehicles and with the United Nations Office on Drugs and Crime in strategies for the fight against organised crime.

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