EUROPEAN POLICE COLLEGE

European Police College

Two Year Report

On the Operation and Future of

The European Police College
(CEPOL)

Governing Board 13 January 2006

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1. Introduction

This report follows on from the three year report presented in 2003, and serves to highlight the results of the activities and initiatives taken by CEPOL during 2004 and 2005. It provides a backdrop to the work pursued vigorously by the Presidencies of Ireland, the Netherlands, Luxembourg and the United Kingdom. It is divided into four sections; the first section deals with the progress in relation to the implementation of Article 7 of the Council Decision of 22 December 2000, requiring CEPOL to create an educational strategy to strengthen the knowledge and harmonise the training of senior officers across Europe.

The second section will focus on the work undertaken in relation to Article 8 of the same decision and in particular focus on the co-operation work with candidate countries, non member states and Schengen group countries in relation to CEPOL.

Section three will deal specifically with the Structures and Procedures within CEPOL and the changes which have occurred over the past two years. It will detail the relocation of the Secretariat to its permanent home and the changes to the structures of the main committees. Much of this work has been necessary as a result of the enlargement of the European Union on 1 May 2004, to include 10 further Member States. This will have a further impact in 2007 when Bulgaria and Romania, acceding countries at present, become full members. This section will also focus on the work required during the transition period leading up to the 1 January 2006, when CEPOL will become an EU Body supported fully by community funding.

The final section will look at the way forward for CEPOL

2. Results achieved in the implementation of Article 7 of the Council Decision, 22.12.2000:

Article 7 of the Council Decision has been reinforced and complemented by the conclusions adopted by the Council on 19 February 2004 (ENFOPOL 15) stating:
"The Council requests the Governing Board to develop without delay an educational strategy that takes sufficient account of the core objectives and tasks set out in the Council decision setting up CEPOL, including strengthening the knowledge of international instruments in the field of cooperation on combating crime and contributing to the preparation of harmonised training programmes for police officers with regard to cross border cooperation between police forces in Europe."

In meeting these aims CEPOL has taken, as a principal aim, a programme approach based on three pillars; training research and network building.

2.1 Training Courses, Seminars and Conferences

During the four Presidencies, the programme of activities has steadily increased to take into account priorities identified not only by the member states, but also by the Council, the European Chiefs of Police Task Force (ECPTF) and Europol. These activities cover a wide range of broad topics, in particular Counter Terrorism, Cross Border Crime, Cyber Crime, Human Trafficking and Drugs. It is pleasing to report that CEPOL has been able to do much of this training, to deadlines

set, with good attendance from most member states. In developing its programmes CEPOL has adopted the quality standards approved in 2004 and has been advancing a two stage approach to some of the training provision. This allows for a second meeting of participants which helps to develop a network of expert practitioners, and also allows course members to develop, and report back, action plans for delivery in their home countries

The table gives a clear indication of the increase in workload involved for both the Secretariat and the Police Academies of the Member States:

Year	Number of Courses/Seminars/Conferences	Number of different topics offered
2003	38	23
2004	49	28
2005	67	34
2006	70*	45*

Indicates those planned for 2006, dependent on budget

In addition, in order to minimize costs and maximize effectiveness for the organisation of courses, the Governing Board has set a limit on the number of countries which can act as supporting course organisers and thus be entitled to reimbursement of certain incurred cost by CEPOL.

2.2 Essentials for an Educational Policy

During the Netherlands Presidency a paper was put forward to the Governing Board, on the need for an Educational Policy, to ensure continued improvement and quality in training. After discussion it was identified that there were four main areas of work:
  ➢ Development of a Competency Profile for Senior Police Officers;
  ➢ Implementation of a Quality Assurance system, including the CEPOL development standard, Q13 and the creation of a peer review to ensure the correct target group of attendees on courses;
  ➢ Development of learning opportunities for Trainers;
  ➢ Implementation of the Bologna Declaration within CEPOL activities.

An action plan was drawn up by the Training and Research Committee to map the work and identify working groups to deal with this. Both the initial paper and the action plan are attached to this report at Appendix A & B.

2.3 Harmonised Curricula

The development of common curricula and harmonised training was initially raised during the Netherlands Presidency and followed up by the Luxembourg and United Kingdom Presidencies. Four areas of interest were identified for the first common curricula programmes, with these being steered by the United Kingdom, Germany, Austria and the Netherlands.

During the UK Presidency in accordance with a proposal from the Training and Research Committee, the Governing Board set up four ad-hoc working groups for development of harmonised curricula in the following fields:

- Police ethics and prevention of corruption   Austria
- Europol   the Netherlands
- Counter-Terrorism   the United Kingdom
- European Police cooperation – Methods and Instruments   Germany

The curriculum for each of these topics was developed and presented to the Governing Board for approval. In a second step the Member States will be asked to explore whether the Common Curricula can be acceptable and useful within their national training systems. Consequently, training should be provided to trainers in order to implement the Common Curricula, which then can be amended according to the feedback about the experiences made during implementation.
In the case of the Counter-Terrorism module specialised experts are required for delivery and it will not been possible to train trainers for this strategic level course.

Six topics have been identified for 2006, these will be prioritised and the likelihood is that three will be developed and three delayed until 2007.
- ➢ Trafficking in Human Beings
- ➢ Child Pornography on the internet
- ➢ Domestic Violence
- ➢ Schengen
- ➢ Management of Diversity
- ➢ Money Laundering

2.4 Common Educational Standards

In line with the development of harmonised training, it was considered essential to develop common educational standards, particularly amongst trainers undertaking courses for CEPOL. To this end CEPOL Secretariat organised two courses on standards for Course Managers with a view to harmonising delivery across Europe. These courses link into the various course packages and cover the three elements of preparation, implementation and assessment and evaluation. The courses cover not only the tuition side of the course but the administrative aspects in relation to human and financial resources.

2.5 Specialist Training for officers combating Cross-Border Crime

CEPOL supports the initiative in relation to training for officers concerned with Border control and related crimes. In response to this in both the 2004 and 2005 annual programme of activities several training opportunities have been developed for officers. On occasions this training has involved partnership working with other border control agencies. The training opportunities currently presented by CEPOL for this topic are:
- ➢ Illegal Immigration and Border Control – a 5 day course for 25 participants
- ➢ Drug trafficking – a 5 day course for 25 participants
- ➢ Joint Investigation Teams – a four day course for 25 participants
- ➢ Trafficking of Human beings – a 5 day course for 25 participants

On average these courses are run twice in each financial year providing training for about 400 officers in total.

2.6 Training for Trainers

Training for Trainers is split into two distinct areas; methodology training and content training. CEPOL organized a conference in Tallinn during 2004 for trainers who would be working on CEPOL events, and to ensure a common methodology was implemented. This has been a priority area for development and the philosophy adopted has been the cascading principal where a number of trainers are provided with information and techniques and they, in turn, pass these on to other trainers within their home states.

In relation to our common curricula work, courses are set for 2006 for trainers who will be involved in delivering the common curricula subjects; these courses will cover methodology and content. A further development for CEPOL has been the provision of a course for English language teachers, which was held in December 2005 for 20 participants. The courses in language skills are reported on later in this document.

2.7 Dissemination of Best Practice and Research findings

CEPOL as a network, places a great deal of emphasis on the sharing of good practice and research findings amongst the Member States. This is an area where much progress has been made since the three year report. A temporary Project Group has been created under the auspices of the Training and Research Committee to look at "A European Approach to Police Science". The results of the research by this group will be published in a book, detailing the comparison across EU Member States in the way police science is implemented. This document will also be made available via the CEPOL website.

Two surveys have been undertaken: One on the status of Police Science and Research in the European Union; the other one on European Police Education and Training. The first was done in cooperation with the Viennese Institute on the Sociology of Law and criminology and has resulted in a brochure describing not only the status and significance of police science and research in the European countries, but also the attitudes towards research in the European police academies. This booklet was presented during the Luxembourg Presidency.

The other survey is being carried out by a Project Group consisting of Portugal, Slovenia and the Netherlands, and also Estonia contributed in the initial phase. The survey consists of three parts: a quantitative questionnaire, a revision of the quantitative questionnaire including qualitative elements and a qualitative interviewing phase which involves a smaller sample of countries. The outcomes will be analysed and presented in a final report, but also in an electronic database which can be used for different activities within and outside of CEPOL and which will be made accessible for all the member states. A booklet has been created covering research and science work and this was presented during the Luxembourg Presidency.

Additionally, there have been two Police Research Conferences, held in the Czech Republic in 2004 and Portugal in 2005, a synopsis of the best practice from these will also be created in a booklet and made available via the CEPOL Website. Much of the research material has been included in a searchable database known as e-doc which is part of the electronic network. This facility is maintained by the Max Planck Institute on behalf of CEPOL and this provides researchers with an invaluable database of information about, inter alia, training and education.

2.8 Preparation for Civilian Crisis Management

After a review of the training courses provided by CEPOL, the Governing Board agreed that the highest level courses should be tagged as "flagship" courses within the CEPOL programme. The Civil Crisis Management course for commanders, who may work in police missions abroad, is one such course. This course has been offered for the past four years; however it was felt that a review may be required to ensure that it was providing the most up to date material to the correct audience.

In 2005, an evaluation seminar was held from 9-13 September in Budapest, Hungary. To date over 200 officers have received this training across Europe and it was essential to assess their needs and ensure the course addressed these. It is clear that the course itself is well received and provides a good background for officers preparing to attend missions, however one of the key aspects to come from the seminar, is the need for the course to be linked to the policy of member states, as there is evidence now to suggest that many officers have undertaken missions, but received no formal training, while many others have attended the course but have not subsequently used the learning in a real police mission situation. CEPOL now feels that it is important to have a commitment from countries sending officers to this course that they will be made available to attend police missions in the future.

2.9 Exchanges & Secondments of Police Officers in a training context

Within the Member States there are a number of Memoranda of Understanding, on most occasions on a bilateral basis, between training institutions for a programme of exchanges of trainers. However, the secondment of Police officers in the context of training has been limited, in the period under review, to secondments to CEPOL Secretariat.

After the Hague Programme in 2004, CEPOL, in partnership with the European Commission, reflected on a way in which the exchange of Police Officers could be addressed on a multinational basis, perhaps with CEPOL as the conduit for this process. The Council Decision of 20 September 2005 reiterated the need for CEPOL to work on the exchange of police officers in the context of training. Accordingly, CEPOL is in the process of developing a programme designed for both target groups, Senior Police officers and Training Staff, which will be presented to the Commission in January 2006, along with an application for AGIS funding. Two temporary working groups have been created under the Training & Research Committee in order to carry this project work forward, with the support of the CEPOL Secretariat, and to develop further initiatives.

2.10 Development of an Electronic Network

CEPOL has devoted a great deal of energy and human resources to the review of its current electronic platform. This consists of a Discussion Network, a Knowledge Network, a Study Network and an Electronic research database (e-doc). These are powerful facilities which offer considerable benefit to CEPOL but their effectiveness could be improved. After a review of the current system it is clear that a more closely integrated solution would be beneficial. As a result a working party, structured under the Training and Research Committee, has been tasked to deal with this matter. The enthusiasm by Member States, to volunteer for this particular working group, shows the interest and commitment of member states to bring the electronic network to the required level.

The Working Group has undertaken a cost review and has structured itself according to three main directions: electronic platform, homepage and electronic documentation.

In the meantime, in order to provide continuity of service an arrangement has been negotiated with the Netherlands to maintain the current E-network into 2006

At the recent UK Governing Board in November, a recruitment process for staff for the Secretariat was agreed and some of these staff will be dedicated to the further development of the E-network.

2.11 Acquisition of Relevant Language Skills

As part of the Annual Programme, each year CEPOL provides up to six courses in English, French, German or Spanish for Member States to enhance their language skills. These courses look at the language from a policing perspective and are labeled "Instruments and systems of European police Co-operation". Over the past two years these have been well attended and evaluated by the participants involved.

Additionally in 2005, a need was identified in relation to Governing Board members and attendees, particularly in the 10 new Members States, for a language course in English, with particular emphasis on terminology used at Governing Board and Committee meetings. A one week course was developed and delivered in November 2005; 13 participants attended and evaluations indicate this was well received, providing additional language skills enabling participants to be more competent and confident about speaking and contributing at meetings.

3. Results achieved in the implementation of Article 8 Council Decision

Article 8 of the Council Decision 2000/820/JHA required CEPOL:

"CEPOL shall consider on a case-by-case basis the possibility of admitting officials of the European Institutions and other European Union bodies.
CEPOL may cooperate with the national police training institutes of non-member States of the European Union. In particular, it shall establish relations with the national institutes of applicant countries with which the European Union is conducting accession negotiations as well as those of Iceland and Norway.
CEPOL shall also cooperate with relevant training bodies in Europe, such as the Nordic Baltic Police Academy and the Mitteleuropäische Polizeiakademie."

This section indicates how this was achieved.

3.1. Training Police Authorities within Accession Countries

The Annual Programme Committee have worked closely with the Accession Countries of Bulgaria and Romania to involve them in the programmes, this has resulted in them supporting some of the training courses which have been organised in these locations but by other Member States. In the last two years, both countries have hosted the External Relations Committee meetings, thereby demonstrating their commitment to CEPOL.

The recent UK Governing Board took a decision whereby these Countries can organise one course each within the 2006 programme and as a result receive direct funding for this activity from the CEPOL budget. Additionally, representatives of these countries are invited to attend the Governing Board meetings as observers to introduce them to the policies and working practices of CEPOL in preparation for their admittance to the EU in 2007.

3.2. Relationship with the Council Working Groups

CEPOL has a good working relationship with the Council and a number of the groups associated with it. The CATS committee has provided guidelines in relation to CEPOL actions, in particular in relation to MEDA and CARDS and in relation to developing the Annual Programme for CEPOL, full cognisance has been taken of the Hague Programme, ENFOPOL 15, EU Priorities identified by the Member States, the COSPOL Drivers and the priorities of the ECPTF in relation to developing the Annual Programme for CEPOL.

The Council Secretariat as well as the Commission and Europol are invited to, and attend regularly at, the Governing Board meetings as observers, providing useful advice as required. These representatives have provided a great deal of assistance with our efforts to gain legal personality and while working toward the transition of CEPOL to a full EU body.

3.3. Relationship with other Police Bodies

A number of the CEPOL presidency teams have had regular contact with the appropriate CATS, PCWG and COREPER representatives, as well as with those responsible for EUCPN, EUROPOL, Heads of Sirene and others. The flow of information among all those active in the various fields of policing has been a particularly strong point which assists in the development of CEPOL's work.

The request by the "Heads of SIRENE" to train the chiefs of the Schengen Sirene offices has been taken into account in the CEPOL annual programme for 2006. CEPOL has also been in contact with authorities from non European law enforcement agencies and Police education institutions, particularly through CARDS and MEDA programmes. Interest in CEPOL's activities continues to grow and the UK Presidency has provided information to the Crime Prevention Network, to Chief Officers in the UK and to a seminar of international police officers amongst others. The Administrative Director attended the Council seminar for US Prosecutors and Judges in April 2005.

CEPOL continues to have contacts with other European agencies such as the Ad-hoc Center for Training of Border Guards which has now become part of the FRONTEX agency for border control. A representative of CEPOL sits on the European Advisory Board of this Ad-hoc Centre.

The Administrative Director of CEPOL was invited, under the Luxembourg Presidency, to the official meeting of the Police Chiefs Task Force. This relationship has continued, with priorities from this group being considered for the Annual Programme of activities. In 2004, CEPOL organised a course for ECPTF to undertake an orientation tour of the main EU institutions, this involved a five day programme, with visits and discussions in Europol, Eurojust, the EU Commission, the Council, the EU Parliament and the International Criminal Course, along with representatives from other Police related units. This programme has now been included as part of the CEPOL programme of activities for senior officers. In December CEPOL organised, in Sweden, a very successful COSPOL seminar on Child abuse and Child Pornography on the Internet.

CEPOL has worked closely with Europol on a number of courses and in particular in the development of common curricula. On an initiative of CEPOL a Memorandum of Understanding will be discussed and hopefully signed between CEPOL and Europol during the spring.

The UK President of CEPOL met with the Counter Terrorism Co-coordinator to discuss the CEPOL common curriculum for counter terrorism which is due to be delivered in 2006. A meeting has also been organized with SITCEN to discuss this subject area.

CEPOL has worked with the Crime Prevention Network and has indicated to this group that it stands ready to assist with the work of the CPN and to make the facilities of the CEPOL electronic network available to them. A good practice guide in Crime Prevention has been developed and the group has invited CEPOL to include this document In the CEPOL knowledge database. CEPOL has also provided several courses in Cyber Crime and the delivery countries have now developed a Good Practice Guide dealing with this subject matter. Both of these projects received funding through the AGIS programme and the results will be included in the CEPOL database.

3.4. Relationship with new Candidate Countries

Through the External Relations Committee links have been developed with Turkey and Croatia as candidate countries. In October 2005, the Chair of the External Relations Committee, accompanied by the UK President of CEPOL visited Turkey to make a first contact. This involved the police academy, the police college and the Headquarters staff to assess what future links could be possible.

In December 2005 a similar visit was made to Croatia, as a first contact, with the Police academy there.

3.5. Relationship with Iceland, Norway & Switzerland

In the new Council decision on 3 June 2005, CEPOL's mission was extended to establish relations with Switzerland, almost at the same time the Luxembourg Presidency, received an invitation for contact from the Swiss Police Institute in Neuchâtel. This initiated a visit to Switzerland which took place on the 13th June, immediately after the Swiss people had approved the Schengen agreement in a referendum. As a result of this visit representatives from Switzerland have been invited to attend meetings of CEPOL Governing Board as observers.

Representatives of the authorities responsible for police training in Iceland and Norway continue to be invited and in 2005 have attended CEPOL Governing Board meetings as observers; both of these countries are regularly informed about CEPOL activities relevant to them.

3.6. CARDS & MEDA Programmes

Following the decision of the Italian Presidency, details of which were included in the three year report, the Irish Presidency established the MEDA and CARDS programmes. At the time CEPOL did not have legal personality and signed a Memorandum of Understanding with the AEPC, by which the AEPC delivered the CARDS activities on behalf of CEPOL and through the network of EU training colleges which form CEPOL's membership.

The CARDS Programme was a 14 month project with a budget of €1.3m for the five Western Balkan countries of Albania, Bosnia-Herzegovina, Croatia, Serbia/Montenegro and FYROM. The programme itself was to provide training for senior police, judiciary and penitentiary officers, and interpreters, to allow them to learn and examine how work is conducted in EU countries through a programme of seminars and visits, incorporating discussions with their opposite numbers in these countries. A number of successful visits were carried out, building a strong network of contacts for the future. This programme was completed in December 2004. Work is currently ongoing, with the Commission to finalise accounts, and issue reclaim notices for any remaining budget, to allow the bank accounts, which were set up for the CARDS programme, to be closed.

The MEDA programme was designed to operate for 2 years with a budget of €2 mill. It had a wider remit and involved 11 countries around the Mediterranean (Morocco, Algeria, Tunisia, Egypt, Turkey, Lebanon, Syria, Jordan, Israel, also Malta, Cyprus now EU Member States) plus the Palestinian Authority

This programme provided seminars and training on five main areas: Anti-terrorism, Cyber Crime, Trafficking in Human Beings, Money Laundering and Drug Trafficking. For each of these topics three seminars were organized, the last of which will take place in Belgium in March 2006. Each country has been able to send two participants to each seminar, with attendance being excellent, except for Syria which has not taken part in any of the activities.

3.7. Relationship with other bodies

CEPOL has maintained links with a number of bodies operating in the field of police training in Europe. These include MEPA, the NBPA and the AEPC. In accordance with article 8 of the Council Decision dated 20th September 2005 CEPOL will continue to co-operate with relevant bodies of the European Union in the field of law enforcement, and other related areas, and with relevant training bodies in Europe.

These types of exchanges foster cohesion among those responsible for the training and education of European police forces.

4. CEPOL Structures and Procedures

In its conclusions adopted on 19 February 2004, the Council requested the Governing Board to submit a proposal, in the context of its budgetary proposals for 2005, to ensure that the secretariat has the necessary resources to undertake its role. At its meeting on 24th February 2005, the Council examined the Commission proposal, put forward on 1st October 2004, (COM (2004) 623) for a new Council Decision establishing the European Police College on the basis of the work carried out by COREPER (doc 6033/REV1 Enfopol 8). The Council agreed the proposal and decided to adopt a two step approach:
- Confirmation of its agreement on the application of EU Staff regulations and financing of CEPOL by the Community budget
- Discussion at a later stage of major policy questions such as:
    - Should CEPOL training be extended to other law enforcement officers, i.e. officers other than police officers and officers who are not senior but are involved in cross border crime?
    - Should there be an assessment of the implementation of the CEPOL training modules and should CEPOL provide certification for both trainers and course content?

- Should there be national units and how should they be organized?

The Council invited continued discussion in order to have the Decision adopted and to consider the additional issues following the evaluation of CEPOL at the end of 2005. On 3 June 2005, the "Home Affairs" session of the "JHA" (Council of Justice and Home Affairs Ministers) reached a political agreement on the Council's proposal to make CEPOL a body of the European Union. This will enable CEPOL to operate in a similar fashion to other EU bodies; to be financed from the Community budget as a full EU body, and to utilize the EU staff and financial regulation for its operation and staffing. In a Council Decision (2005/681/JHA), dated 20th September 2005, CEPOL was formally established as an EU Body and this entered into force on 1st January 2006.

This section deals with the new structure of the committees and the transition work undertaken by CEPOL to assist with the transfer to an EU body. In addition it deals with the structure and establishment of the Secretariat and the resources required to operate it fully.

4.1. New Structure and Composition of the Committees

The Irish Presidency introduced a proposal for restructuring the Committees. This new model provided for an amalgamation of some committees, but with specifically defined representation by all member states on a rotational basis. This rotation system, with its clearly defined tasks for CEPOL committees, will ensure added value by limiting expenditure and clarifying required attendance at meetings. This new committee structure was agreed during the Dutch Presidency, and as of 1st January 2005, CEPOL's stricture consists of three operational committees and a strategy committee. In the course of the Luxembourg Presidency certain modifications needed to be made to the composition of the Budget and Finance Committee and the Strategy Committee. The first was done in order to take into account the requirements of the Financial Regulations. The second by enlarging the composition of the Strategy Committee to include the outgoing and the incoming chairs, in order to ensure continuity, and by inviting the chair of the External Relations working group (functioning under the auspices of the Strategy Committee) to participate in its meetings to facilitate the flow of information.

The mission statement of the Strategy Committee has been formulated and adopted as follows:
"The Committee on Strategy will provide the Governing Board with support, policy advice and the information necessary for the development and monitoring of a strategy which will ensure delivery of the objectives laid out in the Council Decision establishing CEPOL. To do this it will synthesize information from the committees, ensuring co-ordination and cohesion of all aspects of the operations of CEPOL."

For the purposes of continuity the Annual Programme Committee and the Training and Research Committee have elected new Deputy Chairs who will take up position as of 1 January 2006. The remaining committees (Strategy and Budget & Finance are chaired by the current Presidency)

The Training and Research Committee has set up structures to ensure that the complex tasks assigned to it can be fulfilled. The Working Group on Learning, the Project Group for a European Approach on Police Science and Research and the Electronic Network Working Group have been set up, and respectively redesigned in order to meet the set objectives. Numerous other initiatives have been formulated, reviewed and brought on track within the Training and Research Committee. The members of all these working groups have been designated by the Governing Board.

To avoid the issue of a single country having too many responsibilities at any one time, particularly in their presidency year, the Governing Board passed a resolution imposing a ceiling on the number of committee responsibilities for the President of CEPOL.

The diagram shown in figure 4.1.1. lays out in schematic format the main committee structure:

> ➢ The Governing Board in blue;
> ➢ The main committees in green;
> ➢ The working groups in red;
> ➢ The additional groups in purple are temporary working groups and may be changed from time to time to meet the needs of CEPOL.

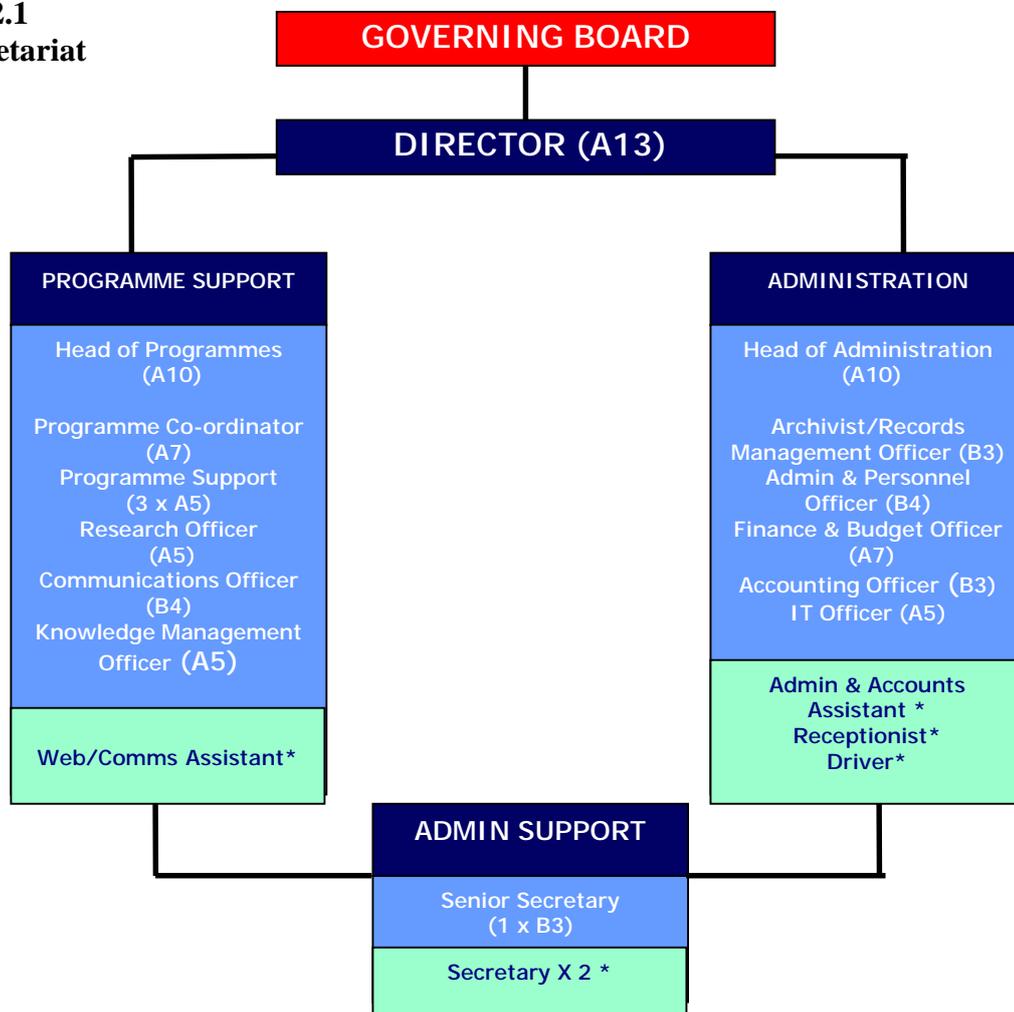**Figure 4.1.1**
New Committee Structure
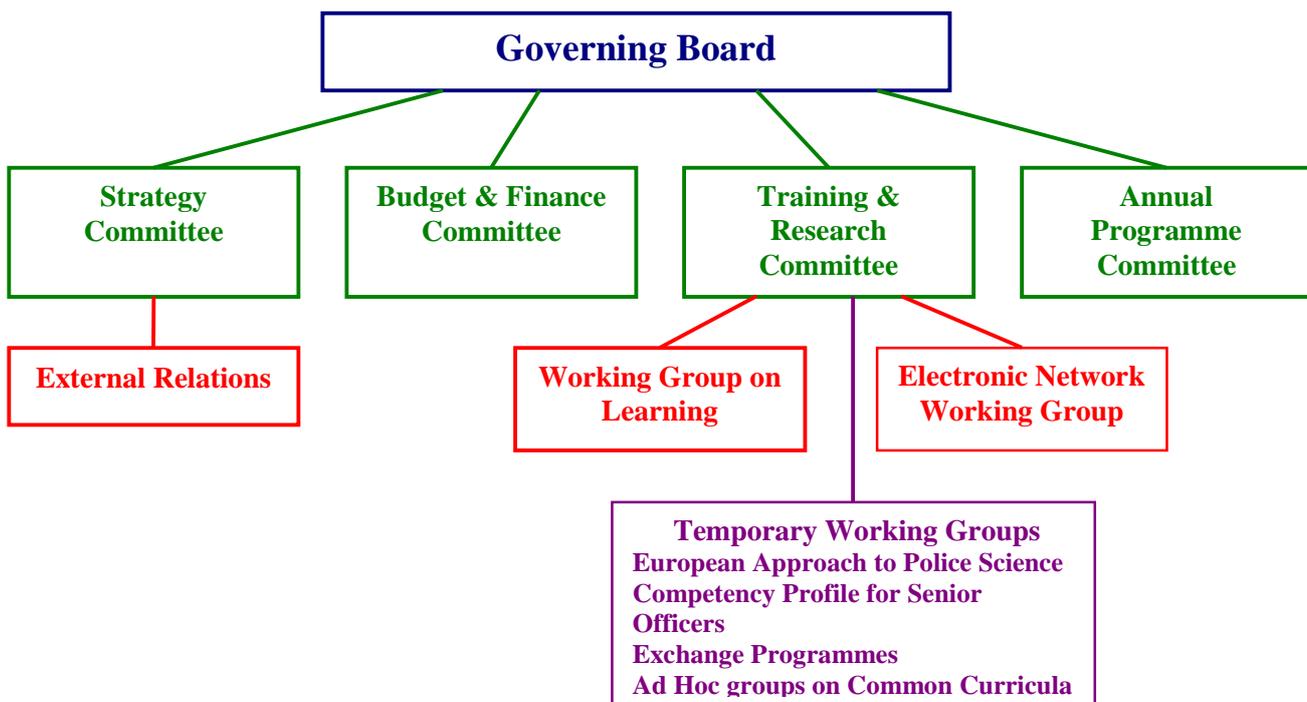
4.2. New Secretariat Structure

To address the needs of the Secretariat, in carrying out their functions, it has been agreed that 22 posts will be created, 6 as contract staff and the remainder as temporary agents. However due to budget restrictions it will be necessary to recruit staff on a phased basis. Within a minimalist approach to setting up the permanent Secretariat, the Strategy Committee identified two distinct types of activity to be carried out, which can be explained most simply by the terms *internal affairs* (administration) and *external affairs* (program support). **Internal affairs** refer mainly to the administrative functions, which are crucial to prove financial probity, and support effectiveness, while the role of **External affairs** covers two fields of activity: first is *Programme support*, covering "knowledge and education", providing support for the core business of CEPOL, based around agreed quality standards, ensuring that a flexible approach is adopted. The second field of activity is "Communications" ensuring that an effective dialogue is maintained between customers, suppliers and key stakeholders across the entire spectrum of policing and the police-learning environment within the European Union

The Head of the Secretariat is the Director. The agreed approach is to have the twin pillars managed at a senior level by a Head of Programmes and a Head of Administration who report to the Director. These three will form the CEPOL Secretariat Management Team.

**Figure 4.2.1
New Secretariat
Structure**

GOVERNING BOARD

DIRECTOR (A13)

PROGRAMME SUPPORT

Head of Programmes (A10)

Programme Co-ordinator (A7)
Programme Support (3 x A5)
Research Officer (A5)
Communications Officer (B4)
Knowledge Management Officer (A5)

Web/Comms Assistant*

ADMINISTRATION

Head of Administration (A10)

Archivist/Records Management Officer (B3)
Admin & Personnel Officer (B4)
Finance & Budget Officer (A7)
Accounting Officer (B3)
IT Officer (A5)

Admin & Accounts Assistant *
Receptionist*
Driver*

ADMIN SUPPORT

Senior Secretary (1 x B3)

Secretary X 2 *

Those staff shown in green indicate contract posts, the remainder of the positions are Temporary agents.

4.3. Acquisition of Legal Personality

On 26 July 2004, in a decision by the Council, CEPOL was granted Legal Personality.
"CEPOL shall enjoy in each member state the most extensive legal and contractual capacity available to legal persons under the state law. CEPOL may in particular acquire and dispose of moveable or immoveable property and be a party to legal proceedings"

4.4. Recruitment of Financial Controller and accounting Officers

In August and September 2004 respectively, the Accounting Officer and Deputy Accounting Officer were recruited on a temporary contract. These are locally contracted staff to facilitate the financial business of CEPOL. The first Financial Controller was subsequently recruited in summer 2004 and the present post holder in February/ March 2005, with his contract due to conclude in May 2006 on appointment of staff under the new recruitment process.

4.5. Headquarters Agreement

As a consequence of the decision that the seat of CEPOL would be in the UK a Headquarters agreement between the UK Government and CEPOL was concluded. On 30th December 2004, the UK Home Office and the Chair of the Netherlands Presidency signed the Agreement in the UK Embassy in the Hague. This document recognizes CEPOL as an official European Body and provides it with rights and obligations. Part of this agreement sets out CEPOL House, the Secretariat building, as inviolable and provides similar rights as to that of a foreign embassy.

4.6. Installation of Secretariat in the UK

As noted in the previous three year report the CEPOL Secretariat was established on a temporary basis in Denmark, however after a decision it was agreed that the permanent Secretariat would be located in Bramshill, UK.

CENTREX and the UK Home Office provided CEPOL with temporary accommodation while the site for their permanent home was renovated. Additionally, to assist with the work required to be done in partnership with CENTREX a negotiation team, comprising representatives of the CEPOL Secretariat, Germany, (as Vice-Chair of the Finance and Budget Committee) the Netherlands (as outgoing Presidency) and Luxembourg (as Presidency) was set up to discuss with the hosting country the modalities under which CEPOL is to occupy offices in Bramshill. These negotiations resulted in principal agreements on location, size and cost of offices that the United Kingdom will make available to CEPOL in Bramshill this work has continued with the UK Presidency, the CEPOL Secretariat, the Home Office and CENTREX with a view to signing a Memorandum of Understanding.

On 10 November 2005, CENTREX hosted a lunch for CEPOL to celebrate the opening of the new Secretariat offices; thereafter a small opening ceremony was conducted by Mr. Joaquim Nunes de Almeida representing the EU Commission. Over 30 representatives of the Member States were present for this event.

Once fully staffed, the Secretariat will continue its work in the development of a Handbook of Decisions and establish a register of CEPOL documents.

4.7. Recruitment of CEPOL Staff

A great deal of discussion and negotiation has been involved in obtaining agreement for the appropriate number of posts within CEPOL. Discussions and advice have been sought from the Member States, and the Commission, which has resulted in the production of a detailed set of papers. The Governing Board has taken cognisance of the need to make best use of the available budget, in balance with the need to fully resource the Secretariat, to ensure it is capable of carrying out the needs of CEPOL.

Budget restrictions have had an impact on the way in which this recruitment will be carried out, but with the assistance of the Commission, and additional funding, all the posts should be filled during 2006. Five documents have been developed and agreed by the Governing Board in respect of the Secretariat:
- ➢ Structure and Establishment;
- ➢ Working Conditions for staff;
- ➢ Recruitment Process for posts;
- ➢ Advertisement
- ➢ Job Descriptions

4.8. New Auditing Procedures

According to the Financial Regulations CEPOL will need an internal audit function (to be put in place by the authorising Officer). The Commission's internal auditor will exercise audit powers with respect to CEPOL, but there is a proposal under discussion to amend the Financial Regulations in order to require any agency, or EU financed body, to have its own internal auditor from 2007.

CEPOL will also undertake agreements with all of the colleges within the network to satisfy the requirements of OLAF for internal investigation and fraud prevention.

5. The Future for CEPOL

The Council Decision requires the continued development of senior police officers to make them more effective, more efficient and more accountable. CEPOL activities are designed to improve the competencies of officers, the level and quality of service and thereby the common values of the policing systems within Europe, as a result the greater part of the CEPOL budget will be used in training activities.

5.1 Short Term Approach

On 1 January 2006, CEPOL will become an official EU Body, this will require the Governing Board to hold an extraordinary Governing Board meeting (13 January) to agree the main regulatory documents to move CEPOL forward and to agree the budget. The emphasis for the immediate future should, therefore, be placed on meeting the criteria outlined in Council Decision 2005/681/JHA, dated 20th September 2005, particularly articles 5, 6 and 7.

In relation to the training programme for 2006, this will consist of 70 courses covering 45 different policing topics and providing a balanced mix of training activities and initiatives. These have been developed in accordance with current priorities but for the future CEPOL intends to reinforce its commitment to the principles outlined in Article 7 of the above Council Decision, in meeting the needs of Member States to develop European policing programmes. This will be undertaken against a background of research, quality design, assessment and evaluation. The introduction of a competency framework will also have relevance to training provision and CEPOL will assess the implications of the Bologna Declaration and European accreditation models on its training programmes.

This work will be supported by the development of an improved, integrated electronic network which will provide an information resource as well as supporting distance learning and providing a communications system. In addition a new web site, giving better information about CEPOL's activities, will be launched. These aspects will provide the technical underpinning for CEPOL's future activities.

The initial objectives and tasks of CEPOL are still valid today and should be continued for the foreseeable future to continue to develop a network across Europe and improve police training for senior officers who face an ever changing and demanding role which does not respect the boundaries of any one country.

Co-operation with other EU bodies should continue to be developed and enhanced, to build a partnership to deal with changing crime trends in Europe, in line with article 8 of the Council Decision. In particular CEPOL needs to be closely involved with those bodies which are developing the European policing agenda, such as the Chiefs of Police Task Force, Europol etc. In the case of the former steps are already being taken to form stronger links so that appropriate consultation is undertaken ahead of new developments, such as the COSPOL programme, which might require urgent training provision.

Beyond EU priorities it should also be recognized that programmes such as MEDA and CARDS, which involve countries outside the current European Union but which form part of EU priorities, also need to be addressed and CEPOL can play an important part in these situations.

In the short term CEPOL has concerns about the adequacy of the annual budget and looks forward to a speedy solution which will enable the College to respond to the ever growing list of operational demands.

5.2 Longer Term Issues

A large number of the Member States maintain the opinion that the most effective and efficient approach for CEPOL is to continue the existing network of National Police Training Institutions, and expand this as new Member States are admitted to the EU. However, there are a minority of Member States who favour of a central Police Academy, located in one member state, and supported by the network of Colleges. This matter was commented upon in CEPOL's last formal report and, at this stage, with CEPOL about to become a formal EU body and the prospect of the Secretariat having a realistic establishment plan, it is too early to return to this specific question.

One important facet of CEPOL, and one which is emphasized in the Council Decision of 20th December 2005, is that is operates as a network with all of the vital training activity being delivered by the national colleges of the member states. This results in a unique governance situation which leaves responsibility for outcome and performance of the training programme in the hands of the Governing Board, the members of which actually deliver CEPOL's training requirement. This has proved a successful formula and one which needs careful consideration before any long term changes are contemplated.

When a suitable amount of experience has been gained in working with the new body, perhaps in five years time when an independent evaluation of CEPOL's activities is to be carried out, it may be appropriate to revisit this issue.

In further developing common curricula, and implementing them in Member States, it should be recognised that there will be an additional resource burden on National Training Colleges. There will be a need, therefore, to ensure that development initiatives follow a strict list of EU priorities and a rigorous review of these issues will have to be undertaken by the Governing Board.

Further work will be needed on the Competency framework, which CEPOL is developing at the behest of the EPCTF, and there will be training implications for CEPOL, and Member States, if a common approach is adopted in this area. There will also be a requirement for CEPOL to consider the implications of the Declaration of Bologna, and other areas of potential harmonisation such as accreditation. A great deal of work on these issues is currently being undertaken by individual Member States and CEPOL will have to review its response as this work progresses.

At section 4 of this report reference was made to the Council debate held on 24th February 2005 (doc 6033/REV1 ENFOPOL 8), and to a number of policy issues which the Council were invited to address following this evaluation report. The first of these was the extension of training to other law enforcement officers, i.e. officers other than police officers and officers who are not senior but are involved in the fight against cross border crime. While the Council Decision of 20th September 2005,(2005/681/JHA), confirms the scope of CEPOL's current remit (at Article 7b), a further debate is required on this issue. There seems to be no valid reason for CEPOL's training activities to be exclusively reserved for police officers although there are clear resource implications for any extension to current activities.

The second policy issue was the assessment of the implementation of CEPOL training modules and the certification for trainers and courses. CEPOL already undertakes an assessment process for each course but would have no difficulty in accepting an external review if this would add value to the programme. More work is necessary, however on the potential for accrediting or certificating trainers and courses and how such a process can be disentangled from the current practices adopted by Member States.

The final policy issue related to the potential for national units and their organization. This concept already exists for Europol but in the case of CEPOL it is more difficult to identify the benefits which such an approach would offer. CEPOL already runs as a network with identifiable contact points in each Member State. This is supported by a technology platform and these factors more than adequately address the need in this area.

The questions of extending CEPOL's target group and the certification of trainers and students are areas worthy of a detailed review although lack of resources may limit CEPOL's ability to tackle these issues in the foreseeable future.

In conclusion CEPOL now looks forward to developing further as a Formal EU Body in the hope that a properly resourced Secretariat will help to further support the valuable contribution made by the Colleges of Member States in combating serious cross border crime issues.

Essentials for an educational policy of CEPOL
Outcome of a discussion in the Management of Learning Committee

CEPOL is the European Police College established by the Council decision of the 22nd of December 2000. The College was established to contribute to the education of high ranking police officers throughout Europe. Police education isn't an aim by itself. Through participation in police education, police officers raise their level of competency. The result is that they are more able than before to do the core activities of their job. In this way they contribute to better policing in Europe and, therefore, to a safer Europe. CEPOL is a European College and its scope of activities should have a European dimension, with the aim that its educational activities add vale to national police education systems. The efforts differ from national efforts because of the difference in target groups. CEPOL will function as an international platform for exchange of good practice and knowledge. Every time the College creates learning environments there will be an explicit European dimension. CEPOL shall provide added value to national training and education. CEPOL must focus on field practice and day-to-day co-operation.

Creating learning environments on a European level should have its own dynamic and characteristics. Being active on a European level implies that activities should be exclusively effective and efficient. Designing learning environments will be done in such a way that there is always a contribution to the creation of a European space for police education. Against this backdrop the development and use of a common European professional competency profile for senior police officers in technical and strategic is an important theme. A professional profile consists of activities a high ranked police officer must be able to master. In a Europe with its pursuit of harmonisation the police should deliver its own contribution to that. Creating a common professional profile is of crucial importance in this area.

CEPOL is established to create learning environments for the police in a harmonising Europe. In this European space police education will cross borders. Neighbouring country borders are the first borders police education will look over. Looking to educational systems abroad and reflecting on the basic assumptions of the different systems gives CEPOL the opportunity to create basic learning conditions and possibilities of harmonisation. Knowing what is done in other systems, and knowing why it is done, and having an open and critical mind can be a solid base for processes of harmonisation. The second border that police education has to cross is that of its own systems. There is a lot to learn from education that is delivered in areas other than the police. In that area harmonisation is a central issue too. In May 1998 the Ministers in charge of higher education of France, Ital, United Kingdom and Germany signed in Paris at the Sorbonne University the Sorbonne declaration on "harmonisation of the architecture of the European Higher Education System". On the 19th of June 1999, 29 European Ministers in charge of higher education signed in Bologna the Declaration on establishing the European Area of higher education by 2010 and promoting the European System of higher education world-wide. The Ministers affirmed in the Bologna Declaration their intention to:
- adopt a system of easily readable and comparable degrees
- adopt a system with two main cycles
- establish a system of credits (such as ECTS)
- promote mobility by overcoming obstacles
- promote European co-operation in quality assurance
- promote European dimensions in higher education

This movement towards a European system of higher education is important for police education too. Adopting that system will help create the possibility of European wide recognition of efforts in the area of police education.

Quality assurance in the police educational system is evolving and not a new phenomenon, and as such there is no need to reinvent the wheel. In Europe there are a lot of experiences with quality assurance in education. In several countries in Europe, including the new member states, there is a lot of material available already. CEPOL decided to choose a system based upon a model developed by the European Foundation for Quality Management. The discussion about how to implement quality assurance started in CEPOL with the booklet Q13. A decision has been made by the Governing Board of CEPOL to establish a system of peer review. Not always, but on occasions, course participants on courses don't belong to the target group. Creating learning environments that attr5act the right target group is of crucial importance for CEPOL and for the participants. Choosing the right target group is of crucial importance. The TOPSPOC participants could play an important role as ambassadors in this issue. Another important issue is the method of delivery. In education all over Europe teacher-centred education is shifting towards student-centred education. Passive listening to experts is substituted by active acquisition of expertise. Learning environments created by CEPOL should feature the same characteristics. The quality of the outcome of CEPOL activities depends highly on the dedication of a broad spectrum of stakeholders like participants, the participants' superior officers, teachers, facilitators, CEPOL Governing Board members and the CEPOL ambassadors. Every stakeholder should be aware of its position in this process and the necessity to deliver high quality in sharing and passing information. Looking to the effects of educational efforts this must be done in perspectives with different focal lengths; not only evaluation immediately after a course but also after a couple of months should be done.

Competent teachers still are the backbone of the police educational system. In former days police education was teacher-centred. Now we know that acquiring expertise isn't a passive process with the teacher in a central role. Learning is an active and social process with the student in the centre. To facilitate student-centred education new technologies are very helpful. The European Police Learning Net was established as an electronic network. That infrastructure should contribute towards helping police officers in their pursuit of acquiring new competencies. Teachers will keep their important role in the learning process of students, but this role will change. They will become facilitators of learning processes and developers of learning assignments. Within the framework of a system of quality assurance making the competencies of teachers visible is an important theme because, as stated before, teachers were, are and will be the backbone of the system. Therefore it is important to have clear indications of the level of competency of teachers.
CEPOL needs to have a competency profile of its teachers. Such a profile facilitates the discussion about quality. Building up a profile will be the first step in the development of teacher competency. The assumptions used in the area of education should be used for teachers too. Police officers live and work in a fast changing world. What they learn today can be outmoded tomorrow. It is true for teachers too. Therefore teachers must get the opportunity to acquire new competencies and keep them up-to-date.

CEPOL should make a competency profile for teachers working in the European space for police education. On a national level it should be made clear which competencies teachers already have. Based on that, teachers should get the opportunity to acquire, within CEPOL, the additional competencies required.

Knowledge and skills are acquired in an active process. For creating new knowledge research is undertaken. Traditionally scientific research is divided into applied and fundamental research. The difference between these kinds of research depends more or less solely on the origin of the research questions. The research question of applied research originates from a concrete practical problem that has to be solved. The risk of applied research is the limited possibilities of generalisation of the results of the research. Scientific curiosity is the motive behind the research questions of so-called fundamental research. The disadvantage of this research can be lack of immediately practical applicability. Against this backdrop the concept of strategic research is developed. The timeframe of strategic research is three t0 five years. In this kind of research, questions are answered in such a way that practical problems can be solved and knowledge is built up that can be added to the body of knowledge of policing. Because of the importance of new knowledge in the area of policing, CEPOL should establish a European agenda for scientific research in the field of policing. The police have an interest in expressing what they want to know. Therefore CEPOL should be in the position to influence the research agenda.

CEPOL will have on the educational methodological dimension the following priorities:

- the development of a European competency profile for senior police officers;

- the implementation of a system quality assurance;

- the development and implementation of learning opportunities for teachers, giving teachers and trainers the opportunity to develop their competencies on the European dimension.

Appendix B

Training and Research Committee: ACTION PLAN

This document has been produced to describe the development of work undertaken by the Training and Research Committee.

This document will be a management toll which indicates:

*A reference number by which to identify the topic
*The assignment or topic as worded in previous CEPOL documents
*The actors or people or entities in charge of the development
*The activities or a quick description of the tasks involved
*The content of a mandate to the Working Group on Learning Methods when relevant
*Several columns relating to the meeting dates of the Governing Board
*A budget indication when available.

Through the columns corresponding to the dates of future meetings, it can be seen where the realisation of the different projects stands.

This tool is a living document. It will be updated between Governing Board meetings in order to show the progress carried out. New topics will be included as necessary and inserted in the numerical order.

On the last page of the table where there is a short list of acronyms to assist in understanding the activities.

EUROPEAN POLICE COLLEGE

Action plan 2005

Ref No	Assignment	Actor	Activity	Mandate to WGL	Sept 05	Nov 05	Feb 06	May 06
1	**Quality Assurance System**	Working Group on Learning Secretariat	*Common standards to be implemented for all activities under CEPOL'S aegis *Course Package *Q13 *.EFQM	1.Q13:REVIEW 2.measures of support to the Member States for the implementation	New version of course package in Sept. Will be sent to board Members for info and serve for a course in Oct 2005.	Discussion of WGL draft report	Final WGL draft report adoption	
2	**Evaluation Assessment**	Working Group on Learning Secretariat	*Reassess the present evaluation system with a view to harmonising: *Course Package *Q13 *Peer review *EFQM	1 .Reshaping of the training aspects of the Course Package together with the Secretariat 2. Reassessment of the existing course evaluation system 3. Peer Review		Presentation of a WGL short report on point 2 and a WGL policy document on point 3	Presentation of a WGL report on point 1	
3	**Electronic Network *Website *EPLN *e Doc**	Electronic Network WG Working Group of Learning Secretariat + Nat. co-ordinators +Nat correspondents	* Review, integrate and develop by making it more user- friendly. *content * users	Co-operation in the framework of the CEPOL Electronic Net/inclusion of it in more (all) CEPOL-activities Advise on e-learning in close coop with ENWG		Presentation of concept		
4	**Train the Trainers-Learning Opportunities**	Working Group on Learning Secretariat	*Organise CEPOL – specific courses on didactics for trainers */Organise English language course for trainers	Develop a competency profile for trainers and for course organisers	a/discussion in Board on 2006 courses to be dedicated to trainers	Final Draft WGL on competency profile	b/Report on course organised in Dec 2005	
5	**Common Curricula a/Police ethics and corruption b/Terrorism c/Europol d/ Police Cooperation**	Ad Hoc Working Groups Secretariat	* Create model curricula or programmes to be transposed into national police training		Information on:2006 new topics and composition of the current working groups	1st presentation on 4 November at Bramshill. Final Draft to the Board	Report on the possible national implementation of common curricula	

Ref No	Assignment	Actor	Activity	Mandate to WGL	Sept 05	Nov 05	Feb 06	May 06
6	**Competency Profile for Senior Police Officers**	Project Group Secretariat	*Develop a competency framework for Senior Police Officers working in the European context		Presentation			
7	**Exchange Programme**	Project Group Secretariat Commission	*Establish systematic training-on-the job programmes for the exchange of Police officers		Constitution of a Project Group			
8	**Implementation of the Bologna Declaration**	Working Group on Learning CEDEFOP Secretariat	*Reflect on the integration of the principals of the Bologna Declaration into national Police training systems	Reflect on the importance of Bologna principals for CEPOL and in which way CEPOL can promote their acceptance and integration			Initial WGL report	Discussion of WGL report
9	**European Approach to Police Science & Research**	Project Group Secretariat	*Examine whether there is a European Approach to police science and disseminate the findings					Interim report (Final report in May 2007) Both reports will be used for the Police research Conference.
10	**COSPOL**	GB (Member States) APC T&RC F&BC Secretariat	*Follow the work carried out by ECPTF				Report from the ECPTF meeting in DEC 2005	
11	**Survey on European Police Education A1/Quantitative A2/Quantitative b/qualitative**	Portugal, NL, Estonia, external expert from Slovenia T & RC Chair Secretariat	*Revise the questionnaire, * collect and evaluate data, * write a report on Police education in Europe		A1/ Presentation A2/ Information to the Board	b/Report on a meeting on 13-14 October in Rome First Draft		
12	**Survey on Police Science and Research in European Police**	T&RC Chair external expert	*Produce a report about the status of police science and research in European Police education		Information on the report adopted in May 2005			

Ref No	Assignment	Actor	Activity	Mandate to WGL	Sept 05	Nov 05	Feb 06	May 06
	Education							
13	**List of Certified Teachers & Trainers**	T&RC Working Group on Learning	*Make a proposal in order to draw up a list of nationally recognised teachers/trainers with an EU background and meeting defined standards	Development of a vision/policy document		Draft WGLM proposal		
14	**Knowledge about EU for Senior Police Officers**	T&RC	*Indicate a discussion on EU-certification for Senior Police Officers in cooperation ECPTF					
15	**Post course learning reinforcement**	T&RC Working Group on Learning	*Make a proposal for creating systematic post-training sessions for participants of the same CEPOL course	Develop a vision/policy for post-course activities				
16	**Glossary-CEPOL definitions**	T&RC Chair	*Develop a glossary and disseminate the findings			Adoption as a living document Publicise		
17	**Inventory of glossaries**	Secretariat Member States	*Collect and collate information on existing EU police glossaries			Information to the Board		
18	**Senior or Senior**	Secretariat	*Carry out a survey on EU Chief Officers with a view to determining their training needs			Information to the Board		

As long as no decision has been taken on an assignment, the level which has to take the decision is mentioned. Where activities are already decided or ongoing, the implementing group is listed.

Acronyms used in the table:

CEDEFOP	**European Agency for Vocational Training**
COMMISSION	**European Union Commission**
COSPOL	**Comprehensive Operational Strategic Policing**
ECPTF	**European Chiefs of Police Task Force**
EFQM	**European Foundation for Quality Management**
ENWG	**Electronic Network Working Group**
SECRETARIAT	**CEPOL Secretariat**
WGL	**Working Group on Learning**
T&RC	**Training & Research Committee**
APC	**Annual Programme Committee**
F&BC	**Finance & Budget Committee**