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NOTE

from : European Police College (CEPOL)
to : Article 36 Committee

Subject : Three-year report on the operation and future of the European Police College

1. Article 9 of the Council Decision of 22 December 2000 establishing a European Police College (CEPOL)¹ reads: "At the latest during the third year after this Decision takes effect, the governing board shall submit to the Council a report on the operation and future of the network, in accordance with the conclusions of the Tampere European Council."
2. Recently the Cepol Governing Board has approved the three-year report referred to in Article 9 of the aforementioned Council Decision and submits it to the Article 36 Committee.
3. The three-year report approved by the Governing Board appears as an Annex to the draft decision document relating to the way Cepol could develop.
4. The Cats delegations are invited to consider the content of the decision document and the three-year report with a view to forwarding them to Coreper and the Council.

¹ OJ L 336 of 30.12.2000, p.1.

DECISION DOCUMENT TO THE COUNCIL
based on the **THREE-YEAR REPORT**
on the
OPERATION and FUTURE OF THE NETWORK
(art. 9 Council Decision of 22 December 2000)
Rome, 5th of December 2003

TABLE OF CONTENTS

Introduction and aims.....	3
I. The CEPOL operations.....	4
1. Conclusion on three year's experience	4
1.1 <i>The results achieved with regard to the implementation of art. 7 CD-actions.....</i>	<i>5</i>
1.2 <i>The results achieved with regard to establishing its internal systems and procedures....</i>	<i>7</i>
2. Issues to be dealt with	7
2.1 <i>The institutional conditions.....</i>	<i>7</i>
2.2 <i>The educational activities</i>	<i>8</i>
2.3 <i>The common strategy and educational standards in CEPOL activities</i>	<i>8</i>
II. The future of CEPOL.....	8
1. Short term approach	9
2. Considerations of the Governing Board about CEPOL's future.....	9
2.1 <i>The educational strategy of CEPOL</i>	<i>10</i>
2.1.1 <i>the objectives and tasks of CEPOL.....</i>	<i>10</i>
2.1.2 <i>the educational approach</i>	<i>10</i>
2.1.3 <i>the knowledge function of CEPOL</i>	<i>11</i>
2.1.4 <i>the co-operation with other –EU- bodies</i>	<i>12</i>
2.2 <i>The structure, governance and accountability of CEPOL.....</i>	<i>13</i>
2.2.1 <i>The legal personality and governance</i>	<i>13</i>
2.2.2 <i>The position of CEPOL.....</i>	<i>15</i>
2.2.3 <i>The quality system</i>	<i>15</i>
2.3 <i>The views of the Member States</i>	<i>15</i>
III. Conclusions and Recommendations of the Governing Board	17

Introduction and aims

Point 7 of the "preamble" of the Council Decision of 22 December 2000, establishing a European Police College, states: "it is necessary that this Decision be reviewed after a three-year period in order to decide on an extension of CEPOL's tasks, and on modifications to its institutional structure".

This is further emphasised in article 9 of the Council Decision, saying: "at the latest during the third year after this Decision takes effect, the Governing Board shall submit to the Council a report on the operation and future of the network¹, in accordance with the conclusion of the Tampere European Council.

This Decision Document and the Three-year Report of the Governing Board are the fulfilment of this task.

The aims of this report are:

- a) to give the Council an insight into the operational and administrative actions implemented by CEPOL to achieve the aim and the objectives of CEPOL, according to the Council Decision;
- b) to present the Governing Board's recommendations to the Council about the future of CEPOL, based on the experience of the last three years, and professional views of providing effective vocational education and training for senior police officers.

¹ Network of the National Training Institutes (CD; preamble (2); art. 1).

I The CEPOL Operations

1 Conclusion on three years' experience

Most of the first year was taken up by developing and implementing the institutional conditions for CEPOL and the preparation of training activities. During that period no secretariat and no budget have been available. Some CEPOL activities have been funded by the OISIN 2 and AGIS programmes. However, significant steps forward have been taken, especially in the last eighteen months and the progress that CEPOL has made since it was established and the results achieved are positive, and of value to senior police officers throughout Europe.

In general, CEPOL's work has led to a number of positive outcomes:

- the CEPOL network has fostered a good spirit of co-operation between the National Training Institutes¹ of the Member States, and engendered lively debate about the training needs of senior police officers, to help make them more effective in addressing the fight against crime, crime prevention and the maintenance of law and order and public security, in particular the cross-border dimensions of those problems;
- more than 70 sessions have been provided, especially a number of important "flagship" courses, such as Civilian Aspects of Crisis Management, Anti-terrorism and Senior Leadership (TOPSPOC) based on a common European approach, as well as successful training sessions for the candidate countries, such as Police Ethics, Knowledge of EU-Police Systems and Control of Migration flows;
- CEPOL has invested much effort in the development of common educational standards and an electronic net, the European Police Learning Net, to support CEPOL-activities, which has the potential to open up learning opportunities to senior police officers across all Member States, and to enable the dissemination of research findings and good practices;

¹ Institutes include too Training Departments and Colleges.

- the Governing Board-Committees and expert-groups have all developed, in line with the Governing Board policies, a European harmonised approach to: the curricula of the seminars and courses; education standards; research and science activities; and co-operation with the Candidate Countries and subsequently the Acceding Countries;
- a good start has been made on addressing the important issue of evaluation, both to identify the learning need and then to measure the effectiveness of what was learned after finishing the learning activities;
- with support of seconded personnel the three full time staff members of the Secretariat have supported the basic administrative and budgetary regulations, developed the first common standards for planning and implementing seminars and courses, started up the web site and the electronic network and collected data and knowledge about the ongoing research and science in the member states and candidate states;
- finally, the Governing Board has decided on the invitation of the European Commission that CEPOL should deliver training programmes for twelve Mediterranean Countries (MEDA project) and for five Western Balkan Countries (CARDS project).

1.1 The results achieved with regard to the implementation of article 7 actions of the Council Decision, have been;

a) *the provision of 59 training courses in more than 70 sessions.*

In 2001, only a few courses were actually implemented due to the lack of budget. All activities have been paid by the Member States Institutes. In 2002 and 2003 high priority was given to developing and providing training courses. For 2004 steps have been taken towards achieving a better balance of all art. 7 CD activities to support the seminars and courses.

The main conclusion is that all educational and training activities were

- focused on the priorities of the Council and took into account the demands of the chiefs of police, both nationally and Europe-wide;
- judged positively by the organising Institutes and participants with high levels of satisfaction in respect of developing and improving competencies, setting up networks for senior police officers and increasing conditions for co-operation and,

the *development and implementation of common educational standards* and the vision on learning endorsed by the Governing Board mirrors modern educational insights and has been worked out in "*Quality in 13 questions*";

- b) the *contribution to the preparation of harmonised programmes for crossborder co-operation*, by starting the preparation of specific workshops;
- c) the *provision of specialist training in combating cross-border crime*, with a particular focus on organised crime which will be reinforced with a workshop in 2004 and the development of a specific "Europol-module";
- d) the *development and provision of training for trainers*, by providing 4 training sessions;
- e) the *collection and dissemination of good practice and police science and research* has been started with co-operation from the Max Planck Institute;
- f) the *development and provision of training to prepare police forces for participation in civilian crisis management*, by providing 9 training sessions;
- g) the *development and provision of training for police authorities from the EU candidate countries*, has been achieved by providing seminars and training sessions. Participation of the acceding countries, as observers to GB-meetings started in Rome, from September 2003;
- h) the *exchanges and secondments of police officers*; a first practical step has been achieved through participation in training sessions; a more explicit framework to facilitate and improve these activities has been developed in a specific workshop in August 2003;
- i) the *development of an electronic network* (European Police Learning Net) has been achieved and partly implemented. This provides facilities to support distance learning, and the dissemination of good practice and experience, through a discussion net. Also, a portal and a website for CEPOL has been developed.
- j) the opportunity for senior police officers *to acquire relevant language skills*, through specific courses on "knowledge of police systems".

1.2 *The results achieved with regard to establishing its internal systems and procedures were:*

- a) *the rules of procedure*, including the decision about one working language, the procedures for GB-meetings and decision making;
- b) *the financial regulations*, including the formal procedures about budget and control;
- c) *the common strategy*, with regard to the Council Decision, the Governing Board of CEPOL has developed and endorsed a common strategy, presented in the papers "Co-operation on Quality" and "Developing the CEPOL Programme";
- d) based on a Memorandum of understanding between the Governing Board and the Danish Police Commissioner, the *appointment of a provisional Administrative Director* and the recruitment of members of the secretariat, up to a total number of 5 full time equivalents;
- e) *the founding of Governing Board-committees mandated by the Governing Board* to prepare policy and proposals for the Governing Board to consider, about the development of programmes, the curricula for seminars and courses, the regulations and common standards; guidelines have been established to improve effectiveness of and participation in the committees;
- f) *improved co-operation* with all National Police Training Institutes of the EU and the new Member States, as well as Europol and the existing networks like the Middle European Police Academy, the Nordic Baltic Police Academy and the Association of European Police Colleges.

2 Issues to be dealt with

In achieving these results the Governing Board has recognised and had to deal with a number of major difficulties.

2.1 *the institutional conditions*

- a) *the lack of legal personality*, which has presented difficulties regarding governance, financial and organisational aspects, such as entering into contracts. This has been the most dominant problem;
- b) *the need to run CEPOL with a Secretariat*, which has been under-resourced;
- c) *the lack of a permanent seat* to accommodate the Secretariat and to enable the development of a more obvious CEPOL identity.

2.2 *the educational activities*

- a) the need *to engage the right target group* and to attract take up of all places of the courses. The Governing Board has instituted research to address this issue;
- b) the need *to ensure there is coherence* with national training programmes, to ensure there is no overlap or gap and no duplication relation with regard to the content and educational form;
- c) the need *to stimulate the language skills* of a substantial proportion of the target group so that they can communicate on a professional level (both at the seminar/course and later on in the future co-operation in established networks). This recognises the difficulty in successfully targeting an audience of appropriately qualified police officers who have sufficient command of the English language to benefit from the learning opportunities.

2.3 *the common strategy and educational standards in CEPOL-activities*

- a) the *need to implement common standards* in learning methods to improve results in terms of developed competencies;
- b) the *need for long term evaluation* of the results of learning activity to ensure that the training outcomes feed through into professional practice itself.

These factors have to be considered against the richly diverse background of different police cultures and regulations (administrative, organisational and financial) of the National Police Systems, including the National Police Training Institutes.

Considering these issues, and especially the lack of legal personality, and the establishment of an appropriate resourced Secretariat would enable CEPOL to operate more effectively and efficiently.

II The future of CEPOL

In this part of the report the Governing Board will, considering the experiences and problems described before, present recommendations to the Council regarding the future of CEPOL in general and the conditions to improve the achievements of CEPOL in particular.

1 Short term approach

The Governing Board determined to continue implementing of the Council Decision. Therefore, the 2004 Work Programme provides a more balanced mix of training activities and other relevant initiatives in accordance with art. 7 of the Council Decision, but still adheres to the priorities set by the Council and takes account of the views of the Taskforce of Chiefs of Police.

A conference with the Candidate Countries Committee in Prague (April 2003), resulted in proposals for dealing with the complex process of involving and incorporating the new Member States. The Governing Board has developed a specific programme for the new Member States. The Acceding Countries attended the GB-meeting as observers, for the first time, in September 2003. Decisions were also made on their participation as observers in CEPOL's committee work.

2 Considerations of the Governing Board about CEPOL's future.

A European area of freedom, safety and justice requires the continued development of the police, who must become more effective, more efficient and more accountable. Police vocational education and training is geared towards improving the competencies of senior police officers, the level of quality of police services and thereby the common values of the police systems throughout Europe. It also provides a basis for harmonising training activity and improving quality. This, in the opinion of the Governing Board, justifies heavy investment in high-quality European vocational police education and training.

The Governing Board has, therefore, formulated its recommendations for the future organisation and operation of CEPOL based on the familiar organisational adage "structure follows strategy". It means that the following are looked at in turn:

- 1 the educational strategy;
- 2 the organisational structure, governance and accountability;
- 3 the positions of the Member States.

2.1 *The educational strategy*

2.1.1 *The objectives and tasks of CEPOL*

In the opinion of the Governing Board, the objectives and tasks of CEPOL are still valid. Both components, the vocational education and training aspect and the police knowledge function must be explicitly reflected in CEPOL's strategy and related to the art. 6 CD aim.

2.1.2 *The educational approach*

The extent to which the education satisfies the demand for training in professional practice is essential for the quality and effectiveness of vocational training. It means that the education should be closely linked and related to what is actually happening in practice. Effective education is, in principle, "demand" driven.

In order to achieve that objective, the CEPOL Governing Board considers a strategy that includes the following components desirable.

- a) A close relationship needs to be forged with police forces throughout Europe. Vocational training is not an objective in itself, and any education needs to be closely focussed on specific pan-European operational policing problems, taking into account the Council Decision, especially art. 6.2 and 7.b. In order to achieve this, CEPOL needs to be clear about the characteristics of a harmonised European competency framework for the " senior police officer", for general management positions and specialist positions in the field of crime fighting but also with regard to community oriented policing and public order.
- b) The educational concept and learning methods used are important. A key factor in the decision about the future of CEPOL is the approach to the way learning opportunities are provided. The Governing Board believes that "blended learning" is the most suitable approach, providing an appropriate balance of, for instance, classroom based training in combination with distance based learning through the EPLN, seminars, master classes, self-study, learning at the workplace and network building of each CEPOL activity. The priority, therefore, should be to consider a strategy, which best supports this approach and develop harmonised curricula for the activities. It is also desirable here to focus the development on more coherent "long-term learning processes".

- c) Member States needs to engage the right level of strategic senior police officer in the CEPOL-work programme. To ensure the commitment of police chiefs to CEPOL's work, several methods already have been or will be employed, such as raising awareness of CEPOL's activities and services to the correct target group; involving experts in developing programmes; development of a certification framework; seeking greater commitment of course participants by requiring them to do preparatory work before the training activity; and encouraging them to share what they have learned by networking with colleagues.
- d) It is also desirable for CEPOL to create partnerships with colleges of regular and higher education in the Member States, with regard to police vocational training. From an educational point of view, there is, certainly after the Declaration of Bologna, evidence of one European educational area. Furthermore, there is already evidence of a high degree of co-operation and coherence between national police education and regular education in various Member States.

In future CEPOL has to consider these educational developments such as the bachelor-master framework.

2.1.3 The knowledge function of CEPOL

The second key objective for CEPOL involves the knowledge function described in the Council Decision. The Governing Board believes that the need for further professionalising of the police in Europe and improvements to vocational training, makes it necessary to develop a common "body of knowledge" in the form of police science. CEPOL has started this task by stimulating police science, and research programmes and gathering and disseminating good practice as a basis for developing the profession.

CEPOL will develop a specific model for assessing and validating the knowledge gathered, by making use of specialists of the police services and representatives of external universities.

A second aspect of the knowledge function is the meaning of knowledge management for education. This body of knowledge of police science is an important part of improving police skills and performance, but in order for it to be truly effective the data needs to be gathered, arranged and validated in such a way that it can be accessed by those who need it, before it can be considered to be an effective tool.

However it will not replace residential training activities, EPLN will be an important facility in supporting this knowledge function and the educational activities .

The Governing Board feels that CEPOL could contribute more in this area if CEPOL was invited to be an adviser to the European funding programmes connected to education and research in the policing environment.

2.1.4 The co-operation with other, EU, bodies.

It is of utmost importance for CEPOL to continue to develop close relationships with the other EU partners such as Europol, the Taskforce of Chiefs of Police, the Crime Prevention Network and Eurojust, who also have a role in supporting the law enforcement services of the Member States. In addition CEPOL needs to work closely with other educational institutes or bodies of non-EU states, especially where EU-related activities take place. CEPOL is also maintaining close ties with the other police vocational education and training institutions.

There is particularly close co-operation with the European Police Office (Europol), which is permanently represented at CEPOL board meetings with an observer. Europol contributes to CEPOL activities by sending its officers to CEPOL courses, and by advising on the preparatory work and by giving presentations on specific subjects that fall within Europol's field of competence.

2.2. *The structure, governance and accountability of CEPOL,*

As explained previously, the Governing Board has taken into account the educational strategic aspects referred to above, when considering the most appropriate structure for the future of CEPOL. At the outset, without precluding the establishment of a permanent institution at a later stage, the central idea behind CEPOL was the establishment of a network of existing European Police Colleges or National Police Training Institutes. (Tampere decision).

Considering the possible solutions for the future structure of CEPOL presented below, it should be made clear that, in the opinion of the Governing Board, the network is a key element. CEPOL ensures a multinational approach, and commitment to the development of training activity by requiring that any work is developed by co-operating National Police Training Institutes.

2.2.1 *The legal personality and governance*

Current experience has shown that the lack of a legal personality has been a considerable hindrance in developing CEPOL. A pre-requisite, therefore, is that *legal personality is given to CEPOL* to provide a framework that can contribute towards stability and continuity and provides the necessary authority to implement future work.

With respect to the governance of CEPOL, it is the *Governing Board*, consisting of Directors of National Police Training Institutes, which is the body with the overall responsibility for CEPOL's operations and delivery of results.

It means that the Governing Board has to decide about;

- the annual programmes to implement all activities;
- the annual budget;
- the evaluation process and annual reports;
- the educational standards and coherence with national police education;
- the establishment of committees to prepare proposals;
- the connections with the Council and the other relevant bodies and institutions of the - European Union and at the national level as well.

The *establishment of an appropriate resourced secretariat* is vital to assist the Governing Board to deliver its objectives by :

- preparing and developing CEPOL operations;
- facilitating decision-making about CEPOL activities;
- implementing these GB-decisions;
- preparing and co-ordinating the process of evaluation;
- taking care of all financial and administrative activities.

To implement these recommendations and proposals of the Governing Board it will be necessary to increase significantly CEPOL's Secretariat staff in order to fulfil its tasks adequately. It concerns functions with regard to co-ordination activities with other EU-bodies, to development of curricula and co-ordination of training activities, to control, to evaluation, to research and science activities and, with regard to archive, information and homepage. With reference to the budget 2004, it is estimated that this will cost up to an additional Euros 500k per year.

Also, *a decision regarding the location of the seat* would facilitate CEPOL's operations, making it possible to establish this secretariat. It could be possible to accommodate some of the CEPOL-activities. A permanent location of the seat to enable accommodating of the Secretariat would offer a visible CEPOL-"corner-stone" and will contribute to a common and recognisable "CEPOL-identity", and improved visibility for the organisation.

As a result, the Governing Board believes that CEPOL would more easily reach its target group and better deliver its objectives.

In legal terms, legal personality, the position and role of the Governing Board and the establishment of a permanent seat of the Secretariat, means that all administrative, financial and procedural aspects, including the external representation of CEPOL, should be revised whenever necessary and in case of revision new rules and regulations should be laid down with a view to implementing the new Council decision.

Consequently, CEPOL would more easily contribute to realising harmonisation and development of a common police identity within the European Union.

2.2.2 The position of CEPOL

It is important to *position CEPOL clearly with respect to the Council and the top-executive level of the police services* throughout Europe.

The involvement of and co-operation with the professional top-level is a key factor for success too. Background is that real insight in the learning demand and learning necessities on professional practice must be answered by those who are responsible for the performance of the different police services.

The anchoring of CEPOL into the professional practice has to be realised both on the top-executive level in the Member States and at the European level. And so, the way CEPOL appreciated to receive priorities from the Council and implemented them, it will appreciate to be considered one of the Police Chief Taskforce main relations.

2.2.3 The quality system

The Governing Board believes that it is necessary *to introduce a consistent quality system* including peer reviews and in addition an appropriate audit system for achieving the right level of quality and accountability.

This could be achieved via the Total Quality Management System, which is used by many police organisations and educational establishments throughout Europe. An annual report can serve as a basis for peer reviews by an appropriate audit committee.

2.3 The views of the Member States

Eleven delegations in the Governing Board, **Austria, Denmark, Finland, France, Germany, Greece, Ireland, the Netherlands, Portugal, Sweden and the United Kingdom** are of the opinion that the most effective and efficient approach for CEPOL at this time is the continuation of the existing network of National Police Training Institutes, but, with legal personality and a permanent seat for the Secretariat.

In the opinion of these countries this solution has advantages so far as costs are concerned, as the network already exists and need no further commitment in terms of building or staff apart from the secretariat (which is common to both options). There is also the prospect of a more effective flow of ideas and people across the network. The network also allows greater flexibility and addresses one of the main issues –that of language and the ability of the network to implement CEPOL designed courses according to local need and language should not be underestimated.

Finally, the network can deal with significantly more students and avoids the prospect of conflict with a central academy.

The essential factor is the creation of CEPOL as a EU Body with legal personality and with a Governing Board that will bear responsibility for the way CEPOL is organised and operates. Directors of the National Training Institutes will continue to form the Board.

The Governing Board has to take decisions about the annual programme and the budget. A appropriate resourced Secretariat, supporting the Governing Board, is fundamental for the network to function properly.

- a) Belgium, Luxembourg and Spain are in favour of a European Police Academy with legal personality. This means a formal Academy with legal personality located in one place in Europe, with a Management Board which should combine an egalitarian participation of the Member States with members drawn from the current Governing Board, the national police services or the ministerial level. The academy will have sole responsibility for developing CEPOL's objectives, and will be a separate building from the existing National Training Institutes. It will be the representative corner-stone of senior police training in Europe; venue of the Management Board meetings (in the near future, with the new constitution, there will be no more rotating presidencies); seat of a very executive permanent Secretariat; with the curriculum of a limited number of very important flagship courses; with the necessary and appropriate administrative staff both for the Secretariat and the Academy; with neither permanent nor part-time trainers in its staff, but making use of the right trainers from the national training centres for concrete courses and activities, and with most courses organised in the various National Training Institutes. The Director of the Academy shall be accountable to the Management Board with respect to the performance of its duties.

To ensure efficiency, it could be valuable, in the opinion of these countries, to foresee a "development unit" (as it was done for Europol). This unit could be in charge of the conception, the preparation and implementation of aspects linked to the budget, the location, the personnel and the organisation. That approach would give better chances to the organisation to be functional from the beginning. Secondly it would allow the administrative Secretariat to go on with its fundamental missions being burdened by logistics and organisational matters.

In addition to the advantages of the network with legal personality a European Academy also creates an awareness of common European efforts in the field of training and the possibility of giving the flagship courses. Most courses would continue being given in the National Training Institutes. The budgetary costs will be similar to the establishment of the strong permanent Secretariat. There is no need to have a trainers staff, which saves a lot on the personnel costs.

- b) **Italy** is in favour of a Central Academy with legal personality located in one place in Europe. Although with different views concerning the establishment of the Secretariat, the teaching staff and the creation of decentralised thematic or geographic poles, which highly desirable, Italy agrees with the position expressed by Belgium, Luxembourg and Spain.

III CONCLUSIONS AND RECOMMENDATIONS

In conclusion, taking into account the last three year's experience and the above mentioned opinions and views of Member States about the two main options, 11 Members of **the Governing Board agree** with a CEPOL-structure, at this stage, based on the following components as the most practical and effective next step in the ongoing process of developing CEPOL:

- a network with legal personality;
- a Governing Board (consisting of representatives of the network) that will bear responsibility for the way CEPOL is organised and operates;
- an appropriately resourced Secretariat to support the GB;

- a permanent seat to accommodate the Secretariat and with the facilities to provide some of the CEPOL-activities.

It is also supporting the basic idea that the starting point for police training co-operation should be the National Training Institutes.

Three (3) Members of the Governing Board (Belgium, Luxembourg and Spain) prefer the establishment of a central European Academy, involving the various National Training Institutes.

Italy confirms its preference for an Academy but is prepared for the time being to support a network of the National Training Institutes.

It is possible that the Governing Board could commission a specific study about this issue taking into account the state of the art of police co-operation in the European Union.

Unanimous the Governing Board, with consideration of all aspects presented above and with a view to enabling CEPOL to fully fulfil its role as a European Union Body, recommends the Council:

- to attribute legal personality to CEPOL;
- to endorse the governance structure, as proposed:
 - 1) a Governing Board, consisting of Directors of National Training Institutes,
 - 2) an appropriate resourced Secretariat and
 - 3) a permanent seat to establish the Secretariat to endorse the educational strategy as outlined.

With a majority of 12 votes (Austria, Denmark, Finland, France, Germany, Greece, Ireland, Italy, the Netherlands, Portugal, Sweden and the United Kingdom) the Governing Board proposes;

- to agree on the continuation of CEPOL as a network of National Training Institutes at this stage;
- to invite the Governing Board to develop and present a medium term strategic business plan, at the latest the 1st of January 2005;
- to seek a further consideration of the role and structure of CEPOL at some time in future, based on an evaluation of the medium term business plan.

TABLE OF CONTENTS

Introduction and aims	21
I The CEPOL operations 2001-2003	21
<i>1 The Context of CEPOL</i>	<i>21</i>
1.1 the political landscape	21
1.2 the professional history.....	22
1.3 the Council Decision	23
1.4 the description of the process to realize the CD	24
1.5 the analysis of the Council Decision as starting point for implementing.....	24
<i>2 The process of implementation.....</i>	<i>27</i>
2.1 Realising internal conditions	27
2.2 Developing a common vision and culture	29
2.3 CEPOL proposals to the Council and decisions of the Council	30
2.4 CEPOL strategy document	31
2.5 Partnerships	34
2.6 Looking back	34
<i>3 Article 7 Council Decision-actions achieved by CEPOL.....</i>	<i>35</i>
3.1 Training sessions provided	35
3.2 Co-operation with candidate countries	48
3.3 Management of Learning	53
3.4 Research and Science	58
3.5 Looking back	60
<i>4 Three year experience in conclusion.....</i>	<i>63</i>
4.1 Results achieved by CEPOL	63
4.2 Issues to be dealt with.....	66

II	The future of CEPOL.....	68
1	<i>Short term approach</i>	<i>68</i>
2	<i>Considerations of the Governing Board about CEPOL's future</i>	<i>68</i>
Introduction		
2.1	<i>The educational strategy of CEPOL</i>	<i>71</i>
2.1.1	The objectives and tasks	71
2.1.2	The educational approach	71
2.1.3	The knowledge function.....	77
2.1.4	The co-operation with other –EU- bodies.....	80
2.2	<i>Structure, governance and accountability of CEPOL.....</i>	<i>81</i>
2.2.1	the legal personality and governance	82
2.2.2	the position of CEPOL	84
2.2.3	the quality system	84
2.3	<i>the views of the Member States with regard to the future of CEPOL</i>	<i>85</i>
III	Conclusions and Recommendations of the Governing Board.....	88



Introduction and aims

Point 7 of the ‘preamble’ of the Council Decision of 22 December 2000, establishing a European Police College, states: ‘it is necessary that this Decision be reviewed after a three-year period in order to decide on an extension of CEPOL’s tasks, and on modifications to its institutional structure’.

This is further emphasised in article 9 of the Council Decision, saying: ‘at the latest during the third year after this Decision takes effect, the Governing Board shall submit to the Council a report on the operation and future of the network¹, in accordance with the conclusion of the Tampere European Council.

This report of the Governing Board is the fulfilment of this task.

The aims of this report are:

- a) to give the Council an insight into the operational and administrative actions implemented by CEPOL to achieve the aim and the objectives of CEPOL, according to the Council Decision;
- b) to present a vision and recommendations to the Council about the future of CEPOL, based on experiences to date and the professional vision of effective vocational education and training of senior police officers.

I THE CEPOL OPERATIONS

1 The Context of CEPOL

1.1 the political landscape

Over the years the political conviction has grown that co-operation within the third pillar had to be enhanced. This conviction derives from the Maastricht Treaty (1991), the Europol Convention (1995) based on article K3 of the Treaty of the European Union, the Amsterdam Treaty (1997) and finally the conclusions of the Tampere Summit of the European Council in October 1999.

¹ Network of the National Training Institutes (preamble (2); art. 1 CD).

Point 47 of the Tampere's conclusions stated explicitly *that a European Police College for the training of senior law enforcement officials should be established. It should start as a network of existing national training institutes¹. It should also be open to the authorities of candidate countries.*

As a result of this conclusion, on 22 December 2000 the Council took the decision to establish a European Police College (CEPOL) from 1 January 2001.

Article 9 of this Council Decision (2000/820/JHA) stipulates that at the latest during the third year, the governing board of CEPOL has to submit to the Council a report on the operation and future of the network, in accordance with the conclusions of the Tampere European Council.

1.2 the professional history

During TREVI times the heads of training of the Member States started annual conferences in order to exchange opinions and experiences on police training and to discuss possibilities for closer co-operation and they have continued up to now. In January 1996 the Association of European Police Colleges (AEPC) was officially established. AEPC was set up on the basis of a Memorandum of Understanding between the National Police Colleges of the Member States; it has no legal status and is not an EU body.

To establish relationship with the Central Eastern European Countries the Middle European Police Academy (MEPA) was set up in 1992 based on an initiative by Austria and Hungary. National police training institutes from eight Middle European countries are member of the MEPA. This academy was formalised by a protocol signed by the Ministers of the Interior of these eight countries in May 2001.

Also in the first half of the nineties the Nordic Baltic Police Academy (NBPA) was established by Denmark, Finland, Norway, Sweden and the three Baltic States. Its aim is to assist the Baltic countries to develop and enhance their police training.

All these professional developments of the 1990s have contributed substantially to the establishment of CEPOL.

¹ Institutes include Training Departments and Colleges.

1.3 *the Council Decision*

The Council Decision (2000/820/JHA) of 22 December 2000 establishing a European Police College (CEPOL) decided on the Organisation (title I), on the Objectives and Tasks (title II) and gave Other Provisions (title III).

The European Council in Tampere agreed that CEPOL should consist initially of a network of existing national training institutes, without precluding the establishment of a permanent body at a later stage.

A summary of the essentials of the Council Decision is as follows:

- CEPOL shall be headed by a *governing board*, consisting of the directors of the national training institutes for senior police officers. The board shall establish its *rules of procedure*.
- A permanent secretariat, headed by an administrative director, shall be set up for implementing the decisions of the board.
- The *financial regulation* and *annual budget* shall require the approval of the governments of the Member States, meeting within the Council.
- CEPOL's annual programmes, *additional programmes* and *initiatives* shall be submitted to the Council to be taken note of and endorsed.
- CEPOL shall present an *annual report* on its activities to the Council, the European Parliament and the Commission.
- CEPOL's *budget* shall be managed by the secretariat on the basis of a financial regulation.

The *aim* of CEPOL shall be to help train the senior police officers of the Member States and to support and develop a European approach based both on priorities defined by the Council and the concrete learning demands of the senior police officers, to the main problems facing Member states in the fight against crime, crime prevention and maintenance of law and order and security.

In order to achieve its *objectives* CEPOL may undertake a number of particular actions, listed in art. 6.2 of the Council Decision.

CEPOL shall *establish relations* with the national institutes of applicant countries with which the EU is conducting accession negotiations as well as those of Iceland and Norway. CEPOL shall also co-operate with the NBPA, the MEPA and other relevant institutions.

1.4 the description of the process to achieve the Council Decision

In December 1999, following the conclusions of the Tampere European Council the presidency presented a document to the Article 36 Committee (CATS 37 – 14030/99) outlining the way forward and launching a preliminary study to be completed by the end of February 2000.

The Member States had already decided under the Finnish Presidency in December 1999 that the General Secretariat of the Council should draft a first preliminary study, undertaken within six weeks by an expert of the Secretariat. This expert, Dietrich Neumann, would collect the views of the relevant officials and experts on how each Member State saw the different options available. His report was presented in document Cats 14 – Enfopol 15 (6391/00) on 22 February 2000 to the Member States.

As a consequence of the conclusions drawn by the Member States on the basis of the Neumann report, the Portuguese Presidency submitted an initiative (OJ C 206, 19.7.2000, p.3).

The following French Presidency conducted preparatory work together with the General Secretariat of the Council resulting in the Council Decision of 22nd of December 2000.

1.5 the analysis of the Council Decision as starting points for implementing

The content of the Council Decision was the guiding principle for the first governing board meeting under the Swedish Presidency in the first half of 2001.

Besides realising a number of internal conditions, as mentioned in chapter II of this report, the board discussed the need for a first annual training programme to be put into immediate effect in 2001. The board strongly supported the idea that CEPOL should start with its training activities as soon as possible in order to comply with the spirit and the texts of the Tampere European Council conclusions.

At the end of June 2001 the board presented its rules of procedure, the financial regulation, the annual programme for 2001 and the budget for 2001 to the Council.

In December 2001, with the support of the friends of the Presidency and the Belgian chair of the governing board, the governments of the Member States, meeting within the Council, approved the financial regulation, the 2002 budget and the annual programme for 2002.

In the absence of an approved budget for 2001, it was decided by the Council that the member colleges of CEPOL should bear their own organisational costs for the courses organised in 2001 and for attending the board meetings.

Though the Council Decision gave workable directives for developing training activities, CEPOL was seriously hampered in its organisational functioning due to the absence of legal status. Member States had expressed that CEPOL because of its network construction did not need legal personality.

During the Spanish presidency further steps on the road to full establishment of CEPOL have been taken, such as to set up criteria for the appointment of the Provisional Administrative Director (PAD), and to fulfil this appointment

In January 2002, the article 36 Committee, recognising that a provisional solution had to be found decided to set up a secretariat in a provisional location in a Member State not bidding for the seat of the permanent secretariat.

The Danish government offered to host CEPOL's secretariat temporarily and to act in law on behalf of CEPOL and its secretariat. To that end, a Memorandum of Understanding was signed by the Spanish chair on behalf of the Governing Board of CEPOL and the Danish National Commissioner of Police on 27 February 2002.

Following the preparation of more detailed arrangements with the Danish authorities, the temporary secretariat with two provisional financial staff members was finally established in August 2002 in an office building in the town of Glostrup, 12 km outside of Copenhagen.

The next step under Spanish presidency was the achievement of the Annual Programme and, Budget 2002 and the Annual Report 2001, giving the starting point for the ordinary stage of CEPOL.

During the Danish Presidency CEPOL's Secretariat came into operation. The Secretariat had from start two full time and one part time functions.

During the first half of 2002 the Governing Board decided to appoint a group, the Co-ordination Group on Strategy (CGoS), with the task to present a strategy for the future programme and work of CEPOL.

During the second half of 2002 the group presented a first draft on a strategy document “Developing CEPOL’s Annual Programme”. The Board endorsed the basic principles of the document and proposed a number of suggestions to be taken into consideration by the Group. The proposals of the Management of Learning Committee regarding common standards for the quality of the learning activities and the report for the continued development of the electronic network were also agreed and approved by the Board.

The Board decided at its meeting in Copenhagen that the Co-ordination Group on Strategy should be responsible for the preparatory work of the Report on the operation and future of the network, the 3 year evaluation report.

During the Danish presidency the first contacts were established with the EU Crime Prevention Network (EUCPN) and the Crime Prevention Council extended an invitation for co-operation between the two networks.

During the Greece presidency the booklet Q 13 was edited and disseminated and seminars for national course developers and trainers on the common quality standards were agreed. After ample discussions the Board decided unanimously on the final text of the strategy document “Developing CEPOL’s Annual programme”.

The 2002 Annual Report, the 2004 Annual Programme and the 2004 budget were unanimously approved by the Board and respectively sent to the Parliament and the Commission, to the Council and to the Governments of the Member States meeting within the Council.

After a conference in Prague with the candidate countries at the end of April 2003, the Candidate Countries Committee presented a coherent policy for involving the acceding countries in CEPOL’s working structures. These countries were consequently and in line with the official EU policy invited to attend the Board meetings as observer at their own costs as from September 2003 and to attend as observer committee meetings at their preference.

The preparatory work on the report of the operation and the future of the network led to draft texts, which were extensively discussed by the Board. The national delegations in the Board were invited to express their views on the future of the network and to indicate which of the three proposed models was preferred.

During the Italian presidency New Member States participated as observers for the first time in both Governing Boards meeting held in Rome in September and December.

During the Italian presidency the Three Year Report on the Operation and Future of the Network (art. 9 CD) and the Decision Document based on this Report were approved by the second Governing Board meeting in December and send to the Council for consideration and action.

During the same Governing Board meeting the Rules of Procedure for the Committees were also endorsed.

2 The process of implementation

2.1 Realising internal conditions

The following actions have been undertaken to build a framework of internal CEPOL conditions to implement the Council Decision.

* Administrative director and secretariat

After the endorsement by the Council of the provisional management solution for CEPOL the Governing Board established provisional job descriptions for the administrative director and the other staff members of the secretariat.

Thereafter the member colleges were asked to nominate candidates for the function of administrative director. The Troika mandated to assess nominated candidates, recommended that the Board appoints Mr. Ulf Göransson, former director of the Swedish National Police College, in this position.

The Board appointed him from 1 May 2002 as the administrative director of the permanent secretariat for the period during which the permanent secretariat is provisionally established in Denmark.

In accordance with a Memorandum of Understanding between the Governing Board and the Danish National Commissioner of Police, the secretariat was provisionally provided with a part time accounting officer, a part time financial controller and a part time administrative staff member by the Commissioner. They started their work in August 2002.

From 1 September 2002 a senior official from the Netherlands and from the end of 2002 an official from the UK were seconded to the secretariat part-time to assist the administrative director

All members of the secretariat are seconded and Member States paying the remuneration are reimbursed for the costs incurred.

The Danish Commissioner provided the secretariat with a furnished office in a private office building in the town Glostrup in August 2002. The necessary technical and ICT equipment and facilities were gradually made available in the last months of 2002 and the first half year of 2003.

* Legal conditions and seat

Article 1 of the Council Decision states that, without prejudice to the future development recommended in art. 9, CEPOL shall be set up as a network by bringing together the national training institutes for senior police officers in the Member States.

At that moment Member States were not in favour to give CEPOL legal status.

According to article 4 of the Council decision, the Council itself shall decide on the location of the permanent secretariat's seat. The Council has not yet decided on the location of the seat.

Instead, the Council endorsed the Provisional management solution for CEPOL (Enfopol 31, 6603/02) in February 2002, whereby Denmark is temporarily hosting CEPOL's secretariat and willing to act in law on behalf of CEPOL and its secretariat.

* Founding the committees

In June 2001, the Board decided to establish five permanent Committees of the Governing Board in order to facilitate the work to be done to implement the Council Decision. Only voting members of the Governing Board were appointed as member of one of the Committees.

- *Finance and Budget*
Presidency (chair), Germany, Italy, previous and incoming presidencies
- *Co-operation with the Candidate Countries*
France (chair), Belgium, Greece and Italy
- *Annual Programme*
UK (chair), Denmark, France, Germany, Spain and the presidency
- *Management of Learning*
The Netherlands (chair), Finland, Portugal and UK
- *Research and Best Practice*
Sweden (chair, from July 2002 Austria), Austria, Ireland and Spain

2.2 *Developing a common vision and culture*

It goes without saying that important issues to be dealt with are the development of a common vision of the aims of CEPOL and stimulation of a common professional culture. For these reasons three seminars, co-funded by OISIN, in Rome and Stockholm, were organised under the Swedish presidency and in co-operation with Italy.¹

During these so-called ‘Rome’ seminars voting members of the Governing Boards, other representatives and experts of the participating Colleges discussed and shared experiences and views on implementation of the CEPOL aims as decided by the Council: for example how to set up an annual programme, priorities such as civil-crisis management, working language, educational concept and learning methods, communication procedures, target groups, co-operation with universities, budget, and co-operation with candidate countries.

¹ More detailed information in the Annual Report 2001.

This approach has achieved professional unanimity about important issues, such as

- the elements of CEPOL's structure in terms of procedures, financial regulation, and establishing preparatory committees;
- setting up the elements of the Annual Programmes, harmonization, training trainers and the starting points of the electronic network;
- the elements of a vision on learning, learning methods and common standards.

2.3 CEPOL proposals to the Council and decisions of the Council

The following documents have been sent to the Council or to the Governments of the Member States meeting within the Council:

- Rules of Procedure of the Governing Board, document SN 2592/01: to the Council for information;
- Document concerning the legal personality: no decision taken by the Council;
- The 2001 annual programme: endorsed by the Council, November the 16th.
- The first draft document about Financial Regulation for CEPOL: not approved by the Governments of the Member States
- *The 2001 budget*: not approved by the Governments of the Member States;
- *Revised Financial Regulation*, Enfopol 111 (12599/01), Enfopol 112 (12602/01) and Enfopol 122 (13621/01): approved by the Governments of the Member States;
- *The 2002 annual programme*, Enfopol 114 (12871/01): endorsed by the Council;
- *The 2002 budget*, Enfopol 115 (12871/01), Enfopol 123 (13623/01) and Enfopol 123 Cor 1 (13623/01): approved by the Governments of the Member States;
- *Document by the presidency* concerning "Provisional management solution for the European Police College (CEPOL), Enfopol 31 (6603/02): endorsed by the Council;
- *The annual report 2001* of CEPOL's activities, Enfopol 77 (9420/02): to the Council, the European parliament and the Commission for information
- *The 2003 annual programme*, Enfopol 76 (9419/02): endorsed by the Council;
- *The 2003 budget*, Enfopol 79 (9439/02): approved by the Governments of the Member States;
- *The annual report 2002 of CEPOL's activities*, Enfopol 46 (10010/03);
- *The 2004 annual programme*, Enfopol 48 (10149/03);
- *The 2004 budget*, Enfopol 47 ();
- *The Three Year Report and Decision Document*.

2.4 *CEPOL strategy document*

As stated already, the strategy of the Governing Board was aimed, in the first instance, at the development of

1. internal procedures and regulations
2. a joint approach and culture of co-operation and
3. courses and seminars and their organisational form.

In consequence, a great deal of attention has been paid to substantive, operational activities such as courses and learning activities.

With respect to the training sessions provided, the content aimed to satisfy both the ‘demands’ of the Council and those of the professionals.

At the same time, the aforementioned Stockholm seminar ‘Management of Learning’ meant that a start was made on developing a joint educational vision.

The GB was of the opinion that high priority should be given to a common European standard regarding police vocational education and training, not only with a view to improving quality, but also in view of the Council Decision (art. 7a).

Based on the results of this Stockholm-seminar, the Management of Learning Committee developed a draft educational vision, which it presented to the GB for a decision during the February 2001 meeting in Madrid.

In addition to this educational vision the Governing Board decided to develop a more coherent and future-oriented vision and strategy for making CEPOL’s objectives and activities more explicit. To this end, the Co-ordination Group on Strategy has been setting up during the Spanish presidency in May 2002.

This group was charged with

1. developing and updating a strategic vision for CEPOL
2. co-ordinating the various operational activities proposed by the committees to achieve this vision
3. making sure that the process of preparing a draft Report on operation and future of the network was formulated.

The composition of the group, chaired by the chair of the Management of Learning Committee, reflected this task, on the understanding that only 'voting members of the GB' took part as members, namely

- a) the chairs of 4 of the existing committees (Austria, France, Netherlands and United Kingdom);
- b) the deputy chair of the Budget Committee (Germany)
- c) in addition, the current and incoming presidencies and Italy.

During 2003 all voting members have a 'standing invitation' to participate.

During the summer of 2002, the Co-ordination Group on Strategy developed a draft vision and strategy - COOPERATION FOR QUALITY

This strategy-paper consists of two parts,

- a strategic vision for CEPOL and
- an action plan with activities for achieving the vision, strongly related to art. 7 of the Council Decision.

The document was submitted to the GB in September 2002 (Copenhagen). The GB adopted the document after due modification as the formal CEPOL strategy. The document obviously serves as a 'living' document, in the sense that it can be updated regularly on the basis of evaluations and experience.

The strategic CEPOL vision

the strategic keyword is *harmonization*; that is to say harmonization of substantive educational and training sessions and also harmonization of the educational standards to do so.

In many domains of the European Union harmonizing is a central theme.

There seems to be a tendency to agree with the view that policing and co-operation in cross border areas should be harmonized.

Nevertheless, within the European arena for police education the question - to what extent do we want to harmonize - still has to be answered.

Following the proposals of the MoLC, the Governing Board decided that harmonization should be based on such starting points as the principle of subsidiarity, the supporting role of CEPOL to National Colleges, the balance between common standards on the one hand and pluralism of cultures and systems on the other hand.

A harmonized European space of police education is and has to be built on a common basis taking into account the diversity. This common basis must be an analysis of the European context able to give a well-founded answer to the what-question and the common educational standards to do so as well.

Moreover, the GB is convinced that harmonizing in the field of police education should not be orchestrated bottom up due to the complex and different situations in the Member States. It cannot be the most effective approach, it will cost a lot of energy and the outcome is uncertain. Making progress in harmonizing needs an approach starting at the 'European' level. At the same time it is possible for CEPOL to make use of its diversity, which means richness.

To date, the annual programme of CEPOL consists of contributions originally initiated and made by individual police colleges of the member states; each having roots in one of the member states. So the contributions to the annual programme reflect educational structure, history and culture of the different member states.

At the beginning of 2003, in the Co-ordination Group on Strategy, a discussion was held on the extent to which the various activities need to be implemented for optimum achievement of the objectives.¹

It implied a certain shift from the dominant attention of providing courses into a more balanced approach of all art. 7 actions, especially the actions that are most likely to have a beneficial effect on the way European-wide policing issues are dealt with.

By way of illustration, reference is made to a shift in the number of courses offered by CEPOL itself towards facilitating and standardising (in conformity with the CEPOL standards) educational activities in national training institutes. Examples of this are the development of a *Europol module*, which will be completed in the autumn of 2003 or beginning 2004, and the development of *harmonizing European training sessions* in connection with cross-border co-operation.

¹ Developing the CEPOL Annual Programme, is attached.

2.5 Partnerships

With reference to art. 8 of the Council Decision, CEPOL realised a number of co-operation activities with all National Police Training Institutes of the European Union and the new Member States as well. The same relation has been achieved with respect to the AEPC, the MEPA and the NBPA. Many representatives of Norway and Iceland participated in training sessions.

The Candidate Countries Committee achieved results into that direction as mentioned in paragraph IIIb.

A specific aspect concerns the relation with Europol. A representative of Europol participated in the GB-meetings as observer and more and more Europol is participating in preparation of training sessions and experts in the field of organised crime are available.

During the meeting of the Task force of Chiefs of Police meeting in Rome considerable attention has been paid to the co-operation between Europol and CEPOL.

2.6 Looking back

The first stage of the CEPOL's institutional conditions can be considered positive: a common strategy has been established, substantial and procedural rules have been established, the budget system is on the way to be refined and a certain CEPOL awareness is now affirmed in Europe.

These results have been achieved notwithstanding a main difficulty, the lack of legal personality caused a long time to set up the conditions necessary to bring CEPOL into operation. Based on the experiences so far, it is necessary in future to grant CEPOL legal personality and not to leave it dependent on the Member State definitively hosting CEPOL's permanent secretariat.

Borrowing legal personality from a third party will in practice decelerate and complicate the process of decisive action.

The same problems regarding the provisional seat and the appointment of the Administrative Director and staff members were apparent. These conditions were achieved on a provisional basis in mid-2002, after a period of a year-and-a-half.

Thus the 3-year existence of CEPOL divides into two separate stages: establishing CEPOL from inception to mid 2002, and a stage of operation, starting during the second half of 2002.

The approaches to stimulate a common vision and culture and to build up a European network of senior police officers have been important and have been the first step on the road to a professional culture.

In a general sense, it must be pointed out that the mobilisation of sufficient resources to assist in achieving all these ambitions is not a minor issue.

3 Article 7 actions achieved by CEPOL

3.1 Training sessions provided

The annual programmes of CEPOL¹ are prepared by the Annual Programme Committee, chaired by the UK.

Training sessions provided 2001

The Annual Programme 2001 aimed at organising several activities and courses under the umbrella of CEPOL in the year 2001. In writing the programme, the Governing Board duly took into consideration the priorities given by the CATS meeting on 19th and 20th July 2001. During its meeting on 14th September 2001, the Board adopted unanimously the Working Programme 2001.

In spite of the lack of budget CEPOL was able to achieve a number of training sessions. A short overview follows of these training sessions provided in 2001. More detailed information has been presented in the Annual Report 2001.

1 Civilian Crisis Management

The objective of the course was to create the conditions needed for efficient and effective use of the police forces (global capacity-integrated units). It is important to notice that the preparation and providing of this training session have been the responsibility of a specific steering group and have been a first example of a real 'European' approach, in this sense that an analyse was made on the common European level and the design was not based on as exclusive approach of one of the member states.

The course was hosted by Germany and the 19 participants came from 11 Member States.

¹ The Annual Programmes and Annual Reports have been submitted to the Council.

2 Border Control

The objective of the course was to organise training on border control for the EU member states, Iceland, Norway and the candidate countries, with particular emphasis on technical execution of the control of individuals at the external borders, based on European tools, with attention to particular phenomena such as illegal immigration and trafficking in human beings.

There were 23 participants, 13 from the Member States and 10 from other and candidate countries. The course was hosted by Belgium.

3 Community Policing

The objective of the course was to confront the experiences of the various European countries with regard to Community Policing (recruiting – training – execution) in order to achieve mutual enrichment.

The course was hosted by France and there were 45 participants coming from the 15 Member states and 12 candidate countries (one from each country).

4 New trends and lessons learned in commanding policing riots and serious public order disturbances

The objectives were:

- to enable the participants to increase their personal level of leadership in large scale police operations;
- to facilitate learning within the scope of maintaining public order;
- to provide a platform for more permanent and structured exchange of good practices in the field of public order policing.

There were 17 participants from 14 European countries: Belgium, Denmark, Finland, France, Greece, Iceland, Italy, the Netherlands, Norway, Portugal, Spain, Sweden and the U.K and the course was hosted by The Netherlands.

5 Crime Control

The objectives of the course were

- to know and discuss the background of the developments in the E. U. and Central and Eastern Europe;
- the challenges of international co-operation in crime control;

- knowledge of European police co-operation tools;
- knowledge of national police institutions and European legal system.

There were 16 participants coming from Belgium, Bulgaria, the Czech Republic, Cyprus, Denmark, Estonia, Finland, Germany, Hungary, Ireland, Latvia, Lithuania, the Netherlands, Slovenia, Sweden and the U.K. The course was hosted by Germany.

6 Knowledge of the National Police Systems and language skills

The contents of the course included

- Knowledge of policing topics, including the structure and organization of the national police forces, the national legal systems, policing initiatives, crime trends, investigation of special crime and terrorism, and co-operation between the EU Member States.
- Language development: to improve oral and aural language skills (including fluency and pronunciation), and to acquire specialised police vocabulary.

The course was provided in three countries, Spain, Germany and France.

7 Legal Challenges linked with the Internet

The objectives of the course were to inform the delegates about the significance of the Internet for police work and acquire an overview of the particular legal background and challenges when countering crime committed in this area.

The course was hosted by Germany and there were 30 participants, 15 from Germany, and the other 15 from E.U. Member States.

8 Master Class “Mediation and conflict resolution as tool in local oriented policing”

The objectives of the master class were:

- to provide the participants with information on the possibilities and limitations of mediation and conflict resolution as tools in policing;
- to exchange experiences regarding the use of mediation for and within the police and
- to assess the possibilities and limitations of the use of mediation related to policing within the countries of the participants.

The master class was hosted by The Netherlands and there were 13 participants, coming from 9 Member States and Norway: Belgium, France, Finland, Germany, Greece, Ireland, Italy, the Netherlands and the UK.

Training sessions provided 2002

The Annual Programme 2002 reflected more priorities which have been set up by the Council, taking into account the opinion of chiefs of police on both European and national levels.

1 Civilian Aspects of Crisis Management

Four courses were conducted in Spain, France, Denmark and Italy

The objectives of all four courses were to create the conditions for the effective and efficient use of the EU Police Contingent by appropriate leadership; to prepare for key positions; to know the political and legal frame work, and to develop management, communication and negotiation skills.

- a) Spain: Number of participants: 20 from the Member States.
- b) France: Number of participants: 19 from the Member States
- c) Denmark: Number of participants: 20 from the Member States.
- d) Italy: Number of participants: 20 from the Member States

Steered by a specific preparatory group and based on a three weeks training module, these civil crisis management course has initiated a concrete and comprehensive European approach in this new field of European involvement.

2 Public order and crowd control

The objectives of the course were to develop public order policing from a democratic perspective, based on human rights; to develop an integrated approach to public order policing, community policing and crowd management.

Number of participants: 20 from the Member States. The course was hosted by France.

3 Handling sport violence

The objectives of the course were to share experiences and good practice. To analyse problems related to violence prevention. To establish control and investigation procedures for detecting financial activities. To draft a report to disseminate effective approaches and guidelines for the prevention and reduction of crowd violence at sport events. To progress the intelligence and information initiatives related to the Police Permanent Information Network.

Number of participants: 22 from the Member States. The course was hosted by Spain.

4 Anti-terrorism

The objectives of the courses were to analyse the phenomena of international terrorism and its wider international relationships with other phenomena; to estimate the potential threat and discuss prevention and reduction strategies. The courses were hosted by

- a) Spain.: Number of participants: 27
- b) Germany: The second, planned for 1 – 5 July in Germany was cancelled.
- c) France: Number of participants: 18 from the Member States

5 International Co-operation in Crime Control

The objectives of the course were to explore the challenges involved in international co-operation in crime control, at political, tactical and strategic levels; to understand European police co-operation tools; to understand national police institutions and European systems of justice. The course was hosted by Germany and the number of participants: 21 of which 4 were from the Candidate Countries.

6 Border Control

Two courses were planned in Spain and France. Both were cancelled.

7 Trafficking in Human Beings and Illegal Immigration

The overall objectives of the course were to analyse the dimensions of illegal migration and trafficking in human beings; to develop future-oriented preventive and reduction strategies and counter measures and exchange experience in these fields. The course was hosted by Germany. Number of participants: 32 of which 6 were from the Candidate Countries.

8 Community Policing

The overall objectives of the two courses were to understand the essentials of community policing and mediation; to formulate plans and strategies for future developments and policy implementation in their own police service; to mediate in conflict situation.

- a) France: 45 participants, of which 12 came from the Candidate Countries
- b) The Netherlands: 33 participants. 8 came from the Candidate Countries.

9 Human Rights Challenging Ethics and Combating Racism

The overall objectives of the course were to examine the essentials of police ethics, human rights and combating racism; to understand the challenges of policing a multi-cultural society; to reflect on the universal and European legal instruments and their enforcing mechanism; to identify the significance and relation between police work and human rights, ethics and combating racism and their application in daily practical police work; to evaluate the situation in their own country; to evaluate the use of different policy instruments including training; to formulate plans for future developments and policy implementations in their own police service. The course was hosted by The Netherlands.

Number of participants: 15 of which 4 were from the Candidate Countries

10 Financial Crime

The overall objectives of the course were to develop effective legal and operational approaches to countering money laundering; to improve relationships and communication between police officers working in the same field. The course was hosted by Italy.

Number of participants: 12 from the Member States.

11 Knowledge of Police Systems (in English)

The overall objectives of the course were to provide an understanding of the host country's police system within the European context; to deepen mutual understanding in an international forum of various police cultures; to broaden police terminology within the host country; to improve language skills. The course was hosted by Ireland.

Number of participants: 20 of which 6 were from the Candidate Countries

12 Knowledge of Police Systems (in Spanish)

This course was planned to take place in Spain but was postponed to May 2003.

13 Facilitating individual and organisational learning.

Two courses were conducted in this field, one in 2001 and one in 2002.

The overall objectives of the courses were to understand important issues in their organisation related to the application of knowledge and learning; to analyse their own situation, chart obstacles and outline the desired educational innovations and additional policy; to develop competencies geared towards individual and organisational learning conditions and acquire initial experience in constructing scenarios in this area; to create an international network of experts and colleagues; to update knowledge of the Internet and make use of back-up communication software; to become acquainted with and link with an educational expert who available in the years ahead for electronic consultation. The course was hosted by The Netherlands.

Number of participants: 7 of which 3 came from the Candidate Countries.

14 High Ranking Senior Police Officers Course (TOPSPOC)

The overall objectives of the course were to build a European network of senior police officers with knowledge about their own police, police organisations and police work, who will work together to develop police co-operation in Europe and implement knowledge about regulations and law in the countries and at European level; to produce a reference guide containing relevant expertise that could be used in training, including a description of strategies for development, organisation and working methods.

a) The Netherlands.

The first session of this training course was held 22 – 26 September 2002.

Number of participants: 27 of which 7 were from the Candidate Countries

b) France.

The second session of this training course was held 2 – 6 December 2002.

Number of participants: 23; 13 Member States, 5 Candidate Countries and Norway were represented.

The third and fourth sessions will be provided in 2003 in the UK and Sweden.

Training sessions provided 2003

The Annual Programme 2003 reflected a first step on the road to a more balanced approach of the art. 7 actions, taking into account the priorities set up by the Council and the art. 36 Committees.

Part A of the Annual Programme reflected the actions undertaken by the Committees, as presented in this chapter, paragraphs 3.2, 3.3 and 3.4.

Part B concerned the training sessions achieved.

1 Anti-terrorism and Management of Information

The objective of the course was that delegates should be able to analyse the phenomena of international, especially religiously motivated terrorism and its international relations, to assess the potential threat and to discuss preventive and repressive control strategies.

The course was led by France, Italy and Spain and the number of participants 66.

2 Anti-terrorism: detection of falsified documents

The objectives of the course were to enable the senior officers (mentioned in the target group) to improve the detection of forged and falsified identity documents by using standard strategic principles, detection techniques in the fight against terrorism.

To transfer the necessary knowledge about detection techniques to the trainers who are active in the field of anti-terrorism.

Two courses were presented by Portugal and the number of participants was 56.

3 Police commander course. Civil aspects of Crisis Management

The objectives were to create the conditions needed for efficient and effective use of the EU police contingent by appropriate leadership, the preparation for key positions within multinational police headquarters, knowing the political and legal framework in the field of non-military crisis management and development of management, communication and negotiation skills.

The course was led by Austria, Denmark, France, Spain, Sweden and Germany; the number of participants was 39 (excluding the courses led by Portugal and the UK).

4 Trafficking in Human beings: control of immigration

The objective was to enable participants to deal with practical challenges and strategic and tactical answers to illegal immigration and human trafficking.

The course was led by Germany; the number of participants was 22. The courses led by Spain and Greece were cancelled.

5 Border control

The objective was to develop effective border control methods based on European tools and with attention to particular phenomena such as illegal immigration and trafficking in human beings.

The course was led by Italy and the number of participants was 17.

For the training courses **6, 7, 8** and **9**: see below. Co-operation with Candidate Countries, p. 51.

10 Human Rights and Police

The objective was that participants will have

- more actual and professional knowledge about European and universal law in the field of human rights;
- raised their skills in using instruments to map the level of dealing with human rights in their own organisation;
- more insight into the practical usefulness of particular scientific knowledge;
- a broader view into European and global developments in the area;
- more insight in the quality of their own thinking;
- thought about how to innovate their own organisation in this field and learned about the quality of their own ideas by discussing them with colleagues;
- examined the essentials of police ethics, human rights and combating racism
- understanding of the challenges of policing a multicultural society;
- reflected on the universal and European legal instruments and their enforcing mechanism;
- identified the significance and relation between police work and human rights, ethics and combating racism and their application in daily practical police work;
- Evaluated the situation in their own country;
- Evaluated the use of different policy instruments including training;
- Formulated plans for future developments and policy implementations in their own police service.

The intention was to realise sustainable development, not peak experiences with effects that extinguish within three weeks.

The course will be led by Germany and the Netherlands and delivered 15-19 December 2003.

11 Public order and crowd management

The objective was that participants will have:

- More actual and professional knowledge in the central topic of the meeting;
- More knowledge about the results of the evaluation of recent events;
- More insight into the practical usefulness of particular scientific knowledge;
- A broader view into European developments in the area;
- More insight in the quality of their own thinking;
- Skilled in the use of scenarios.

The intention is to realise sustainable development, not peak experiences with effects that extinguish within three weeks.

The course was led by France and the Netherlands and the number of participants was 25. (Information of the Netherlands is not available yet).

12 Sport violence

The objective was

- to share experiences and good practice;
- to analyse the problems related to violence prevention;
- to establish control and investigation procedures for detecting financial activities;
- To analyse the problematic of sports violence;
- To draft a report which will disseminate effective approaches and guidelines for the prevention and reduction of crowd violence at sporting events;
- To progress the intelligence and information initiatives related to the police permanent information network;
- To develop effective operational approaches to countering violence;
- To improve relationships and communications between senior police officers working in the field of crowd management and violence control at sporting events.

The course was led by Portugal.

13 TOPSPOC: high ranking senior police officer courses

The objective was

in co-operation with other senior police officers from the Member States and the Candidate Countries, to analyse relevant future topics and especially issues related to strategic planning and strategic leadership.

The course was led by the Netherlands, France, UK and Sweden. In 2003 the two seminars of the 2002 course have been provided in the UK and Sweden. The number of participants was.

In 2003 the first two seminars of this course have been provided in The Netherlands and France.

The number of participants in the Dutch module was 28. The French module will be delivered 15-19 December 2003.

14 Environmental crime

The objective was to enhance unified policing and investigation criteria, as well as specialised training, information exchanges and cross border co-operation, and European Environmental Law. Analyse most important aggressions against environment, as well as the way to fight them.

Study Environmental Law topics, in order to define and unify concepts.

Study penal offences from different European countries.

The courses were led by Sweden and Spain and the number of participants was 46.

15 Community policing and mediation

The objective , after taking the course, was that the participants are able to:

- describe the essentials of community policing and mediation;
- formulate perspectives for future developments and policy implementations in their own police service;
- mediate in conflict situations.

The course was led by the Netherlands and France and the number of participants was 19.

16 Community policing and strategic planning

The objectives was the invitation of delegates to analyse their current local public order and safety problems, share their know-how on applied strategic and tactical planning based on crime analysis.

After taking the course the participants:

- are up to date on the latest developments on crime analysis
- have cross-national understanding on crime prevention strategies and latest innovations on different tactical responses
- have improved expertise to apply the latest research findings on strategic planning of police activities at local level

The course was led by Finland and the number of participants was 24.

17 Knowledge of police systems (German)

The objectives were:

to provide an understanding of the host country's police system within the European context;
to deepen mutual understanding in an international forum of various police cultures;
to broaden police terminology within the host country.

The course was led by Austria and the number of participants was 17.

18 Knowledge of police systems (French)

The objectives were:

to provide an understanding of the host country's police system within the European context;
to deepen mutual understanding in an international forum of various police cultures;
to broaden police terminology within the host country.

The course was led by France.

19 Knowledge of police systems (English)

The objectives were:

to provide an understanding of the host country's police system within the European context;
to deepen mutual understanding in an international forum of various police cultures;
to broaden police terminology within the host country.

The course was led by Ireland.

20 Cross border co-operation in the field of crime

The objectives was to enable delegates to identify the legal framework of European law for their practical duties and to draw the appropriate conclusions for their day to day work.

European law is increasing gaining in importance for the police services, the prosecution services, and the courts.

The course was led by Germany.

21 Financial crime

The objectives of the course was to enable participants in the field of struggle against economic and financial organized crime, including corruption and money laundering, as well as against its use of instruments such as offshore companies and tax havens.

Dismantling of concealment techniques - a better effectiveness in attacking the financial and economic circuits of financial organized crime.

Establishing and improving co-operation mechanisms to fight economic and financial organized crime.

The course was led by France, Italy and Portugal and the number of participants was 62.

22 Drug related crime

The objectives were to promote a global analysis about organized crime linked to Drugs Traffic, structuring a multidimensional profile of the phenomena;

To make an approach to the management of Police Drug Traffic Squads, looking for a horizon of good practices in a dimension of continuous co-operation among Member States.

To design a common plan of co-operation that sets up the mainstays for European Police

Investigation strategies and techniques, like joint investigation teams or undercover operations.

The course was led by Spain and the number of participants was 51.

23 Leadership and management

The objective was presenting innovative concepts on leadership, staff development and organisational development.

The course was led by Germany.

It has been essential that each Annual Programme contained the activities that were most likely to have a beneficial effect on the way Europe-wide policing issues are dealt with. Value for money has been a vital principle and the Annual Programme has been justified as much as possible as the combined test of effectiveness and cost efficiency. The Annual Programmes were set up in line with the overall Third Pillar policies and strategies in the field of policing and crime fighting.

Finally, the **EU MEDA and CARDS programmes**

The Governing Board has decided on the request of the European Commission that CEPOL should deliver training programmes for twelve Mediterranean Countries (MEDA project) and for five Western Balkan Countries (CARDS project) to render CEPOL's assistance.

Negotiations with the Commission have been started to conclude contracts for the implementation of both training projects, lending legal personality from the Danish National Commissioner. Member States' colleges and the AEPC (based on a Memorandum of Understanding for co-operation between the two organisations) are willing to co-operate to organise the proposed training activities after the signing of the contracts.

First activities in both projects are foreseen to start already in 2003, whilst most activities will be implemented in 2004.

3.2 Co-operation with candidate countries

To deal with the issue of the enlargement of the European Union, as mentioned in article 6, paragraph 3 and art. 7j of the Council Decision, the Governing Board established the Candidate Countries Committee.

The committee, chaired by France, organised two main activities: annual conferences and seminars (or training sessions).

The Committee developed a specific approach to involve and improve the co-operation with the candidate countries and to set up conditions to learn from each other.

Candidate countries: Bulgaria, Czech Republic, Cyprus, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania, Slovak Republic and Slovenia.

After a first meeting with the candidate countries in Stockholm, Sweden in June 2001 the committee has organised **three annual conferences** in:

- Budapest, Hungary in November 2001
- Bratislava, Slovakia in November 2002.
- Prague, Czech Republic in April 2003.

Those conferences mainly focused on:

- the seminars organised by the European Union member states for the benefit of candidate countries,
- the identified training needs expressed by the candidate countries' representatives and the locations of the seminars,
- the consequences of the enlargement of the EU.

Training sessions organised under the auspices of the Committee and provided by three Member States.

I The 2002 training sessions.

In 2002, 6 training courses were organised on three different topics (two seminars on each). 109 participants (plus observers from the host country) joined those seminars in six countries. Those topics were:

1 Police ethics

Two courses were held in Poland and Estonia.

The overall objectives of the courses were to enable candidate countries to develop standards of behaviour likely to produce the maximum confidence and trust from their population; to understand the essentials of police ethics; to understand the linkage between police ethics and human rights; to explore the universal and European legal instruments and their enforcing mechanism, to understand the significance and relation between police work and police ethics and their application in daily practical police work; to evaluate the situation in their own country; to evaluate the use of different policy instruments including training; to formulate plans for future developments and policy implementations in their own police service.

- a) Poland: Number of participants: 13 all from the Candidate Countries.

b) Estonia: Number of participants: 15 from the Candidate Countries.

The two courses were led by the Netherlands

2 EU Police systems

Two courses were conducted in Slovakia and Lithuania.

The overall objectives of the courses were to strengthen knowledge of the national police systems and structures of Member States, and of the Schengen acquis.

a) Slovakia: Number of participants: 20 from the Candidate Countries.

b) Lithuania: Number of participants: 20 from the Candidate Countries

The two courses were led by Italy

3 Control of Immigration flows.

Two courses were conducted in Czech Republic and Romania.

The overall objectives of the courses were to strengthen knowledge of immigration flows trends; to provide appropriate training in combating illegal immigration with regard to respect for fundamental rights.

a) The Czech Republic: Number of participants: 24 from the Candidate Countries

b) Romania: Number of participants: 18 from the Candidate Countries.

The two courses were led by France.

In 2002 the training sessions were organised for the first time in the candidate countries. All the hosting countries showed a real commitment. The seminars scored very highly for content and organisation.

II The 2003 training sessions.

Six courses are specially dedicated to the candidate countries on 4 topics (police ethics, EU police systems, control of migration flows and police management). According to the candidate countries representatives, those topics are the most effective.

6 CC Police Ethics

The objectives were

to enable candidate countries to develop standards of behaviour likely to produce the maximum confidence and trust from their population

to understand the essentials of police ethics,

to understand the linkage between police ethics and human rights

to explore the universal and European legal instruments and their enforcing mechanism;

to understand the significance and relation between police work and police ethics and their application in daily practical police work;

to evaluate the situation in their own country;

to evaluate the use of different policy instruments including training;

to formulate plans for future developments and policy implementations in their own police services.

The course was led by the UK.

7 CC: Knowledge of EU Police systems

The objectives were to strengthen knowledge of the national police systems and structures of Member States, and of the Schengen acquis.

The course was led by Germany and the number of participants 27.

8 CC: Control of Immigration flows

The objectives were to strengthen knowledge of immigration flows trends, to provide appropriate training in combating illegal immigration with regard to respect for fundamental rights.

The course was led by France and the number of participants was 18 (in Slovakia); from the Bulgarian course no information is available at this time.

9 CC: Police Management

The objectives were according to Council Decision, Article 6.2, 6.3 and 7g,

- a) to increase knowledge of the national police systems and structures of other Member States, of Europol and of cross-border police co-operation within the European Union;
- b) to strengthen knowledge of international instruments, in particular those which already exist at European Union level in the field of co-operation on combating crime;

- c) to provide appropriate training with regard to respect for democratic safeguards with particular reference to the rights of defence;
- d) to encourage co-operation between CEPOL and other police training institutes.

The course was led by France and the number of participants was 31.

The enlargement of the European Union.

The European Commission adopted on February 19th of 2003 a favourable Opinion on the Accession of ten out of the twelve applicant countries: the Czech Republic, Estonia, Cyprus, Latvia, Lithuania, Hungary, Malta, Poland, Slovenia and Slovakia. The Treaty of Accession was signed on April 16th in Athens.

The signature of the Treaty of Accession and of the Final Act by the ten states, paves the way for their membership of the Union on May 1st 2004. The three pending candidate countries are Bulgaria, Romania and Turkey. The Union will continue active negotiations with Romania and Bulgaria with a view to welcoming them to the Union in 2007. Moreover, the accession strategy for Turkey will be strengthened.

This Treaty shall be ratified by the High Contracting Parties in accordance with their respective constitutional requirements. The instruments of ratification shall be deposited by 30th April 2004 at the latest. The Treaty shall enter into force on May 1st 2004 provided that all the instruments of ratification have been deposited before that date.

That process has some effects on CEPOL activities. The CEPOL Governing Board has decided the principles to conduct a smooth integration of the acceding countries in CEPOL.

Enlargement affects the CEPOL activities on four levels, at least:

- a) The Governing Board meetings;
- b) The Committees Meetings;
- c) The training courses and other activities
- d) The Candidate Country Committee itself.

The question was: how to progressively involve the candidate countries to allow them to be ready to fully take part in the CEPOL activities in May 2004, when most, or all, of them will be full Member States?

On March 5th and 6th in Alexandroupolis, the Governing Board decided about a general approach to be presented to the Prague candidate countries and confirmed by the Governing Board in Corfu on May 13th and 14th.

- a) concerning the Governing Board meetings, the New Member States representatives participated observers, in the GB-meetings held in Rome, in September and December 2003 during the Italian Presidency.
- b) Concerning the Committees meeting, the Governing Board first needs to adapt its present policy because it has already received new requests from the present Member States for attending those meetings. Like all Member States, not member of one of the Committees, the acceding countries are now invited to attend Committee meetings, as observers (at their own costs).
- c) Concerning the CEPOL training sessions or other activities, the Governing Board already accepted the presence of candidate country participants in some of the courses organized in present Member States. Then, the Governing Board accepted the participation of one senior officer per Candidate Country (at CEPOL costs) in all training sessions, starting in July 2003. In 2004, 10 training sessions –for present and new Member States- will be organized in New Member States.
- d) The Governing Board decided too to transform the Candidate Countries Committee into a Committee for External Relations. That Committee will work on a new relationship with and training actions or activities for the Candidate Countries and other countries outside the EU.

3.3 *Management of Learning*

According to the CEPOL strategy paper ‘CO-OPERATION FOR QUALITY’ the Management of Learning Committee, chaired by The Netherlands, has been responsible for

- 1 developing and implementing common standards (art. 7a CD)
- 2 developing harmonized curricula on cross-border activities, in co-operation with APC (art. 7b CD)
- 3 developing harmonized curricula in the field of organised crime (in co-operation with APC (art. 7c CD)
- 4 training for trainers (art. 7d CD)
- 5 facilitating the exchange of students and secondments (art. 7h CD)
- 6 developing an electronic network, in co-operation with the Research and Science Committee (art. 7i CD).

To achieve these elements of the Council Decision the following actions have been undertaken.

1 Common educational standards

With reference to the outcome of the Stockholm seminar, the Management of Learning Committee started the development of a vision on learning, common educational quality standards and the use of learning technologies.

The vision on learning presented modern educational insights and knowledge such as the shift from qualifications to competencies, the context-bound way of learning, the changing role of the teacher into a facilitator of the learning process and the use of different methods, especially information- and communication technology.

In January 2002 the Management of Learning Committee finalised the proposals to the Board about the vision on learning and common quality standards, and presented a document, called 'Quality in 13 questions'.

At its May 2002 meeting, the Governing Board approved the educational vision document (Quality in 13 questions) in general terms.

Simultaneously, the Committee was invited to begin with the implementation.

The starting point of this process was to support and facilitate National Colleges in implementing these common standards. A booklet, Q13, was developed to guide the National Training Institutes and Colleges in using the common quality standards.

The Governing Board decided at its meeting of November 2002 to use the Q13-booklet as guideline of the common standard of quality, thus achieving the first step on the road to harmonizing as one of the important issues mentioned in the Council Decision.

The Booklet Q13 was published in January 2003.

The next implementation step consisted of different workshops to discuss how to work with the thirteen questions on quality. The participants in the workshop were expected to have an appropriate educational background and to have day-to-day responsibility for designing , implementing and delivering police education. The workshops have been delivered in Scotland, Portugal and Austria.

An other step is the start of peer reviews on a voluntary basis; police education organisations that would like to hear an external voice may ask their colleagues for a professional assessment. This peer review will support the ongoing process of improving quality too.

As CEPOL is a network organisation it is simple to make use of existing knowledge and skills within National Institutes or Colleges. Making use of educational professionals within the CEPOL-network can do this to a considerable extent. These professionals form the Expert Group on Learning Methods. This group is related to the Management of Learning Committee to act as a consultancy group.

In the CEPOL network framework makes it possible to co-operate very closely with senior police officers, experts in the different professional issues.

2 and 3 Harmonizing police education in the field of cross border policing and cross border police co-operation

With reference to the decisions taken by the Governing Board, the Management of Learning Committee took the initiative to make an inventory in the field of harmonizing. The initial idea was to clarify what is already happening in this area and then start a process of harmonizing the activities.

A questionnaire was designed, sent to all member states, responses analysed and a report produced. The overall picture was: different solutions for training, cross-border co-operation based on different views, making it very complex to develop one common European approach. Based on this opinion and the political context of harmonizing, e.g. the political approach of some countries and the CEPOL strategy paper, in which harmonizing is the keyword, the Management of Learning Committee presented a proposal , endorsed by the Governing Board, consisting of the elements as presented in chapter II d.

>> Harmonization in this context implies achieving a number of aspects,

- a) the implementation of common educational standards (Q13) which has been started in 2003;
- b) the implementation of a second questionnaire, to be achieved in 2004, in order to gather data about different professional strategies and approaches and educational concepts. The results will be presented on EPLN to inform all participating colleges; it means the development of a platform of information;
- c) the development of two 'Euro-modules', according to articles 7b and 7c of the CD and the strategy paper focused on cross border co-operation, in daily practice and in the field of organised crime. These modules should imply cognitive elements such as the European institutions, procedures and legal systems and aspects of political developments in Europe, cultural backgrounds and the European code of police ethics as well.
The modules are to be delivered at a national level by the National Training Institutes or Colleges, using teachers of other Countries, where chosen. It means at the same time a necessity to train the trainers;
- d) the development has been started of a specific 'Europol-module' (to make known and available for all senior police officers the specific role and added value of Europol in the field of organised crime; the first training sessions based on this module will be provided in 2004.
- e) The use of EPLN.

4 Training for trainers

Training for trainers has been achieved by providing courses 'facilitating learning'; participation by educational experts and police managers as well. In addition in 2003 three workshops have been run to implement the common educational standards, using the booklet Q13. Also a course administrators seminar has been achieved.

5 Facilitate exchanges and secondments of police officers

Exchanges and secondments of police officers have been provided during the organisation and participating in training sessions in a practical way.

After the first contact through CEPOL activities exchanges and secondments could be organised by the countries if they wanted. Nevertheless, a more explicit policy to facilitate exchanges and secondments, related to the learning process of senior police officers is necessary. In August 2003 a specific workshop has been organised to develop a framework.

6 CEPOL's electronic network, European Police Learning Net (EPLN)

Based on the Council Decision and co-funding by OISIN, the development of an electronic network to back-up CEPOL's performance was of great importance.

In a modern society the police have to make use of the power of modern ICT in order to invest in the human resources of the police organisations, not to mention the need to keep pace with criminal organisations.

It is important to underline that EPLN is a system to facilitate and support the training sessions and learning processes of senior ranking police officers. It will never be an exclusive training method replacing all residential sessions.

In 2003 the EPLN project has achieved a breakthrough by delivering a working network with three knowledge services: The three integrated functions of EPLN, in line with the priorities of the GB, were:

- 1 to create a platform for e-learning modules; learning materials will be placed on EPLN too;
- 2 to share and publish explicit knowledge stored in a well designed knowledge database;
- 3 to offer a facility for experts to exchange expertise and experiences in closed discussion platforms;

The three services will make use of web technology, to eliminate boundaries of time and location. A intuitive interface and a sophisticated database concept guarantee the usability and availability of the EPLN.

EPLN is accessible via CEPOL's portal on the internet (www.cepolfnet). EPLN is all about police work. For as long as society changes, police work will change and police officers will have to adapt their role to the expectations of this society.

The first experiments have been made with European Police Study Net , by launching the Europol information module. This module is the result of a joint project of Austria, Germany, the Netherlands, CEPOL and Europol, co-financed by the EU AGIS programme.

An English language module has been placed in the platform by the UK and some new projects for other modules have been identified for development in 2004.

In future all learning information and materials will be placed on EPSN.

The results of these activities should increase the attractiveness of the EPLN.

EPLN has scored a second achievement by modelling, validating and disseminating relevant knowledge about a number of issues, prioritised by the Research and Science Committee and related to the priorities of the Annual Programme.

The implementation of EPLN has been based upon a programme with a number of lead countries, followed by a second shift of countries later in the year. Also some candidate countries have contributed by setting up the project and delivering educational or knowledge content.

Platforms of contact persons speed up communication patterns and broaden the horizon of professional police officers. Police officers with a need to learn from colleagues in different countries of Europe are becoming members of communities of practice.

The additional technology necessary is owned by CEPOL and can be located at the new CEPOL office once a permanent seat is available. The Governing Board was eager to ensure that the establishment of the Electronic learning network should not affect the decision about the seat. Until a decision is taken it is agreed that one of the colleges should host the electronic network and provide the necessary back-office functions. A contract has been made between CEPOL and the LSOP in the Netherlands about hosting the equipment and the application technology.

3.4 Research and Science

The Research and Science Committee, chaired by Austria is responsible for disseminating best practice and research findings.

The goal of disseminating best practice and research findings throughout police organisations across Europe aims at working towards common standards of policing based upon science and research lead strategies and tactics.

A second objective is linked to CEPOL's educational concept. The most effective learning and training environment is based upon two pillars, the content, i.e. police science and validated best practices and the educational form.

It means that all scientific knowledge of the police profession should be available for designing training sessions and making it possible to support and develop a European approach to the main problems facing Member States in the fight against crime, crime prevention and the maintenance of law and order and public security.

Finally, innovation is to be expected from a process of establishing a data base which can also be used to analyse best practices in terms of efficient police work and policing that is guided by the rule of law as well as respect for human rights.

The most important activity of the Research and Science Committee was a survey by using a questionnaire in two parts.

The survey was sent to all members of the CEPOL as well as to the Police Colleges of the Candidate Countries during March 2002.

Part A concerned questions on *the strategic management opinion* of the responsible manager or director of the Police Colleges.

In Part B asked for nomination of a contact person and for information to research projects of the Police College and other institutions.

The results were presented to the Governing Board in May 2002 and showed a very positive attitude towards research and science and the necessity to make research findings available more intensively to the Police Colleges.

Contact Persons for research and science were appointed by all EU Member States, the associated countries and almost all Candidate Countries.

336 research projects were reported to Part B of the questionnaire, listed and distributed to all contact persons in 2003.

The information on the reported projects and the findings were very different.

The Committee found out that from a scientific and methodological point of view the given information should be validated before disseminating in an electronic database or to publish them in a booklet.

An international research institute (Max-Planck-Institute for Foreign and International Criminal Law) was contacted, in order to get scientific help and co-operation in creating a database for police relevant research projects which can be used by Police Colleges, external research institutions and experts.

The activities of the Committee have been continued and widened in 2003 in order to gather more information and reliable overviews to the ongoing research projects in the different countries and for distributing the research findings throughout Europe. In 2003 the Committee has achieved:

- a new survey by using a complementary questionnaire and expert interviews
- a database for research projects and findings using the EPLN in order to make all results of the questionnaire and survey accessible and usable for Police Colleges and police organisations
- a two-days seminar for all CEPOL Contact Persons for Research and Science (June 2003 in Copenhagen)
- a European Conference on Police Science (December 2003 Solna/Sweden).

3.5 Looking back

The experiences till now show that it is necessary, in improving the performance of CEPOL, to take into account the following issues.

A With respect to the training sessions provided

1 Involving the right target group.

More effort should be invested in reaching the right target group and to stimulate representatives from all Member States, acceding States and candidate countries to participate in CEPOL-activities. Some of the participants did not fit the targeted group: some of the participants were not senior (police) officers or experts in the matter developed by the training course; it resulted in participants with a quite different level of competencies, backgrounds and positions.

At least two reasons are apparent. Firstly the lack of the learning-demand-oriented approach means that effective education should be related to the Q13-approach. Secondly the criteria by which police forces decided to send people were in a number of cases more related to their availability than to the explicit need to develop their competencies in their fields of work.

2 The point of concern of language skills.

English and sometimes the host country language were used during the courses. The lesson learned is that CEPOL should invest more energy in facilitating a higher level of use of foreign languages, especially English as working language.

3 *The lack of information*

Some problems have been identified in the channel of information concerning the advertising of the seminars, the lack of curricula and content information of the course and the lack of teaching materials.

4 *Reaching a quantity of participants.*

Courses reach only few people compared to the very large police population across Europe. On the one hand, the ongoing effect of the learning that may be achieved is likely to be not high and will not reach very far. The learning consequently is not likely to change police policy or police practice in a significant way. On the other hand, courses are an effective way to set up a real network of senior police officers knowing each other and sharing experiences and different values. Therefore, it is of high importance for Member States to send participants belonging to the right target group.

B With regard to the design of training sessions

5 *Anchoring in the professional practice.*

The lesson learned that anchoring in, or relationship with, professional practice is very necessary, as a consequence of which the systematic analysis of the real needs can be realised in a proper way;

To achieve value for money and to reach the right target group in future CEPOL activities the ‘demand’ must be dealt with explicitly.

6 *Common standards*

With regard to common standards the first –important- steps have been achieved. Nevertheless, to achieve a real harmonisation of educational standards a more consistent and compulsory implementation of Q13 has to be achieved. Therefore a system of peer review is proposed. It should be developed and implemented in the coming years.

7 *Electronic network.*

The first steps of the important electronic network have been implemented. It is a complicated process due both to the technological complexity and the involvement of all National Training Institutes. The GB should be alert to facilitating potential of EPLN. At the same time the development should be transparent and ‘under budgetary control’.

8 *Disseminating good practices and research results*

An extremely wide range of interests and different approaches in the field of police research and science makes it difficult to get an overall survey of the value of research projects/findings and of good practice. A comprehensive “European Approach of Police Science” has been started. Therefore CEPOL should initiate, support and co-ordinate the co-operation of research institutes on this issue.

9 *Harmonizing*

The first steps on the road to harmonization demonstrated that it is a complicated process, due to the different backgrounds and conditions.

Based on the first experiences it is necessary to realise this ambition via a common European perspective.

C *With regard to the resources*

10 *Personnel resources*

It has to be conceded that the balance between resources and ambitions could not be achieved. In particular the operating conditions of the provisional Secretariat with personnel resources of a total of 5 full-time equivalents were insufficient.

11 *Budget problems*

The different national financial conditions connected with the lack of legal personality have produced difficulties in contribution payments and/or costs related to CEPOL activities. Furthermore, due to *lack of* financial resources associated with high travel costs, some of the countries did not send participants to the training courses. Some CEPOL activities have been funded by the OISIN 2 and AGIS programmes.

D *With regard to the Enlargement of the EU*

In 2002, seminars were organised for the first time in and for the candidate countries. All the hosting countries showed a real commitment.

The seminars scored highly for content and organisation:

- They reached the planned objectives.

- The training courses created a good network between the participants.
- The costs for organising courses were substantially lower than in EU member states countries.

4 *Three year experience in conclusion*

Due to the necessity to develop and implement the institutional conditions for CEPOL and the preparation of training activities, it took some time to achieve the first results with regard to the objectives and aims of CEPOL. This means that a systematic and methodological evaluation of its achievements from inception was not possible at this stage.

Nevertheless, experience to date shows that, considering the short period in which CEPOL was able to act, the progress that CEPOL has made since it was established and the results achieved are positive and of value for senior police officers throughout Europe and the process of harmonisation.

4.1 Results achieved by CEPOL

In general, CEPOL's work has led to a number of positive outcomes:

- the CEPOL network has fostered a good spirit of co-operation between the National Training Institutes of the Member States, and engendered lively debate about the training needs of senior police officers, to help make them more effective in addressing the art. 6 CD issues and in particular the cross-border dimension;
- more than 70 sessions have been provided, especially a number of 'flagship' courses have been developed, such as Civilian Aspects of Crisis Management, Anti-terrorism and Senior Leadership (TOPSPOC) based on a common European approach, as well as successful training sessions for the candidate countries, such as Police Ethics, Knowledge of EU Police systems and Control of Migration flows;
- CEPOL has invested much effort in the development of common educational standards and the European Police Learning Net to support CEPOL-activities, which has the potential to open up learning opportunities to senior police officers across all Member States, and to enable the dissemination of research findings and good practices;
- the Committees and working groups have all developed, in line with the Governing Board policies, a European harmonised approach for the curricula of the seminars and courses, for education standards, for research and science activities and for the co-operation with the Candidate Countries and subsequently the Acceding Countries;

- a good start has been made on addressing the important issue of evaluation, both to identify the learning need and then to measure the effectiveness of what was learned after finishing the learning activities;
- with support of seconded personnel the three full time staff members of the Secretariat have supported the basic administrative and budgetary regulations, developed the first common standards for planning and implementation of seminars and courses, started up the website and the electronic network and collected data and knowledge about the ongoing research and science in the member states;
- finally, the Governing Board has decided on the invitation of the European Commission that CEPOL should deliver training programmes for twelve Mediterranean Countries (MEDA project) and for five Western Balkan Countries (CARDS project) to render CEPOL's assistance. First activities in both projects are foreseen to start already in 2003, whilst most activities will be implemented in 2004.

The results with regard to the implementation of the article 7 actions of the Council Decision, have been

a) the provision of 59 training courses achieved in more than 70 sessions.

In 2001, only a few courses were actually implemented due to the lack of budget. In 2002 and 2003 high priority was given to developing and providing training courses. This decision was based on the need to achieve an important aim of CEPOL (art. 7a of the Council Decision). For 2004 steps have been taken towards achieving a better balance in art. 7 actions additional to the seminars and courses.

The main conclusion is that all educational and training activities were

- > focused on the priorities of the Council and took into account the demands of the chiefs of police, both nationally and Europe-wide;
- > judged positively by the organising Institutes or Colleges and participants and results showed a high level of satisfaction in respect of developing and improving competencies, setting up networks for senior officers and increasing conditions for co-operation;

the development and implementation of common educational standards.

The vision of learning endorsed by the Governing Board mirrors modern educational insights and knowledge, such as the shift from qualifications to competencies, the changing role of the trainer and the use of different methods, such as information and communication technology; the vision has been worked out in common standards: ‘Quality in 13 questions’;

- b) *the contribution to the preparation of harmonised programmes for cross-border co-operation*, by preparing two specific workshops in 2004;
- c) *the provision of specialist training in combating cross-border crime*, with a particular focus on organised crime; it will be elaborated in a specific workshop in 2004;
- d) *the development and provision of training for trainers*, by providing 4 training sessions;
- e) *the collection and dissemination of good practice and police science* and research has been started and co-operation with the Max Planck Institute has been achieved;
- f) *the development and provision of training to prepare police forces for participation in civilian crisis management*; 9 training sessions have been provided;
- g) *the development and provision of training for police authorities from the EU candidate member states*, including training for police officers with a key role, has been achieved by providing seminars and training sessions. Participation as observers in the GB-meetings started in Rome, from September 2003;
- h) *exchanges and secondments of police officers*; a first practical step has been achieved through participation in training sessions; a more explicit policy to facilitate and improve these activities has been developed from the beginning of October 2003;
- i) *the development of an electronic network* (European Police Learning Net) has been achieved and (partly) implemented (for distance learning, for study and for knowledge (library), also developing a portal and a website for CEPOL);
- j) *enabling senior police officers to acquire relevant language skills, included in specific courses on ‘knowledge of police systems’*, have been provided.

The results achieved with regard to establishing its internal systems and procedures were:

- a) *the rules of procedure, including the decision about one working language, the procedures for GB-meetings and decision making*;
- b) *the financial regulations, including the formal procedures about budget and control*;
- c) *the common strategy, with regard to the Council Decision, the Governing Board of CEPOL has developed and endorsed a common strategy, presented in the papers ‘Co-operation on Quality’ and ‘Developing the CEPOL Programme’*;
- d) *based on a Memorandum of understanding between the Governing Board and the Danish*

- Police Commissioner, the appointment of a provisional Administrative Director and the recruitment of members of the secretariat, up to a total number of 5 full time equivalents;*
- e) *the founding of Governing Board-committees mandated by the Governing Board to prepare policy and proposals for the Governing Board to consider, about the development of programmes, the curricula for seminars and courses, the regulations and common standards; guidelines have been established to improve effectiveness of and participation in the committees;*
 - f) *improved co-operation with all National Police Training Institutes of the EU and the new Member States, as well as Europol and the existing networks like the Middle European Police Academy, the Nordic Baltic Police Academy and the Association of European Police Colleges.*

4.2 *Issues to be dealt with*

In achieving these results the Governing Board has had ***to deal with a number of major difficulties***, referring to

4.2.1 *the institutional conditions*

- a) *the lack of legal personality*, which has presented difficulties regarding governance, financial and organisational aspects, such as entering into contracts. This has been the most dominant problem;
- b) *the need to run CEPOL with a Secretariat*, which has been under-resourced;
- c) *the lack of a permanent seat* to accommodate the Secretariat and to enable the development of a more obvious CEPOL identity.

4.2.2 *the educational activities*

- a) *the need to engage the right target group* and to attract take up of all places of the courses. The Governing Board has instituted research to address this issue;
- b) *the need to ensure there is coherence* with national training programmes, to ensure there is no overlap or gap and no duplication relation with regard to the content and educational form;

- c) the need to *stimulate the language skills* of a substantial proportion of the target group so that they can communicate on a professional level (both at the seminar/course and later on in the future co-operation in established networks). This recognises the difficulty in successfully targeting an audience of appropriately qualified police officers who have sufficient command of the English language to benefit from the learning opportunities.

4.2.3 *the common strategy and educational standards in CEPOL-activities*

- a) the need to *implement common standards* in learning methods to improve results in terms of developed competencies;
- b) the need for *long term evaluation* of the results of learning activity to ensure that the training outcomes feed through into professional practice itself.

These factors have to be considered against the richly diverse background of different police cultures and regulations (administrative, organisational and financial) of the National Police Systems, including the National Police Training Institutes.

Considering these issues, and especially the lack of legal personality, and the establishment of an appropriate resourced Secretariat would enable CEPOL to operate more effectively and efficiently.

The Governing Board took some initiatives to solve the problems.

The most important problem, however, to be solved at the political level, is the lack of legal personality.

In part II of this Report the Governing Board will, considering these aspects, present a vision and recommendations to the Council regarding the future of CEPOL in general and the conditions to improve the achievements of CEPOL in particular.

II THE FUTURE OF CEPOL

1 *Short-term approach (2004)*

Introduction

The Council Decision indicates the need to review the situation after a period of three years. This report serves as a basis for that review. As this review is not expected to be completed before 1 January 2004, the Governing Board believed that a number of activities would have to be carried out in order to guarantee the continue implementing of the Council Decision and the continuity of CEPOL, at least in 2004.

These short-term activities are described below.

SHORT-TERM ACTIVITIES

The Governing Board determined to continue implementing of the Council Decision. Therefore, the 2004 Work Programme provides a more balanced mix of training activities and other relevant initiatives in accordance with art. 7 of the Council Decision, but still adheres to the priorities set by the Council and takes account of the views of the Taskforce of Chiefs of Police.

A conference with the Candidate Countries Committee in Prague (April 2003), resulted in proposals for dealing with the complex process of involving and incorporating the new Member States.

The Governing Board has developed a specific programme for the new Member States. The Acceding Countries attended the GB-meeting as observers, for the first time, in September 2003. Decisions were also made on their participation as observers in CEPOL's committee work.

2 *Considerations of the GB about CEPOL's future*

Introduction

It is evident that diverse police systems currently exist in Europe, in which different approaches to the classical formal and cultural elements have evolved or been chosen. Following enlargement, this issue will become more important.

The police systems of Europe have a variety of legal and cultural contexts. That has consequences for existing provisions relating to vocational police training, both structurally and culturally.

At the same time, there is evidence of increasing 'Europeanisation'.

The process of Europeanisation can be differentiated into:

- important political processes, the second and third pillar, the enlargement of the EU and the qualitative improvement: Convention geared towards controllability but also towards democratic impact and involvement of European citizens, on the other hand.
- autonomous processes: in our current network society, one can speak of a large number of relevant social processes with their own dynamics: financial-economic, migration, computerisation and mobility.

The steered processes and the autonomous processes also have an unmistakable effect on society as a whole and thereby a significance for the police function, the police as institution and thereby the demands made on police officers.

A European area of freedom, safety and justice in this context requires the continued development of the police. The police must become more effective, more efficient and more accountable. Public safety is still a national issue but it will feature more and more on the European agenda.

This means that a certain level of common quality standards for policing methods throughout Europe must be established: some common criteria, on the basis of which citizens of all European countries can recognise the standards of policing. It involves criteria on the police system, ethical standards, professional behaviour or the way police officers act and accountability procedures. Police systems throughout Europe are, and will continue to be, in an ongoing process of change, making it possible to develop common standards.

Police vocational education and training is geared towards improving the competencies of senior police officers, the level of quality of police services and thereby the common values of the police systems throughout Europe.

In this way, vocational police education and training also provides a basis for an important and ongoing process of harmonising and improving quality.

Expectations regarding CEPOL are high and ambitious, as CEPOL appears to be a major component of the area of freedom, security and justice. All necessary action should therefore be undertaken to make CEPOL an efficient and decisive actor in European police co-operation.

This, in the opinion of the Governing Board, justifies heavy investment in high-quality European vocational police training. The Governing Board therefore believes that CEPOL has an important role to play in European policing, but it needs more time to develop into a truly effective entity that will deliver the added value foreseen by the Tampere European Council.

The review of CEPOL's future role and structure provides an excellent opportunity to develop the right conditions to deliver more effectively what was outlined by the Tampere European Council in October 1999.

It is important to enable CEPOL to develop, from this perspective, with the ambition of achieving an effective and efficient European Police Education and Knowledge Organisation with acknowledged added value. An organisation geared towards the quality of the police services in Europe. The Governing Board suggests incorporating the recommendations presented in this chapter in the decision making on revision by the Council.

There is also an attempt here to take positive results and the problems experienced with functioning up to now, as reported in chapter IV of this report, as starting point.

With respect to these aspects, the Governing Board has formulated recommendations based on the familiar organisational adage 'structure follows strategy'.

It means that the following are looked at in turn:

- 1 the educational strategy;
- 2 the organisational structure, governance and accountability;
- 3 the position of the Member States.

Following agreement and decision making by the Council, these recommendations can serve as framework for a long-term policy and operating plan for CEPOL.

2.1 *The educational strategy of CEPOL*

2.1.1 The objectives and tasks

The aim of CEPOL shall be to help train senior police officers of the Member States by optimising co-operation between CEPOL's various component institutes. It shall support and develop a European approach to the main problems facing Member States in the fight against crime, crime prevention and the maintenance of law and order and public security, in particular the cross-border dimensions of those problems. (art. 6 CD).

In the opinion of the Governing Board, the objectives and tasks of CEPOL are still valid. Both components must be explicitly reflected in CEPOL's strategy and related to the art. 6 aim. This means the education and training component as well as the knowledge function to support the development of a European approach to essential police tasks.

The way the objectives are formulated also offers enough space for future developments and the definition of the target group – senior police officers/ law-enforcement officers – provides a broad enough basis to be applied in the various Member States.

2.1.2 The educational approach

From a modern educational perspective, the aims of CEPOL means 'to facilitate the development of competencies of senior ranking police officers, based on common European educational standards, to improve the performance of the police service and the quality of co-operation between police systems'.

The extent to which the education satisfies the demand for training in professional practice is essential for the quality and effectiveness of vocational training. It means that the education should be closely linked and related to what is actually happening in practice. Effective education is, in principle, 'demand' driven.

In order to achieve that objective, the CEPOL Governing Board considers a strategy that includes the following components desirable.

a) The relationship with professional practice, represented by the Chief Constables or Commissioners of the Police Services of the Member States and at the European level as well, is important. Vocational training is not an objective in itself and any education needs to be closely focussed on specific pan-European operational policing issues, taking into account the Council Decision especially art. 6.2 and 7.b. This applies in a general sense and certainly also to the professional group ‘the police’. The education must focus on developing competent professionals, with respect to CEPOL higher police officers who have the capacity, i.e. integration of knowledge, insight, experience, personality and skills, to carry out the required professional activities effectively and legitimately.

The education must therefore be very context bound, in other words, closely related to the actual concrete problems that occur in daily professional practice.

A special component here is that this ambition must be placed in a European perspective.

In order to further implement this training assignment and make it relevant, it is essential to indicate what the characteristics of a harmonised European competency framework for the ‘strategic senior police officer’ are for general management positions and specialist positions in the field of crime fighting, but also with regard to community oriented policing and public order.

This is naturally preceded by a vision on the position and role of strategic managers within the police services, in a European context.

The Governing Board of CEPOL is of the opinion that, in the period ahead, the Council should devise such a vision and a competency framework based on this vision for strategic managers. It goes without saying that the CEPOL Governing Board can and wants to fulfil an advisory role here.

For the time being, the Governing Board will operate on the basis of the following vision on strategic leadership and the job profile derived from it.

Vision on leadership

‘A strategic manager serves as an example for his/her own organisation, certainly in terms of the cultural aspects of leadership, such as professionalism, integrity, inspiration, loyalty and effort. Towards the outside world, they are the figureheads of the police force and how they function is often important for images of the police. Leadership consists next to professional knowledge, largely of personal inspiration, encouraging creativity, power and ‘being’.

After all, it is the ‘leader’ who must guarantee a good balance between “outside and inside”. This calls for leaders with personality, who have an idea of their effect on their surroundings and who are capable of achieving such a balance in the right way.

In the view of the Governing Board, the CEPOL endeavour should focus on police officers in leading positions having looked in depth at both general management issues and social/political/administrative questions, as well as having gathered high-grade knowledge of police science, including police strategies, especially in the field of pan-European co-operation.

The increasing importance of the fact that leaders are capable of personal reflection constitutes the next aspect.

As the Governing Board sees it, these substantive elements referred to are essential learning fields for the strategic executives, the target group for CEPOL.

A competency framework for the strategic manager

The strategic manager manages an extensive section of the police service’s organisation. There is usually evidence here of integral management with respect to primary main processes and supporting processes. In a long-term perspective, the strategic manager focuses on a sustainable and balanced development of the organisation’s policy, organisation and legitimacy. The strategic manager should have the level of competence of Master of police science and is therefore capable of developing strategic scenarios on the basis of social developments relevant to the police function. Besides the insights of the Governing Board, the following elements should also form part of such a profile.

- 1 a police-science dimension: strategic managers working within the European context must have competencies with respect to police-scientific strategies in the pan-European area of fighting crime, crime prevention, maintaining law and order, more particularly in as far as that has cross-border consequences; provides strategic management in serious crisis situations, such as civilian crisis management;
- 2 a social-administrative dimension: strategic managers must have competencies that enable them to act adequately in relation to the social-administrative context in which they operate; it is self-evident that, in this connection, the context of the European Union is extremely relevant; co-ordinated with strategic partners in the area of crime fighting, liveability and safety

3 an organisational-managerial dimension: strategic managers must be capable of applying various styles of leadership, be competent to effectively and efficiently set up the organisation and steer and control the working processes; (actively) justifies itself to competent authorities and social environment; safeguards the integrity of the organisation and intervenes if necessary

4 a personal effectiveness dimension: strategic managers must be competent to learn for themselves and the question of how they can continue to improve their effectiveness as leaders; he or she is capable of self-reflection and of keeping up his/her level of competence.

b) the educational concept and learning methods used are important.

A key factor in the decision about the future structure of CEPOL is the approach to the way learning opportunities are provided. The Governing Board believes that ‘blended learning’ is the most suitable approach, providing an appropriate balance of, for instance, classroom based training courses in combination with working tables, distance based learning through the EPLN, seminars, master classes, self-study, learning at the workplace and network building of each CEPOL activity. The priority, therefore, should be to consider a structure, which best supports this approach. CEPOL should sponsor initiatives that are recognised as good practice in adult learning. CEPOL should make a range of interventions through its Annual Programmes which comprehensively touch the different aspects of the learning and development challenge and provide a programme that combines courses and other initiatives.

In 2002, the Governing Board of CEPOL put in place an educational vision in which these thoughts were incorporated, and decided to use these as a starting point for its action.

In this educational vision, attention was paid to the design of the learning processes, students’ own responsibility, the desired mix of learning methods, the role of the trainer, etc. It took more concrete form in the policy document Q13, as appended. The Governing Board believes that the approach will have to be implemented and tested consistently in the coming years.

It is also desirable here to focus the development on more coherent ‘long-term learning processes’ in which attention is paid to the various elements in the competency framework, as well as on a wide range of educational methods to support the learning process of the target group. In the opinion of the Governing Board, participation in one-off courses will no longer suffice in the future.

The new education, anchored in the practical context, makes it possible to bridge the gap between professional practice and professional training. The new education must help train policemen not only so that they can demonstrate their skills at a given moment but also continue to learn as an ongoing process, enabling them to function better in our dynamic society.

In this approach, it is important to achieve a consistent approach. Consistency in two respects: firstly, consistency with what is going on at the national level in order to avoid both overlap and gaps and secondly, consistency in the CEPOL programme as such. This means consistent long-term learning routes offering a joint European framework that links up with elements 2 and 3 of the competency profile;

further specialisation and differentiation regarding police (science) strategies, divided according to specialised areas such as fighting crime, civil crisis management, maintaining law and order and community policing;

specific leadership training courses, depending on the starting position of the participants.

An initial elaboration, 'Developing the CEPOL Programme', geared towards the further development of the long-term learning activities was approved by the Governing Board at the beginning of 2003, in connection with 'Co-operation for Quality'. The most important additions are:

- Learning and training sessions for senior police officers based on common standards.
- Activities that bring together senior police officers, experts in particular fields and educational experts. The aim was for the professional problem to be sufficiently well explored so that new training could be designed to address Europe-wide issues in the most effective way, and better than is currently the case.
- Activities that should help to disseminate research findings and good practice in European Police Science and to jointly develop police science with the CEPOL Science and Research Committee.
- Activities that develop common curricula on European Police Co-operation, police systems and structure, European regulation and law, to be forwarded to the National Police Colleges or Training Institutions.

- Activities to provide National Police Colleges or Training Departments with common curricula, material and facilitators/teachers for training programmes for senior police officers in the Member States
- Activities that bring training designers together across Europe to develop a European Core Curriculum in order to develop effective training for cascade activities.
- Activities that increase the use of the EPLN and distance learning. This should include commissioning a group to run a language learning forum for professional language skills as language issues are so clearly a common barrier to accessing appropriate learning and to working effectively across Europe. The Forum should offer language courses on a distance learning basis to large numbers of senior police officers. It is important to underline that the EPLN is a system to facilitate and support the training activities of senior police officers. It will never be an exclusive training method to replace residential sessions.
- Activities that help Member States to improve the quality standards associated with the training they offer. Such activities should include events and services that promote the use of modern and efficient adult learning methods. This should enable the Member States to develop the principles of quality identified in the 13 Questions of Quality paper approved by the Governing Board.
- Training courses could be designed for CEPOL, or existing courses simply accredited by CEPOL, for local delivery in the native language. Training trainers and then cascading the learning opportunities will reach a wider audience than the current approach. This approach could be more flexible and better suited to a “blended learning”, which recognizes the benefits of classroom teaching as well as distance-based learning, also supported by the identification and dissemination of good practice through a variety of media.
- Activities that help the candidate countries to join the existing Member States in the initiatives sponsored by CEPOL.
- Activities that develop understanding and network building across Europe by creating networks and supporting exchanges of personnel between Member States.

All of these areas for attention will promote co-operation and increase harmonization.

c) Right target groups

It is necessary that the right strategic senior police officers participate in the learning programme and training sessions. It is clear from chapter IV that, up to now, there has been insufficient evidence of this.

So, Member States needs to engage the right level of strategic senior police officers in the CEPOL-programme.

To ensure the commitment of the Chiefs of police in the field to the CEPOL programme several methods already have or will be employed, such as raising awareness of CEPOL's activities, providing the adequate information to the target group and chiefs of police by CEPOL, involving experts in developing programmes, development of a certification framework, greater commitment of course participants by demanding them to do preparatory work before the training activity and sending in reports and participate in building networks after the activity.

d) It is desirable to adopt the strategy of seeking a link with regular, higher and university education in the Member States, with regard to police vocational training. From an educational point of view, there is, certainly after the Declaration of Bologna, evidence of one European educational area. From this point of view police training should be a fully fledged vocational training comparable with the vocational education and training in other areas of professional practice. Furthermore, there is already evidence of a high degree of co-ordination and coherence between national police education and regular education in various Member States.

In future CEPOL has to consider these educational developments such as the bachelor-master framework.

2.1.3. The knowledge function

The second task for CEPOL involves the knowledge function described as 'to support a European approach of the main problems facing Member States in the fight against crime, crime prevention and maintenance of law and order and public security, in particular in the cross-border dimension of these problems.'

The Governing Board believes that the need for further professionalisation and quality improvement of the police and improvements to vocational training, certainly at the European level, make a common “body of knowledge” in the form of police science a necessity. The chosen term police “science” refers to that component of the profession in which the competencies of the practitioner primarily take on meaning in his or her ability to actually act (and effectively), geared towards the desired result.

In the opinion of the Governing Board, this distinguishes it from an independent branch of knowledge that focuses more on the development of knowledge and theories on social issues regarding safety.

The argument in favour of police science as a recognised professional domain, perhaps referred to as practice-oriented or applied science (intelligent action), is therefore not an argument for a new independent branch of knowledge with its own objectives and methods of investigation.

From the perspective of CEPOL, this task is started by stimulating police science and research programmes as a basis for developing the profession. In practical terms, this is done via the stimulating and co-ordination of police science, scientific research programmes regarding the police and the police function, gathering good practices and the harmonization and distribution of its results. It is also important that specialists in the various areas of police work are called in more when educational programmes are being designed because, as already stated, an important element of an inventory of research results is their availability for up-to-date education.

CEPOL will develop a specific model for assessing and validating the knowledge gathered, by making use of specialists of the police services and representatives of external universities.

In the opinion of the Governing Board, further development of the knowledge function is essential and must be integrated in the educational processes.

The Governing Board feels that CEPOL could contribute more in this area if CEPOL was invited to be an adviser to the European funding programmes connected to education and research in the policing environment.

A second aspect of the knowledge function is the meaning of knowledge management for education. In recent years, a lot has already been published on the term learning organization. The central idea here is that the current developments in society, referred to as the knowledge society, requires that an organization should consciously focus on connecting learning and the capacity of individuals, groups and the organization as a whole to learn, in such a way that there is continuous change at all three levels referred to in the direction of the desired (and to be desired) output of the organization. Organizations which, with a view to their own quality and continuity, add knowledge so that they can respond adequately to social changes and come up with new creative and intelligent solutions all the time. Existing knowledge quickly becomes outdated and much classical knowledge as well as many classical skills are very much bound to time and place. Knowledge is increasingly becoming the key source and the capacity to generate knowledge the key capacity.

It is indisputable that this conclusion also applies to the police. After all, the police is a knowledge intensive organization, par excellence, whose effectiveness and legitimization in society are largely determined by its ability to find and apply concrete and effective solutions for problems, also new and often unpredictable ones. Certainly considering the diversity of Police Services in Europe, with respect to problems and methods, knowledge management and education can contribute to validating and protocolling the profession as such and, as a result, form a connecting link.

This links up with the principles of the learning organization, in which every member of staff is involved in a continual learning process. It is impossible for people to 'not learn'. Learning happens by itself, as it were. Something can be done about the effectiveness and efficiency of this learning, however. While, in many situations, working and learning are still completely separate, in the future CEPOL concept they will become increasingly related and intertwined. As a result, the learning process and application of knowledge will increasingly become an integral part of the organization. Learning, as such, will increasingly become a competency for staff and the organization as a whole. This means that learning will become a shared responsibility.

At the same time, this makes it clear that - in the working-learning concept - interaction is a core term. Learning is an activity that really comes into its own in an environment in which people can themselves be active and in which co-operation with (significant) others is possible.

For this purpose, CEPOL is creating a digital learning environment, besides the existing physical information and communication environment in which the actors, student and teacher make their contribution. A learning environment on the Internet; the Internet and, therefore, the computer as an opportunity to contextualise the education and to build up interactive learning communities within vocational police training.

More specifically, it is still true that this digital learning environment can also be utilised as much as possible for context-bound learning processes. This means that, for the benefit of new vocational police training and the vision that lays at its root, the (digital) availability of ‘police-scientific’ information is a prerequisite. Files containing this information, gathered, arranged and validated by the police itself, are an important precondition for the effectiveness and context of the education, as they allow students to make direct use of practice-related knowledge and cases when detailing their learning routes based on the different core tasks.

For this, EPLN and the Police Knowledge Model used provide a basis and the necessary facility, which primarily emphasizes the technological and logical aspects. The cultural dimension is based on the teaching concept.

2.1.4 The co-operation with other –EU- bodies

It is of utmost importance for CEPOL to develop a transparent and co-ordinated relationship with the other EU partners that also have a responsibility in supporting the law enforcement services of the Member States such as Europol, the Taskforce of Chiefs of Police the Crime Prevention Network, Eurojust and, existing police vocational education and training institutions such as the Nordic Baltic Police Academy, Middle European Police Academy and Association of European Police Colleges.

This is particularly true for co-operation with the European Police Office (Europol), an issue that is also stressed by the fact that this organisation is permanently represented at CEPOL board meetings with an observer.

Since 2001, CEPOL and Europol have gradually built up a close working relationship whilst e.g. the annual planning of activities is linked together in such a way that both parties are able to take into account the areas of priority established within the two organisations. This policy ensures that, within their respective fields of activity, the organisations complement each other, and the law enforcement services can benefit from their activities in the best possible way. In practice, Europol co-operates and contributes to the activities of CEPOL in two predominant ways:

- 1 by advising in the preparatory work and by giving presentations on specific subjects that fall within Europol's field of competency;
- 2 by sending its officers to CEPOL courses for training.

Europol is currently supporting CEPOL, according to principles outlined above, in several training sessions and courses and each year this co-operation has taken a more structured form.

In the Rhodes Vision for Europol (2003 to 2006), the Management Board of Europol also stressed the importance of developing the relationship between these two bodies by stating that activities related to training shall be left to CEPOL as far as possible and that Europol shall, when appropriate, advise CEPOL on the training needs for international co-operation within Europol's field of competency.

Furthermore, in the opinion of the Governing Board co-operation with other educational institutes or bodies of non-EU states, in particular those in which countries EU-activities take place.

2.2 the structure, governance and accountability of CEPOL

Introduction

When answering the question of what is the most effective organisational form and the appropriate management model, the Governing Board therefore worked on the basis of the strategic aspects referred to above, taking into account the following general starting points.

As explained previously, the Governing Board has taken into account the educational strategic aspects referred to above, when considering the most appropriate structure for the future of CEPOL.

At the outset, without precluding the establishment of a permanent institution at a later stage, the central idea behind CEPOL was the establishment of a network of existing European Police Colleges or National Police Training Institutes. (Tampere decision).

Considering the positions of the Member States for the future structure of CEPOL presented below, it should be made clear that, in the opinion of the Governing Board, the network is a key element. CEPOL ensures a multinational approach, and commitment by the participating National Training Institutes, to the development of training activity by requiring that any work is developed by co-operating National Police Training Institutes.

2.2.1 the legal personality and governance

Current experience has shown that the lack of a legal personality has been a considerable hindrance in developing CEPOL. A pre-requisite, therefore, is that *legal personality is given to CEPOL* to provide a framework that can contribute towards stability and continuity and provides the necessary authority to implement future work.

With respect to the governance of CEPOL, it is the *Governing Board*, consisting of Directors of National Police Training Institutes, which is the body with the overall responsibility for CEPOL's operations and delivery of results. It means that the Governing Board has to decide about

- the annual programmes to implement all activities;
- the annual budget;
- the evaluation process and annual reports;
- the educational standards and coherence with national police education;
- the establishment of committees to prepare proposals;
- the connections with the Council and the other relevant bodies and institutions of the European Union and at the national level as well.

The *establishment of an appropriately resourced secretariat* is vital to assist the Governing Board to deliver its objectives by:

- preparing and developing CEPOL operations;
- facilitating decision-making about CEPOL activities;
- implementing these GB-decisions;

- preparing and co-ordinating the process of evaluation;
- taking care of all financial and administrative activities.

To implement these recommendations and proposals of the Governing Board it will be necessary to increase significantly CEPOL's Secretariat staff in order to fulfil its tasks adequately. It concerns functions with regard to co-ordination activities with other EU-bodies, to development of curricula and co-ordination of training activities, to control, to evaluation, to research and science activities and, with regard to archive, information and homepage. With reference to the budget 2004, it is estimated that this will cost up to an additional Euros 500k per year.

The idea of all members being equal suggests that we may need to reconsider the way in which the CEPOL budget reimburses the costs of preparing and delivering training. Sharing out the workload among all members is not as simple as it sounds. Police training schools across the Member States will have different funding arrangements with their governments, which could lead to local funding difficulties if a particular college needs, but is unable, to recover all of its costs through the CEPOL budget. If such a college wished to participate fully in CEPOL, it would have to bid for additional funding from its parent organisations, and this funding is not always available.

Also, *a decision regarding the location of the seat* would facilitate CEPOL's operations, making it possible to establish this secretariat. It could be possible to accommodate some of the CEPOL-activities. A permanent location of the seat to enable accommodating of the Secretariat would offer a visible CEPOL-‘corner-stone’ and will contribute to a common and recognisable “CEPOL-identity”, and improved visibility for the organisation.

As a result, the Governing Board believes that CEPOL would more easily reach its target group and better deliver its objectives.

The Governing Board wishes to present a number of criteria, which it would like to be considered when making this decision.

It concerns the following suggestions;

- a) to prevent isolation, the location of the seat has to be close to one of the participating National Training Institutes or Colleges
- b) the seat has to represent an independent and recognisable ‘CEPOL profile and identity’

- c) the seat has to be within easy reach of an international airport
- d) the seat should enable co-operation with universities.

In legal terms, legal personality, the position and role of the Governing Board and the establishment of a permanent seat of the Secretariat, means that all administrative, financial and procedural aspects, including the external representation of CEPOL, should be revised whenever necessary and in case of revision new rules and procedures should be laid down with a view to implementing the new Council decision.

Consequently, CEPOL would more easily contribute to realising harmonisation and development of a common police identity within the European Union.

2.2.2 the position of CEPOL

It is important to position CEPOL clearly with respect to both the Council and the top-executive level of the police services throughout Europe.

The involvement of the professional top-level is a key factor for success. Background is that the real insight in the learning demand and learning necessities on professional practice can only be answered by those who are responsible for the professional performance of the different police services. It means that, due to the different police systems, the anchoring of CEPOL into the professional practice has to be realised on two levels. Firstly the top executive level in all Member States, and secondly at the European level. And so, the way CEPOL appreciated to receive priorities from the Council and implemented them, it will appreciate to be considered one of the Police Chief Taskforce main relations.

CEPOL will also have to justify itself to both ‘authorities’ via the annual programmes, (long-term or) annual budgets and annual reports.

2.2.3 the quality system

The Governing Board believes that it is necessary to introduce a consistent quality system including peer reviews and in addition an appropriate audit system for achieving the right level of quality and accountability.

This could be realised via the Total Quality Management system, which is used by many police organisations and educational establishments. In concrete terms, this means that, for example, an annual report has to be drawn up on the nine relevant organisational areas: leadership, strategy and policy, staff, resources, management of processes, assessment by the European police services and students, assessment by staff, assessment by the Council (society) and final results in both an educational-operational and financial sense. Such a report stimulates the learning capacity of the organisation.

Furthermore, this annual report can serve as a basis for peer review by an appropriate audit committee, which reports on this to the Governing Board. In this audit committee, expertise in the field of police science, educational theory and finance should also be represented.

2.3 the views of the Member States with regard to the future of CEPOL

Introduction

Based on these general reflections the Governing Board is of the opinion that the current organisational arrangements without legal personality does not work; therefore the Governing Board discussed two options (theoretical possibilities) for answering the questions about CEPOL's future and the considerations of each of these options.

Option 1. A Network with a legal personality

This means a formal European Body with legal personality, based on a Decision of the Council and with a Governing Board that will bear responsibility for the way CEPOL is organised and operates. The Directors of National Training Institutes will form the Board. A key element will be the continuation of the existing network making use of all the resources and experience of the members by letting them be responsible for the preparation and the implementation of the activities.

The Governing Board will take decisions about the annual programme and the budget. An appropriately resourced Secretariat, is fundamental for the network to function properly.

Option 2. A European Police Academy with legal personality

This means a formal Academy with legal personality located in one place in Europe. It will have a Management Board with members drawn from the current Governing Board membership, the national police services or the ministerial level. The Academy will have sole responsibility for developing and delivering CEPOL's objectives, and will be quite separate from the existing National Training Institutes. It will need its own staff, including permanent and part-time trainers, support staff and resources (buildings, etc). The Academy will work independently of the National Colleges and will not make use of the resources and facilities of the existing institutes. The Director of the Academy shall be accountable to the Management Board with respect to the performance of his duties.

Eleven delegations in the Governing Board, **Austria, Denmark, Finland, France, Germany, Greece, Ireland, the Netherlands, Portugal, Sweden and the United Kingdom** are of the opinion that the most effective and efficient approach for CEPOL at this time is the continuation of the existing network of National Police Training Institutes, but, with legal personality and a permanent seat for the Secretariat.

In the opinion of these countries this solution has advantages as far as costs are concerned, as the network already exists and needs no further commitment in terms of building or staff apart from the secretariat (which is common to both options). There is also the prospect of a more effective flow of ideas and people across the network. The network also allows greater flexibility and addresses one of the main issues –that of language and the ability of the network to implement CEPOL designed courses according to local need and language should not be underestimated.

Finally, the network can deal with significantly more students and avoids the prospect of conflict with a central academy.

The essential factor is the creation of CEPOL as a EU Body with legal personality and with a Governing Board that will bear responsibility for the way CEPOL is organised and operates. Directors of the National Training Institutes will continue to form the Board.

The Governing Board has to take decisions about the annual programme and the budget. An appropriately resourced Secretariat, supporting the Governing Board, is fundamental for the network to function properly.

Belgium, Luxembourg and Spain are in favour of a European Police Academy with legal personality. This means a formal Academy with legal personality located in one place in Europe, with a Management Board which should combine an egalitarian participation of the Member States with members drawn from the current Governing Board, the national police services or the ministerial level. The academy will have sole responsibility for developing CEPOL's objectives, and will be a separate building from the existing National Training Institutes.

It will be the representative corner-stone of senior police training in Europe; venue of the Management Board meetings (in the near future, with the new constitution, there will be no more rotating presidencies); seat of a very executive permanent Secretariat; with the curriculum of a limited number of very important flagship courses; with the necessary and appropriate administrative staff both for the Secretariat and the Academy; with neither permanent nor part-time trainers in its staff, but making use of the right trainers from the national training centres for concrete courses and activities, and with most courses organised in the various National Training Institutes. The Director of the Academy shall be accountable to the Management Board with respect to the performance of its duties.

To ensure efficiency, it could be valuable, in the opinion of these countries, to foresee a 'development unit' (as it was done for Europol). This unit could be in charge of the conception, the preparation and implementation of aspects linked to the budget, the location, the personnel and the organisation. That approach would give better chances to the organisation to be functional from the beginning. Secondly it would allow the administrative secretariat to go on with its fundamental missions being burdened by logistics and organisational matters.

In addition to the advantages of the network with legal personality a European Academy also creates an awareness of common European efforts in the field of training and the possibility of giving the flagship courses. Most courses would continue being given in the National Training Institutes. The budgetary costs will be similar to the establishment of the strong permanent Secretariat. There is no need to have a trainers staff, which saves a lot on the personnel costs.

Italy is in favour of a Central Academy with legal personality located in one place in Europe. Although with different views concerning the establishment of the Secretariat, the teaching staff and the creation of decentralised thematic or geographic poles, which would be highly desirable, Italy agrees with the position expressed by Belgium, Luxembourg and Spain.

III Conclusions and recommendations of the Governing Board.

In conclusion, taking into account the last three year experience and the above mentioned opinions and views of Member States about the two main options, 11 Members of **the Governing Board agree** with a CEPOL-structure, at this stage, based on the following components as the most practical and effective next step in the ongoing process of developing CEPOL:

- a network with legal personality;
- a Governing Board (consisting of representatives of the network) that will bear responsibility for the way CEPOL is organised and operates;
- an appropriately resourced Secretariat to support the GB;
- a permanent seat to accommodate the Secretariat and with the facilities to provide some of the CEPOL-activities.

It is also supporting the basic idea that the starting point for police training co-operation should be the National Training Institutes.

Three (3) Members of the Governing Board (Belgium, Luxembourg and Spain) prefer the establishment of a central European Academy, involving the various National Training Institutes. Italy confirms its preference for an academy but is prepared for the time being to support a network of the National Training Institutes.

It is possible that the Governing Board could commission a specific study about this issue taking into account the state of the art of police co-operation in the European Union.

Unanimously, the Governing Board, with consideration of all aspects presented above and with a view to enabling CEPOL to fully fulfil its role as a European Union Body, recommends the Council:

- to attribute legal personality to CEPOL;
- to endorse the governance structure, as proposed:

1. a Governing Board, consisting of Directors of National Training Institutes,
 2. an appropriately resourced Secretariat and
 3. a permanent seat to establish the Secretariat
- to endorse the educational strategy as outlined.

With a majority of 12 votes (Austria, Denmark, Finland, France, Germany, Greece, Ireland, Italy, the Netherlands, Portugal, Sweden and the United Kingdom) the Governing Board proposes:

- to agree on the continuation of CEPOL as a network of National Training Institutes at this stage;
 - to invite the Governing Board to develop and present a medium term strategic business plan, at the latest by the 1st of January 2005;
 - to seek further consideration of the role and structure of CEPOL at some time in the future, based on an evaluation of the medium term business plan.
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