

DECISION 22/2016/GB

OF THE GOVERNING BOARD OF THE EUROPEAN POLICE COLLEGE

**ADOPTING CEPOL'S EXTERNAL RELATIONS SUB-STRATEGY**

Adopted by the Governing Board  
by written procedure  
on 12 July 2016

THE GOVERNING BOARD,

Having regard to Regulation (EU) 2015/2219 of the European Parliament and the Council of 25 November 2015 (hereinafter referred to as "the CEPOL Regulation") establishing a European Union Agency for Law Enforcement Training and replacing and repealing Council Decision 2005/681/JHA, and in particular to articles 3 (1) (b) (d), 4 (4), 10 (2) (3), 34 of said Regulation;

Having regard to the proposal of the Director;

Whereas:

In the period between the entry into force and the date of application of the CEPOL Regulation the Governing Board exercises the functions of the CEPOL Management Board<sup>1</sup>;

The CEPOL's Multiannual Programming shall include a strategy for relations with third countries and International Organisations,

HAS ADOPTED CEPOL's External Relations Strategy as detailed in Annex I to this Decision.

Done at The Hague, 12 July 2016

*For the Governing Board*

*< signature on file >*

*Mrs. Frederike Everts MPA  
Chair of the Governing Board*

---

<sup>1</sup> Article 37 of the CEPOL Regulation states that "during the period from 24 December 2015 to 1 July 2016, the Governing Board as established on the basis of Article 10 of Decision 2005/681/JHA shall: (a) exercise the functions of the Management Board in accordance with Article 9 of this Regulation"

## Annex I

# CEPOL's External Relations Sub-Strategy

## Policy context

CEPOL is not a “political” agency but is firmly anchored in its core mandate, which is of a technical nature: the provision of law enforcement training predicated on a strategic training needs analysis and on the notion of partnership.

That said, the agency must fully grasp the complexities and implications of law enforcement training especially when shaping its approach to supporting the EU in its relations with the wider world. Towards this end CEPOL shall be able to frame its action against the backdrop of a certain degree of global security instability which shall continue to prevail in the foreseeable future; the challenge will be to balance strategic vision and realistic scenarios in order to implement a viable external relations sub-strategy. Those realistic scenario must of course consider resource constraints affecting the agency.

In implementing its External Relations sub-strategy, CEPOL shall coordinate closely with the European Commission, and shall maintain cooperative relations with the European External Action Service (EEAS) via the Directorate-General for Migration and Home Affairs (DG HOME). For the period 2016-2020, CEPOL shall strictly follow the priorities set forth in the European Agenda on Security<sup>2</sup> primarily, as well as the relevant sub-strategies and Council Conclusions.

Having in mind the need of implementation of training activities for non-EU Member States, CEPOL aims at satisfying the training demands of the Member States on the prevailing level. The training offer proposed for both, the EU Member States and the Third Countries will be preceded by the training needs analysis and shall include not only stationary activities, but also other components (the exchange programme, e-learning modules, webinars, on line courses etc.). Moreover, synergy be guaranteed between CEPOL activities and those implemented under umbrella of other programs and initiatives of the EU, which is particularly important with regard to the coordinative role of CEPOL in the field of JHA training. The number and the kind of training activities proposed for the Third Countries representatives or attended by them shall depend on the abilities of CEPOL to receive additional financial resources, as well as on the methodology applied and the organiser's logistic capabilities. Whereas there is no possibility for receiving external funds, the Third Country's representatives might be entitled to attend the training activities of CEPOL at their own cost.

---

<sup>2</sup> [http://ec.europa.eu/dgs/home-affairs/e-library/documents/basic-documents/docs/eu\\_agenda\\_on\\_security\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/e-library/documents/basic-documents/docs/eu_agenda_on_security_en.pdf)

## Part 1 – Policy Scope

### **Multiannual objective 1.1 – CEPOL'S Role in External Relations**

**CEPOL shall position itself as a reliable EU partner for law enforcement training on the global stage**

CEPOL is a European Union Agency which core mandate is to support, develop and implement training for law enforcement officials. The agency's "brand" is already recognised and sought after, within the EU, as a prime actor in its field of specialty. Its role and reputation in bringing closer the law enforcement services of the EU Member States and those of the Western Balkans, of the ENP-Eastern Partnership as well as those of the Middle East and North Africa region, is ever-growing. Through the years, CEPOL has gradually intensified its relations and activities with International Organisations of regional and global reach like the United Nations, Interpol, and others.

CEPOL can bring together the combined strengths of its network of training institutes in the Member States, as well as its ever-expanding partnerships with EU agencies and bodies, international organisations and academia. These strengths should be further capitalised upon.

#### **Strategic areas of intervention:**

**CEPOL shall establish cooperative relations with International Organisations of global reach**

#### **Performance Indicators:**

1.1.1. Conclusion or renewal of Working Arrangements with the relevant United Nations bodies and Interpol; Involvement of experts from mentioned organisations to-, or joint organisation of at least one high level activity per year.

#### **Risks:**

1.1.1. Lack of political commitment/financial capacity to conclude working arrangements;  
1.1.2. Lack of political commitment/financial capacity organise high level activities.

**Multiannual objective 1.2 – A Tailor-Made Approach**

**CEPOL shall seek to develop qualitative, tailor-made training that benefit external partners and the EU**

CEPOL shall continue to have a differentiated approach to geopolitical areas: Strategic partners of the EU, ENP (both Eastern and Southern), and Candidate/Acceding countries should be given tailored access to CEPOL activities, mindful that in particular when it comes to the ENP region we must recognise not all countries of that area aspire to EU rules and standards. Hence, the notion of partnership and cooperation with the ENP regions will have to be refocused. In principle, CEPOL’s working arrangements with Third Countries shall be complemented by multi-annual action plans featuring priority areas.

**Strategic areas of intervention:**

**Enhancing the participation of Third Countries into CEPOL activities**

**Performance Indicators:**

1.2.1. Additional participants to CEPOL training activities (residential/online) will be constituted by law enforcement officials from Third Countries based on the training needs assessment, provided sufficient additional funding is made available

**Risks:**

- 1.2.1. Lack of budget;
- 1.2.2. Lack of a structured Training Needs Assessment covering the specific beneficiaries.

**Multiannual objective 1.3 – *An Integrated Approach***

**CEPOL shall continue to work closely with the EU institutions and Agencies to maximise its impact in External Action**

CEPOL is neither a training “monopolist”, nor can it depart from the external relations priorities decided at EU level. The notion of partnerships is therefore vital for CEPOL.

Inter-Institutional relations will have an even greater importance in the future: continuing to pursue strong ties with the European Commission, the Council and the European Parliament will be of paramount importance as CEPOL seeks recognition of its role and achievements, and advocates for resources. Specific financial considerations in this regard are made in Part 2 of this document.

Relations with other EU JHA Agencies, particularly those linked with operational law enforcement and those who deliver law enforcement training as part of their mandate, must take new approaches, especially in the light of the Strategic Training Needs Analysis for which CEPOL will take responsibility; the same goes for International Organisations and bodies delivering training (Interpol, UNODC, OSCE, PCC-SEE just to name a few).

**Strategic areas of intervention:**

**CEPOL training shall progressively encourage the involvement of EU institutional partners**

**Performance Indicators:**

1.3.1. CEPOL’s activities shall feature the role of an EU (institutional) partner as Supporter in the relevant areas of expertise.

**Risks:**

- 1.3.1. Lack of commitment from institutional partners;
- 1.3.2. Availability of Experts.

**Multiannual objective 1.4 – An Inclusive Approach**

**CEPOL training shall embrace Academia as well as the Private and Non-Governmental sector**

A Multi-agency, multi-disciplinary approach to law enforcement training is a must nowadays. It would in fact be unrealistic to believe that training programs in areas such as Fundamental Rights, Cybercrime, or higher education can be competitive and qualitative on the training market if they do not feature the contribution of Academic and Research institutions, NGOs and civil society organisations, as well as private enterprises.

The quality of CEPOL training can only benefit from more voices being heard and more actors being given the chance to contribute not only to the delivery but also to the development of training modules.

**Strategic areas of intervention:**

**CEPOL shall work closely with Academia, Civil Society and Non-Governmental Organisations to deliver qualitative training**

**Performance Indicators:**

1.4.1. CEPOL activities will feature the participation of Academia, the NGO and Civil Society sector, as well as private enterprise at their own costs or by additional funding, in the relevant areas of expertise

**Risks:**

- 1.4.1. Lack of commitment from Academia, NGO and Civil Society;
- 1.4.2. Availability of experts
- 1.4.3. Lack of access to classified information and sensitive knowledge
- 1.4.4. Financial limitations and lobby

General Remark: The mentioning of the various partners in this objective is not consistent in all parts. The same wording should be used in all fields (Strategic areas of intervention / Performance Indicators and Risks)

## PART 2 – Operational And Financial Considerations

### **Multiannual objective 2.1 – A More Systematic Access To Residential Courses**

**CEPOL shall support regular participation of Third Countries in its residential courses**

CEPOL was conceived in the years following the Treaty of Amsterdam (1997); it remains primarily as a “Home Affairs” instrument and hence, inward-looking. However, we must now reconcile ourselves with the notion that engaging with the external aspects of the EU’s JHA policy is not an “extra” activity, but is a crucial component in our efforts to address collective internal security challenges. The threats posed by terrorism, cybercrime and illegal migration make this assertion a self-evident truth; furthermore, some Third Countries are already routinely included in EMPACT related activities<sup>3</sup>.

CEPOL should find ways to provide access to residential courses (where relevant and advisable) to Third Countries, whilst guaranteeing the viability of classrooms as well as the feasibility of the current financial arrangements. Towards this end, CEPOL should consult with the European Commission and seek ways to secure adequate funding.

Participation of Third Countries’ law enforcement officials to CEPOL training activities should be based according to the assessment of their training needs

#### **Strategic areas of intervention:**

**CEPOL will enhance its residential training offer for Third Countries, and will increase their participation to courses, provided adequate funding is made available.**

#### **Performance Indicators:**

2.1.1. Third Countries’ attendance to residential activities will be based on the training needs assessment and mutual security interests of the parties

#### **Risks:**

2.1.1. Lack of budget;

2.1.2. Lack of commitment from Third Countries to identify and nominate relevant trainees

<sup>3</sup> Council conclusions on setting the EU’s priorities for the fight against serious and organised crime between 2014 and 2017, JUSTICE and HOME AFFAIRS Council meeting, Luxembourg, 6 and 7 June 2013

**Multiannual objective 2.2 – MORE SYSTEMATIC ACCESS TO e-LEARNING**

**CEPOL shall further encourage systematic participation of Third Countries to its online activities**

Currently, CEPOL's online learning (broadly encompassing online courses, webinars, modules and others) produces the highest number of participants to training activities organised by the agency. It can be surely argued that the lack of English skills or internet facilities in the partner countries might play a role in the limited attendance; equally, the fact that third countries are not part of the ad-hoc needs assessment may result in topics being of lesser interest for those countries, thus generating less registrations. However it is indisputable that there is room for improvement. Solutions can be found by enhanced and targeted communication with the countries in question, by seeking ways to facilitate the registration process, and by making the offer (particularly the webinar offer) more attractive to those countries. In parallel, Third Countries should be encouraged to set up well-functioning CEPOL "contact points".

**Strategic areas of intervention:**

**CEPOL shall encourage enhanced participation to online activities by Third Countries and assist those in creating an enabling environment for that purpose**

**Performance Indicators:**

2.2.1. CEPOL's online activities will feature the participation of Third Countries participation based on the training needs assessment.

**Risks:**

- 2.2.1. Lack of awareness of CEPOL's online training offer;
- 2.2.2. Lack of nominated contact points;
- 2.2.3. Limited access to the Internet.
- 2.2.4. Need to reinforce CEPOL's HR capacity.

**Multiannual objective 2.3 – *Widening The Access To The European Police Exchange Programme (EPEP<sup>4</sup>)***

**CEPOL shall seek to expand its European Police Exchange Programme to all immediate partners of the EU (candidate, potential candidate, ENP) and to selected strategic partners**

EPEP has a potentially “boundless” demand; historical data shows that the more budget is made available for this instrument, the more the instrument is actually utilised. While the agency has found, within its regular subsidy, a solution to guarantee staff stability for implementing EPEP<sup>5</sup> by converting Seconded National Experts posts into Contract Agent ones, a viable solution for its financing is still pending<sup>6</sup>. Towards this end, it is once more paramount to reach an understanding with the European Commission on a sustainable funding source for EPEP.

**Strategic areas of intervention:**

**Enhancing participation of Third Countries to the EPEP**

**Performance Indicators:**

2.3.1. Provided a sufficient and sustainable financial solution is found, EPEP should be extended to all immediate geographical partners of the EU (candidate, potential candidate, ENP) as well as to two Strategic Partners of the Union.

**Risks:**

2.3.1. Lack of Budget

---

<sup>4</sup> The name of EPEP may change in the near future, in light of the new target group of CEPOL

<sup>5</sup> See Draft Outcomes of Proceedings of the 34<sup>th</sup> Governing Board (Luxembourg, November 2015)

<sup>6</sup> See Draft Council conclusions on the exchange programme for police officers inspired by Erasmus, 13 April 2010

**Multiannual objective 2.4 – A New Role In External Assistance And CSDP Training**

**CEPOL shall become a sustainable provider of technical assistance to Third Countries and a credible partner in preparing EU officials for deployment to CSDP missions**

Out of the many ambitious objectives set in the CEPOL Regulation, two emerge as priorities: on one hand the role of the agency in assisting third countries in building their capacity in relevant law enforcement policy areas, in line with the established priorities of the Union (*inter alia*, via managing dedicated external assistance funds); on the other hand, CEPOL is called to play a key role developing and providing training to prepare law enforcement officials for participation in Union missions.

However, these ambitious tasks require resources CEPOL does not currently possess; while CSDP activities can still take place on a smaller scale, external assistance requires a higher volume of funds hence a pragmatic solution must be sought which could encourage mid or long term planning.

CEPOL must find ways to make best use, in the foreseeable absence of a radical increase in its core budget, of the possibilities offered by the new legal basis (delegated management of European funds *et al*) to finance external dimension related trainings, encompassing both capacity building in third countries as well as CSDP.

One way to achieve this is to agree with the European Commission on a multi-annual approach to capacity building in third countries via ad-hoc funds: CEPOL should become one of the vehicles by which the Commission channels its technical assistance funds on a regular basis.

Once multiannual geographic priorities are established, funds could be made available to the agency via delegation agreements or other financial instruments such as direct grants. This would enable CEPOL to have a predictable funding source, and would ensure that the policy goals set by the EU institutions are adequately supported by a multilateral instrument such as CEPOL.

**Strategic areas of intervention:**

**CEPOL should strive to obtain the necessary resources to implement training initiatives in external assistance**

**Performance Indicators:**

2.4.1. If additional funding ensured CEPOL will engage in developing and implementing externally funded capacity building projects

**Risks:**

2.4.1. Lack of dedicated budget

2.4.2. Lack of experienced project managers