EUROPEAN POLICE COLLEGE

FIVE YEAR REPORT

Contents

DECISION 09/2011/GB

OF THE GOVERNING BOARD OF THE EUROPEAN POLICE COLLEGE

ADOPTING THE

FIVE-YEAR REPORT

OF THE EUROPEAN POLICE COLLEGE

Adopted by the Governing Board
on 10 March 2011

THE GOVERNING BOARD,

Having regard to Council Decision 2005/681/JHA of 20 September 2005 establishing the European Police College (CEPOL) ([1]), and in particular Article 21 thereof;

Whereas:

    (1) Within five years after this Decision takes effect, and every five years thereafter, the Governing Board shall commission an independent external evaluation of the implementation of this Decision as well as of the activities carried out by CEPOL.

    (2) Each evaluation shall assess the impact of this Decision and the utility, relevance, effectiveness and efficiency of CEPOL and its working practices.

    (3) The Governing Board shall receive the evaluation and issue recommendations regarding CEPOL's structure and its working practices to the Commission.

    (4) Both the evaluation findings and recommendations shall be part of the five- year report, to be established in accordance with the procedure provided for in Article 10(9)(e).

CEPOL has fulfilled the requirement of commissioning an independent external evaluation and has issued recommendations regarding CEPOL's structure and its working practices.

HAS ADOPTED the Five Year Evaluation report and is ready to submit it to the European Commission and Council.

Done at Budapest, 16 March 2011

For the Governing Board

Dr József BODA
Chair of the Governing Board

([1]) OJ L 256, 1.10.2005, p. 63.

Foreword

The Council Decision 2005/681/JHA[1], that gave CEPOL the status of an Agency as from 1 January 2006 in article 21[2] states:

- Within five years after this Decision takes effect, and every five years thereafter, the Governing Board shall commission an independent external evaluation of the implementation of this Decision as well as of the activities carried out by CEPOL.
- Each evaluation shall assess the impact of this Decision and the utility, relevance, effectiveness and efficiency of CEPOL and its working practices.
- The Governing Board shall receive the evaluation and issue recommendations regarding CEPOL's structure and its working practices to the Commission.
  Both the evaluation findings and recommendations shall be part of the five- year report, to be established in accordance with the procedure provided for in Article 10(9)(e).

This report covers the period 2006 – 2010 and it is articulated in two parts. The first part includes the quantitative and qualitative Five Year External Evaluation of CEPOL compiled by Blomeyer & Sanz, followed by the executive summary of recommendations to the European Commission and to the Council of the European Union of the Governing Board of CEPOL on both its structure and working practices[3].

The report focuses on a number of key evaluation issues related to the relevance, efficiency, effectiveness, and sustainability of the activities of the Agency. Overall, the evaluation findings are positive but with a number of specific recommendations made to further strengthen CEPOL.

In particular the external evaluation highlights the following;

- CEPOL's intervention logic (the Agency's 'purpose and mission'), is not sufficiently focussed, with a need for stronger alignment and cooperation of CEPOL capacity and capability building across the whole of European law enforcement training and development;
- Deficiencies over complying with the Agency regulatory framework;
- Capacity building and coordination for law enforcement training and development delivered by different Agencies are not cost effective;
- Disparity of Member States (MS) approaches to engaging with CEPOL (e.g. organisation of the different CEPOL support functions), leading to significant variations in levels of MS participation in CEPOL activity;
- Limited resources spread across too many different thematic areas and types of activity thus constraining effectiveness and impact;

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[1] Council Decision 2005/681/JHA of 20 September 2005 establishing the European Police College (CEPOL) and repealing Council Decision 2000/820/JHA [OJ 2005/L 256/63]

[2] OJ L 256, 1.10.2005, p. 63

[3] This report does not contain the evaluation of the exchange programme for police officers inspired by Erasmus, requested by the Council to be presented in the framework of the 5-year evaluation of CEPOL (doc. 8309/1/10 REV 1 ENFOPOL 93), as the implementation of this exchange programme did not start in 2010. Such an evaluation would therefore be drawn up after this exchange programme has been carried out for at least one year.

- Quantitative monitoring of outputs is strong, however, more qualitative monitoring of results and impacts less effective (i.e. not systematically covering all activities with limited evidence in terms of objectively verifiable indicators).

The Governing Board endorses the report of the external evaluator which is generally considered as a comprehensive, constructive and appropriate report. The manner with which it conveys both the positive and negative elements associated with the structure and practices of the Agency lends itself to a unique opportunity to submit strategic recommendations related to improving both the short and long term vision of the Agency [4].

The Governing Board recommendations take into account the external evaluation as the basis for an in depth validation of the activities of CEPOL as a whole. The Governing Board will look to integrate these recommendations into both the CEPOL Strategy as well as with the Multi-Annual Action Plan, ensuring that they are also aligned with the comments made by the IAS and the Court of Auditors and remain directly linked to the CEPOL working procedures and structure.

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[4] Short term recommendations are supposed to be applicable without any modification of the current legal basis. The long term recommendations presuppose a modification of the Council Decision.

CEPOL Five-year external evaluation, final report

Prepared for: CEPOL

Contract: CEPOL/CT/2010/002

Date: 31 January 2011

Contents

Glossary

AT	Austria
BE	Belgium
BG	Bulgaria
CC	CEPOL Common Curricula
CC THB	CEPOL Common Curriculum 'Trafficking of Human Beings'
CEPOL	European Police College
CFCA	Community Fisheries Control Agency
CH	Switzerland
COSI	Council Standing Committee on Operational Cooperation on Internal Security
CPVO	Community Plant Variety Office
CY	Cyprus
CZ	Czech Republic
DE	Germany
DG	Directorate General
DK	Denmark
EC	European Commission
ECA	European Court of Auditors
EE	Estonia
EFSA	European Food Safety Authority
EIGE	European Institute for Gender Equality
EJN	European Judicial Network
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
EMEA	European Medicines Agency
EP	European Parliament
ES	Spain
EU	European Union
EUCPN	European Crime Prevention Network
EUROFOUND	European Foundation for the Improvement of Working and Living Conditions
EUROJUST	European Union Judicial Cooperation Unit
EUROPOL	European Law Enforcement Agency
FI	Finland

FR	France
FRA	European Union Agency for Fundamental Rights
FRONTEX	European Union Border Control Agency
FYROM	Former Yugoslav Republic of Macedonia
GB	CEPOL Governing Board
GNSS	GNSS Supervisory Authority
GR	Greece
HR	Croatia
HU	Hungary
INTERPOL	The International Criminal Police Organisation
IS	Iceland
JHA	Justice and Home Affairs
LT	Lithuania
LV	Latvia
LU	Luxembourg
MT	Malta
NCCC	CEPOL National Common Curriculum Coordinator
NCP	CEPOL National Contact Point
NL	Netherlands
NO	Norway
NPIA	National Police Improvement Agency
OCTA	Organised Crime Threat Assessment
OLAF	European Commission Anti-Fraud Office
PGEAPS	Project Group on a European Approach to Police Science
PL	Poland
PT	Portugal
RO	Romania
SE	Sweden
SI	Slovenia
SK	Slovakia
TR	Turkey
UK	United Kingdom

Executive Summary

This evaluation has been conducted in line with Council Decision 2005/681/JHA of 20 September 2005, requiring an '*independent external evaluation*' within five years of the Decision taking effect (Article 21).

The final evaluation report comprises four sections: (1) **Introduction**, (2) **Governance**, (3) **Performance** (in relation to the five evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability), and (4) **Conclusions and recommendations**. The evaluation involved desk research, stakeholder consultations, a survey to Governing Board members, five case studies and three meetings with CEPOL (including a focus group meeting).

Starting with CEPOL's **intervention logic** (relation of immediate and wider objectives and related activities), the evaluators found a need for further clarification and review in the context of the EU's wider internal security strategy. Similarly, the review of CEPOL **governance** indicates room for enhancing decision making and rationalising structures to maximise the contribution of CEPOL governance to attaining objectives.

Overall, CEPOL activities are clearly **relevant** to their legal and wider policy framework and specific Member State needs, however, there might be room for strengthening thematic focus (on the '*cross border dimension*') and enhancing design (less, but more integrated and 'intensive' activities). Despite serious deficiencies with regard to the functioning of the Secretariat in the years 2006 to 2009, CEPOL has delivered its core business **efficiently**. Concerning **effectiveness**, Member State and participant feedback is positive on CEPOL's contribution to enhancing knowledge or awareness of the need for strengthening resources for police cooperation, however, there is limited quantitative data to substantiate this. The lack of quantitative data has also constrained the review of **impact**, however, Member State and participant feedback indicates strong impact in terms of CEPOL activity leading to stronger police cooperation between Member States, and stronger engagement with other actors e.g. the European Law Enforcement Agency (EUROPOL). Member States and participants also have positive views on the **sustainability** of CEPOL activity, e.g. in terms of the integration of CEPOL capacity building in national curricula or networking, however feedback is less positive than for other evaluation criteria.

In terms of conclusions and recommendations it is worth noting that the evaluators have found a break in the Agency's development in 2009. From 2006 to 2009, CEPOL has reasonably well delivered outputs, however, with deficiencies in the functioning of the Secretariat. Following a management change in 2009, identified deficiencies were addressed, and CEPOL has assumed a more forward looking and strategic stance on its development. The main recommendations are: (1) **Clarify the CEPOL intervention logic**; (2) **Streamline governance and rationalise structures**; (3) **Strengthen the CEPOL Secretariat**; (4) **Merge capacity building for law enforcement**; (5) **Assess Member State engagement with CEPOL**; (6) **Concentrate capacity building efforts**; and (7) **Measure results and impacts**.

1 - Introduction

This section aims to present the context for the five-year external evaluation of the European Police College (CEPOL). The section **introduces the evaluation and report structure** (section 1.1), presents **key data on CEPOL** in terms of its establishment, budget, and activities (section 1.2), and discusses **CEPOL's intervention logic** (section 1.3).

1.1 The external evaluation

CEPOL contracted the Group Blomeyer & Sanz SL, Centre for Strategy and Evaluation Studies LLP and Evalutility Ltd. on 6 August 2010 to conduct the five-year external evaluation in line with Article 21, Council Decision 2005/681/JHA of 20 September 2005 establishing the European Police College.

Besides this introduction, the final evaluation report comprises three main sections covering respectively CEPOL's **governance** (section 2), CEPOL's **performance** in terms of delivering activities (section 3), and finally, presenting **conclusions and recommendations** (section 4). Section 2 on CEPOL's performance is structured in line with the five evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability.

The evaluation involved desk research, 51 stakeholder consultations, a survey of Governing Board members (25 Member States responded), and five case studies. Progress meetings with CEPOL took place on 13 September and 10 December 2010. Detail on the evaluation approach and methodology can be found in the inception report of 9 November 2010.[1] A focus group meeting to prepare the conclusions and recommendations was held on 11 January 2011. The draft final report was submitted for CEPOL review on 31 December 2010 and comments were received on 7 January 2011. Further comments were received from the Hungarian Presidency (12 January 2011), and Italy (13 January 2011).

The evaluation covers the years from 2006 to 2010. Data analysis and figures for 2010 are provided where complete information for 2010 was available by the start of the evaluation.

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[1] The inception report was submitted on 22 October 2010 with the revised version completed on 9 November 2010.

1.2 The CEPOL history, budget and key activity figures

The CEPOL history (section 1.2.1), budget (section 1.2.2) and key activity figures (1.2.3) are presented here to give the reader a quick basis for understanding the scope of CEPOL activity over the years 2006 to 2010.

1.2.1 CEPOL history

The Council meeting in Tampere on 15 and 16 October 1999 agreed on the establishment of a European Police College to train senior officers of police forces. Council Decision 2000/820/JHA established CEPOL as a network of the Member States' police training organisations.

In 2005, the Council concluded that CEPOL's performance could be enhanced if it were financed from the general budget of the European Union (EU), and if the staff regulations of officials of the European Communities applied to the Director and the staff of the CEPOL Secretariat. Council Decision 2005/681/JHA of 20 September 2005 enacted these changes, and CEPOL now operates as one of the EU agencies within the group of agencies 'police and judicial cooperation in criminal matters', alongside a series of other agencies, e.g. the European Police Office (EUROPOL) or the European Union's Judicial Cooperation Unit (EUROJUST).

Council Decision 2005/681/JHA (Article 5) defines CEPOL's 'purpose' as follows: '*The aim of CEPOL shall be to help train the senior police officers of the Member States by optimising cooperation between CEPOL's various components. 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*'.

A particular feature of CEPOL is its operation in close cooperation with Member State police training organisations: '*CEPOL shall function as a network, by bringing together the national training institutes in the Member States whose tasks include the training of senior police officers, which shall cooperate closely to that end*' (Council Decision 2005/681/JHA (Article 1)). This evaluation has found that the Member States have allocated 143 part- and 45 full-time staff to support CEPOL.

CEPOL's governance structure comprises a Governing Board (GB), a Director and a Secretariat. The CEPOL Secretariat comprises 22.5 staff (establishment plan 2010).[2] CEPOL is located in Bramshill, UK.

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[2] Staff figures used in this report refer to the figures set in the establishment plans (unless noted otherwise).

1.2.2 CEPOL budget

Budget figures are presented here to allow an initial approximation of the scope of CEPOL activity (description and no analysis). CEPOL's budget (commitments) increased from €4.3 million in 2006 to between €8 and €8.8 million (2007 to 2009), before dropping by about 11.4% to €7.8 million in 2010. These budget figures place CEPOL among the smallest EU agencies.[3]

Figure 1 - CEPOL total budget (€ million)[4]
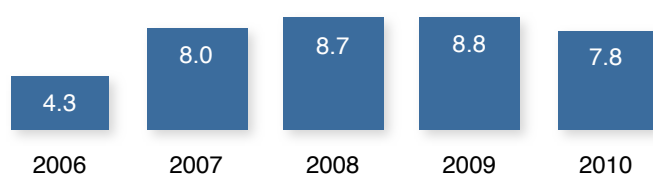
CEPOL's budget is organised in three main expenditure categories, namely, '*Expenditure relating to persons working with CEPOL*' (42% to 46% of total expenditure in the years 2006 to 2010), '*Buildings, equipment and miscellaneous*' (5% to 6%) and '*Operational Expenditure*' (49% to 58%).[5] It is noteworthy that the share of 'Expenditure relating to '*Operational Expenditure*' has decreased by 9% between 2007 and 2010. This has benefited '*Expenditure relating to persons working with CEPOL*' with an increase of 9% between 2007 and 2010.

Looking just at the budget difference between 2009 and 2010, there has been a 21.9% drop for '*Operational Expenditure*', a 17.8% drop for '*Buildings, equipment and miscellaneous*', and a 4.4% increase for '*Expenditure relating to persons working with CEPOL*'.

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[3] Among the 26 agencies assessed in 2009, CEPOL has the third lowest budget. Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume I Synthesis and prospects, December 2009, page 2.

The number of Agencies has now reached 37; 23 Community Agencies, three Common Security and Defence Policy Agencies, three Agencies in the area of police and judicial cooperation, six Executive Agencies, and two EURATOM Agencies and Bodies. See http://europa.eu/agencies/ (accessed on 14 January 2011).

[4] Commitments. 2006 figures according to annual budget 2008, 2007 figures according to annual budget 2009, 2008-2010 figures according to annual budget 2010.

[5] The budget categories correspond to the categories used in the CEPOL Annual Budgets.

Figure 2 - CEPOL main expenditure categories 2006-2010 (% of total budget by year (bar chart), € million for 2006-2010 (pie chart), and in € million by year (line chart)[6]
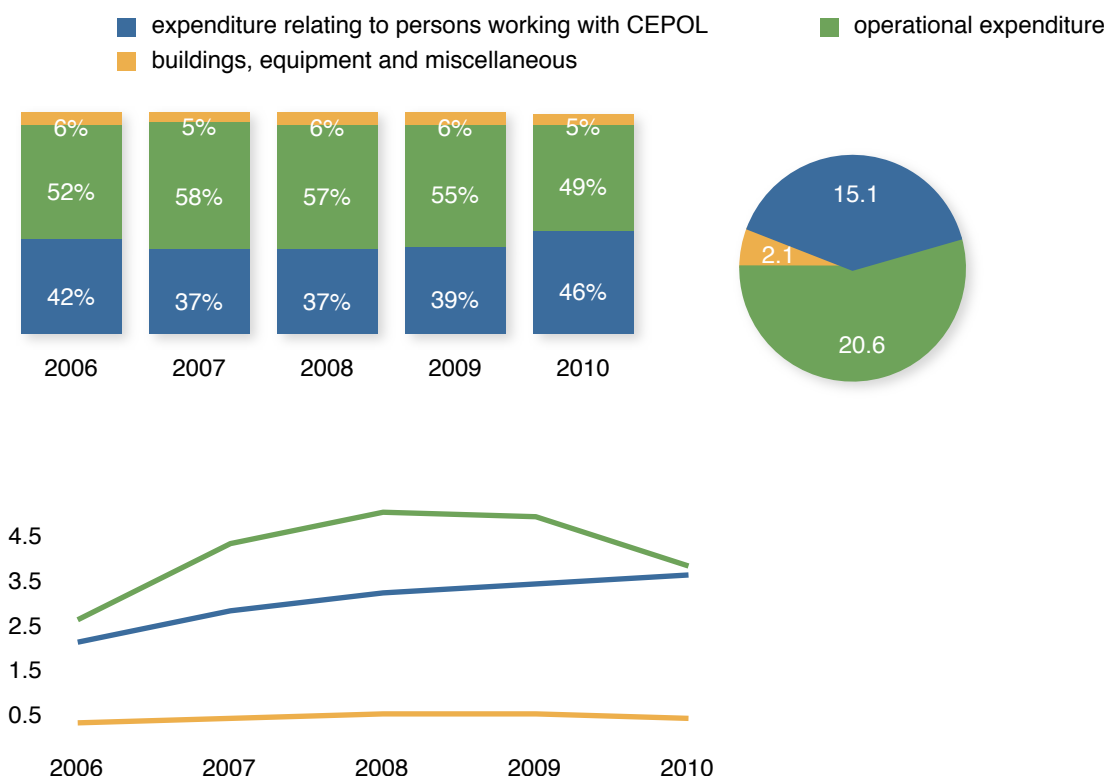
Looking in more detail at CEPOL '*Operational Expenditure*', it is noteworthy that the largest share corresponds to the category '*Courses and Seminars*' (between 56% and 71% of total operational expenditure in the years from 2006 to 2010). Expenditure under the category '*Bodies and Organs*', i.e. CEPOL's Governing Board and other structures accounts for between 8% and 13% in the years from 2006 to 2010.

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[6] Figures relate to budget commitments. 2006 figures according to annual budget 2007; 2007 figures according to annual budget 2008; 2008-2010 figures according to annual budget 2010.

Figure 3 - CEPOL operational expenditure (% of total operational expenditure by year (bar chart), and € million by year (line chart)[7]
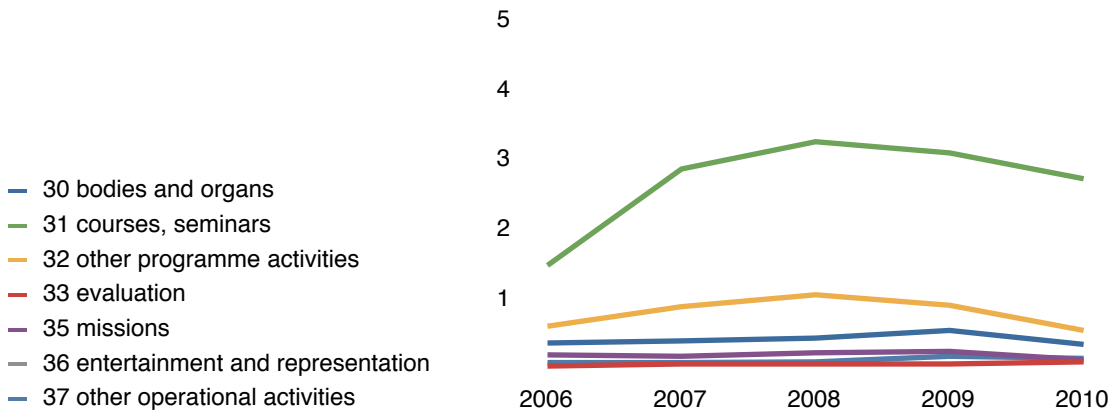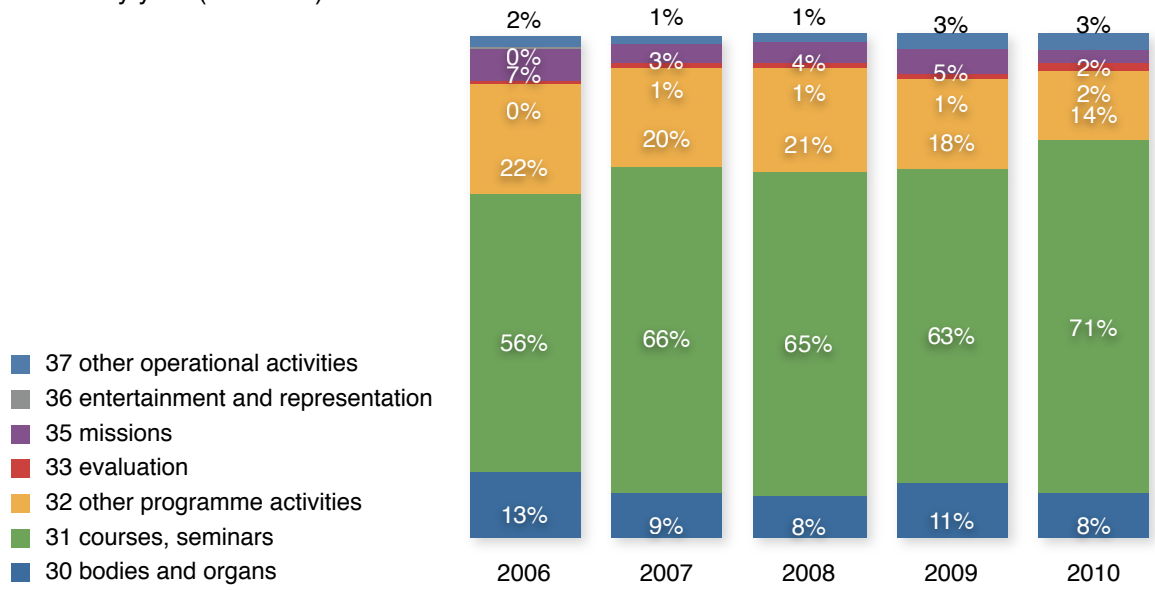
[7] Commitments. 2006 figures according to 2007 annual budget, 2007 figures according to 2008 annual budget, 2008 figures according to 2009 annual budget, 2009 and 2010 figures according to 2010 annual budget.

Finally, a review of the budget category '*Bodies and Organs*' shows that the largest share of this category is accounted for by the Governing Board. Expenditure decreased from 68% to 44% of total expenditure related to bodies and organs between 2006 and 2009, before increasing to 56% in 2010.

Figure 4 - CEPOL operational expenditure - expenditure related to bodies and organs (% (bar chart) and € million by year (line chart))[8]

1.2.3 Key activity figures

Council Decision 2005/681 includes a catalogue of nine tasks for CEPOL (Article 7). As shown in Figure 3 above, between 56% and 71% of total operational expenditure from 2006 to 2010 was committed to the activity '*Courses and Seminars*', and related data is presented in the following figures.

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[8] Commitments. 2006 figures according to 2007 annual budget, 2007 figures according to 2008 annual budget, 2008 figures according to 2009 annual budget, 2009-2010 figures according to 2010 budget
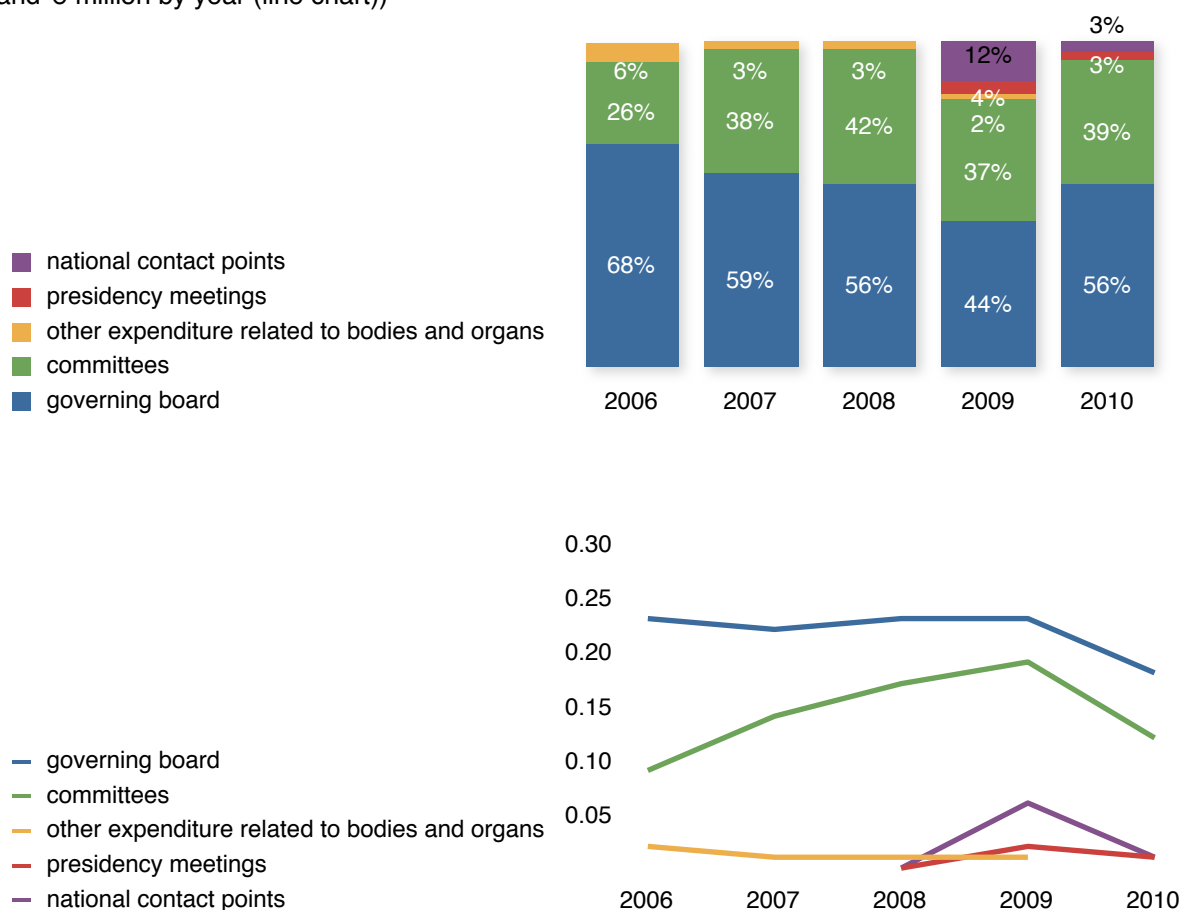
Looking first at the number of activities, there has been an increase from 62 courses and seminars in 2006 to 93 in 2010. In total, CEPOL has organised 415 courses and seminars between 2006 and 2010.

Figure 5 - CEPOL total number of activities 'Courses and Seminars' (number of events by year)[9]
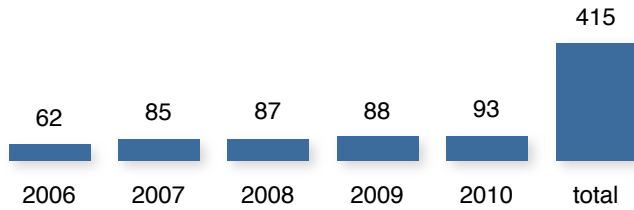
Between 2006 and 2008, the number of participants increased from 1,314 to 2,029, before dropping in 2009 to 1,914. In total, 7,136 participants benefited from the activity 'Courses and Seminars' from 2006 to 2009. The majority of participants come from the Member States (between 94% and 97%), followed by 2% to 3% for the associated countries (Iceland, Norway and Switzerland), 0% to 3% for the candidate countries (Croatia, Turkey and Former Yugoslav Republic of Macedonia), and between 0% and 1% for EUROPOL and the International Criminal Police Organisation (INTERPOL). Over the years it appears that participation figures per course have remained relatively stable at around 22 per course.

Figure 6 - CEPOL 'Courses and Seminars' (total number of participants per year (chart on the left side), and number of participants per course (chart on the right side))[10]

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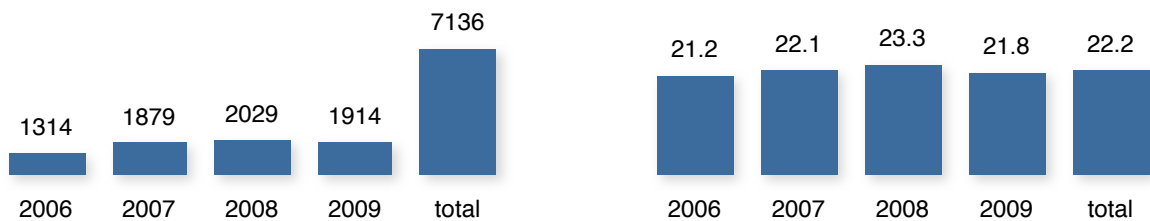
[9] For the 2006 to 2009 figures: CEPOL, Annual Report 2009, 25 May 2010, page 9; For the 2010 figure: Annual Work Programme 2010, page 6.

[10] CEPOL, Annual Report 2009, 25 May 2010, page 40.

Figure 7 - CEPOL 'Courses and Seminars': participants by origin (% of participants)[11]

	is, no, ch	member states	hr, tr, fyrom	europol, interpol
2006	3%	97%	0%	0%
2007	3%	94%	2%	1%
2008	2%	95%	2%	1%
2009	2%	94%	3%	1%
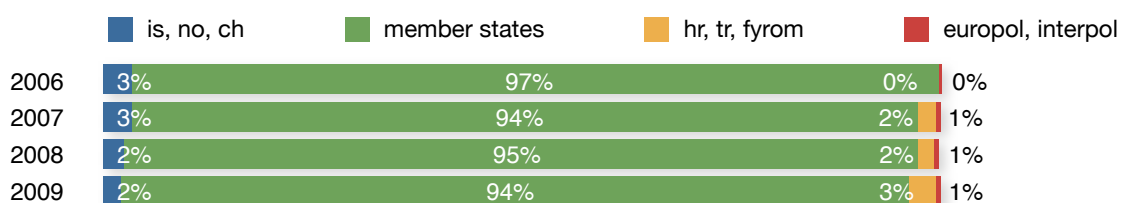
The number of trainers that have contributed to the activity 'Courses and Seminars' has increased from 774 in 2007 to 790 in 2009, with a total of 2,307 trainers contributing from 2007 to 2009. Between 71% and 83% of the trainers come from the Member States, between 5% and 8% from other EU Agencies, between 10% and 19% from other organisations including INTERPOL, and under 2% from the associated or candidate countries.

Figure 8 - CEPOL 'Courses and Seminars': total number of trainers (number of trainers)[12]

774	743	790	2307
2007	2008	2009	total
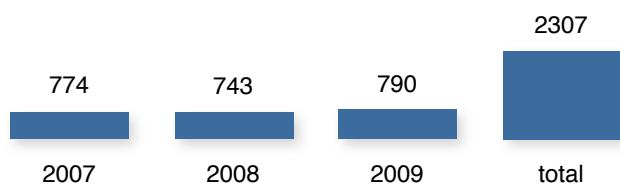
Figure 9 - CEPOL 'Courses and Seminars': trainers by origin (% of trainers)[13]

	is, no, ch	member states	eu agencies	other
2007	1%	83%	6%	10%
2008	3%	71%	8%	19%
2009	1%	83%	5%	11%

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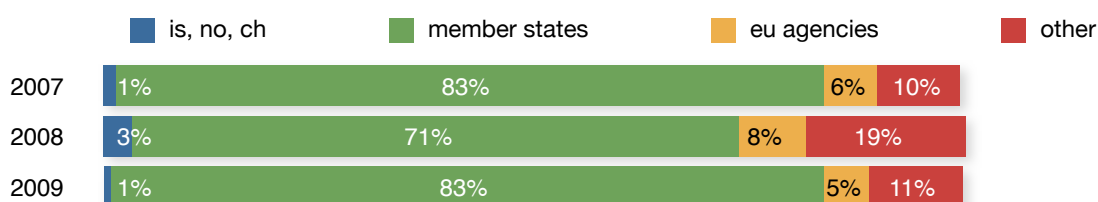
[11] CEPOL, Annual Report 2009, 25 May 2010, page 40.

[12] CEPOL, Annual Report 2009, 25 May 2010, page 42.

[13] CEPOL, Annual Report 2009, 25 May 2010, page 42.

1.3 The intervention logic

The CEPOL intervention logic is discussed in this introduction to set the context for the evaluation questions on relevance, efficiency, effectiveness, impact and sustainability. Indeed, before asking whether CEPOL has performed well in relation to a specific objective, it is first necessary to clarify what the objective is.

The CEPOL intervention logic, as set out in Council Decision 2005/681, is weak in terms of following the standard logical framework approach (confusion between different levels of objectives, confusion between objectives and activities). For the purpose of the current evaluation, the contractor has assessed CEPOL performance in line with the following 'reconstructed' intervention logic:

Figure 10 - CEPOL intervention logic

Overall objective	Immediate objective
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*'	1) Enhance technical (focus on crime areas with a cross-border dimension) and managerial knowledge
	2) Strengthen cooperation between Member State police forces and engagement in European cooperation mechanisms

Stakeholders have been consulted on whether 'enhanced knowledge' (the first of the two immediate objectives) should only cover areas of crime that are of a cross-border nature (e.g. trafficking) or also 'internal' areas of crime that do not require operational cooperation between Member States, but where knowledge could be enhanced by sharing best practice.[14]

Indeed, whilst most CEPOL activity focuses on areas of crime with a strong cross-border dimension, some CEPOL courses cover areas of crime that appear to be of 'internal' nature, and where no cooperation between Member States is required for operational purposes (e.g. domestic violence, community policing).

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[14] The nature of cross-border crime itself might be more closely questioned: in particular whether this ought to include only activity that is inherently cross-border (because of seeking to avoid migration controls or customs systems) or could be extended to include crime that happens to travel across borders (for example, travelling criminals targeting sites in neighbouring territory). Additionally, it might be that the distinction between cross-border crime and other crime is not so clear-cut as it might appear, links between local, regional and international drug markets, for example. Crime and Justice Research Group, University of Northumbria, Feedback on the evaluation inception report, 9 November 2010.

This question is important because there are implications for the evaluation of the performance of CEPOL. For example, there are efficiency implications. If the evaluation should identify any efficiency constraints (limited CEPOL resources spread across too many different technical areas), a possible solution could be a stronger focussing of activities on only one 'type' of enhanced knowledge (e.g. limiting the focus to cross-border crime).

The Treaty, CEPOL Council Decision (2005/681), and the Hague Programme appear to emphasise the need for cooperation with a specific focus on cross-border crime. The documents do not include a direct mention of police cooperation not related to cross-border crime. Similarly, the recent CEPOL strategy only refers to enhanced knowledge on cross-border crime.[15]

The Stockholm Programme is less conclusive on this issue. In its introductory chapter, the programme notes that the realisation of a '*European judicial law enforcement culture*' would require the provision of training on '*EU-related issues*'. The beneficiaries of '*European Training Schemes*' would include police officers. The text does not elaborate on the content of the proposed training, apart from referring to '*EU and international cooperation aspects*'. Finally, the text directly refers to CEPOL: '*CEPOL and Frontex should play a key role in training of law enforcement personnel and border guards with a view to ensuring a European dimension in training*'.[16] The text on training could be interpreted to cover both cross-border and internal crime.

However, looking at the chapter of the Stockholm Programme that is most directly related to police cooperation, i.e. '*A Europe that protects*', the emphasis appears to be on cross-border aspects since all specific areas of crime that are presented (under dedicated separate sections) have a strong cross-border dimension (serious and organised crime, trafficking in human beings, sexual exploitation of children and child pornography, cyber crime, economic crime and corruption, drugs, and terrorism).

Finally, it is noteworthy that the CEPOL vision appears to cover police cooperation in a wider sense: '*CEPOL is acknowledged by allied agencies and authorities in the policing and educational world to be the primary source of learning and development in the field of **education and training for better** cooperation and **policing** in Europe*'.[17]

The following table notes the main policy and regulatory documents in relation to police cooperation and their respective focus.

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[15] CEPOL, CEPOL Strategy and Balanced Scorecard as presented at the 21st Governing Board meeting on 29-30 September 2010.

[16] FROTEX is the European Union Border Control Agency. Stockholm Programme, pages 8 to 9.

[17] CEPOL, Decision 1/2008/GB of the Governing Board of the European Police College laying down CEPOL's mission and vision, 19 February 2008 (bold font by the authors of this report).

Figure 11 - Cross-border versus internal areas of crime (**bold font** by the evaluator)

Document	Cross-border crime?	Internal crime?
Treaty Chapter 5 'Police Cooperation' (Articles 87-89)	*'The Union shall establish police cooperation involving all the Member States' competent authorities, including police, customs and other specialised law enforcement services in relation to the prevention, detection and investigation of criminal offences'*	no
Tampere European Council conclusions, point 43	*'Maximum benefit should be derived from co-operation between Member States' authorities when investigating cross-border crime in any Member State'*	no
2004 European Commission proposal and ex-ante assessment for Council Decision 2005/681	Focus on cooperation in cross-border crime	no
Council Decision 2005/681 (Article 5)	*The aim of CEPOL shall be to help train the senior police officers of the Member States by optimising cooperation between CEPOL's various components. 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**'*	no
Hague Programme (Section III. 2.2 'Police cooperation')	Focus on cross-border crime	no
Stockholm Programme	Focus on cross-border crime	no
CEPOL mission	Contributing to European Police Cooperation through Learning	yes
CEPOL vision	*CEPOL is acknowledged by allied agencies and authorities in the policing and educational world to be the primary source of learning and development in the field of education and training for **better cooperation** and **policing** in Europe.*	yes
CEPOL draft strategy (introduction)	*In the globalised world, the European Union is facing increased security challenges that require **joint EU responses** based on effective **police cooperation**, professionalism and responsibility, towards the security and freedom of European citizens. Our ability to meet these new challenges in the field of justice and home affairs, to tackle the threat of **transnational as well as international and organised crime** will have significant influence on the future of Europe.'*	no

The question of where the main focus of CEPOL activity should be was put to the Member State representatives on CEPOL's Governing Board (GB). Ten Member States consider that the main focus should be on cross border crime (out of 25 Member States); four Member States consider that best practice exchange in any area of crime should constitute CEPOL's

main focus; ten Member States consider both areas of equal importance; and one Member State supports neither of the two areas. It is interesting to note that there is a difference between the 'old' and the 'new' Member States. The 'old' Member States appear more clearly in favour of a main focus on cross border crime.

Member State comments in support of a main focus on cross border crime emphasise the Council Decision's reference to '*cross-border dimensions*' (Article 5) or note the 'European dimension' of an agency's work. Member States supporting a main focus on all areas of crime note that cross border cooperation falls rather under the remit of EUROPOL or under bilateral cooperation.

Figure 12 - GB survey feedback on the desired focus of CEPOL activity (number of Member States)
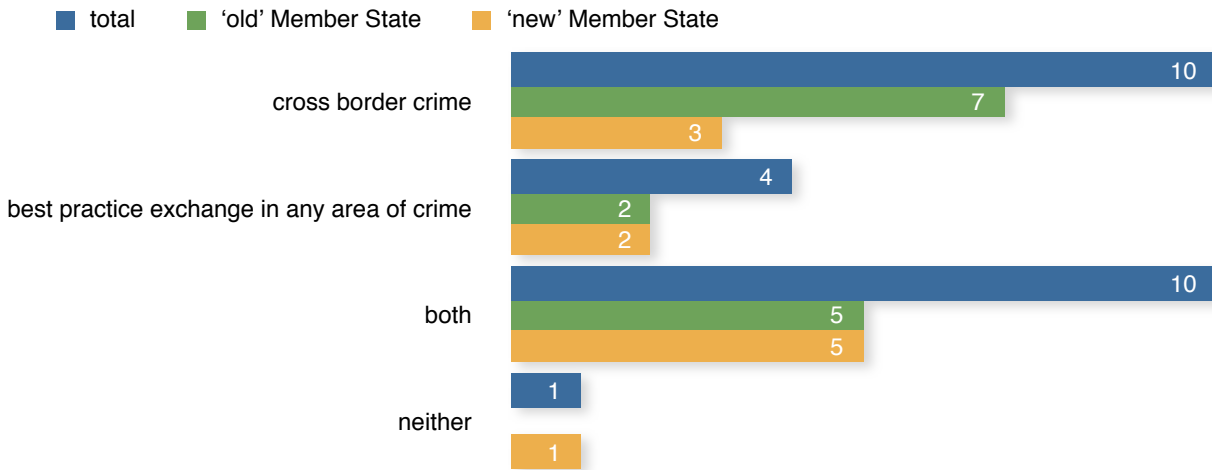
2 - Governance

This section examines the issues set out in the inception report with regard to CEPOL's governance.[18] The assessment is structured as follows: Section 2.1 provides an **overview of CEPOL's governance arrangements**, and how these compare with other European agencies; Section 2.2 assesses **the role of the different components of CEPOL's governance**.

The term 'governance' is interpreted by us as the institutional arrangements under which an agency sets priorities and objectives, takes decisions and demonstrates accountability (in Section 2.1, we highlight the relevant aspects of CEPOL's governance structures and procedures). CEPOL is essentially a network-based organisation with key activities being organised on a decentralised basis. The governance definition is in some respects rather restrictive in not including an external dimension of relationships with key stakeholders (except insofar as they are represented on governance structures) and, in the case of CEPOL, links with organisations such as the other European agencies in the Justice and Home Affairs (JHA) field. Where relevant, reference is made in this section to the wider governance dimension.

2.1 Overview of CEPOL governance

CEPOL's governance arrangements are set out under Title 1 of the 2005 Council Decision. This stipulates that the agency should have a Governing Board (GB), a permanent Secretariat and an 'administrative' Director.

2.1.1 Governing Board

The GB is CEPOL's overall decision-making body. According to the Council Decision, the directors of the national training institutes for senior police officers should form CEPOL's GB. Where there are several directors from a single Member State, they can together form a delegation (Article 2(1)). The Council Decision goes on to say that the GB should be chaired

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[18] See also the inception report, 9 November 2010, pages 15 to 18.

by the director of a national training institute of the Member State holding the EU Presidency, and should meet at least once per Presidency (Article 2(2)). Each delegation shall have one vote, and representatives of the European Council's General Secretariat, the European Commission (EC) and EUROPOL are invited to attend meetings as non-voting observers (Article 2(3)). CEPOL's Director participates but without a right to vote. Article 3 describes the GB's responsibilities. Budget decisions are made by unanimity while for all other decisions a qualified majority is sufficient. The GB makes decisions on topics ranging from the Common Curricula to the Work Programme, from learning methods to the draft budget.

2.1.2 CEPOL Secretariat

The CEPOL Secretariat is charged under the 2005 Council Decision with the administrative tasks necessary for the agency to function and to implement the annual programme (Article 4). CEPOL's Secretariat currently has 22.5 staff (establishment plan 2010), who carry out the day-to-day work of the agency within two main departments - the Learning, Science, Research & Development Department and the Corporate Services Department.

CEPOL's Secretariat is led by a Director. The Director is appointed for a four-year period and is accountable to the GB. The 2005 Council Decision does not provide a detailed definition for the role of the Director. CEPOL's current organisational structure is set out in the diagram below:

Figure 13 - CEPOL's Organisational Structure

Organisational structure as foreseen in
CEPOL Governing Board decision 21/2010/GB
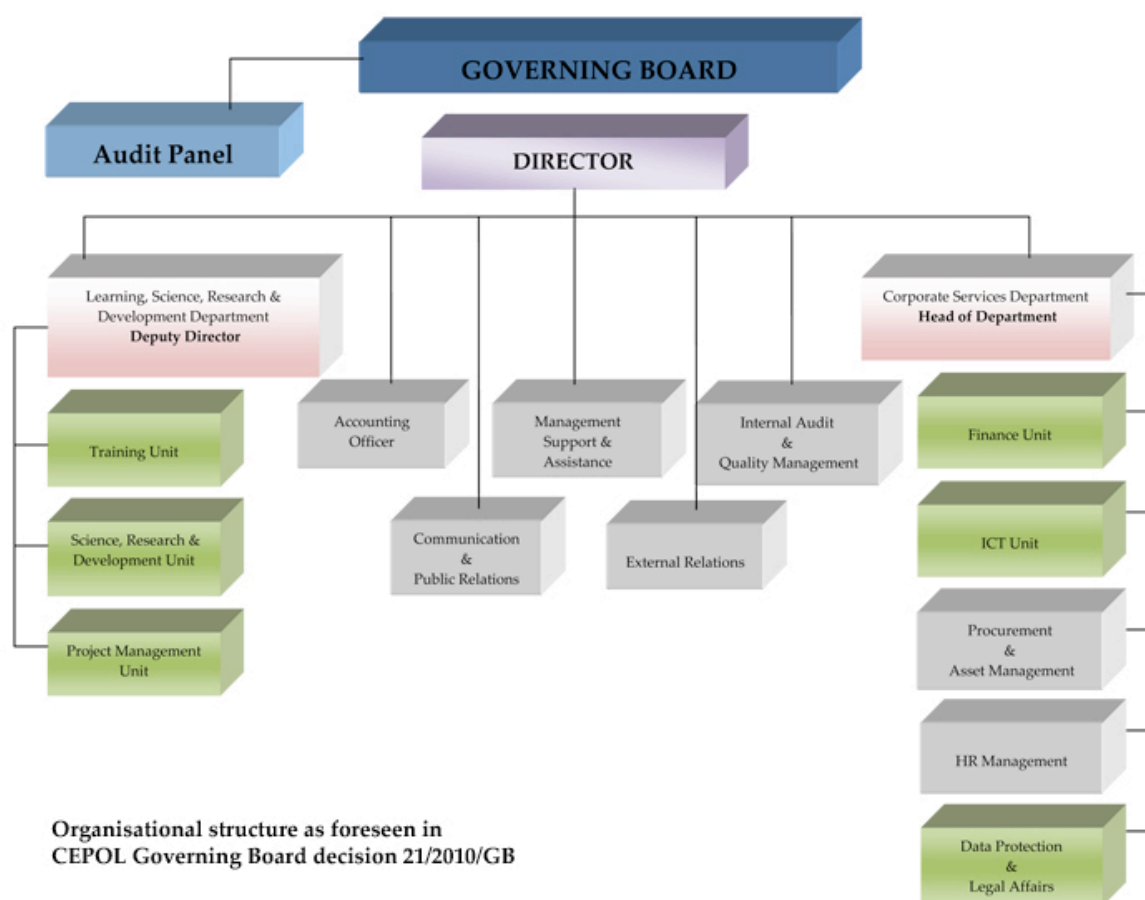
2.1.3 Committees and Working Groups and other structures

Although not provided for in the 2005 Council Decision, CEPOL also has four Committees that give recommendations and proposals to the GB. These committees are the Annual Programme Committee, Budget and Administration Committee, Training and Research Committee and the Strategy Committee. Each Member State has a representative on one of CEPOL's Committees. Membership, other than of the Strategy Committee, rotates so that a member is not on a committee for more than three years. Often Committee members are also GB members.

The Committees are supported by a number of Working Groups, Project Groups, and Sub-groups. Working Groups, which are provided for in the Council Decision, are permanent groups with a specialized/expert role and report to the relevant committee.[19] Each has a Chairperson (appointed by the committee). Project Groups consist of experts or specialists

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[19] According to the Council Decision (Article 10.10): *'the Governing Board may decide, **in case of strict necessity** to establish working groups to make recommendations, to develop and propose strategies, training concepts and tools, or to perform any other advisory task deemed necessary by the Governing Board'.*

and exist for a limited period. They also report to a committee. Sub-Groups report to working groups, and are highly specialised.

Other CEPOL organisational elements (not mentioned in the 2005 Council Decision) include, for example, the National Contact Points, National Training Coordinators, National Administrators, National e-Net managers, the Research and Science Correspondents and Exchange Project coordinators. National Contact Points provide a link with the Member States, in particular at an operational level, with the Member States' police colleges. They also help to coordinate inputs by other members of the agency's network including the National Training Coordinators, National Administrators and Exchange Project coordinators.

2.1.4 CEPOL in the wider EU agency context

Although the European agencies share common features, there are a number of factors that differ – the role and composition of governing boards, whether there is a bureau or not, the size of the secretariats, whether there are advisory bodies, the extent to which the agencies operate through decentralised networks at a Member State level, etc.

The 2008/09 evaluation of the European agencies argued that CEPOL, along with EUROJUST and EUROPOL, had 'Cooperative governance' arrangements.[20] These were defined as arrangements under which 'All Member States represented on the Board but European institutions are not represented or are represented as observers only'. Various other governance models were set out, the difference lying essentially in the extent to which the Member States and European institutions play a role in governance arrangements.[21] More generally, the 2008/09 study argued that CEPOL, along with other agencies such as the European Foundation for the Improvement of Living and Working Conditions (EUROFOUND) and EUROJUST, focused essentially on promoting expert/professional collaboration rather than using its network of NCPs as a way of engaging with a broader

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[20] Final Report, Meta-study on Decentralised Agencies, September 2010, Eureval in association with Rambøll-Management.

[21] The 2009 report made a distinction between 'Cooperative governance' arrangements' and 'Quasi-cooperative governance' (EU institutions are represented as full board members but have an advisory role, e.g. EU-OSHA, ECDC), 'Quasi-integrated governance' (defined as a where the European Institutions 'play a compulsory role in the appointment of the executive director and/or the adoption of the work programme', e.g. EUROFOUND, FRONTEX) and 'Integrated governance' (the board does not include Member State representatives at all, e.g. the European Food Safety Authority (EFSA) and the European Institute for Gender Equality (EIGE).

range of stakeholders (as is the case with some agencies) or disseminating information to specific target groups or the wider public (as is the case with some other agencies).[22]

CEPOL is one of a number of European agencies in the Justice and Home Affairs (JHA) field (the others are the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), EUROJUST, EUROPOL and FRONTEX). There are also several EU-supported networks including the European Crime Prevention Network (EUCPN) whose activities are relevant to CEPOL. In a 2008/09 survey, of GB members, two-thirds of the respondents agreed that CEPOL activities '*are coordinated with those of other agencies working in the same policy areas*'. Regarding the Agency's relationship with the European Commission, 92% of the 2008/09 survey respondents agreed that CEPOL's activities are both '*consistent with its constituent act*' and '*aligned with the strategic priorities of the European Union*'.[23]

2.2 Role of the different governance components

Below, we review CEPOL's current governance structures – the composition and role of the Governing Board, CEPOL Director and Secretariat, the Committees and Working Groups, the role of the European Commission, and the relationship with other European agencies.

2.2.1 CEPOL's Governing Board

CEPOL's governance arrangements to some extent reflect the situation in other European agencies. In particular, there is a view that the GB, partly because of its size, is slow to take decisions and tends to focus too much on administrative issues rather than the more strategic questions. One respondent to this evaluation's GB survey put it as a need to '*focus on real issues*'; a further respondent recommended that the GB be transformed from a '*discussion forum*' to a '*real decision making body*'.

In the course of our interviews, the point was made several times that it was sometimes difficult to plan for the year ahead when decisions are slowed down in cumbersome decision-making processes in the GB. With so much having to go through the GB for decision-making,

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[22] The 2008/09 study made a distinction between a set up with the strong involvement of experts, typically achieved through permanent scientific committees and/or gathering specific scientific panels, with 'a tendency to involve scientific experts and stakeholders in the governance arrangements'. This was seen as fundamentally different to agencies with a broad range of key stakeholder involvement, demonstrated most clearly by the so-called "tripartite agencies" where social partners are included on the boards and are closely involved in the making of the agency's strategy, to improve political dialogue, and to secure credibility.

[23] Final Report, Meta-study on Decentralised Agencies, September 2010, Eureval in association with Rambøll-Management.

it ties the hands of those that need to act, especially when the GB refers points to Committees, who may then appoint working groups. The view was expressed several times that the GB is encumbered by having to make too many small, administrative decisions, whereas it should concentrate on major strategic questions, and the result is that neither was fulfilled in a satisfactory manner.

In relation to the size of CEPOL's GB, the 2008/09 evaluation of European agencies argued that: '*The size of the Governing board does not seem to be commensurate to the size of the agency. For a small agency like CEPOL it is questionable whether it is reasonable and efficient to have Governing Board meetings with a number of participants as high as three times the size of the agency itself*'. The European Parliament has voiced similar criticism.[24] Against this, the GB is not disproportionately large if compared to the CEPOL network as a whole. However, while the majority of respondents in the 2008/09 Management Board survey (75%) that formed part of the earlier evaluation agreed that the composition of the GB is appropriate, only a third agreed that the decision-making procedures in the GB were efficient.

Turning to the current research, perhaps not surprisingly, most survey respondents (76%, 19 out of 25 respondents) disagreed with the suggestion that GB membership should be reduced in size.

Figure 14 - GB survey feedback on CEPOL governance - Should the GB be reduced to under 27 Member State representatives? (% of GB respondents (pie chart), and number of GB respondents (bar chart))

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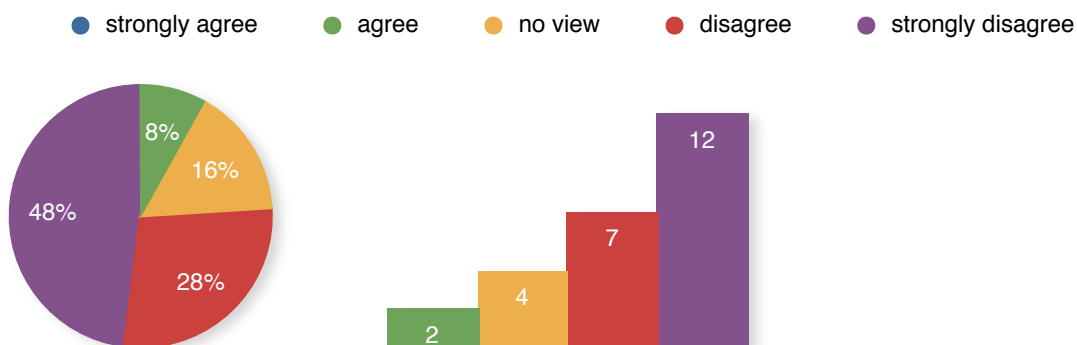
[24] EP, European Parliament Decision of 7 October 2010 on discharge in respect of the implementation of the budget of the European Police College for the financial year 2008 (C7-0198/2009 – 2009/2127(DEC)), 7 October 2010, point 6.

Although there are two European agencies whose GB (or equivalent) does not include a representative from each of the Member States,[25] cooperation in police training is clearly an issue of interest to all Member States. Indeed, CEPOL promotes cooperation between Member States. This is to a significant extent based on developing trust in relation to often sensitive law enforcement issues. It might be questioned if a Member State can develop sufficient trust if not fully involved in a continuous way in decision-making.[26]

Notwithstanding the importance of police training issues to national authorities, consideration could be given to limiting the number of representatives from each Member State attending CEPOL GB meetings. As the following chart shows, there is a considerable variation in the number with some Member States sending three to four representatives to GB meetings compared with an EU average of around two. Over the 2006-2010 period, the number of GB attendees has been in the range of 50-60 per meeting.

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[25] According to the 2009 study, in terms of governing bodies, the most common practice (21 agencies) is that all Member States have a representative on the board. This is not the case in two agencies, EFSA and EIGE, where Membership is limited to only some Member States. Three agencies (CEDEFOP, EUROFOUND, EU-OSHA) have a tripartite system in which Member State representatives belong to governments and social partners.

On EIGE: '*EIGE's core bodies are made up of a Management Board (decision-making body), an Experts' Forum (consultative body) and its Director (executive body) including her staff. The Management Board adopts the annual work programme, the medium-term work programme as well as the Institute's budget. It consists of eighteen representatives from the Member States which operates on a rotation basis thus guaranteeing total representation combined with operational efficiency. One member is also represented by the European Commission and there is an equal number of substitute members. The length of its representatives' mandate is 3 years. For each mandate, the Members appointed by the Council represent eighteen Member States following the order of the rotating Presidencies, one member being designated by each concerned State*' http://www.eige.europa.eu/management_board (accessed on 16 October 2010).

On EFSA: '*The Management Board comprises 15 members who have a wide range of expertise related to the food chain but do not, in any way, represent a government, organisation or sector. Four of the members have their background in organisations representing consumers and other interests in the food chain. The European Commission is also represented on the Board*' http://www.efsa.europa.eu/en/mb/role.htm (accessed on 16 October 2010).

[26] Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume I Synthesis and prospects, December 2009, page 11.

Figure 15 - Member State Participation at CEPOL Governing Board Meetings, 2006-2010 (average Member State number of participants per meeting)[27]
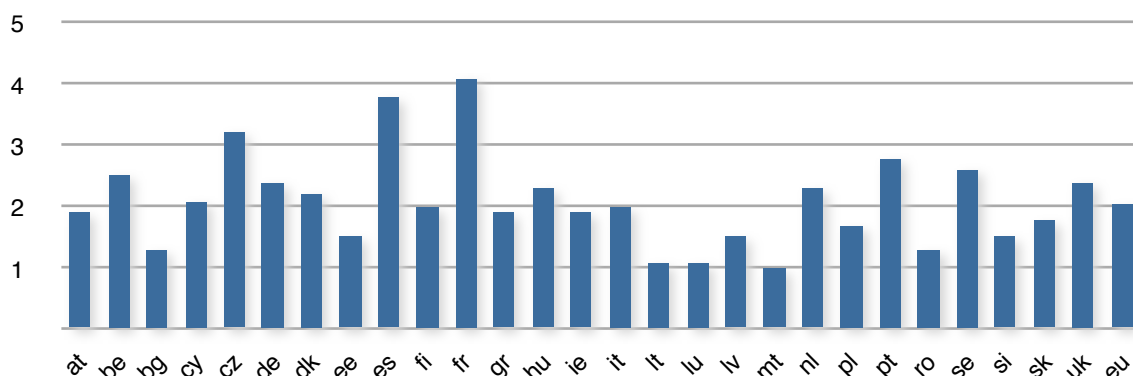
Figure 16 - Member State participation in Governing Board meetings (total number of participants per meeting)[28]
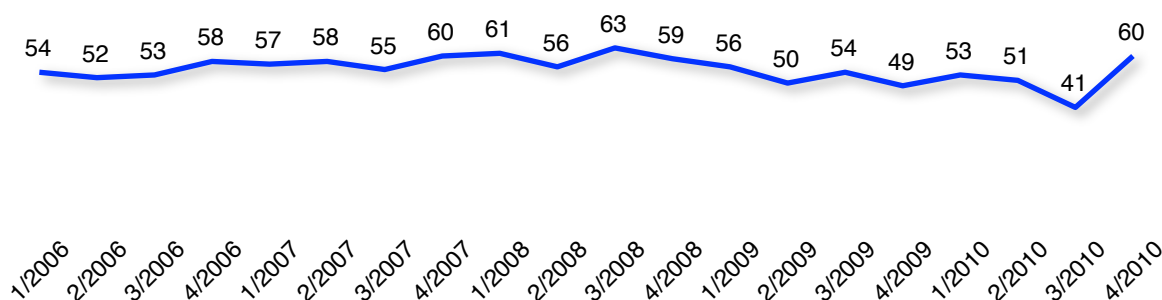
As noted earlier, at present, having large numbers of participants not only increases costs, but is likely to make meetings more difficult to manage efficiently, and to discourage genuine debate. With an already elaborate system of committees and working groups, it should not be necessary to have more than one representative (or alternate) per Member State at GB meetings, and this is generally the practice amongst European agencies. As noted earlier, most European agencies have large Governing Boards which in the case of the three

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[27] CEPOL figures as shared with the evaluator on 15 December 2010. Participation in Governing Board meetings 2006-2010 (total of 20 meetings, Romania and Bulgaria participated in 16 meetings (since accession in 2007)). There is only a small number of 'no-shows': AT did not attend 1 meeting, BG 2, LV 1, LT 2, RO 2, SK 1, ES 1. This mainly affected the September 2010 meeting. The EU average number of participants amounts to 2.1 (2006-2010).

[28] CEPOL figures as shared with the evaluator on 15 December 2010. Participation in Governing Board meetings 2006-2010 (total of 20 meetings, Romania and Bulgaria participated in 16 meetings (since accession in 2007)). The average number of participants amounts to 55 (2006-2010).

tripartite agencies include three representatives from each EU Member State. Wider experience suggests that this can lead to a number of complications – a tendency to focus on administrative rather than strategic issues, the high cost and logistical complications associated with holding meetings with a large number of GB members, inefficient decision-making, etc.

CEPOL Secretariat feedback on the draft final report notes that Member States holding the EU presidency tend to participate with larger delegations. Moreover, according to CEPOL Secretariat feedback, there might be good reasons for the GB voting members to be supported by larger delegations, for example to ensure translation support, guarantee the availability of required expertise, and to ensure representativeness in case of Member States with a variety of training organisations involved in CEPOL activity.

Linked to the size of CEPOL's GB is the composition and turnover of its membership. Taking the first of these issues, we understand that most GB representatives have not held senior police positions. Instead GB members tend to be officials from government departments with responsibilities for policing (i.e. ministries of interior). It could be argued that this means GB members are better able to see the wider picture and position CEPOL's role in a strategic context. However, the importance of representation at a 'political' level outweighs any drawbacks that may arise from GB members not having experience directly in police training, especially as the GB and committees provide scope for an input by those more involved in operational issues.

With some of the other European agencies, one way of tackling the problem of a large GB has been to create a bureau or executive committee.[29] This possibility was highlighted in our interviews. Several of those we spoke to argued that CEPOL should be a bureau or executive committee consisting of a small group of GB members that could be used to discuss issues before they are referred to the GB. Moreover, apart from making it easier for the GB to focus on strategic issues, if granted appropriate powers, a bureau or executive committee would speed up decision-making by avoiding delays because of having to wait for GB meetings (which currently take place three times per year). At the same time, it might be possible to reduce the number of full GB meetings. This might also give more focus and direction to the Committees that have sometimes been considered to have become just 'talking shops'.

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[29] See for example the recent regulation for the European Asylum Support Office: '*The Management Board may establish an Executive Committee to assist it and the Executive Director with regard to the preparation of the decisions, work programme and activities to be adopted by the Management Board and when necessary, because of urgency, to take certain provisional decisions on behalf of the Management Board. Such an Executive Committee shall consist of eight members appointed from among the members of the Management Board amongst whom one of the Commission members of the Management Board. The term of office of members of the Executive Committee shall be the same as that of members of the Management Board*' (Article 29.2, REGULATION (EU) No 439/2010 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 19 May 2010 establishing a European Asylum Support Office). Note that such a support function for the Governing Board was also the subject of Governing Board considerations in 2009 (Governing Board meeting of 26-27 May 2009, Working Document on enhancing CEPOL's governance, 13 May 2009).

CEPOL's Strategy Committee has increasingly played this role and it may simply be a question of formalising its function. It will be important to carefully define the relationship with CEPOL's Director. The introduction of a bureau-type entity in CEPOL's governance structure should, if anything, help to strengthen the Director's managerial role as he or she will be able to focus more consistently on key tasks and not be so dependent on GB decisions.

2.2.2 Role of the European Commission

As noted earlier, the powers of Member States, on the one hand, and EU institutions on the other, is one of the governance features defining European agencies and whether they are essentially inter-governmental rather than Community in character.

In the case of CEPOL, under the 2005 Council Decision, the EC (together with the General Secretariat and EUROPOL) are invited to attend GB meetings as non-voting observers (Article 2(3)). The EC's only genuine power is related to the budget (Decision 2005/681, Article 15(7)), i.e. the EC enters in the draft general budget of the European Union the estimates it deems necessary for the establishment plan and the amount of the subsidy to be charged to the general budget. In recent years, the EC has made use of this power, by reducing the budget or by deciding to transfer funds in quarterly installments.

EUROJUST is the only other European agency where the Commission does not have full voting rights on the GB or equivalent body. The EP has recently proposed to grant the EC more wide-ranging powers.[30]

In the GB survey for this evaluation, there was very little support (80% disagreed, 20 out of 25 respondents) for giving the EC a voting right on the GB on all issues. However, only 60% of survey respondents (15 out of 25) disagreed when it was suggested that the EC should have a right to vote on the GB on certain issues only, e.g. the budget and perhaps the work programme. In our view, granting the EC full voting rights would be appropriate and help to strengthen CEPOL's relationship with other EU institutions.

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[30] '*calls for a reconsideration of the position of the Commission to grant it the right to vote and to constitute a blocking minority on decisions concerning the budgetary, financial and administrative management of the agency within the Governing Boards of the College and of the other Union agencies*' European Parliament, European Parliament Decision of 7 October 2010 on discharge in respect of the implementation of the budget of the European Police College for the financial year 2008 (C7-0198/2009 – 2009/2127(DEC)), 7 October 2010.

The evaluators asked EUROJUST on 20 October 2010 for its views on the Parliament's consideration, however no feedback was received by the time of finalising this report.

Figure 17 - GB survey feedback on CEPOL governance (% of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))
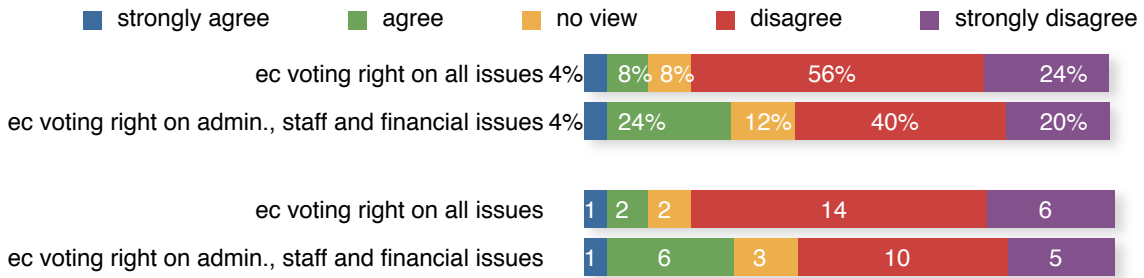
2.2.3 CEPOL Director and Secretariat

As noted earlier, CEPOL has a relatively small secretariat compared to other European agencies although this does not take into account the substantial support provided by the network.

In the course of the interviews, most stakeholders indicated that at present the Secretariat resources are sufficient, especially since the new Director and management team seem to be employing them more productively. It was emphasised that this also reflected the nature of CEPOL as a network-based organisation and most resources used in its operation are actually based in the member organisations. These points tend to differ somewhat from the views expressed in the survey for this evaluation in which it seems the majority considered the resources available to CEPOL's Secretariat as being inadequate.

Figure 18 - GB survey feedback: Are CEPOL Secretariat resources adequate? (% of GB respondents (pie chart), and in number of GB respondents (bar chart))
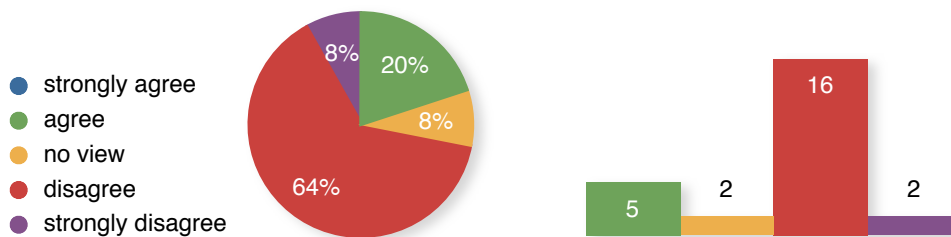
The survey feedback indicated quite strong support for strengthening the authority of the Director and the role of the Secretariat but essentially in relation to administrative aspects of CEPOL's activities rather than in terms of the content. This implies that there is no desire to

see the role of the GB or individual police colleges reduced in deciding on the activities that CEPOL should support. However, strengthening the role of the Director and Secretariat in administrative matters could help to relieve the GB of some of its workload, thereby freeing it up to concentrate on more strategic issues.

It could be argued that there is a mismatch in other aspects of CEPOL governance with the Director being legally responsible for CEPOL activities but with decisions being taken by the Governing Board; likewise, CEPOL is held responsible for budget under-spends but the budget is implemented in the Member States. The first of these points stems from the fact, noted earlier, that CEPOL's Director participates in GB proceedings but without a right to vote (this arrangement is, however, common to most European agencies). The second point is one that the EC also faces in its relationship with Member States (e.g. in relation to Structural Fund expenditure).

A question investigated in the research was whether CEPOL's performance could be improved by increasing the powers of the Director or by other changes to the decision making process. As noted above, the 2005 Council Decision does not provide a detailed definition for the role of the Director, and this is likely to contribute to his weakened position in overall governance. This question focuses on the extent to which the current allocation of powers is adequate in enabling CEPOL to respond to needs. The chart below presents the findings of the survey as regards the Director.

Figure 19 - GB survey feedback on CEPOL governance - Should the powers of the Director be increased? (% of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))
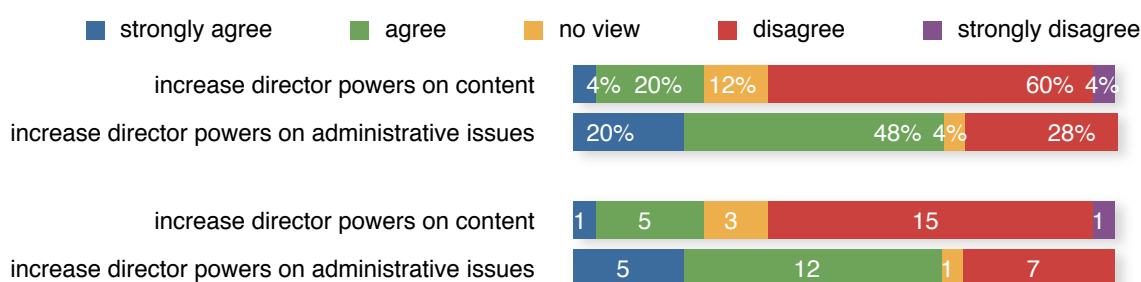

Transferring decision making from the Governing Board (or other CEPOL structures made up of Member State representatives, such as some of the CEPOL Committees and Working Groups) to the Director might also have positive cost implications, since this might reduce the travel costs associated with the meetings of Member State representatives. For example, CEPOL's Budget and Administration Committee supports the Governing Board by making proposals on financial and administrative matters; it includes representatives from nine

Member States; and it meets up to four times a year.[31] In 2004, the EC considered that its proposal for transforming CEPOL into an EU agency would mean that the Secretariat would '*take over most of the tasks currently being carried out by the standing committees*' and that '*the cost of holding coordination meetings will be significantly reduced, as many of them will no longer need to take place*'.[32] The EC's agency evaluation has calculated the cost of CEPOL GB meetings in relation to total agency budget. This ranks CEPOL as the fifth most expensive (1.07% of agency budget, as compared to an average of 0.21%) out of the 24 Agencies for which the calculations have been made.[33]

2.2.4 CEPOL Committees and Working Groups

CEPOL has a system of four Committees and a number of Working Groups and Project Groups. Working Groups and Project Groups do not take decisions but rather prepare suggestions and reports (supported by sub-groups where necessary) for Committees to discuss before they are passed on to the GB.

The 2008/09 study evaluating the European agencies commented on the pronounced '*bottom-up*' dimension to CEPOL's activities, suggesting that: '*Results by the relevant sub-groups feed into the Working Groups and in turn, their results feed into discussions held and decisions made by the Governing Board. In this way vertical coherence is ensured. Some Committees also feed into the work of other Committees.*'

However, at the same time the study noted that interview feedback suggested that there was 'over-collaboration' in the sense that the process of preparing for decisions to be made at the Governing Board was seen as 'time-consuming'.[34] There is also a degree of overlap in roles, with the Strategy Committee often reviewing work by other committees before the matter in hand is referred to the GB. Similarly, there is an element of duplication in relation to the Budget Committee and GB.

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[31] http://www.cepol.europa.eu/index.php?id=budget-administration-committee

[32] EC, Draft ex-ante evaluation for the draft proposal for a Council Decision transforming the European Police College (CEPOL) into a body of the EU, 2004, page 11-12. Note also the EP criticism over CEPOL's governance cost: European Parliament, European Parliament Decision of 7 October 2010 on discharge in respect of the implementation of the budget of the European Police College for the financial year 2008 (C7-0198/2009 – 2009/2127(DEC)), 7 October 2010, point 6.

[33] Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume II Conclusions at system level, December 2009, page 54.

[34] Final Report, Meta-study on decentralised agencies, September 2010, Eureval in association with Rambøll-Management. This contains a review of governance arrangements for European agencies generally as well as specific observations in relation to CEPOL. Comparisons are also made with other European agencies.

Survey feedback indicates limited Member State support (nine in favour, 13 opposed) for the Secretariat to take over responsibilities from the 'content' committees (e.g. the Strategy Committee), or from the working groups (seven in favour, 16 opposed). However, a majority of survey respondents (17 out of 25) support the idea of the Secretariat taking on tasks of the Budget and Administration Committee.

Figure 20 - GB survey feedback on CEPOL governance (% of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))
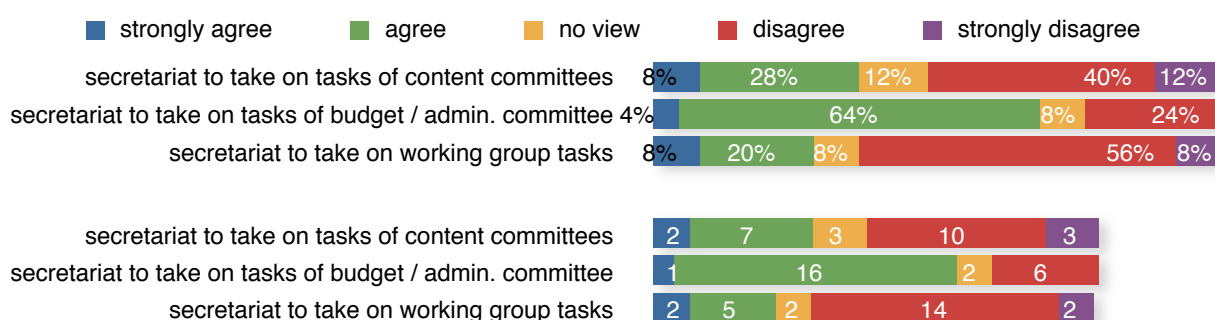
2.2.5 Relationship with other European Agencies

In its recent budget discharge decision, the EP emphasises a series of structural issues including CEPOL's limited capacities '*to handle effectively the complexities of the EU's financial and staff regulations*'; and '*Suggests, therefore, examining the possibility of attaching the College to Europol as a concrete solution to the College's structural and chronic problems*'.[35]

The possible 'attachment' to EUROPOL had already been raised in the context of the discussions surrounding CEPOL's establishment as an agency. The EC's recent agency evaluation questioned the justification of CEPOL as a separate agency: '*The need for a separate agency with the purpose of training police officer is not clear against possible*

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[35] Considering a series of legality and regularity issues as raised by the European Court of Auditors' (ECA) report on CEPOL's 2008 budget ('qualified opinion'), and related European Commission (EC) Anti-Fraud Office (OLAF) investigations, the EP decided to refuse the discharge. EP, European Parliament Decision of 7 October 2010 on discharge in respect of the implementation of the budget of the European Police College for the financial year 2008 (C7-0198/2009 – 2009/2127(DEC)), 7 October 2010. Note that ECA has also issued a 'qualified opinion' on CEPOL's 2009 budget.

This is the first time ever that budget discharge was not granted to an Agency. Note in this context that the discharge had already been postponed for the 2007 budget, but was subsequently granted. ECA qualified its opinion on the 2006, 2007 and 2008 accounts. ECA, Report on the annual accounts of the European Police College for the financial year 2008, together with the College's replies, (2009/C 304/23), Official Journal C 304/124, 15 December 2009. OLAF investigations resulted in a referral for criminal proceedings against the former CEPOL director. See CEPOL press statement 60/2010/Director of 7 October 2010.

alternatives e.g. the fact that EUROPOL both has the topical expertise and the contacts to Member States via its liaison officers on its premises'.[36] Finally, it also appears that an early version of the Stockholm Programme explicitly noted a possible EUROPOL-CEPOL merger, however, this was dropped at a later stage.[37]

There is a precedent in the JHA field for the sort of set up the EP may have in mind. More specifically, EUROJUST acts as the host for the European Judicial Network (EJN), providing it with physical premises, administrative support and other support functions. At the same time, the EJN has its own branding, website, management structure and other trappings of a separate existence.

Perhaps not surprisingly, the survey responses indicated very little support for this idea. Some 80% of the respondents (20 out of 25) do not think that CEPOL should be attached to EUROPOL.

Figure 21 - Governing Board survey feedback on attaching CEPOL to EUROPOL (% of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))
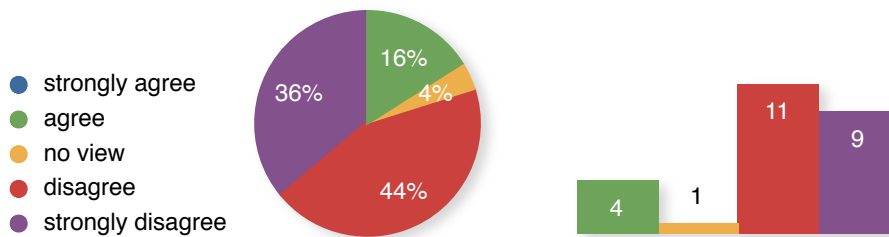
The following bullet points note the main arguments surrounding '*the possibility of attaching the College to Europol*':

- **Costs**: Attaching CEPOL to EUROPOL could imply cost efficiencies since an attachment should allow for economies of scale (in 2009, EUROPOL had some 662 staff and had an annual budget of €68.5 million).[38] On the other hand there would be initial 'merger' costs (costs and time required to attach CEPOL to EUROPOL).[39]

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[36] Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume III Agency level findings, December 2009, page 32.

[37] Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume III Agency level findings, December 2009, page 37.

[38] EUROPOL, EUROPOL Review, General Report on EUROPOL Activities, 2010.

[39] The EC's Agency evaluation confirms the need to analyse Agency mergers carefully, due to the merger costs. Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume III Agency level findings, December 2009, page 37.

Moreover, the GB representatives (Member States) have argued that CEPOL needs to remain independent, otherwise some of its network members would no longer be willing to devote resources to its activities, and would expect its 'parent organisation' to bear these cost and other responsibilities.

- **Capacity building versus operational focus**: Concerning this attachment, the CEPOL Director and several Member State representatives note a possible advantage of organising police capacity building separately from police operational activity. If the same organisation is responsible for both police capacity building and police operational activity, the latter is likely to take precedence over the former in terms of resource allocations and focus. In a wider economic context of strong budget pressures, resources are more likely to be allocated to satisfy short-term operational objectives, than to the more medium to long-term capacity building objectives. Moreover, the focus of capacity building is likely to be shaped by 'day-to-day' operational needs instead of considering wider trends / future developments.

  To illustrate this point, the ex-ante evaluation for EIGE considered extending the remit of the Fundamental Rights Agency (FRA) or EUROFOUND to cover gender issues. However, '*these options were rejected on the basis that gender equality would remain a peripheral matter in the extended agencies and thus would not be given sufficient attention*'.[40] Mutatis mutandis, this also appears to apply to having EUROPOL's remit extended to cover capacity building.

  On the other hand, Member State feedback (e.g. Spain, Austria) suggests that this argument might not be of universal validity, and rather depends on the organisational arrangements in each Member State (there are different models in the Member States). Moreover, EUROPOL notes that it also pursues long-term objectives (emphasising for example, its role as a centre for expertise in specific areas of law enforcement). It is also noteworthy that EUROPOL's main focus in terms of the thematic areas covered has remained rather stable over the years 2006 to 2010 (see section 3.1.2 below). A CEPOL attachment to EUROPOL is rather considered to raise questions over the thematic focus of capacity building (i.e. closer alignment with the areas of crime covered by EUROPOL).

- **Agency governance**: The EC's Agency evaluation notes a related issue, i.e. to achieve the merged Agencies' objectives it needs to be ensured that '*the governance system of the merged body makes room for all concerned interests to be voiced*'. There might be issues over the practicality of organising a governing board adequately

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[40] Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume II Conclusions at system level, December 2009, page 16.

representing operational and capacity building interests (i.e. can one Member State representative defend both, operational and capacity building interests?).[41]

In our view, there could be a case for reviewing CEPOL's physical location which some interviewed stakeholders consider to be rather remote and difficult to reach. Although only 55 km from Heathrow airport,[42] Bramshill is not well served by public transport infrastructure. CEPOL estimates the annual need for taxi travel at €45,000 (847 journeys in 2010).[43] This issue is also raised in relation to CEPOL staff vacancies. CEPOL is considered to suffer from an '*attractiveness problem*' for attracting qualified staff since the location of CEPOL in Bramshill implies limitations with regard to accessibility and other issues.[44] The limited physical infrastructure available to CEPOL at Bramshill could become a constraint, should a decision be made to remain there and expand the role of the Secretariat. Respondents to this evaluation's GB survey have noted difficulties over the use of the IT infrastructure in Bramshill. However, a planned reduction in the scope of the UK's National Police Improvement Agency (NPIA) based at Bramshill may provide CEPOL with opportunities to increase its physical infrastructure within the Bramshill estate.

However, it is highly debatable whether a move to EUROPOL would achieve much, even if CEPOL were to retain its separate identity under such an arrangement. The cost-savings could be quite modest given that CEPOL is in any case a relatively small agency, and the synergies to be gained from co-location can already be developed with agencies located in different places (see section 3.2.2).

In fact, earlier in 2010, the European agencies that operate in the JHA area signed a memorandum on strengthening contacts and collaboration covering a wide range of operational issues. Under CEPOL's current Director, an effort has also been made to improve bilateral links with the other European agencies and EU institutions generally. Specifically in the JHA area, there is scope to improve cooperation with other European agencies (particularly EUROPOL and FRONTEX) at an EU level in the training of law enforcement personnel. One possibility would be for all training functions to be centralised at CEPOL. This would, however, involve extending CEPOL's key stakeholder group well

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[41] Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume III Agency level findings, December 2009, page 36.

[42] Google Maps locates Heathrow Airport at 55.1 km (via M4) and calculates 42 minutes for a car journey.

[43] See service contract notice and technical specifications for the provision of taxi services / airport transfer services. 29 December 2010.

[44] Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume I Synthesis and prospects, December 2009, page 21. EC and CEPOL feedback on the inception report question the 'weight' of the location issue, however, the evaluators find that information on CEPOL recruitment problems indicates an attractiveness problem. See ECA, Report on the annual accounts of the European Police College for the financial year 2009, (C2010/C 338/24), Official journal of the European Union, 14 December 2010, page 139.

beyond police training colleges to a quite large and diverse range of organisations at a Member State level.

CEPOL's relationships with other European agencies need to be seen against the background of the discussion currently taking place on the future arrangements for European agencies generally, including the idea of creating more support services that the agencies could share. The common problem that the European agencies face is that the EC's financial and staff regulations were designed for a large organisation, rather than relatively small entities with very limited administrative resources to handle complex and time-consuming procedures. It seems to us that preserving relatively small, specialised European agencies is preferable as long as common structures can be created to handle some of the administrative functions they are less well-placed to deal with.

3 - Performance

This section presents the findings for the five evaluation criteria of **relevance** (section 3.1), **efficiency** (section 3.2), **effectiveness** (section 3.3), **impact** (section 3.4), and **sustainability** (section 3.5).

Relevance refers to CEPOL activity being aligned with relevant policy priorities and Member State needs. Efficiency focuses on the delivery of activities in line with schedules and resources, and on the general operation of the Secretariat. Effectiveness and impact deal respectively with the achievement of immediate and more long-term objectives. Finally, sustainability addresses issues related to the dissemination of CEPOL 'knowledge' and the integration of contents into national police capacity building.

3.1 Relevance

This section considers the relevance of CEPOL activity in relation to the **Treaty and Council Decision 2005/681** (section 3.1.1), the **Hague and Stockholm Programmes and Organised Crime Threat Assessment priorities** (section 3.1.2), and **Member State needs** (3.1.3). Section 3.1.4 reflects on the **design of CEPOL activity**. To illustrate discussions on relevance, section 3.1.5 presents extracts from case study work on the **Common Curriculum 'Trafficking in Human Beings' and on 'Research and Science'**.

3.1.1 Relevance in relation to the Treaty and Council Decision 2005/681

📌 **CEPOL alignment with the Lisbon Treaty**

The Treaty does not refer directly to CEPOL. However, under a dedicated chapter (Chapter 5 Police Cooperation), the Treaty refers directly to the need for police cooperation: '*The Union shall establish police cooperation involving all the Member States' competent authorities, including police, customs and other specialised law enforcement services in relation to the prevention, detection and investigation of criminal offences*' (Article 87.1). Considering the focus of police cooperation, the Chapter does not list particular areas of crime, although there is a reference to serious forms of organised crime (Article 87.2c), and the Article on EUROPOL refers to '*serious*

crime affecting two or more Member States, terrorism and forms of crime which affect a common interest covered by a Union policy' (Article 88.1). The preceding Treaty chapter (Chapter 4 Judicial Cooperation in Criminal Matters) refers to '*areas of particularly serious crime with a cross-border dimension*', and notes the following: '*terrorism, trafficking in human beings and sexual exploitation of women and children, illicit drug trafficking, illicit arms trafficking, money laundering, corruption, counterfeiting of means of payment, computer crime and organised crime*' (Article 83.1).

CEPOL capacity building for police cooperation should arguably be focused on these thematic areas, and a review of CEPOL activity in relation to the thematic areas noted in the Treaty does indeed confirm the alignment of CEPOL activity with the Treaty.

This alignment is less evident for some of CEPOL's activity focussing on police cooperation or exchange of best practice in areas of 'internal' crime, e.g. community policing or domestic violence.[45] However, CEPOL activity related to 'internal' crime only represents a small share of CEPOL's overall portfolio (see figure 22 below).

CEPOL alignment with Council Decision 2005/681

Council Decision 2005/681 defines CEPOL's purpose as follows: '*The aim of CEPOL shall be to help train the senior police officers of the Member States by optimising cooperation between CEPOL's various components. 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*' (Article 5).

Subsequent articles define CEPOL's objectives (Article 6) and note a series of tasks to be undertaken by CEPOL (Article 7).

A review of CEPOL activity confirms alignment with the Council Decision. Only few CEPOL activities can be identified that are not directly addressed by the Council Decision, and these only account for a minor share of the CEPOL operational budget. For example, a narrow interpretation of Council Decision 2005/681 would suggest that CEPOL activity should focus on crimes with a cross-border dimension (Article 5 '*cross-border dimension*').

Such a cross-border dimension can not be identified for activities such as the Common Curriculum 'Domestic Violence' (about 0.5% of CEPOL operational expenditure for 2006 to 2010). Similarly, CEPOL course and seminar activity focussing on 'internal' crime would fall outside the Council Decision's scope. The following figure identifies

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[45] CEPOL Secretariat feedback on the draft final report notes that this might be a wrong assumption, since recent research demonstrates that Community Policing and Counterterrorism are closely related areas.

CEPOL course and seminar activity (2007 to 2009) that would not be covered by the Council Decision.

Figure 22 - CEPOL activity focussing on 'internal' crime (2007 to 2009)

Course and seminar activity (year)	Budget
Domestic violence (April 2007)	14,616
Community policing (May 2007)	24,880
Forensic Science (September 2007)	27,820
Domestic violence (October 2007)	15,894
Misuse of road traffic (December 2007)	20,090
Community Policing - Step 2 (February 2008)	41,351
Community Policing - Step 1 (May 2008)	30,195
Witness Protection (October 2008)	20,500
Road Safety Awareness (October 2008)	38,000
Community Policing – Step 2 (October 2008)	20,100
Crime control and traffic safety (November 2008)	23,763
Crime Control and Traffic Safety -International Comparison of Integrated Projects (March 2009)	23,850
Domestic Violence - International Aspects & Experience (June 2009)	19,287
Dealing with Crime Victims (June 2009)	32,500
Road Safety Awareness Seminar (June 2009)	25,800
Community Policing (October 2009)	27,966
Witness Protection (October 2009)	28,769
total	**435,381**
% of operational expenditure for 2007-2009 (committed budget)	**3.1%**

Some stakeholders have questioned the relevance of CEPOL activity related to language training. Council Decision 2005/681 notes language training as one of the nine CEPOL tasks (Article 7 (i)): '*enable the senior police officers of the Member States to acquire relevant language skills*'. A review of related activities from 2007 to 2009 shows that about 1.1% of operational expenditure for 2007 to 2009 was allocated to language training. CEPOL is the only Agency in the JHA area that includes language training in its portfolio. Considering the limited duration of CEPOL language training

courses it can be questioned whether these courses can substantially contribute to improving language capacities. Moreover, considering the focus on the English language, it can also be questioned whether this activity is of similar relevance to all Member States (however, the 2010 work programme also includes German and Spanish). CEPOL Secretariat feedback on the draft final report supports English language training, noting that English is CEPOL's working language, and that 'there is a clear demand for improvement to enable better cooperation'.

Figure 23 - CEPOL language training (2007 to 2009)

Course and seminar activity (year)	Budget
English programme for GB & Committee Members (June 2007)	13,638
English Programme for English Language Trainers (November 2007)	17,625
English Language Course for WG+ Sub-group Members (December 2007)	16,400
English Language Seminar for Members of CEPOL Organs (March 2008)	15,900
English Language Course for Working group Members (September 2008)	15,500
English for English Trainers (October 2008)	19,100
English Language Seminar for Members of Governing Board, Committees and Working Groups (February 2009)	19,527
English Language Seminar for Members of Governing Board, Committees and Working Groups (March 2009)	13,972
English Seminar for English Language Trainers (September 2009)	23,000
total	**154,662**
% of operational expenditure for 2007-2009 (committed budget)	**1.1%**

3.1.2 Relevance to the Hague and Stockholm Programmes and the Organised Crime Threat Assessments

CEPOL alignment with the Hague Programme

The EC's 2009 assessment of progress with the Hague Programme is rather negative with regard to police cooperation, noting '*comparatively slow progress*'.[46] However, some achievements are also noted, e.g. the adoption of a Council Framework Decision on police cooperation (2009/960) and the integration of the Prüm Treaty into EU law.

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[46] Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions, Justice, Freedom and Security in Europe since 2005: An evaluation of the Hague Programme and action plan, 10 June 2009, page 14.

Reviewing CEPOL activity against Hague Programme priorities for police cooperation (heading 3.4 'police and customs cooperation') indicates full alignment. The following table notes the Hague Programmes' thematic focus areas (limited to specific areas of crime) with regard to police cooperation and indicates related CEPOL activity (2006-2009).[47]

Figure 24 - CEPOL alignment with Hague Programme

Hague Programme thematic focus	Common Curricula	Courses and Seminars
Cross-border trafficking	✔	✔
Schengen acquis	✔	✔
Transport safety / security		✔
Sirene		✔
Police standards	✔	✔
Forensic laboratories		✔
Joint police operations	✔	✔
Cross-border use of investigation techniques		✔
Corruption	✔	✔
Organised crime	✔	✔

📌 CEPOL alignment with the Stockholm Programme

The Stockholm Programme establishes six priorities; Priority 3 is of most relevance to CEPOL: '*A Europe that protects*'. Priorities 1 ('*Promoting citizenship and fundamental rights*'), 2 ('*Making people's lives easier: a Europe of law and justice*') and 6 ('*The role of Europe in a globalised world - the external dimension*') are also relevant, though to a lesser extent.

CEPOL activity addresses all six Stockholm Programme priorities. Looking in more detail at the specific thematic areas covered by the six priorities, it appears that CEPOL activity is most relevant to Priorities 3 (all six thematic areas under this priority

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[47] See Title 3.4 'police and customs cooperation', Council and Commission Action Plan implementing the Hague Programme on strengthening freedom, security and justice in the European Union, (2005/C198/01), Official Journal C198/1 of 12 August 2005, pages 15-16.

are covered by CEPOL activity) and 6 (four of six thematic areas).[48] The remaining Priorities are also addressed, although to a lesser extent (Priority 1 (three of seven); Priority 2 (two of five); Priority 4 (one of two); Priority 5 (one of two)). It is important to note that CEPOL addresses all thematic areas that are relevant to its remit; thematic areas that are not addressed are not covered by the CEPOL remit.

The following table notes the Stockholm Programmes' thematic focus areas under priority 3 '*A Europe that protects*' and indicates related CEPOL activity (2010).

Figure 25 - CEPOL alignment with Stockholm Programme

Thematic area	Common Curricula	Courses and Seminars	Comments on other CEPOL activity
Internal Security Strategy			CEPOL activity on inter-agency cooperation and coordination
Upgrading the tools for the job		✔	CEPOL general networking activity; CEPOL training on the use of different databases; It appears that CEPOL is not engaged in any activity related to the European Criminal Records Information System (ECRIS) or the European Police Records Index System (EPRIS)
Effective policies	✔	✔	CEPOL activity on inter-agency cooperation and coordination
Protection against serious and organised crime	✔	✔	One area that is possibly not addressed: sale of fake pharmaceuticals on the internet (Stockholm programme, page 48)
Terrorism	✔	✔	
Comprehensive and effective EU Disaster Management	✔	✔	

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[48] Priority 3 covers the following thematic areas: 'Internal Security Strategy', 'Upgrading the tools for the job', 'Effective policies', 'Protection against serious and organised crime', 'Terrorism', 'Comprehensive and effective EU Disaster Management'.

Priority 6 covers the following thematic area: 'A reinforced external dimension', 'Human rights', 'Continued thematic priorities with new tools', 'Agreements with third countries', 'Geographical priorities and international organisations', 'International organisations and promotion of European and international standards'.

CEPOL alignment with the Organised Crime Threat Assessments (OCTA)

The EC's comments on the inception report recommended an assessment of CEPOL's alignment with EUROPOL's OCTA priorities.[49] EUROPOL has prepared the annual OCTAs since 2006. As the following table shows, CEPOL activity is well aligned with OCTA priorities.

The OCTA priorities '*Commodity counterfeiting and intellectual property theft*', '*Document forgery and identity fraud*' and '*The misuse of the transport sector*' appear to be the only areas not addressed by CEPOL courses and seminars or Common Curricula.

Figure 26 - CEPOL alignment with OCTA priorities[50]

OCTA priorities ('criminal markets')	Common Curricula	Courses and Seminars				
		2006	2007	2008	2009	2010
Drug trafficking (2006, 2008, 2009)	✔	✔	✔	✔	✔	
Exploitation of trafficking in human beings and illegal immigration (2006, 2008, 2009)	✔	✔	✔	✔	✔	✔
Fraud (2006, 2008, 2009)				✔	✔	✔
Euro counterfeiting (2006, 2008, 2009)			✔		✔	✔
Commodity counterfeiting and intellectual property theft (2006)						
Money laundering (2006)	✔			✔		
Document forgery and identity fraud (2007)						
Technology as a facilitating factor (2007, 2009)	✔	✔	✔	✔	✔	✔
The misuse of the transport sector (2007)						
The exploitation of the financial sector (2007)	✔	✔	✔	✔	✔	✔
Globalisation and borders (2007)					✔	✔
Child abuse (2009)		✔	✔	✔		✔

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[49] European Commission feedback on the inception report, 16 November 2010.

[50] For 2006: EUROPOL, EU Organised Crime Threat Assessment 2006, 2006; For 2007: EUROPOL, EU Organised Crime Threat Assessment 2007, June 2007; For 2008: EUROPOL, EU Organised Crime Threat Assessment 2008, 2008; For 2009: EUROPOL, EU Organised Crime Threat Assessment 2009, 2009. CEPOL Secretariat feedback on the draft final report emphasises support for the OCTAs, i.e. in 2008, CEPOL's Research and Science conference focussed on options for the OCTAs' scientific enhancement.

3.1.3 Relevance to Member State needs

This section discusses the relevance of CEPOL activity to Member State needs. This includes a review of Member State participation in CEPOL activity, feedback from annual CEPOL evaluation, and the results of the external evaluation survey that was addressed to the Member States' representatives on CEPOL's GB in November 2010.[51]

Member State participation in CEPOL activity (participants and trainers)

CEPOL has, in some cases, experienced low participation rates (and related postponement or cancellation of training activity). This might be an indication of the limited relevance of some of the training activity to Member State needs (i.e. Member States do not participate because the training does not address specific Member State capacity building needs).

Considering that places on CEPOL training courses are primarily allocated on the basis of the formula 'one place per Member State', the following figure shows annual average Member State participants in CEPOL courses during 2006 to 2009.

The participation of several Member States is well below the EU average of approximately 58 participants per year per Member State. This includes both 'old' and 'new' Member States (e.g. Estonia, Greece, Ireland, Luxembourg and Malta all account for fewer than 40 participants per year).[52] However, the highest average participation rates are mainly noted for some of the 'old' Member States (France, Spain, Germany, Italy, and the UK) although the 'new' Member State Lithuania accounts for approximately 100 or more participants per year.

Figure 27 - Annual average Member State participants in CEPOL courses (average number of participants, 2006 to 2009)[53]
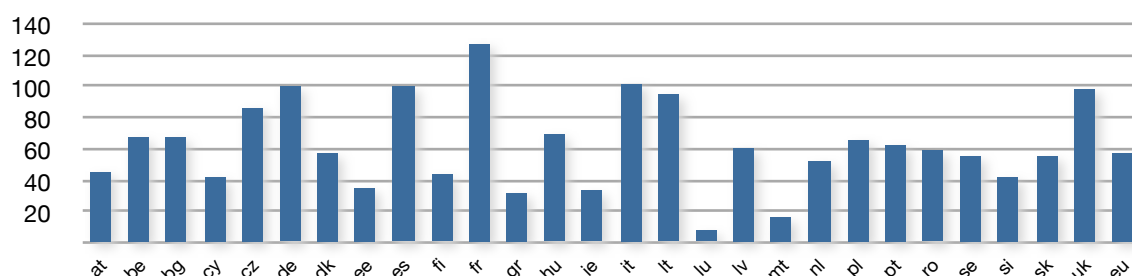
[51] The evaluators conducted the survey in November 2010; 25 Member States responded.

[52] Member States that joined before or in / after 2004 / 2007.

[53] CEPOL annual reports 2006-2009 on participants per Member State. Bulgaria and Romania have been included, however, they only joined the European Union in 2007.

The following figure shows annual average Member State trainer participations in CEPOL courses from 2007 to 2009.

The EU average is about 20 trainers per year. Austria, Germany, France, Portugal and the UK have an annual average trainer participation of over 40. Cyprus, the Czech Republic, Denmark, Estonia, Luxembourg, Latvia, Malta, Romania and Slovenia send ten or fewer trainers per year to support CEPOL courses.

Figure 28 - Annual average Member State trainer participations in CEPOL courses (2007 to 2009)[54]
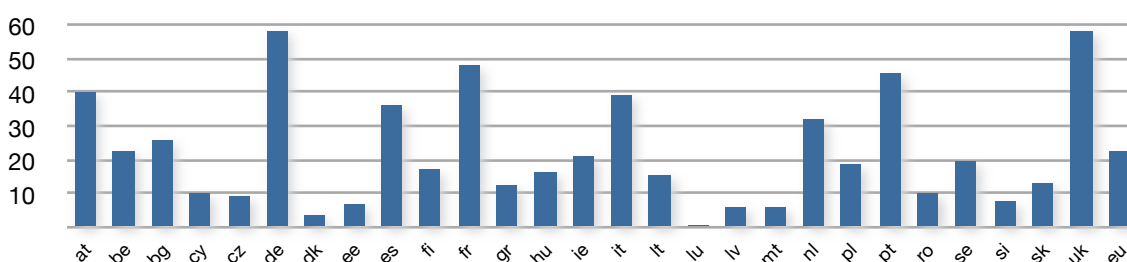
In some cases the figures on participants and trainers might be explained by a relationship between Member State needs to 'import' knowledge (high number of participants) or 'export' knowledge (high number of trainers). For example, Austria and the Netherlands account for above average trainer numbers, but for under average participant numbers, and this might be explained by more developed police capacities (less need to receive and more capacity to offer training). A reverse situation (above average participant and under average trainer numbers) can be observed for the Czech Republic, Hungary, Lithuania, Latvia and Poland.

Finally, a further possible indicator for the relevance of CEPOL activity in relation to Member State needs is the extent to which Member States 'volunteer' to contribute to CEPOL activities (as opposed to 'obligatory' participation such as participation in GB or committee meetings). Examples for such 'voluntary' contributions can be identified in relation to participation in working groups or contributions to the eLibrary. On average (2010), Member States participate in 2.6 working groups or Common Curricula sub groups. Five Member States do not participate in any of these groups; six Member States participate in four to six groups.

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[54] CEPOL annual reports 2007-2009 on trainers per Member State.

Figure 29 - Member State participation in Working Groups and Common Curricula sub groups in 2010 (number of participations)[55]
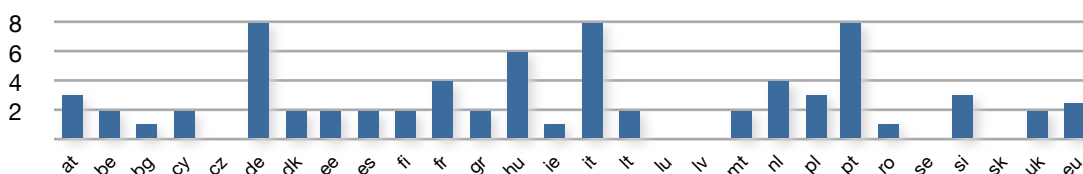
Member State contributions to the eLibrary vary even more strongly. Whilst an in-depth assessment of Member State contributions is difficult, since it would appear more important to assess the quality than the quantity of the contributions, it is noteworthy that several Member States have made very few, or no contributions.

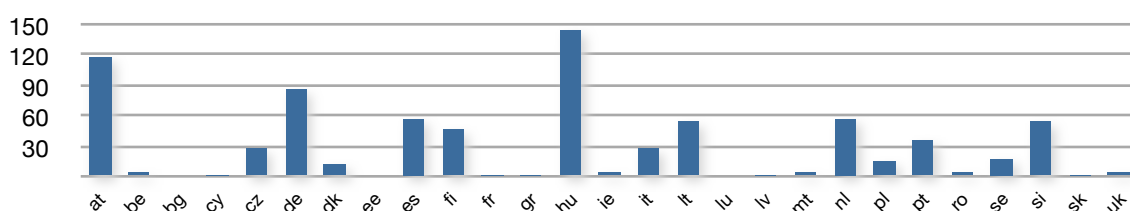**Figure 30** - Member State contributions to the eLibrary (number of contributions)[56]

Finally, an 'aggregate' assessment of Figures 27 to 30 shows that a series of Member States are repeatedly situated among the under average 'performers'. This might indicate that some Member States require additional support to engage with CEPOL.

Figure 31 - Assessment of Member State engagement (figures 27 to 30; green=above average)

	at	be	bg	cy	cz	de	dk	ee	es	fi	fr	gr	hu	ie	it	lt	lu	lv	mt	nl	pl	pt	ro	se	si	sk	uk	eu
participants		✔	✔		✔	✔			✔		✔		✔		✔	✔				✔	✔	✔					✔	58
trainers	✔	✔	✔			✔			✔		✔				✔			✔		✔		✔					✔	22
wg / ccsg participation	✔					✔					✔		✔					✔		✔	✔	✔		✔	✔			2.6
elib contributions	✔					✔		✔	✔				✔			✔		✔		✔				✔	✔			30
gb relevance feedback	✔	✔	✔	✔		✔	✔	✔	✔	✔	✔	✔	✔	✔	✔	✔		✔	✔	✔	✔	✔	✔	✔	✔	✔		✔
aggregate	✔	✔	✔			✔			✔		✔		✔		✔	✔		✔		✔	✔	✔		✔	✔			✔

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[55] Situation in November 2010. Information based on the contact lists available from CEPOL's website in November 2010.

[56] Information provided by CEPOL on 26 November 2010.

CEPOL annual evaluation

Since 2007, CEPOL has conducted annual evaluation of the activity 'Courses and Seminars'. As noted in section 1.2.2 (Figure 3), this activity accounts for between 56% and 71% of total operational expenditure from 2006 to 2010, i.e. evaluation results cover a significant share of CEPOL activity.

For illustration, in 2009, CEPOL's '*evaluation at the end of the activity*' was conducted for 78 activities (out of a total of 87 activities organised), and feedback was received from 1,712 participants (out of a total of 1,995 participants).[57]

In relation to relevance, participants are asked to rate the relevance of learning and content to the workplace. In 2009, 87% of participants agreed that learning and content were relevant to their workplace, 12% rated relevance as partial, and only 1% disagreed on the relevance of content. In 2008, relevance was scored 4.2 out of 5 or 5.2 out of 6 (different scoring due to different types of questionnaire used), and in 2007, 4.35 out of 5.[58]

Figure 32 - CEPOL evaluation at the end of the activity - learning & content relevant to the workplace, 2009 (% of respondents)
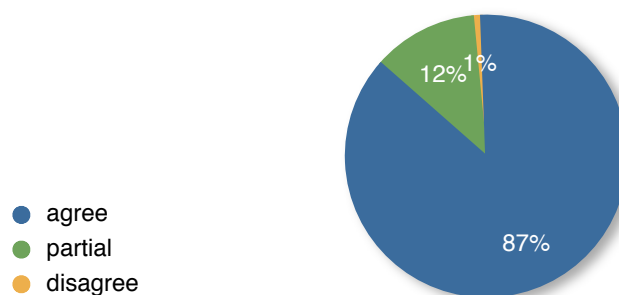
Governing Board survey feedback on relevance

The survey of Member State representatives on CEPOL's GB included a series of questions on the relevance of CEPOL activity to Member State needs.

A first question asked the Member State representatives to rate the relevance of CEPOL activity to general Member State police capacity building needs. Feedback clearly confirms relevance (between 92% and 96% of respondents - i.e. all but one or

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[57] CEPOL, Evaluation Report 2009, CEPOL Courses and Seminars, May 2010.

[58] CEPOL, Evaluation Report 2008, CEPOL Courses, Seminars and Conferences, May 2009; Evaluation Report 2007, CEPOL Courses, Seminars and Conferences, 2008.

two of the 25 Member State respondents - agree or strongly agree that CEPOL activity is relevant). It is interesting to note that CEPOL activity is considered particularly relevant with regard to strengthening police cooperation (48% of respondents (12 Member States) strongly agree). This is in line with GB feedback on the desired focus of CEPOL activity (section 1.2).

Figure 33 - GB Survey - relevance to general Member State capacity building needs (% of GB respondents (upper bar chart), and number of GB respondents (lower bar chart))
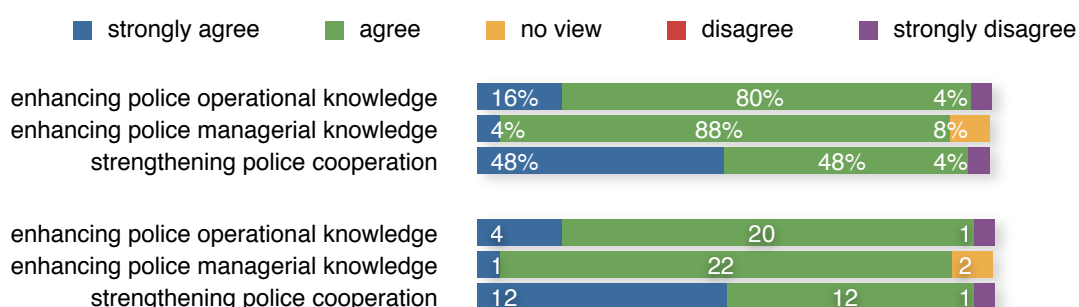
Looking at the different types of CEPOL activity (e.g. 'Courses & Seminars', 'Common Curricula' etc.), relevance is rated in a more differentiated way. CEPOL activities 'Courses and Seminars' and 'Exchange Programme' obtain the highest relevance ratings (88% of respondents - 21 Member States - consider relevance as high or very high). Four further activities obtain a majority of positive ratings (high or very high), namely, 'Agency Relations', 'eLearning', 'Research and Science' and 'Publications'. Finally, four activities obtain a majority of 'medium', 'low' and 'very low' relevance ratings: 'Common Curricula', 'Potential Candidate Countries', 'EUROMED II', 'Third Countries'.

Considering this feedback in relation to budget figures confirms that the activities with the highest relevance ratings account for a major share of CEPOL's operational expenditure in 2006 to 2010.[59]

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[59] For the higher relevance ratings: The five activities 'Courses and Seminars', 'Exchange Programme', 'eLearning', 'Research and Science', and 'Publications' together account for about 70% of CEPOL's operational expenditure in 2006-2010 (budget lines 31, 321, 324 and 371).

For the lower relevance ratings: The two activities 'External Relations' (that covers (potential) candidate countries and third countries), and 'Common Curricula' account together for about 6% of CEPOL's operational expenditure in 2006-2010 (budget lines 320 and 325).

Figure 34 - GB Survey - relevance to specific Member State capacity building needs - focus on different types of CEPOL activity (% of GB respondents)

Legend: very high | high | medium | low | very low

	very high	high	medium	low	very low
courses & seminars	52%	32%	12%	4%	
exchange programme	40%	44%	12%	4%	
agency relations	28%	40%	28%	4%	
e-learning	32%	32%	24%	8%	4%
research & science	20%	44%	28%	4%	4%
publications		64%	32%	4%	
common curricula	16%	32%	48%	4%	
(potential) candidate countries	10%	32%	34%	16%	8%
euromed 2	20%	20%	20%	20%	20%
third countries	2%	24%	44%	15%	14%
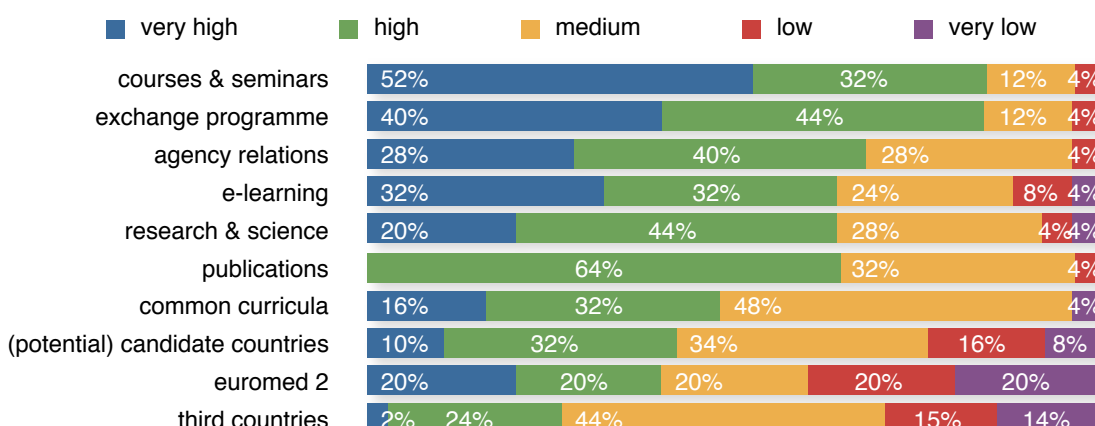
GB survey feedback was also obtained in relation to different thematic areas of CEPOL activity. For all 17 thematic areas, a majority of 'high' and 'very high' relevance ratings were obtained. The highest ratings were obtained for 'Organised Crime' and 'EU Police Cooperation' (over 90% - 23 Member States - rate relevance as 'high' or 'very high'). At the other end, 'Common Curriculum implementation' and 'Third Country Police Cooperation' obtain relevance approvals of 56-60% ('high' or 'very high').
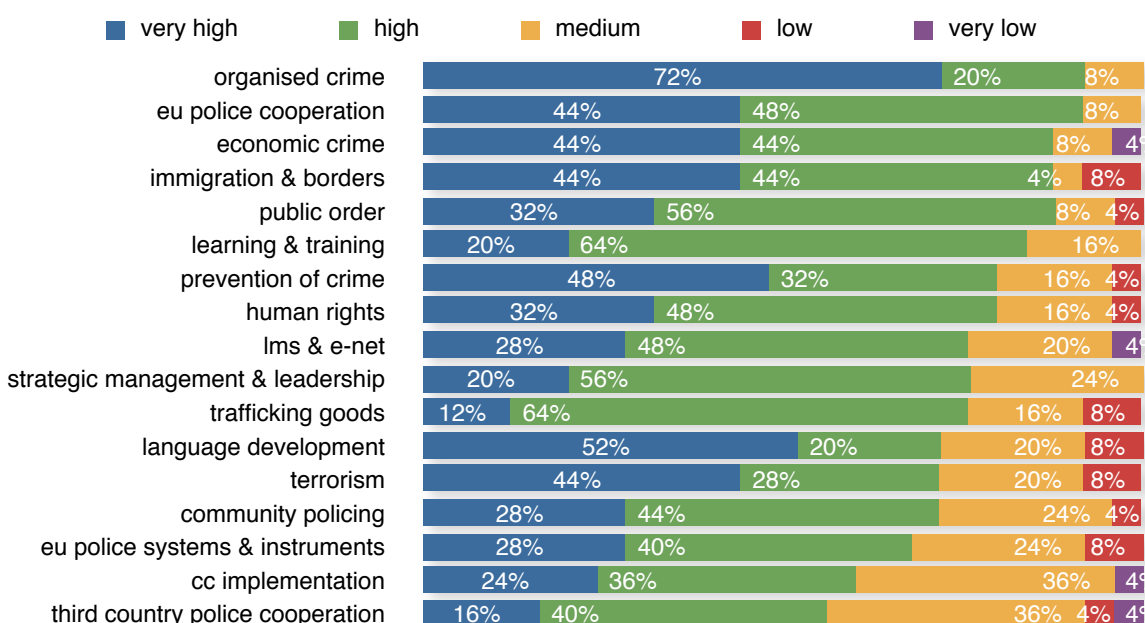
Figure 35 - GB Survey - relevance to specific Member State capacity building needs - focus on different thematic areas (% of GB respondents)

Legend: very high | high | medium | low | very low

	very high	high	medium	low	very low
organised crime	72%	20%	8%		
eu police cooperation	44%	48%	8%		
economic crime	44%	44%	8%	4%	
immigration & borders	44%	44%	4%	8%	
public order	32%	56%	8%	4%	
learning & training	20%	64%	16%		
prevention of crime	48%	32%	16%	4%	
human rights	32%	48%	16%	4%	
lms & e-net	28%	48%	20%	4%	
strategic management & leadership	20%	56%	24%		
trafficking goods	12%	64%	16%	8%	
language development	52%	20%	20%	8%	
terrorism	44%	28%	20%	8%	
community policing	28%	44%	24%	4%	
eu police systems & instruments	28%	40%	24%	8%	
cc implementation	24%	36%	36%	4%	
third country police cooperation	16%	40%	36%	4%	4%

Finally, Governing Board members also assessed the relevance of the ten Common Curricula. All Common Curricula obtain a majority of positive relevance ratings ('high' or 'very high'). 'Drug Trafficking' and 'European Police Cooperation' stand out for the highest relevance ratings (92% - 23 Member States - rate relevance as 'high' or 'very high'). The lowest ratings are obtained for 'Counter Terrorism', 'Domestic Violence' (both 71% 'high' or 'very high'), and 'Management of Diversity' (59% 'high' or 'very high').

Figure 36 - GB Survey - relevance to specific Member State capacity building needs - focus on Common Curricula (% of GB respondents)
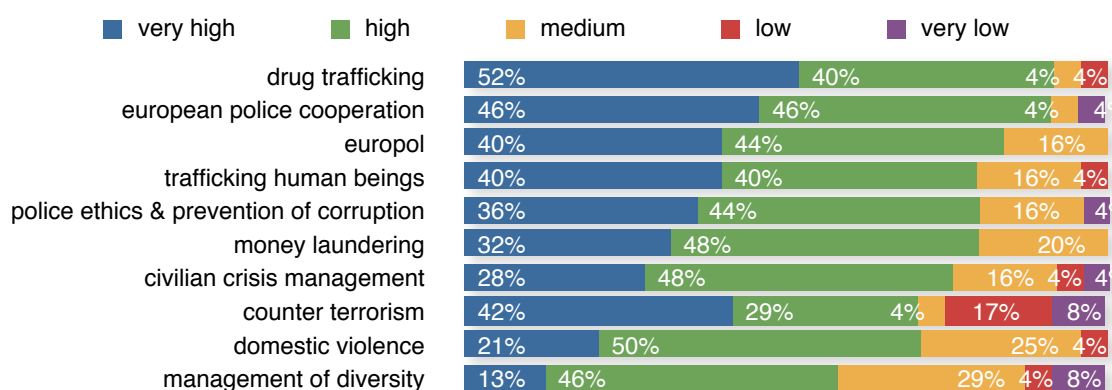
3.1.4 Design of CEPOL activity

The preceding three sections have shed a positive light on the relevance of CEPOL activity. However, CEPOL covers a rather wide range of thematic areas, and the limited thematic focus can be considered a burden in terms of organisation, and it limits the development of internal thematic expertise.

The figure below shows that the different types of CEPOL activity (e.g. 'Courses and Seminars', 'Common Curricula', 'eLearning' etc.) do not always coincide in their thematic focus. For example, the thematic area of domestic violence is addressed under the activities 'Courses and Seminars' and 'Common Curricula', however, there is no related support under the activities 'eLearning' or 'Exchange Programme'.

The following section on efficiency discusses the CEPOL resource constraints and shows, in particular, that the CEPOL activity 'Seminars and courses' consumes a substantial amount of CEPOL administrative resources. Moreover, wider research on agencies has identified the development of internal thematic expertise as an important factor contributing to agency

effectiveness and impact. These considerations support a stronger thematic focus for future CEPOL activity, and a stronger alignment between different types of activity.

Figure 37 - 2010 Annual Work Programme, alignment between types of activities and thematic areas

Thematic area	Common Curricula	Courses and Seminars	eLearning modules	Exchange programme (periods 1-3)
domestic violence	✔	✔		
trafficking human beings	✔	✔		✔
drug trafficking	✔	✔		✔
corruption	✔	✔		
child abuse		✔		
cybercrime		✔	✔	
organised crime		✔		✔
immigration and borders		✔	✔	
trafficking stolen artwork		✔		
economic and financial crime	✔	✔		✔
fraud against eu institutions / euro counterfeiting		✔		
counter terrorism	✔	✔		✔

3.1.5 Focus on the relevance of the Common Curriculum 'Trafficking Human Beings' and of 'Research and Science'

To illustrate discussions on relevance, the following paragraphs present findings on the relevance of the Common Curriculum 'Trafficking Human Beings' (CC THB) and of activities carried out under the framework of 'Research and Science'.

📌 **Common Curriculum 'Trafficking Human Beings'**

The CC THB was selected for in-depth review, including desk research, stakeholder interviews, and a specific survey that was addressed to the 'National Common Curriculum Coordinators' (NCCC). 18 Member States responded.[60]

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[60] BE, BG, DK, EE, FR, DE, GR, HU, IE, IT, LT, MT, PO, PT, RO, SK, SI, SE

According to survey feedback, the CC THB has been fully incorporated in Slovakia, and partly incorporated in Estonia, Malta, Romania, and Slovenia. In six countries, there has been little or no incorporation of this CC into national training arrangements, including Portugal and Greece. In five other countries, existing training arrangements already cover the subjects covered by the THB CC.

Figure 38 - Adoption of Trafficking in Human Beings common curriculum (% of respondents (pie chart), and in number of respondents (bar chart))
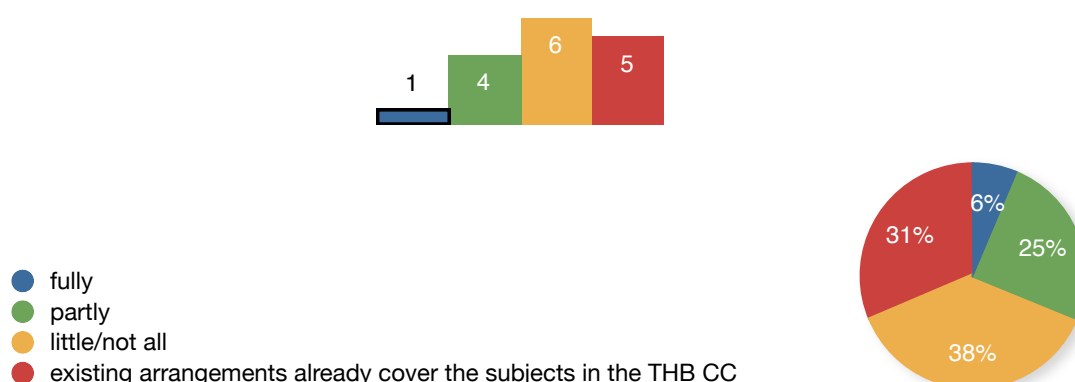
Reasons for not incorporating the THB CC into national training arrangements include:

- It's not easy to change our national curriculum
- Our existing arrangements already meet our needs in this area
- The CC THB is not available in our language;
- Not sure;
- Other reason.

The survey was followed up with telephone calls to stakeholders, including the CEPOL secretariat, several NCCCs, a trainer, and La Strada International. Written feedback was provided by FRONTEX and EUROPOL.

All stakeholders consider that THB is a high priority and is something that CEPOL should be addressing. There is general consensus that the CC THB covers the right topics, although, as EUROPOL noted, the CC provides a broad framework.

However, stakeholder feedback indicates that in practice, the CC THB is generally of limited relevance to Member States as many already cover, fully, or in part, the subjects covered by the CC THB. Several stakeholders indicated that coverage in their countries is significantly more advanced than the CC. The CC has little, if anything, to offer these 'more advanced' Members States.

The main target for this CC appears to be a small number of 'new' Member States and Greece where training provision in this subject has been limited. However, even here, uptake has been limited:

- For example, in Latvia, a significant country of origin, there are currently just four hours of training on this subject in police training, and there is little prospect of any significant change in the near future. This is reportedly due to a lack of interest in the subject on the part of the authorities and individual officers.

- In Lithuania, another significant country of origin, only a small part of the CC THB has been incorporated into basic training, and some parts are covered in the continuing professional development of police officers.

- For Estonia, some of the subjects covered by the CC THB are not new, and it has therefore been only partly adopted.

- In Bulgaria, another significant country of origin, existing training arrangements already cover all the subjects covered by the CC THB.

- In Greece, a major destination country, some elements of the CC THB have been incorporated into individual lecturers, but further incorporation is difficult, as the CC is not compatible with the structure of the police academy there.

The following paragraphs highlight several other issues that undermine the relevance and usefulness of this CC.

It can not be easily incorporated into the different training systems of different Member States. Stakeholder feedback suggests that a more flexible approach might have resulted in greater overall uptake of the content.

For this CC there has been no module adviser and it appears that it has not been updated. Several stakeholders noted that, in order to maintain relevance, content has to be updated regularly to take account of new trends and challenges. One stakeholder noted that absence of a module advisor was a contributory factor in limiting implementation of the CC THB in the country in question.

The development of a common approach requires the continuous sharing of ideas and experiences between countries. Although Member States were invited to comment on the draft, there is limited evidence of real engagement by more than a handful of Member States that were directly involved in the drafting. Several stakeholders commented on the benefits of the implementation workshops, as they facilitate the establishment of networks between trainers.

Although most stakeholder feedback indicates that the CC covers the right issues, the evaluators nevertheless have some concerns about the content of the curriculum, which is discussed in more detail below. Rather than seeking to invigorate the CC with a range of ideas, experiences, perspectives, and techniques, CEPOL took the view that only police trainers have the necessary expertise to develop its CC. This has led to a somewhat narrow, and even dated, coverage of the subject, and is possibly a contributory factor in its limited interest to Members States with more experience in this area. FRONTEX suggests that partnership with other agencies in the area of THB would be beneficial. In this respect, FRONTEX notes that it will be involving various agencies in the development of its own CC THB, including IOM, ICMPD, UNHCR, etc.

The trainers manual includes numerous references. It is clear from the study guide that these are intended also for the trainees to familiarise themselves with the subject before the course. Several of the provided links do not work. Most, if not all references are in English, and are likely to be of limited use to trainers and trainees if they are not fluent in English. Moreover, police officers may not have internet access at work for security reasons, and may not have access to computers away from their work.[61]

The CC does not leverage other areas of CEPOL's work. For example, there are no links to CEPOL's e-net or e-library.

The following paragraphs provide feedback on the CC THB's content:

None of the three CC documents provides a clear justification for the need for a **common** THB curriculum. They give little indication as to the challenges that are faced, or the problems that occur as the result of asymmetric approaches between countries (and indeed between agencies within countries).

The CC provides limited background to the human trafficking phenomenon, for example:

- Patterns and trends, including recent developments;

- The root causes of trafficking, and how people become victims;

- The experiences of major countries of origin, such as Moldova;

- The role of different national and international agencies and organisations, including NGOs, in combatting and preventing trafficking, including the role of community police in identifying symptoms of potential victims.

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[61] CEPOL Secretariat feedback on the draft final report notes that this is a general issue for all eNet or internet-based instruments.

The CC emphasises the legislative and criminal aspects of trafficking, rather than providing a well-rounded overview of the challenges that human trafficking brings to law enforcement. Social issues are given limited attention. Issues that might benefit from more consideration include, for example:

- Difficulties in responding to victims;

- Support for child victims of trafficking;

- Body parts;

- Wider multi-agency response;

- Secondary victimisation;

- Internal versus international trafficking.

The CC deals with both leadership and operational issues, which may be better handled separately. In particular, there may be better ways of addressing leadership issues, for example, using political channels to ensure that critical issues are equally prioritised in all countries. As it stands, to some extent the CC attempts to address political issues through training, which is likely to be expensive, and it will be difficult to demonstrate effectiveness and impact. Latvia provides a good example of where the CC is unlikely to have any significant impact in the foreseeable future due to the absence of political will to address this issue.

Research and Science

This sub section looks at the relevance of the CEPOL 'Research and Science' activity.

'Research and Science' covers a series of activities ranging from the annual Research and Science conferences to a series of publications and other knowledge sources.

In terms of budget, this activity (budget line 321 '*Research and Good Practice*') accounts for 4.2% of total operational expenditure for 2006-2010. For comparison, budget line 320 '*Common Curricula*' accounts for 5.2%.

Looking just at the budget line '*Other Programme Activities*', it is noteworthy that the comparative importance of 'Research and Science' has steadily increased from about 10% of '*Other Programme Activities*' in 2006 to 34% in 2010, representing now the largest of the five activities under this budget line (until 2009, this position was occupied by the Common Curricula).

Figure 39 - CEPOL expenditure for other programme activities (% of total expenditure for other programme activities by year (bar chart), € by year (line chart))[62]
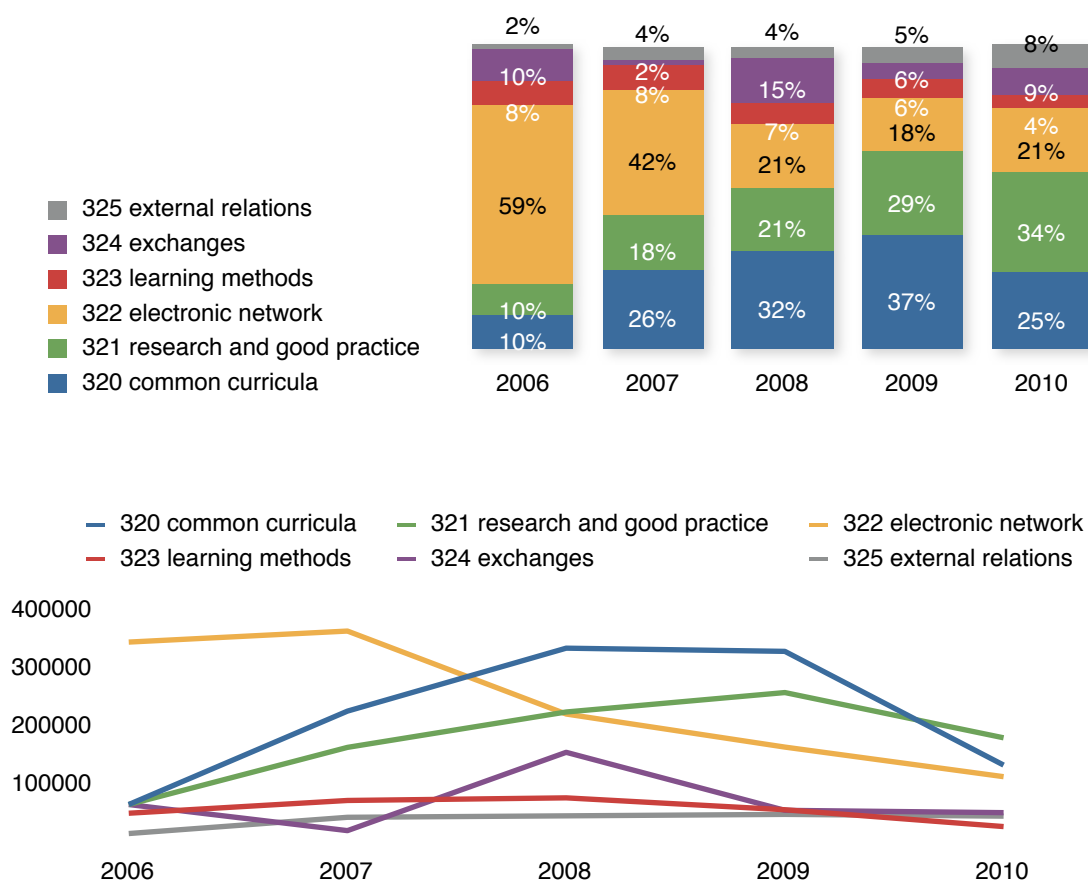
Stakeholder feedback on the inception report indicated an interest in the 'justification' for this activity, i.e. is CEPOL research and science activity relevant to needs? The interest was explained by the prominent position of this activity on CEPOL's agenda despite a comparatively weak articulation in CEPOL's Council Decision.

Indeed, Council Decision 2005/681 does not explicitly include research and science under CEPOL's wider purpose or objectives (Articles 5 and 6), and it is only in the context of the nine tasks noted under Article 7 ('Tasks'), that a relevant mention is made: '*disseminate best practice and research findings*' (article 7, point (d)).

However, according to CEPOL's vision '*CEPOL is acknowledged by allied agencies and authorities in the policing and educational world to be the **primary source of learning and development** in the field of education and training for better cooperation*

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[62] Commitments. 2006 figures according to 2007 annual budget, 2007 figures according to 2008 annual budget, 2008 figures according to 2009 annual budget, 2009 and 2010 figures according to 2010 annual budget.

and policing in Europe'.[63] Moreover, CEPOL's recent promotional brochure presents '*Research and Science*' as one of CEPOL's main areas of activity.[64] Finally, the draft CEPOL strategy appears to give this area significant importance, since this is presented as the second of four CEPOL goals: '*CEPOL will be developed into a European law enforcement knowledge base*'.[65]

In this context it is worth noting that agencies have been criticised in the past for failing to base programming decisions on the development of new content or activities on systematic needs assessment or ex-ante evaluation.[66] CEPOL Secretariat feedback points to a needs assessment launched in 2005 via the establishment of a '*Project Group on a European Approach to Police Science*' (PGEAPS). In April 2007, the group issued its final report '*Perspectives on Police Science in Europe*'.

Whilst the report can be considered to provide a comprehensive assessment of the concept, history and future perspective for police science, it is questionable whether it adequately performs the 'function' of a needs assessment. Most importantly, the assessment did not systematically analyse alternative options to developing research and science activity at CEPOL, i.e. what was the comparative advantage of CEPOL taking on and developing this function 'from scratch' as compared, for example, to entrusting this function to an existing research organisation with comparatively more developed structures and resources? Whilst the preface to the final PGEAPS report notes that '*there was and is no institution in Europe where the great number of scientific findings concerning police, policing and police training/education are collected systematically...*', in 2007, several research institutions would have a more developed 'basis' for developing this activity than CEPOL.[67]

In more general terms, and with a view to any future needs assessment activity, the use of external independent expertise for needs assessment would be beneficial (four

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[63] Bold font by the author of this report.

[64] CEPOL, Contributing to European police cooperation through learning, 2010, page 12.

[65] The remaining goals are '*Goal 1: The CEPOL network functions as a European law enforcement education platform on the highest level of international excellence*', '*Goal 3: External relations will be considered and dealt as a corner stone of partnership*', '*Goal 4: CEPOL will be lead and managed as a top-ranking innovative EU agency*'.

[66] Based on EC Regulation 2343/2002 (Article 25.4), ECA notes: '*The ex ante evaluation, a kind of feasibility analysis, looks in particular at the questions that need to be settled, the evaluation of needs, the setting of objectives and related indicators (outcomes and impact), comparison of possible options, the appraisal of the added value brought by the Community measures and the planning of monitoring and evaluation. One of the ex ante evaluation's main advantages is that it obliges the agencies to present their objectives in a structured manner that underpins the whole planning process*'. ECA, The European Union's Agencies: Getting Results, Special Report No 5, 2008, page 15.

[67] CEPOL Project Group on a European Approach to Police Science (PGEAPS), Final report '*Perspectives on Police Science in Europe*', April 2007, page 3.

of the six authors of the PGEAPS final report can be associated to the wider CEPOL network).

Looking at the activity's relevance to Member State needs, GB survey feedback indicates strong support for 'Research and Science' with 64% of respondents (16 out of 25) noting high or very high relevance to Member State needs (see figure below).

Moreover, it is interesting to note that Member State survey feedback in the context of CEPOL's programming for 2011 clearly suggests that this activity remains very 'popular' (respondents propose intensifying or maintaining the activity).[68]

Figure 40 - GB Survey - relevance of Research and Science to specific Member State needs - focus on different types of CEPOL activity (% of GB respondents (bar chart) and number of respondents (pie chart))

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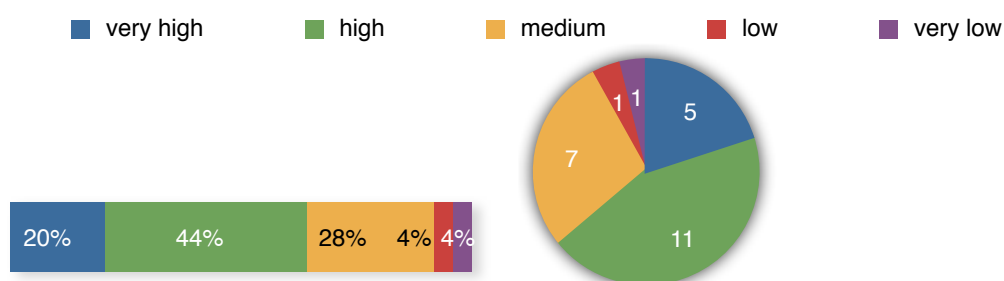
68 CEPOL, Priorities and proposals for the 2011 work programme, Contributions from Member States and Associated Countries, 16th Annual Programme Committee meeting, 4-5 November 2009.

3.2 Efficiency

This section provides feedback on the **efficiency of the delivery of CEPOL activity** (section 3.2.1), explores efficiency issues related to the **operation of CEPOL's Secretariat** (section 3.2.2), and discusses **Member State resources allocated to CEPOL** (section 3.2.3).

3.2.1 Feedback on the efficiency of delivery

Feedback on the efficiency of delivery is available from participants (CEPOL activity 'Courses and Seminars'), and from other EU Agencies and INTERPOL. Moreover, information on efficiency can be derived from the evaluator's case study on the Common Curriculum 'Trafficking Human Beings'.

Participant feedback on efficiency

As already noted in relation to relevance, CEPOL conducts annual evaluation of the activity 'Courses and Seminars'.[69] In 2008 and 2009, this included a question related to efficiency, i.e. participants were asked whether activity was well organised, whether the programme was well balanced, and about the adequacy of logistical arrangements. In 2009, 93% of survey respondents agreed on the efficiency of organisation, 16% of respondents partially agreed, and only 1% disagreed. In 2008, the participants' assessment of 'organisation' scored 5.6 out of 6.

Figure 41 - CEPOL evaluation at the end of the activity - overall organisation, 2009

- agree
- partial
- disagree
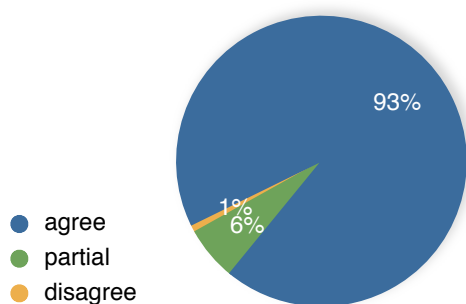
Agency and INTERPOL feedback on efficiency

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[69] For 2009: CEPOL, Evaluation Report 2009, CEPOL Courses and Seminars, May 2010; For 2008: CEPOL, Evaluation Report 2008, CEPOL Courses, Seminars and Conferences, May 2009.

The Stockholm Programme emphasises the importance of coordination between the EU Agencies.[70]

One of the main instruments to ensure coordination in the context of the Stockholm Programme is the new Council Standing Committee on Operational Cooperation on Internal Security (COSI) established in line with Treaty Article 71. The COSI Decision focuses on the operational cooperation on internal security including police cooperation. COSI foresees observer status for EUROJUST, EUROPOL, FRONTEX and '*other relevant bodies*', and CEPOL has been invited to attend COSI meetings twice at CEPOL's explicit request.[71]

COSI has recently reported on cooperation / coordination between agencies active in the JHA area.[72] This shows well established bilateral linkages, although there appears to be some scope for improvement with regard to multilateral cooperation.[73] With regard to CEPOL, the assessment notes that EUROPOL and FRONTEX are invited to the CEPOL Governing Board; and EUROPOL, FRONTEX and EUROJUST are invited to the CEPOL Annual Programme Committee meetings.[74] The evaluator has assessed the agencies' participation figures and can confirm regular participation.

The following paragraphs provide agency and INTERPOL feedback on the efficiency of cooperation with CEPOL.

The EUROPOL-CEPOL cooperation agreement was adopted by CEPOL's Governing Board on 7 March 2007. EUROPOL assesses cooperation with CEPOL as efficient, in particular since the current management team took up office in late 2009. 26 EUROPOL participants have attended (2006 to 2009), and 106 EUROPOL trainers have contributed to CEPOL training (2007 to 2009). EUROPOL contributes to CEPOL's annual work programme. Concerning the CEPOL CC, cooperation has been more limited than intended in the cooperation agreement since cooperation has focused on the CC 'EUROPOL' with only one annual review (according to the agreement,

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[70] Council of the European Union, The Stockholm Programme – An open and secure Europe serving and protecting the citizens, 2 December 2009, page 7.

[71] Council Decision on setting up the Standing Committee on operational cooperation on internal security, 25 February 2010, Article 5.

[72] CEPOL, EUROJUST, EUROPOL, FRONTEX, Draft final report on cooperation between JHA Agencies, 31 March 2010.

[73] Concerning multilateral coordination (main focus on streamlining agency governance), there is a set of issues that is particularly relevant to CEPOL, i.e. joint efforts in the field of training: 'Inform CEPOL of all planned and ongoing police training courses in a timely manner; Develop standardised certification of trainers and course accreditation and establish a European database for certified trainers; Harmonise learning and training, based on common curricula; Use 'blended learning' (e.g. e-learning tools and learning management systems) to complement courses and seminars by CEPOL'. CEPOL, EUROJUST, EUROPOL, FRONTEX, Draft final report on cooperation between JHA Agencies, 31 March 2010, page 9.

[74] Council of the European Union (General Secretariat, Standing Commitee on operational cooperation on internal security), Interim report on cooperation between JHA Agencies, 29 January 2010, page 5.

EUROPOL updates the CC 'EUROPOL' on an annual basis (Article 4.2), and cooperates in the development and implementation of CEPOL CC on forms of crime within EUROPOL's mandate (Article 4.3)).

EUROJUST feedback on cooperation with CEPOL is positive, with regular contact between the EUROJUST contact point and CEPOL (a positive factor being the EUROJUST contact point's main location in London). Based on its own operational priorities, and in line with available resources, EUROJUST contributes to CEPOL courses (25 EUROJUST trainers contributed to CEPOL events from 2007 to 2009). No developments are reported with regard to the CC 'EUROJUST' (the joint development of this Common Curriculum is foreseen in the Memorandum of Understanding).

The FRA confirms efficient cooperation with CEPOL, with a formal cooperation agreement to be established in 2011. For example, in the framework of the external stakeholder consultation meeting for the programming of CEPOL's 2011 work programme, FRA offered to contribute to the scheduled revision of the CC '*Police Ethics and Prevention of Corruption*'. Further coordination takes place in the framework of COSI, where FRA joins agency discussions between EUROPOL, EUROJUST, FRONTEX and CEPOL. FRA and CEPOL also cooperate on the organisation of events related to human rights, e.g. the recent workshop 'Human Rights Based Police Training: From Theory to Practice'.[75] Finally, for 2011, FRA has proposed the joint development of an e-learning module on human rights under the Lisbon Treaty.

EMCDDA feedback confirms that CEPOL cooperates well with EMCDDA on courses related to drugs trafficking, and that EMCDDA was also asked for advice on the CEPOL CC on drugs trafficking. A formal cooperation agreement has been discussed but is not in place, and this might not be required considering the comparatively more limited cooperation between EMCDDA and CEPOL (e.g. in comparison with CEPOL cooperation with EUROPOL).

INTERPOL feedback confirms the efficient cooperation between CEPOL and INTERPOL. Direct contacts between the two organisations have now developed at different levels. Channelling all contacts via the INTERPOL Contact Point is not considered necessary, however, there might be added value in ensuring that following a direct contact, e.g. at senior management or technical level, relevant information is shared with and maintained by the Contact Point.

Finally, and in relation to the efficiency of the process of establishing cooperation agreements with different Agencies and INTERPOL and other actors, it appears that the preparation of agreements has taken less time in recent years. Some of the

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[75] 8-9 November 2010. CEPOL Secretariat feedback on the draft final report also refers to cooperation in the context of the Policing Diversity symposium in Ireland in October 2010.

negotiations launched in 2006/2007 took more than 20 months to be concluded,[76] whilst negotiations launched in 2009/2010 took as little as four or seven months to be concluded.

Figure 42 - CEPOL cooperation agreements

Cooperation with	Governing Board authorises negotiation (date of GB decision)	Governing Board authorises signature (date of GB decision) / adopts the agreement	Months
EUROPOL	13 January 2006	7 March 2007	13
INTERPOL	28 November 2006	26 September 2008	21
FRONTEX	27/28 November 2007	11 December 2008	12
EUROJUST	27/28 November 2007	6 October 2009	22
European Network of Forensic Science Institutes	26/27 May 2009	6 October 2009	4
Croatian Police College	6/7 October 2009	25 May 2010	7

The efficiency of preparing Common Curricula

In the context of preparing the case study on the CC THB, the evaluator also reviewed the general efficiency of preparing the CC.

To date, CEPOL has decided to develop 10 CC,[77] however, only five, including the CC THB, have been finalised, approved by the GB, and made available on CEPOL's website. Development of the CC was initiated by decisions of the GB in December 2004, February 2006, and May 2007. It is noteworthy that some CC are particularly delayed, e.g. the CC on Counter Terrorism is not yet available, although the related development decision was taken six years ago.

Figure 43 - CEPOL Common Curricula preparation

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[76] Concerning the Memorandum of Understanding with EUROJUST, the stakeholder consultations confirm that staff changes in CEPOL have contributed to delays.

[77] The CC Domestic Violence is organised in two separate parts, but considered as one CC.

Common Curriculum (CEPOL reference)	Decision to develop a Common Curriculum	Adoption by the Governing Board
Counter Terrorism (CC05/A)	Dec 14, 2004	
European Police Cooperation - Methods and Instruments (CC05/B)	Dec 14, 2004	
EUROPOL (CC05/C)	Dec 14, 2004	May 26, 2009
Police Ethics and Prevention of Corruption (CC05/D)	Dec 14, 2004	May 26, 2009
Domestic Violence I (CC06/A)	Feb 23, 2006	May 26, 2009
Domestic Violence II	Feb 23, 2006	Oct 6, 2009
Money Laundering (CC06/B)	Feb 23, 2006	
Trafficking in Human Beings (CC06/C)	Feb 23, 2006	Oct 6, 2009
Civilian Crisis Management (CC07/A)	May 22, 2007	
Drug Trafficking (CC07/B)	May 22, 2007	Feb 23, 2010
Management of Diversity (CC07/C)	May 22, 2007	

3.2.2 The operation of CEPOL's Secretariat

This section reviews the adequacy of the CEPOL Secretariat's operation. The section notes operational constraints, reviews Secretariat human resources, and discusses EC and Agency support for the Secretariat.

In terms of introduction to this section, several stakeholders noted an interest in whether CEPOL's size was sufficient to allow it to function efficiently as an EU agency. CEPOL is among the smallest of the EU agencies in terms of Secretariat staff size.[78]

Stakeholder consultations on the operation of CEPOL's Secretariat from 2006 to 2010 have pointed to challenges with regard to human resources (e.g. recruitment, training, systematic establishment of job descriptions, hand-overs related to staff turnover etc.). In this context the EP has questioned CEPOL's capacity '*to handle effectively the complexities of the EU's financial and staff regulations*'.[79] Noting that administrative costs account on average for

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[78] A recent overview can be seen in Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume I   Synthesis and prospects, December 2009, page ix. This shows that of the 26 Agencies analysed, CEPOL is the Agency with the smallest staff number (data for 2008). Other comparatively small Agencies include the Community Fisheries Control Agency, the Community Plant Variety Office, the European Institute for Gender Equality, the European Network and Information Security Agency, the Fundamental Rights Agency and the European GNSS Supervisory Authority.

[79] EP, European Parliament Decision of 7 October 2010 on discharge in respect of the implementation of the budget of the European Police College for the financial year 2008 (C7-0198/2009 – 2009/2127(DEC)), 7 October 2010.

about a third of agency staff resources, a recent evaluation confirms '*a clear reverse proportionality between the size of the agency and the share of staff devoted to administrative tasks*', and concludes that '*small agencies are at a significant disadvantage since the regulations and procedures with which they have to comply are largely the same regardless of the agency's size*'.

As already noted in section 2, there is consensus amongst GB representatives on the need to review Secretariat resources. Indeed, 72% of survey respondents (18 out of 25) disagree or strongly disagree that current CEPOL Secretariat resources are adequate.

Figure 44 - GB survey feedback on the adequacy of CEPOL Secretariat resources (% of GB respondents (pie chart), and in number of GB respondents (bar chart))
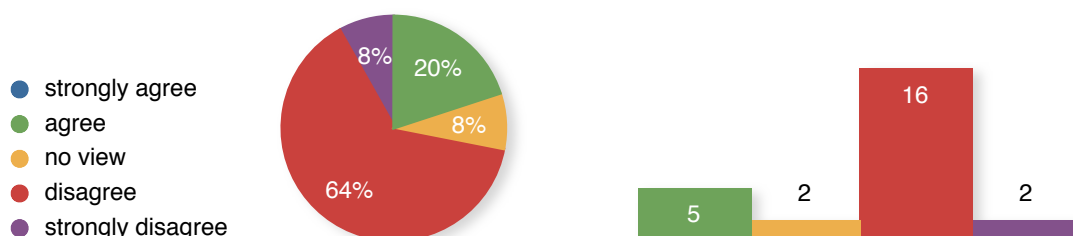

Operational constraints

A possible indicator for measuring an agency's efficient operation in terms of operating in line with regulatory requirements is the absence of European Court of Auditors (ECA) critical comments in the context of the annual account review.

For this assessment the evaluator has reviewed ECA annual account reports for CEPOL, and for comparison, a series of other small agencies, namely the Community Fisheries Control Agency (CFCA, established in 2005), the Community Plant Variety Office (CPVO, established in 1995), the GNSS Supervisory Authority (GNSS, established in 2004), and the European Network and Information Security Agency (ENISA, established in 2004).[80]

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[80] The evaluation of the European Network and Information Security Agency concluded that staff numbers were too low to ensure effectiveness. Note however, that in 2008 ENISA had 57 staff compared with CEPOL's 32. Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume I Synthesis and prospects, December 2009, pages 9 and 22.

Figure 45 - Staff number (number of total staff including 'authorised' staff, contract staff, seconded national experts)[81]

■ cepol ■ cfca ■ cpvo ■ gnss ■ enisa
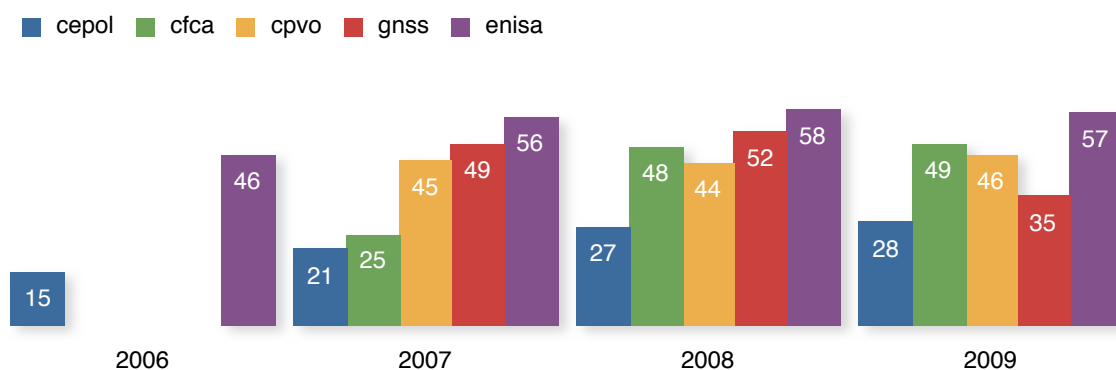
Whilst the three agencies are somewhat bigger than CEPOL, it is noteworthy that CEPOL has experienced problems in more areas (nine problem areas as compared to four to five for the other agencies) and more repeatedly (over successive years) than the other three agencies (based on audit reports for the five agencies for the years 2006 to 2009). ECA mainly identifies CEPOL deficiencies with regard to accounting, budget management, procurement and detailed implementation rules. Respondents to this evaluation's GB survey have confirmed that further improvement is still required, noting in particular, the management of grants and payment and accounting procedures.

It is also noteworthy that the ECA reports on CEPOL's annual accounts in 2008 and 2009 emphasise slow CEPOL follow-up. For example, ECA notes that in its 2008 and 2009 reports, problems identified in its 2007 and 2008 report had not been addressed despite CEPOL assurance to address the issue.[82]

Figure 46 - Problems identified by the ECA in the account reviews 2006 to 2009 (red font for problems that affected three or four successive years)[83]

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[81] Staff numbers according to the ECA annual account reports (staff by the end of the year).

[82] ECA recommended the ex-post control, by an external company, of alleged misuse of appropriations in its reports for 2007 and 2008; the ex-post control was not conducted until 2010.

[83] For CEPOL: ECA, Report on the annual accounts of the European Police College for the financial years 2009 (2010/C 338/24), 2008 (2009/C 304/23), 2007 (2008/C 311/20) and 2006 (2007/C 309/18).

For CFCA: ECA, Report on the annual accounts of the Community Fisheries Control Agency for the financial years 2009, (2010/C 338/01), 2008, (2009/C 304/01), 2007, (2008/C 311/01).

For CPVO: ECA, Report on the annual accounts of the Community Plant Variety Office for the financial years 2009, (2010/C 338/29), 2008 (2009/C 304/28), 2007 (2008/C 311/25).

For GNSS: ECA, Report on the annual accounts of the GNSS Supervisory Authority for the financial years 2009, (2010/C 338/20), 2008, (2009/C 304/19), 2007 (2008/C 311/16).

For ENISA: ECA, Report on the annual accounts of the European Network and Information Security Agency for the financial years 2009, (2010/C 338/04), 2008, (2009/C 304/04), 2007 (2008/C 311/03), 2006 (2007/C 309/1).

| Problem	CEPOL (year)	CFCA (year)	CPVO (year)	GNSS (year)	ENISA (year)
Financial reporting in line with Agency Framework Financial Regulation	2006, 2007			2009	
Implementation of accounting system / Migration of the accounting system to ABAC	**2007, 2008, 2009**	2007	2008		2006, 2009
Treasury management			2007		
Budget implementation / management in line with sound financial management	**2006, 2007, 2008, 2009**	2007	2007, 2008	2008	**2006, 2007, 2009**
Procurement / grants in line with Financial Regulation	**2006, 2007, 2008, 2009**		2008, 2009	2009	**2007, 2008, 2009**
Detailed implementation procedures - procurement, recording of exceptions	**2006, 2007, 2009**				
Activities compliant with administrative and financial rules	2008, 2009				
Internal control procedures	2009	2007			2006
Staff recruitment and retention	2009	2009	2009	2009	2009
Activity-based management	2006, 2008	2008, 2009			

CEPOL Secretariat human resources

This section reviews staff figures as foreseen in the CEPOL establishment plans, staff quality and staff allocation to CEPOL activities.

With the exception of the 25.5 'authorised' staff in 2009, the 'authorised' number of staff has remained stable over the years 2006 to 2010. The rate of filled posts to authorised posts has increased from about 30% in 2006 to 53% in 2007, 62% in 2008, 59% in 2009, and 93% in 2010.

On average (2006 to 2010), CEPOL has operated at about 60% of its programmed 'authorised' staff rate. Note that this figure provides an important element for answering the question as to whether CEPOL's size is sufficient to satisfy agency regulatory requirements. Indeed, the establishment plan figures show that CEPOL was designed to comply with requirements at nearly double the authorised staff figure it actually operated with.

Figure 47 - CEPOL establishment plans (number of 'authorised' staff)[84]

■ establishment plan
■ filled posts by end of the year
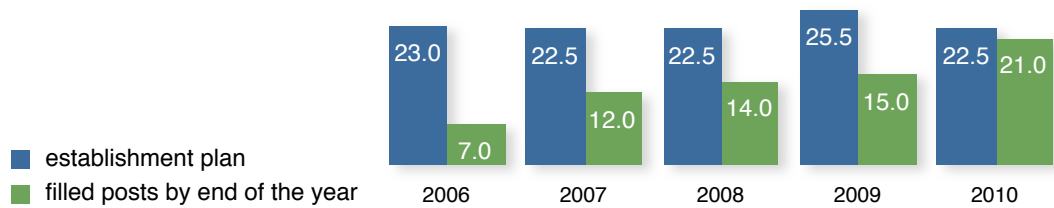
Looking at total staff numbers ('authorised' staff and other categories) on 31 December 2010, this figure stands at 21 Temporary Agents (this is the staff category settled in the establishment plan), and 15 external staff (6 Contract Agents, 4 Seconded National Experts, and 5 Interim staff), i.e. a total of 36 staff.[85]

It is noteworthy that most of the current CEPOL staff has taken up office in 2009 or 2010 (16 out of 30 staff including the entire senior management).

Figure 48 - CEPOL staff seniority (number of staff contracted by year, total 30 staff)[86]
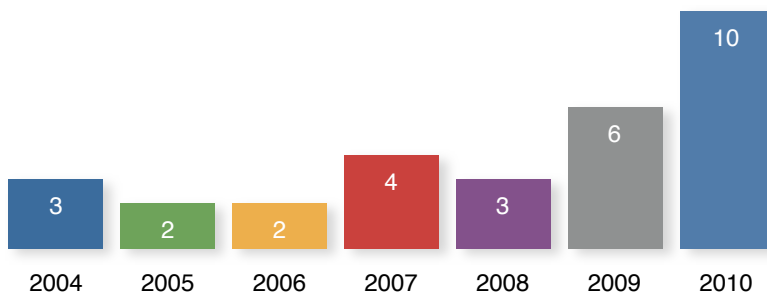
Turning to staff capacity, and in relation to an agency's efficient implementation of EC regulatory requirements, a possible approach is to ensure that agency administrative staff are familiar with these requirements, e.g. via previous experience in the EC or a

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84 Staff numbers according to Establishment Plan (Source: Annual Budgets 2006-2010); 2008 filled posts according to 2008 Financial Statements. The CEPOL Multi-Annual Staff Policy Plan 2011-2013 (Governing Board decision 22/2010) notes different figures: 26 authorised posts for 2009 and 17 filled posts by end 2009 (ratio of 65%). 2010 figures as provided by CEPOL on 12 January 2010.

85 2010 figures as provided by CEPOL on 12 January 2010.

86 Source: http://www.cepol.europa.eu/index.php?id=secretariat0, accessed on 30 December 2010.

different agency.[87] CEPOL feedback indicates that this issue has only been addressed for more recent recruitments. More specifically for CEPOL, a further aspect with regard to staff capacity is previous experience with capacity building, ideally in the area of law enforcement. The following figure reviews the capacity of CEPOL staff in relation to these two criteria for a selection of key staff.

Figure 49 - Key data for a selection of CEPOL staff[88]

Staff function	Staff capacity: Number of staff assigned to the function	Staff turnover: Number of staff on the position 2006-2010	Contract start of current staff	Previous EC / Agency experience (number of years at start of contract)	Previous law enforcement experience experience
Director	1	2	12/2009	yes	yes
Deputy director	1	1	8/2009	no	yes
Head of Corporate Services	1	2	8/2009	yes	not relevant for the position
Communications, Website	2	2	2/2007 4/2007	not relevant for the position	not relevant for the position
External relations	1	1	11/2010	yes	yes
Quality management	1	1	12/2010	yes	not relevant for the position
Accounting and finance	5	6	11/2010 7/2004 11/2010 5/2009 3/2007	yes	not relevant for the position
Human resources	2	3	10/2010 3/2008	yes	not relevant for the position
Procurement	1	1	7/2009	yes	not relevant for the position
ICT	2	4	11/2010 2/2010	yes	not relevant for the position

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[87] Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume I Synthesis and prospects, December 2009, page 28.

[88] Source: http://www.cepol.europa.eu/index.php?id=secretariat0, accessed on 30 December 2010, and CEPOL Secretariat data as shared with the evaluator on 21 January 2011.

Finally, the following paragraphs consider staff allocation to specific CEPOL activities.

The figures below present CEPOL Secretariat resource allocations per activity in 2009 and 2010. The figures show that some activities consume significant administrative resources, notably 'Courses and Seminars' (administrative time accounting for 50% of total staff time) and 'Exchange Programme' (39%). Respondents to this evaluation's GB survey note slow reimbursement of travel costs for participation in seminars. Other key areas of CEPOL activity stand out for their low demand of administrative resources, e.g. research and science (10%).

Figure 50 - CEPOL Secretariat resource allocation, 2009 and 2010 (full time staff per activity)[89]

	2009		2010	
	programme staff	administration staff	programme staff	administration staff
governance	not indicated	not indicated	2.6	0.4
annual course programme	3.5		2.5	2.5
e-learning	1.5		2	0.8
evaluation	1.5		1.6	0.1
common curricula	1.5		1.7	0.2
exchange programme	not indicated		1.5	1
external relations	1		0.7	0.2
euromed police 2	5.5		5.5	0.8
research & science	1		1.6	0.2
learning methods & processes	0.5		1.2	0.1
electronic network	2		not indicated	not indicated
communications	2		2.2	0.1
other activities (in 2009: glossary)	0.5		not indicated	not indicated
total	**20.5**		**23.1**	**6.4**

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[89] 2009 and 2010 figures from the CEPOL Annual Work Programmes (see Annual Work Programme 2010, Annex A, page 26). CEPOL feedback (email 15 November 2010) confirms that this information does not exist for the years 2006-2008.

Figure 51 - CEPOL Secretariat resource allocation in 2010 (% of administration out of total human resource allocation per activity in 2010)[90]
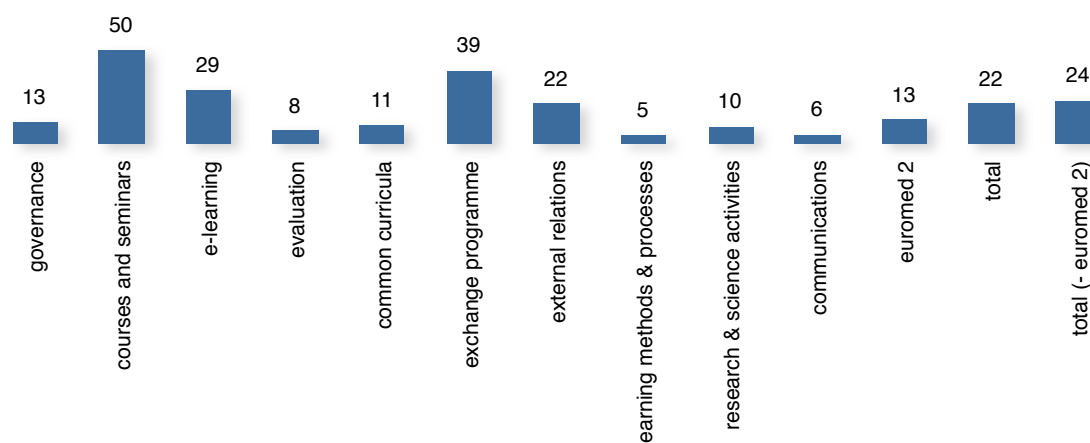
EC support for the Secretariat

A recent EC paper on its support to agencies differentiates between assistance delivered '*by legal obligation*', e.g. in the context of the budgetary procedure, and assistance '*outside legal obligation*'.[91] The latter is organised via '*service level agreements*' with different EC Directorates General (DG), e.g. with DG Human Resources and Security on training issues.

The following figures shows the CEPOL use of EC support services. Whilst EC support services cover a range of Agency needs, there might be opportunities for establishing additional cooperation with the EC, e.g. on the budget discharge procedure, the application of the Framework Financial Regulation, data protection etc.

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[90] 2009 and 2010 figures from the CEPOL Annual Work Programmes (see Annual Work Programme 2010, Annex A, page 26). CEPOL feedback (email 15 November 2010) confirms that this information does not exist for the years 2006-2008.

[91] European Commission, Assistance delivered to Agencies by the Commission (internal Secretariat General staff working document), 3 September 2009. Assistance outside legal obligation covers the following areas, the discharge procedure, the framework financial regulation, ABAC and other financial tools, the EC Medical Service, appointment and evaluation of senior management staff, training, recruitment, data protection, salaries and related issues, infrastructure and logistics, security, information technology, procurement etc.

Figure 54 - EC support services[92]

EC support service	EC DG	Start of the service
Support on the discharge procedure	Budget	
Applying the Framework Financial Regulation	Budget and Home	
Use of ABAC and other financial tools	Budget	17/09/2007 (previous agreement) 01/01/2010 (revised agreement, currently in force)
Medical service	Administration	
Appointment and evaluation of senior management staff	Home	
Training	Administration / European Administrative School / Budget	01/10/2006 (previous agreement) 01/03/2008 (previous agreement) 01/01/2010 (agreement currently in force)
Recruitment	EPSO	15/5/2007
Data protection	European Data Protection Supervisor	
Salary, insurance and pension management	PMO	28/02/2006 (previous agreement) 13/09/2006 (previous agreement) 22/09/2010 (agreement currently in force)
Relocation, building management, architectural matters	OIB / OIL and OPOCE	
Security	Administration	
IT services	DIGIT	
Information flow	Secretariat General	
Procurement	via various DG framework contracts for Agencies	via 14 different EC framework contracts, mostly launched in 2009

Member State feedback on EC support for CEPOL suggests that CEPOL should explore opportunities for seeking additional support (18 out of 25 Member States agree or strongly agree on this).

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[92] CEPOL Secretariat data as shared with the evaluator on 21 January 2011.

Figure 53 - GB survey feedback - should CEPOL seek increased EC support? (% of GB respondents (pie chart), and in number of GB respondents (bar chart))

- strongly agree
- agree
- no view
- disagree
- strongly disagree
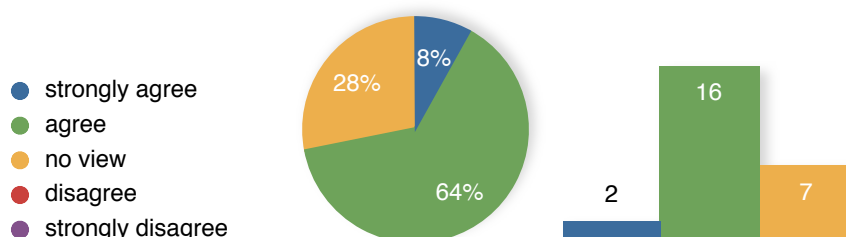
Agency support for the Secretariat

CEPOL resource constraints could also be addressed via strengthened cooperation with other agencies. For example, CEPOL can seek other agencies' support in terms of exchanging experience on administrative issues. In this context, CEPOL already participates in regular meetings between agencies at director level but also at the level of Head of Administration, Procurement, IT etc. Stakeholder feedback (e.g. EUROPOL, EMCDDA) confirms that CEPOL seeks support in terms of sharing experience on specific administrative issues.

Going beyond the sharing of experiences, the EC's Agency evaluation has also noted the possibility of addressing efficiency constraints via a pooling of agency 'administrative' tasks, e.g. two or more agencies agreeing between themselves that specific tasks are handled by one of the agencies on behalf of all cooperating agencies.[93] Consultations with EUROPOL indicate that it has considered sharing the internal audit function with CEPOL. Considering CEPOL's proximity to the other UK-based agency, namely the European Medicines Agency (EMEA) in London, there should be opportunities for exploring shared functions. Note, however, that some of the stakeholders have pointed out that agency directors might oppose a pooling of resources over responsibility issues, and it was also noted that a pooling might not always be the most cost-effective alternative.

Member State feedback on this issue indicates support for seeking other agencies' support. 24 out of 25 Member States support a stronger exchange of experience with other agencies. 16 out of 25 Member States support merging specific agency functions, however, 5 Member States disagree with this option.

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[93] The European Maritime Safety Agency (Lisbon) and the CFCA (Spain) share an internal audit function (the distance between the two Agencies is about 450 km with no direct flight but possibly train connections; both Agencies are located on the Iberian peninsula's Western Atlantic Coast). Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume I, Synthesis and prospects, December 2009, page 28. EUROPOL is currently considering a joint medical service with EUROJUST (both Agencies are located in The Hague).

Figure 55 - Governing Board survey feedback on strengthened Agency cooperation (% of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))
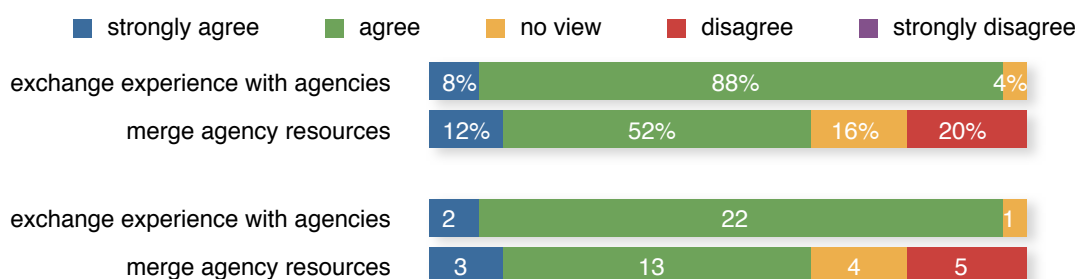
3.2.3 Member State resources allocated to CEPOL

CEPOL operates as a network of Member State police training institutes, with Member States directly involved in the delivery of CEPOL activities. Efficiency of CEPOL delivery therefore also depends on the adequacy of Member State resource allocations to CEPOL. This section reviews the adequacy of this resource allocation.

The relationship between low participation rates and relevance to Member State needs has been addressed above. However, low participation might also be an indication of Member State organisational or resource constraints, e.g. despite the relevance of CEPOL training to Member State needs, the latter do not participate because of budget constraints.

Feedback from several Member States (e.g. Belgium, Bulgaria, Spain) explains lower participation rates in the early years of CEPOL operation with the Member States' limited knowledge of CEPOL's capacity building offer (CEPOL 'popularity' has steadily increased).

A further possible reason for low participation rates is the organisational location of the CEPOL National Contact Point. For example, Spain reports that the location of the CEPOL National Contact Point was moved in 2007 from within the National Police training division to the higher level State Secretariat for Security (Ministry of Interior). The latter ensures coordination for both of Spain's law enforcement branches, the National Police and the Gendarmerie (Guardia Civil) and ensures that recommendations for programming are now in line with the needs of both law enforcement branches.[94] Similar coordination efforts are noted for Belgium.

In this context, different Member State approaches to organising the CEPOL National Contact Point can be noted (e.g. Portugal rotates the National Contact Point between three

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[94] Note that Latvia has also experienced a change of the location of the CEPOL national contact point (moved in 2010 from the Police Academy of Latvia to the State Police of Latvia).

different organisations). The following figure shows that most Member States have organised the National Contact Point within their Police Academy / College / University (11 member States), followed by the Ministry of Interior (ten Member States) or the Police (four Member States).

**Figure 56 -** Location of CEPOL National Contact Points[95]

	AT	BE	BG	CY	CZ	DE	DK	EE	FI	FR	GR	HU	IE	IT	LV	LT	LU	MT	NL	PL	PT	RO	SK	SI	ES	SE	UK
Ministry of Interior	■		■								■	■		■		■			■			■	■		■		
Police		■													■			■		■							
Police Academy / College / University				■	■	■		■	■	■		■					■							■		■	■
Public Service Academy							■																				
Office of Assistant Commissioner Strategy, Training and Professional Standards													■														
Gendarmerie										■																	
Rotation: Higher Institute of Police Sciences / Internal Security, School of the National Republican Guard, Judiciary Police School																					■						

The following figure shows Member State part- and full time staff resources allocated to CEPOL activity. In total the Member States have allocated 143 part- and 45 full time staff to CEPOL (the EU average is 5.3 part- and 1.7 full time staff). 13 Member States have allocated full time staff to CEPOL activity (Cyprus, Poland and Slovakia only use full time staff), and 22 have allocated part time staff to CEPOL (the Czech Republic, Germany, Estonia, Finland, Ireland, Luxembourg, Latvia, Malta, the Netherlands, Sweden and Slovenia only use part time staff).

It is interesting to note that some Member States account for below average numbers of participants and trainers in CEPOL activity despite an apparently above average number of staff resources (e.g. Greece). Vice versa other Member States appear to account for above average numbers of participants and trainers in CEPOL activity despite a lower than average number of staff resources (e.g. UK).

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[95] CEPOL, Contributing to European police cooperation through learning, 2010; and Presidency feedback (12 January 2011) on the draft final report concerning the CEPOL location in Hungary.

Figure 57 - Member State part- and full time staff resources dedicated to CEPOL[96]
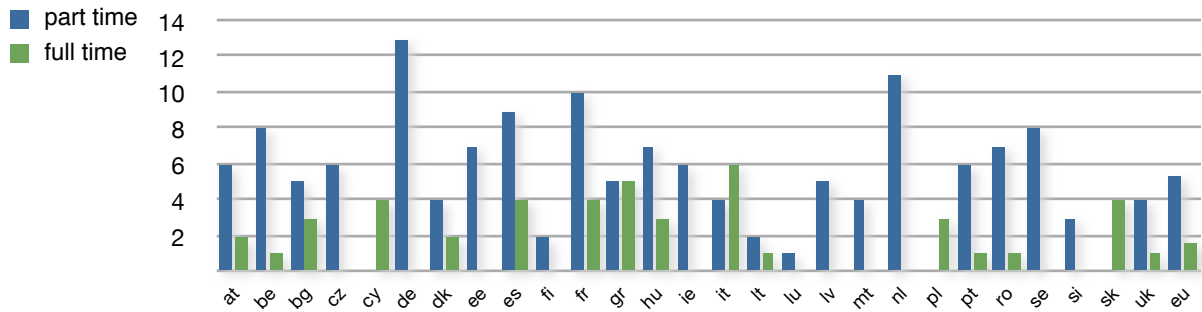
The following figure shows how Member States have organised their resources in terms of the number of different CEPOL functions per Member State staff. It is noteworthy that the number of CEPOL functions differs considerably from Member State to Member State. On average, each Member State defines around 13 CEPOL functions (2010) with about eight staff. Nine Member States have an above average number of CEPOL functions (lead by Germany with 20 functions), and 13 Member States have a lower than average number of functions (Luxembourg has five CEPOL functions).

Moreover, it is interesting to note that there are significant differences between Member States in terms of 'specialisation' (ratio between staff and functions): for example, in Latvia four staff cover ten different CEPOL functions, whilst in Romania, ten staff deal with 11 CEPOL functions.

Figure 58 - Number of Member State staff allocated per CEPOL functions[97]


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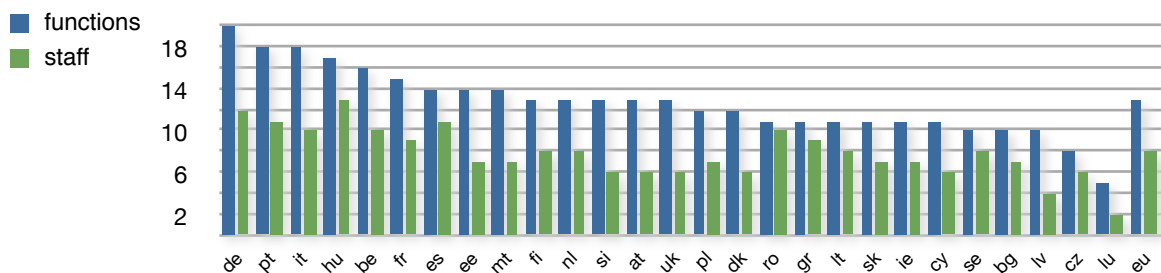
[96] CEPOL Brochure 2010. Feedback provided in the context of the survey to Member State representatives on the CEPOL Governing Board confirms 115 part-time and 45 full-time staff by the end of November 2010.

[97] Information from the contact detail lists for the different CEPOL functions as available on e-Net in October 2010.
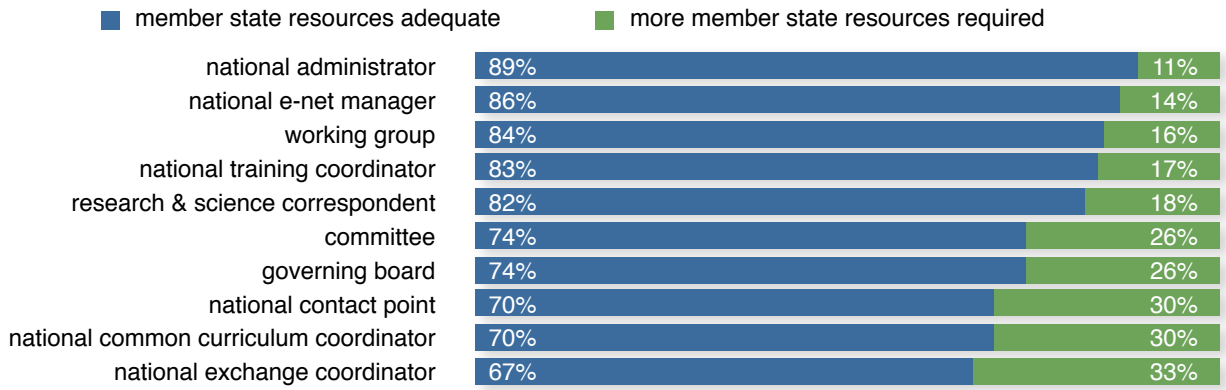
Looking at the weight of different CEPOL functions in terms of Member State staff time, the single most resource intensive CEPOL function is the 'National Contact Point' (18% of Member State resources in terms of staff time), followed by the 'National Training Coordinator', and the 'National Administrator'.

Figure 59 - Governing Board survey feedback on the allocation of Member State staff time per CEPOL function (% of GB respondents)
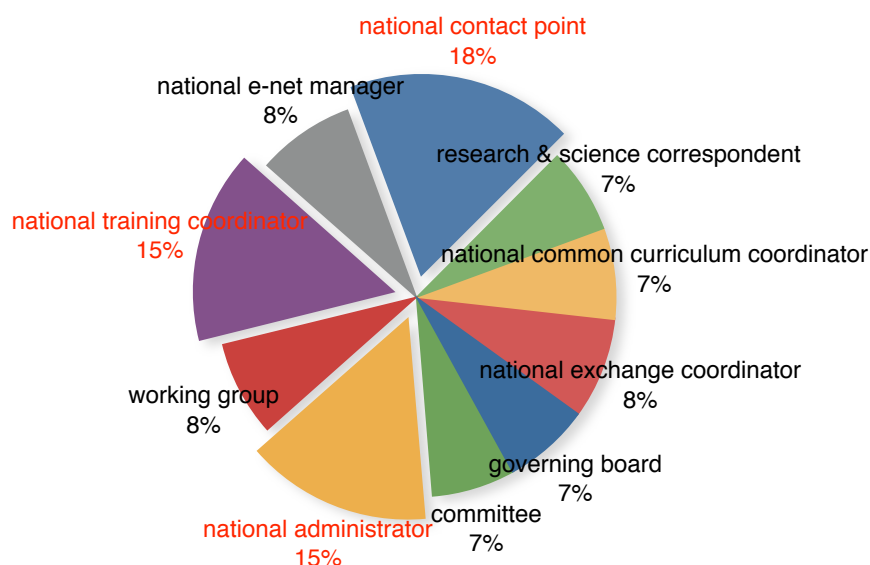
Finally, the Member States were asked to assess the adequacy of Member State resource allocations for different CEPOL functions, and whilst overall feedback indicates that Member State resource allocations are considered adequate (67% to 89%), some functions stand out for lower ratings, e.g. 33% of survey respondents consider the function 'National Exchange Coordinator' to require additional Member State resources.

Figure 60 - Governing Board survey feedback on the adequacy of Member State allocations to CEPOL functions (% of GB respondents)

	member state resources adequate	more member state resources required
national administrator	89%	11%
national e-net manager	86%	14%
working group	84%	16%
national training coordinator	83%	17%
research & science correspondent	82%	18%
committee	74%	26%
governing board	74%	26%
national contact point	70%	30%
national common curriculum coordinator	70%	30%
national exchange coordinator	67%	33%

3.3 Effectiveness

This section reviews the effectiveness of CEPOL activity, i.e. does CEPOL activity contribute to **achieving the immediate objectives of enhancing police operational and managerial knowledge** (section 3.3.1), and **strengthening Member State police cooperation** via an increase in resource allocations for police cooperation (section 3.3.2)? Moreover, section 3.3.3 includes a specific focus on the **effectiveness of the Common Curriculum Trafficking Human Beings**.

Before looking at the effectiveness of CEPOL activity it is worth noting a series of constraints with regard to assessing effectiveness.

In general, the assessment of effectiveness is limited by the nature of CEPOL activity, namely capacity building. The results of capacity building are intangible (enhanced knowledge, awareness etc.); the causality between a specific CEPOL activity and a result might not be clear (other factors contribute to achieving the result); and there is limited measurement of results (measurement with the help of quantifiable indicators).

Effectiveness is therefore assessed via subjective participant feedback, however, CEPOL only started collecting comprehensive feedback on effectiveness in 2009 (post-course evaluation), and data for 2009 covers only a small part of CEPOL activity (19 out of 88 'Courses and Seminars' according to the 2009 Annual Report). However, the activity 'Courses and Seminars' can be considered a good start for launching analysis of effectiveness, since this activity accounts for about 64% of total CEPOL operational expenditure (2006-2010).

The following figure shows CEPOL monitoring data at the different levels.

Figure 61 - CEPOL Monitoring data at the output, result and impact levels

| Activity	Quantitative monitoring with objectively verifiable indicators			Qualitative
	Outputs	Results	Impacts	Surveys
(31) Courses and seminars	✔			✔
(313) eLearning modules	✔			
(320) Common Curricula	✔			✔
(321) Research and good practice	✔			
(322) Electronic network	✔			
(324) Exchanges	✔			✔
(325) External relations	✔			
(371) Information, publications materials	✔			

3.3.1 Enhancing knowledge

This section provides feedback on whether CEPOL activity has contributed to improving police operational or managerial knowledge. This analysis takes into account information from CEPOL annual evaluations, CEPOL post-course evaluations, and GB survey responses on effectiveness.

CEPOL annual evaluation

As already noted in relation to relevance and efficiency, CEPOL conducts annual evaluations of the activity 'Courses and Seminars'.[98] In 2008 and 2009, this included a question related to effectiveness, i.e. participants were asked whether they gained knowledge. In 2009, 87% of survey respondents agreed on effectiveness, 12% of respondents partially agreed and only 1% disagreed.

Figure 62 - CEPOL evaluation at the end of the activity - knowledge gained, 2009 (% of responses)

- agree
- partial
- disagree
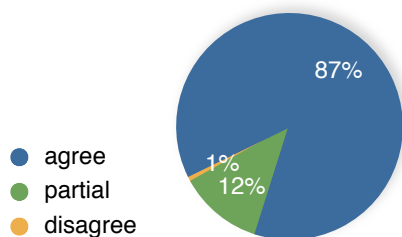
CEPOL post-course evaluation

Post-course evaluation aims to ascertain whether participants '*are applying what they have learnt from CEPOL courses*', whether '*performance is improved after attending a CEPOL course*', and whether '*training is beneficial to the organisation*'.[99]

CEPOL initiated post-course evaluation in 2009. The pilot exercise in 2009 covered 377 participants, out of which 203 (54%) provided full feedback. For about 6% of the

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[98] CEPOL, Evaluation Report 2009, CEPOL Courses and Seminars, May 2010.

[99] CEPOL Secretariat, Draft report post-course evaluation - pilot phase, 3 November 2009, page 1.

377 participants, feedback was also received from the participants' line managers.[100] Post-course evaluation was limited to activities carried out from April to June 2009 (19 out of 88 activities according to the 2009 Annual Report). The following figures show the feedback for the 203 participants and 21 line managers.

Figure 63 - Post course evaluation - participants (% of responses)[101]
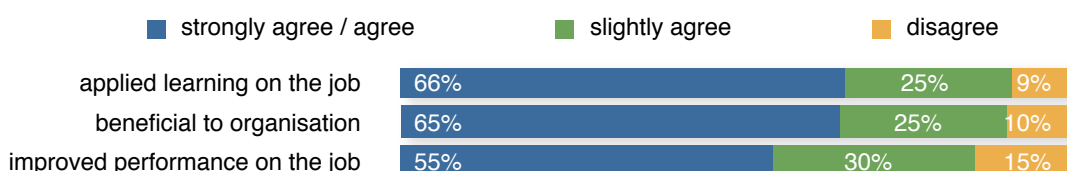
Figure 64 - Post course evaluation - line managers (% of responses)[102]
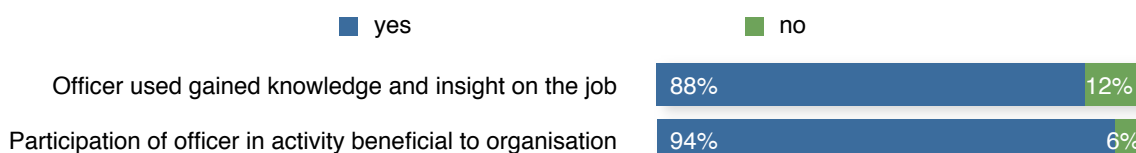
🖈 **Member State views on effectiveness (enhanced knowledge)**

The survey to Member State representatives on CEPOL's GB included a question on the effectiveness of CEPOL activity with regard to enhancing police operational and managerial knowledge.

Survey responses confirm strong effectiveness with regard to enhancing knowledge. 24 out of 25 Member State representatives (96%) strongly agree or agree that CEPOL activity has been effective.

Survey responses also indicate that effectiveness is considered stronger with regard to enhancing operational knowledge (40% strongly agree), than with regard to managerial knowledge (16% strongly agree).

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[100] The low percentage for the line managers is explained by the fact that CEPOL had to ask the participants to indicate the line managers' contact details. Only 47 participants provided the line managers's address, and 21 line managers completed the survey. CEPOL Secretariat, Draft report post-course evaluation - pilot phase, 3 November 2009, pages 1 and 8.

[101] Draft report post-course evaluation - pilot phase, 3 November 2009, page 5.

[102] Draft report post-course evaluation - pilot phase, 3 November 2009, page 8.

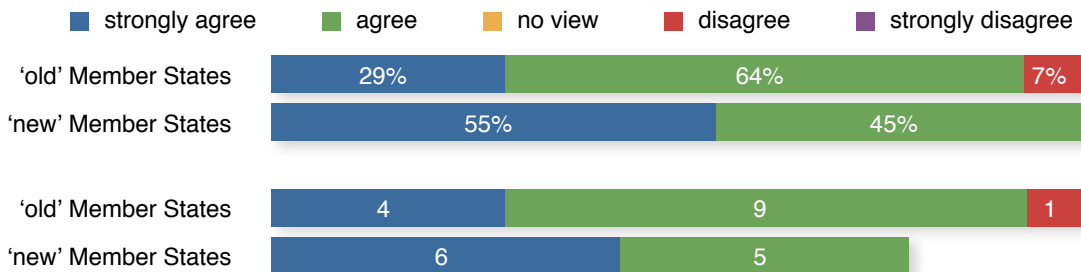**Figure 65** - Governing Board survey on CEPOL effectiveness (% of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))

	strongly agree	agree	no view	disagree	strongly disagree

	strongly agree	agree	disagree
enhanced police operational knowledge	40%	56%	4%
enhanced police managerial knowledge	16%	80%	4%

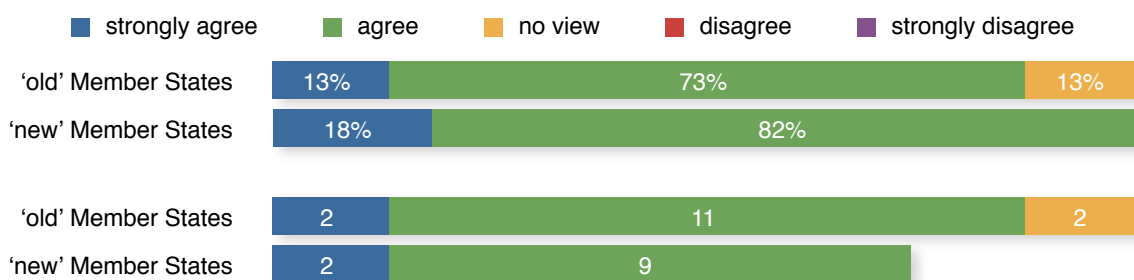|	strongly agree	agree	disagree
enhanced police operational knowledge	10	14	1
enhanced police managerial knowledge	4	20	1
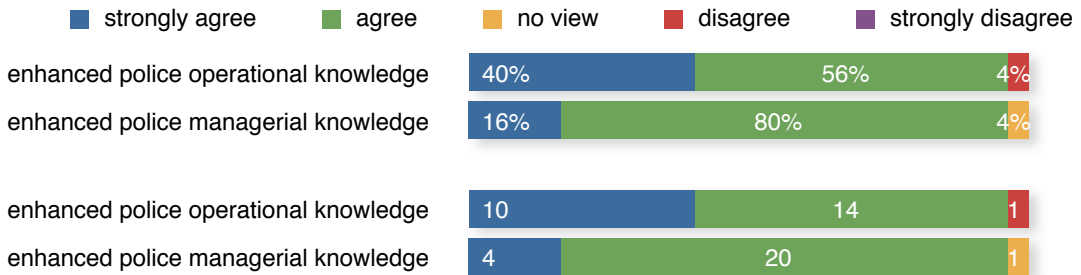
Looking at survey responses by group of Member State ('old' and 'new' Member States), and focussing on the enhancement of operational knowledge, it is interesting to note that representatives from the 'new' Member States assess effectiveness more positively than the 'old' Member States (% of 'strongly agree' ratings).

Figure 66 - Governing Board survey on CEPOL effectiveness in terms of enhancing operational knowledge (% of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))

	strongly agree	agree	no view	disagree	strongly disagree

	strongly agree	agree	disagree
'old' Member States	29%	64%	7%
'new' Member States	55%	45%	

	strongly agree	agree	disagree
'old' Member States	4	9	1
'new' Member States	6	5	

Similarly, when looking at the enhancement of managerial knowledge, the 'new' Member States assess effectiveness more positively than the 'old' Member States (% of 'strongly agree' ratings), however, this is less pronounced than with regard to enhancing operational knowledge.

Figure 67 - Governing Board survey on CEPOL effectiveness in terms of enhancing managerial knowledge (in % of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))

	strongly agree	agree	no view	disagree	strongly disagree

| 'old' Member States | 13% | 73% | | | 13% |
| 'new' Member States | 18% | 82% | | | |

| 'old' Member States | 2 | 11 | | | 2 |
| 'new' Member States | 2 | 9 | | | |

3.3.2 Strengthening police cooperation

This section provides feedback on whether CEPOL activity has contributed to strengthening Member State police cooperation via an increase in resource allocations for police cooperation.[103]

Member State views on effectiveness (resources for police cooperation)

The survey to Member State representatives on CEPOL's Governing Board included a question on the effectiveness of CEPOL activity with regard to increasing resource allocations for police cooperation.

Survey responses indicate that CEPOL activity has been less effective with regard to leading Member States to increase their resource allocations for police cooperation. Only 12 out of 25 Member State representatives (48%) strongly agree or agree that CEPOL activity has been effective in this respect. Seven Member State representatives have no view on this and six disagree. This compares with a 96% effectiveness rating for enhancing knowledge.

Looking at survey responses by group of Member State ('old' and 'new' Member States), it is interesting to note that representatives from the 'new' Member States consider that CEPOL has been effective (64%, or 7 out of 11 responses) whilst there is

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[103] Stakeholder feedback confirms the difficulty of establishing quantitative indicators with regard to effectiveness. Most CEPOL activity focuses on capacity building for senior police officers. However, available quantitative indicators on police cooperation mainly relate to the use of operational tools (e.g. databases), that are mainly used by less senior police officers. Relevant indicators for measuring the effectiveness of capacity building for senior police officers would rather be in terms of senior police officers, 'inspired' by CEPOL training, dedicating resources (financial / human) to specific areas of fighting / preventing crime or related capacity building. Initial stakeholder feedback notes the difficulty of collecting related data (budget figures). Note that this is in line with the findings of the EC Agency evaluation. The latter noted types of possible indicators by type of Agency activity. Indicators for Agencies focussing on 'soft cooperation between Member States and European Institutions as to better achieve EU objectives' are noted as 'Participation of Member States' (efficiency), 'Member States' commitment to take action' (effectiveness), and 'Actual changes in Member States' agenda' (impact). (Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume I, Synthesis and prospects, December 2009, page 31).

a less positive response from the 'old' Member States (39%, or 5 out of 13 responses agree or strongly agree). The evaluators assume that this response pattern is explained by the comparatively less developed structures and lower resources for police cooperation in the 'new' Member States.

Figure 68 - Governing Board survey on CEPOL effectiveness - contributing to increased resources for police cooperation (% of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))
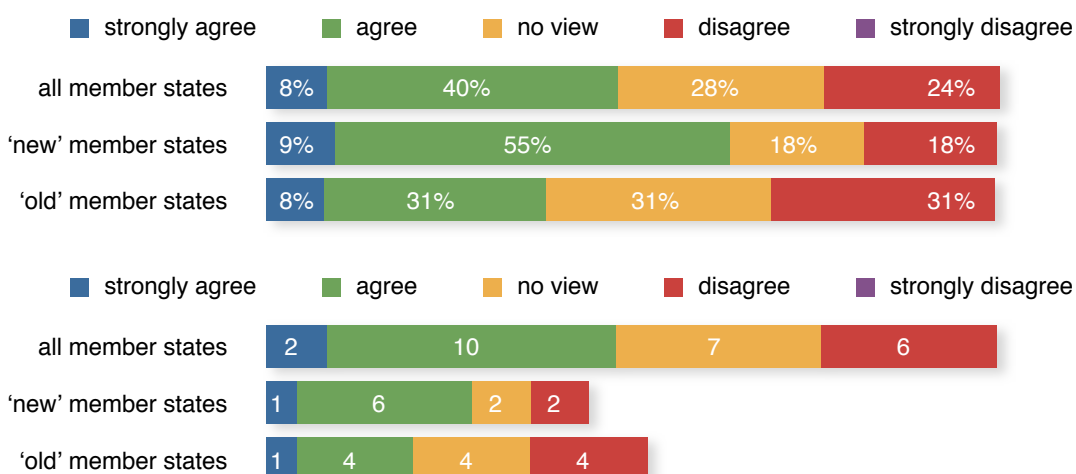
3.3.3 Effectiveness of the Common Curriculum Trafficking Human Beings

To further illustrate the discussions on effectiveness, this section presents an assessment of a specific CEPOL activity, namely the CC THB.

There is limited information about the impact of the CC THB. EUROPOL did, however, indicate its expectation that the CC THB is likely to lead to enhanced cooperation between Members States: EUROPOL was approached for help by officers who had participated in a CEPOL THB course. However, it is not clear if this was a national course, or part of CEPOL's annual work programme. Importantly, a EUROPOL representative also participated in this course and had met with the two officers in question while participating in the course. This clearly demonstrates the value of involving different agencies in CEPOL activities, although it does not necessarily demonstrate the impact of the CC THB.

Two NCCCs provided feedback via an online survey about impact. One noted that skills have been somewhat enhanced in several key areas, and significantly enhanced in the area of '*handling victims and balance between a victim's interests and a police investigation*'. The same NCCC also noted that cooperation with other member states had been, or was likely to be, somewhat enhanced as a result of introducing the CC THB.

The other NCCC provided feedback about two key areas. In one area, '*handling victims and balance between a victim's interests and a police investigation*', skills have been somewhat enhanced. In the other area, '*interviewing techniques*', skills have not been significantly enhanced.

Three NCCCs agreed to some extent that implementation of the ideas presented in the CC THB is leading to significant change in how THB is handled in their countries.

3.4 Impact

This section reviews the impact of CEPOL activity. Impact refers to the achievement of CEPOL's overall or wider objective, namely the development of 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*'. The assessment focuses on whether CEPOL activity has contributed to an intensification of Member State engagement in police cooperation.

The already noted limitations with regard to the assessment of effectiveness (section 3.3) can be repeated here, in particular, with regard to causality. CEPOL reaches a small percentage of EU (senior) police population. Whilst there is evidence from CEPOL evaluation ('Courses and Seminars') that new knowledge is disseminated beyond the group of immediate participants, and some activities are designed for wide dissemination (e.g. Common Curricula), overall, only a small percentage of the EU senior police population has so far benefited from CEPOL capacity building (the number of participants in 'Courses and Seminars' accounts for about 1.6% of the EU senior police population, see Figure 74, section 3.5.1). Moreover, several other factors contribute to 'translating' enhanced knowledge into the desired European approach, and most critically, financial resources.

Finally, the evaluator could not identify comprehensive statistics on cooperation between Member States or Member State engagement with EU Agencies and INTERPOL. In general, publicly available information is presented for all Member States as a whole but not by individual Member State.[104] A assessment of such data and the identification of any positive trends could have supported the evaluation of impact, since it could be assumed that any positive trends could (at least partly) be attributed to CEPOL capacity building. Moreover, negative trends could 'guide' CEPOL in terms of the areas where Member States might require additional support (and which Member States).

To illustrate this point, the following figure shows EUROPOL data on information exchange activity. This includes sent and received messages and the operational cases (to which the exchanged messages are related) initiated by Member States, EUROPOL units, non-EU states and international organisations (public information is not available by Member State).[105] Relating qualitative data collected by this evaluation (GB survey feedback) and Member State participation in CEPOL activity (focussing on EUROPOL) to individual Member

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[104] For example, further to a meeting with EUROPOL in December 2010, the evaluator asked EUROPOL to provide data from its 'customer satisfaction' survey addressed to the Member States. The Europol User Survey measures the customer satisfaction level with Europol's overall performance and selected products and services and is sent electronically to selected users in Member States and partners. On 27 January 2011, EUROPOL provided survey figures for 2006 to 2008, however, not broken down by Member State, since this information is considered politically sensitive. However, an assessment of this data might be useful in terms of pointing CEPOL to Member States that require additional support for engaging with EUROPOL (i.e. Member States that express comparatively less positive customer satisfaction).

[105] EUROPOL, Annual Report 2008, 2009, page 34 and Annual Review 2009, 2010, page 8.

State performance in terms of EUROPOL engagement might have shed light on CEPOL's contribution to stronger Member State engagement with EUROPOL.

**Figure 69** - EUROPOL data on information exchange and operational cases[106]
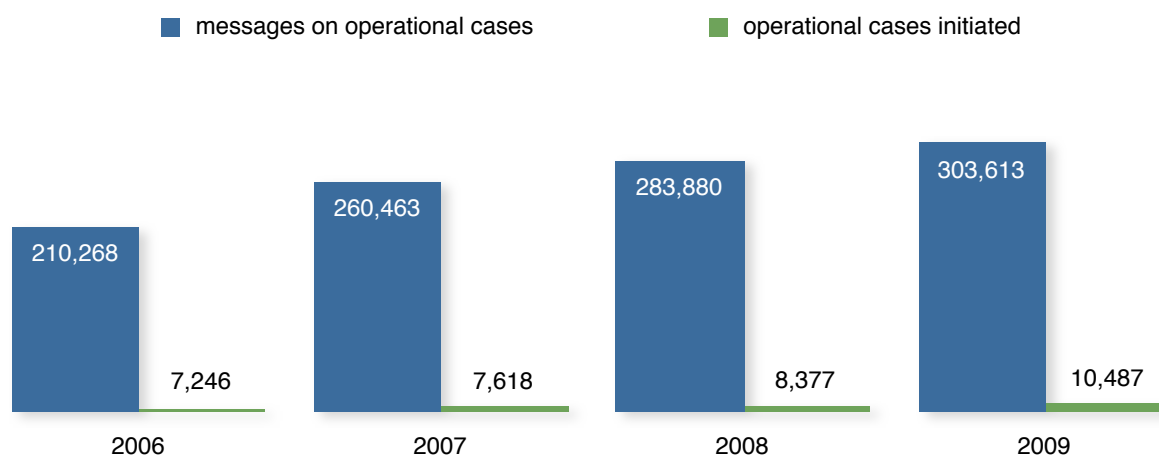
Finally, more comprehensive information on Member State engagement with EU agencies (broken down by Member State) has only been identified for EUROJUST.

Indeed, with regard to Member State engagement with EUROJUST, the evaluator identified a dataset differentiating engagement by Member State, i.e. the number of times that a EUROJUST National Desk took the initiative to register a case. However, the evaluator considers that in this particular case, causality between the EUROJUST case registration figures and CEPOL capacity building is not sufficiently strong to draw any conclusions.

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[106] EUROPOL, Annual Report 2008, 2009, page 34 and Annual Review 2009, 2010, page 8.

Figure 70 - EUROJUST case registration requests by Member State (number of requests per member State)[107]
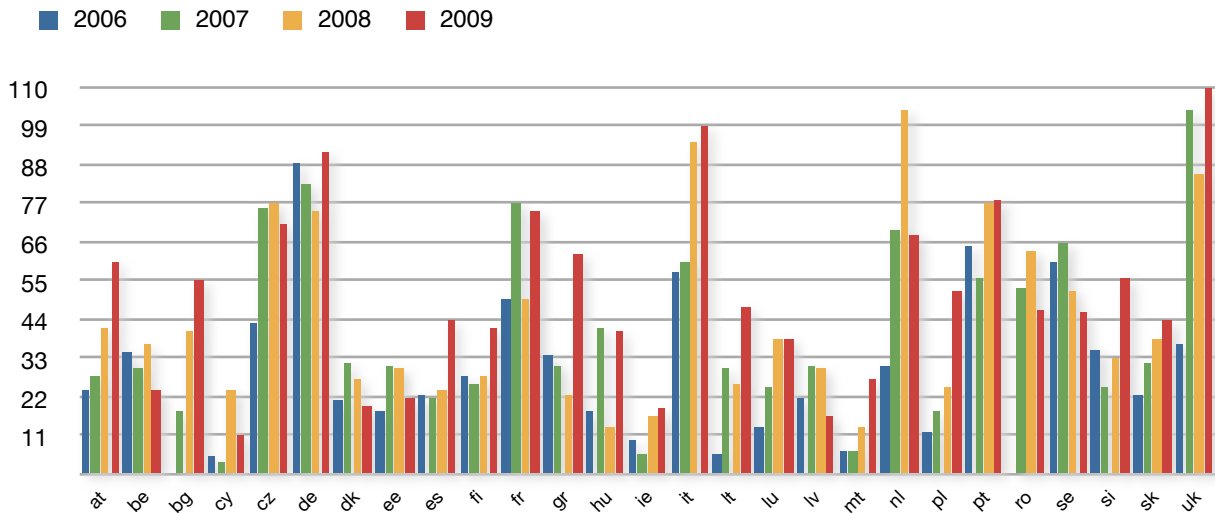
The following sections are therefore largely based on qualitative feedback obtained from the GB survey. Two aspects are explored: cooperation between Member States (section 3.4.1), and Member State cooperation with relevant EU Agencies and INTERPOL (section 3.4.2).

3.4.1 Cooperation between Member States

This section considers impact in terms of stronger Member State police cooperation. The section provides feedback from the GB survey, and from stakeholder consultations.

The GB survey included a question on the impact of CEPOL activity with regard to increased Member State police cooperation.

Respondents agree or strongly agree that CEPOL activity has contributed to increased Member State police cooperation (96%, or 24 out of 25 Member States). In contrast, only about half of the respondents agree or strongly agree that there has been an impact with regard to increased cooperation with relevant EU agencies or INTERPOL (see section 3.4.2).

Looking at survey responses by group of Member State ('old' and 'new' Member States), it is interesting to note that representatives from the 'new' Member States assess impact more

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[107] EUROJUST, Annual Report 2007, 2008, page 19; Annual Report 2008, 2009, page 15; Annual Report 2009, 2010, page 54.

positively (64% strongly agree and 36% agree) than the 'old' Member States (36 % strongly agree and 57% agree).

Figure 71 - Governing Board survey feedback on CEPOL impact - increased Member State cooperation (% of GB respondents (upper bar chart), and number of GB respondents (lower bar chart))
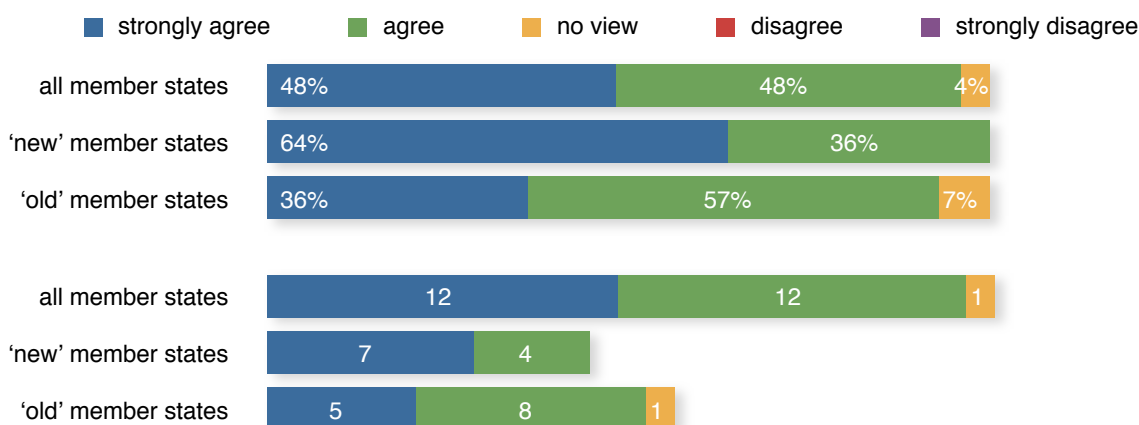
Member State feedback provided through stakeholder consultations confirms survey feedback. Whilst no systematic evidence is available, Member States note examples of participation in CEPOL activity leading to improved cooperation. Cooperation is not only enhanced in terms of Member State police operational cooperation, but also in terms of cooperation between national police training and education institutions.

3.4.2 Member State cooperation with EU Agencies and INTERPOL

This section considers impact in terms of stronger Member State cooperation with relevant EU agencies and INTERPOL. The section provides feedback from the GB survey, and from stakeholder consultations.
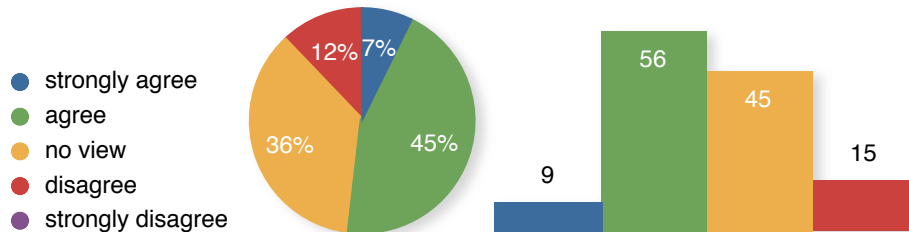
Member State representatives were also asked about the impact of CEPOL activity with regard to increased Member State cooperation with EU agencies (EUROPOL, FRONTEX, EUROJUST, and FRA) and INTERPOL.

52% of respondents agree or strongly agree that CEPOL activity has contributed to increased Member State engagement with EU agencies and INTERPOL. It is noteworthy that

these impact ratings are substantially lower than the ratings of impact on Member State police cooperation (96%, or 24 out of 25 Member States agree or strongly agree on impact).

Figure 72 - Governing Board survey feedback on CEPOL impact - increased Member State cooperation (% of GB respondents (pie chart), and in number of GB respondents (bar chart))

When differentiating by agency / INTERPOL, Member State representatives consider impact on engagement with EUROPOL to have been particularly strong (68%, or 17 out of 25 Member States strongly agree or agree on impact). This is followed by FRONTEX and INTERPOL (both 52%, 13 out of 25), INTERPOL (52%, 13 out of 25), and EUROJUST and FRA (both 44%, 11 out of 25).

Figure 73 - Governing Board survey feedback on CEPOL impact - increased Member State cooperation (% of GB respondents)
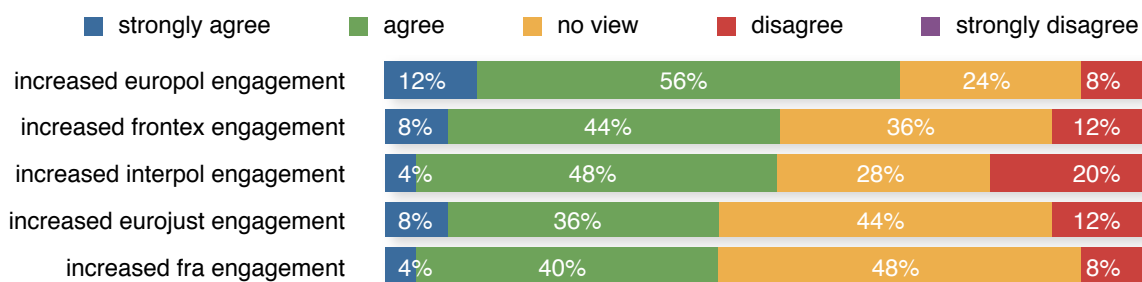
Stakeholder consultations confirm survey feedback. For example, INTERPOL feedback indicates CEPOL effectiveness in terms of constituting a single contact point for police capacity building questions covering all EU Member States. Prior to CEPOL's existence, questions on police capacity building in the EU needed to be addressed separately to all Member States. Member States often took a long time to provide a response due to a structural emphasis on operational issues with contact points often not familiar with capacity

building issues or only dealing with a limited number of thematic areas. CEPOL, when receiving requests from international organisations or non Member States can now directly point to relevant expertise in specific Member States.

INTERPOL feedback also suggests that CEPOL's Learning, Science, Research & Development Department might benefit from the establishment of sector specific thematic units similar to university faculties or departments. This would strengthen CEPOL's position in the programming process, as CEPOL would have stronger technical knowledge to steer programming in line with wider EU-level policy priorities. It is interesting to note that the EC's agency evaluation noted '*the availability of adequate and flexible internal expertise*' as one of the main conditions for an agency's successful performance.[108]

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[108] Ramboll, Eureval, Matrix, Evaluation of the EU decentralised agencies in 2009, Final Report Volume I Synthesis and prospects, December 2009, page 8.

3.5 Sustainability

This section reviews the sustainability of CEPOL activity. This aims to ascertain to what extent enhanced knowledge and strengthened cooperation is sustained. Possible indicators for sustainability relate to a Member State's integration of CEPOL training content into national training and related budget allocations (section 3.5.1). Sustainability is also assessed from the point of view of the wider development of CEPOL's training portfolio (section 3.5.2).

3.5.1 Sustainability of CEPOL training contents

This section reviews data on the reach of CEPOL capacity building (ratio of participants to senior police population), CEPOL post-course evaluation results, and GB survey feedback on the sustainability of CEPOL training.

📌 **The ratio of participants to Member State senior police population**

The following figure shows the relationship between Member State participation in CEPOL training and Member State senior police 'population' (number of Member State senior police officers). The figure might provide an argument in support of allocating places on CEPOL courses more in line with the size of Member State senior police population. This might allow for a more proportional dissemination of CEPOL training. Alternatively, other ways could be considered of ensuring a more balanced reach of CEPOL capacity building, e.g. via the participants' systematic follow-up dissemination activity in the Member States.

Indeed, there are significant differences with regard to the reach of CEPOL training in relation to Member State senior police population. The EU average is 1.6% (of senior police population participating in CEPOL courses and seminars). The highest percentages are achieved by Cyprus, Malta, Luxembourg, Belgium and Lithuania (all over 10%), and the lowest percentages are calculated for Spain, Italy, Hungary, the Netherlands, Poland and Romania (all under 1%).

Figure 74 - Average Member State participants in CEPOL courses, 2006-2009 (% of Member State senior police population)[109]

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[109] The data for Cyprus (105.6%) is not shown in the graph to ensure the visibility of the other Member State data. Data on senior police numbers for Bulgaria and Greece are not available. CEPOL Brochure 2010 on senior police population, CEPOL annual reports 2006-2009 on participants and trainers per Member State.
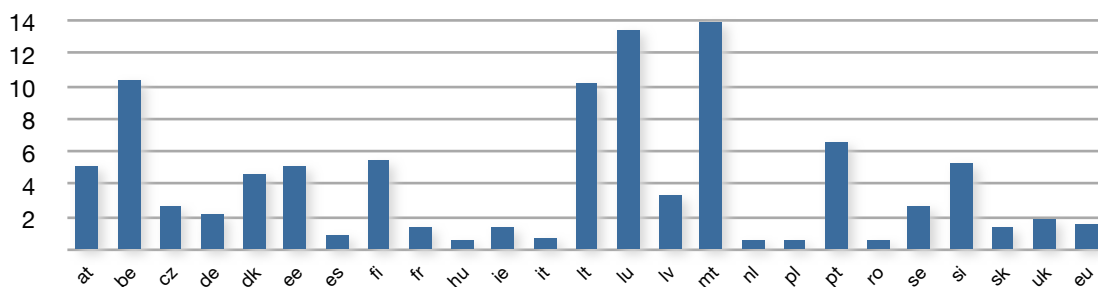
CEPOL post-course evaluation

In 2008 and 2009, CEPOL conducted post-course evaluation of the activity 'Courses and Seminars'.[110] This included a question related to sustainability, i.e. participants were asked to indicate whether professional networks were maintained after the completion of an activity. In 2009, 42% of survey respondents agreed on sustainability, 40% of respondents partially agreed and 13% disagreed. In 2008, networking was scored 5.3 out of 6. It is noteworthy that responses are substantially less positive than for effectiveness where 55% to 66% of respondents strongly agree on effectiveness (section 3.3.1).

Figure 75 - CEPOL post-course evaluation - professional network maintained, 2009 (% of responses)
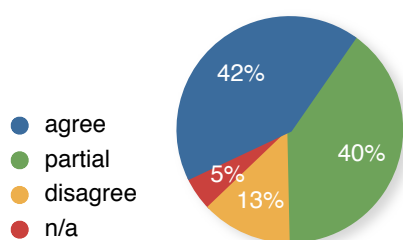
**Governing Board views on the sustainability of CEPOL training content**

GB members (Member State representatives) were asked to rate the sustainability of CEPOL training in terms of the integration of CEPOL training into national training, and

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[110] For 2009: CEPOL, Evaluation Report 2009, CEPOL Courses and Seminars, May 2010, For 2008: CEPOL, Evaluation Report 2008, CEPOL Courses, Seminars and Conferences, May 2009.

in terms of strengthening existing training contents following 'exposure' to CEPOL training.

76% of survey respondents (19 out of 25) agree or strongly agree that CEPOL capacity building contents have been integrated into national contents. 60% of respondents (15 out of 25) agree or strongly agree that existing national capacity building was strengthened as a consequence of experiencing CEPOL capacity building.

Figure 76 - Governing Board survey feedback on CEPOL sustainability (% of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))
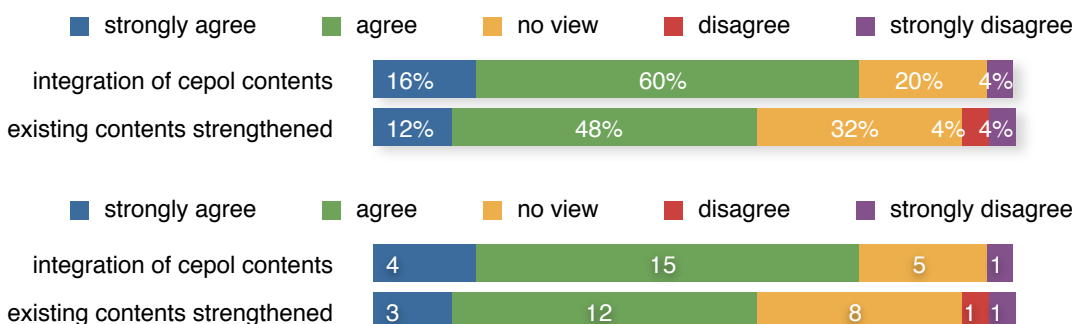

3.5.2 The development of CEPOL's training portfolio

The Governing Board survey asked Member State representatives whether they would support merging capacity building functions of the agencies operating in the area of justice and home affairs (EUROPOL, EUROJUST, FRONTEX, FRA and CEPOL). Member State views are generally divided on this issue (52% in favour (13 respondents), 8% without a view (2), and 40% opposed (10)), however there is a notable difference between the 'new' and 'old' Member States: 63% (seven) of the 'new' Member States disagree or strongly disagree with a merger of capacity building functions, whilst 71% (ten) of the 'old' Member States support a merger.

Feedback from the other Agencies (EUROPOL, FRONTEX, EUROJUST, FRA) suggests support for a closer cooperation on the delivery of training. EUROPOL would welcome the development of CEPOL into a central point for training related to law enforcement (provided that EUROPOL objectives could be met, and that CEPOL could provide adequate resources for delivery).

Figure 77 - Governing Board survey feedback on merging agency training functions (% of GB respondents (upper bar chart) and number of GB respondents (lower bar chart))
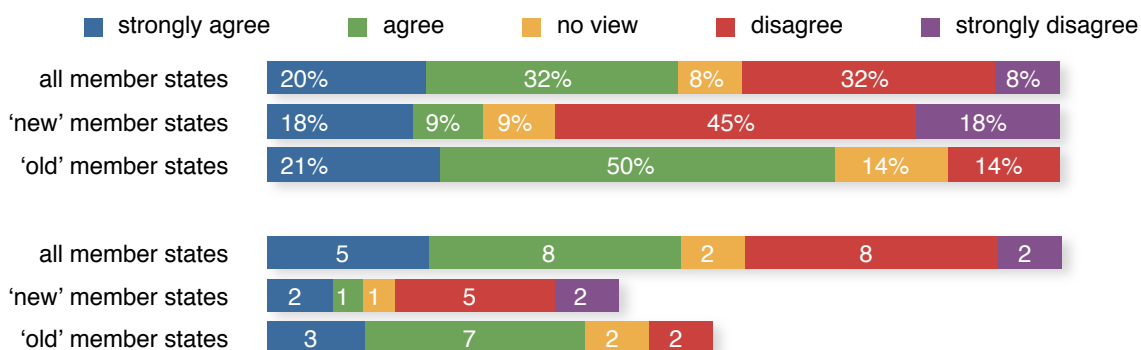
4 - Conclusions and recommendations

This section presents the evaluation's conclusions and recommendations.

The presentation of the conclusions and recommendations does not follow the report structure, but rather aims to establish logical threads between often inter-dependent recommendations.

The seven main recommendations and concerned stakeholders are the following:

Figure 78 - Recommendations and concerned stakeholders

Recommendation	Concerned stakeholder			
	GB	EC	CEPOL Secretariat	JHA Agencies
Clarify the CEPOL intervention logic	✔	✔		
Streamline governance and rationalise structures	✔			
Strengthen the CEPOL Secretariat	✔			
Merge capacity building for law enforcement	✔	✔		✔
Assess Member State engagement with CEPOL			✔	
Concentrate capacity building efforts			✔	
Measure results and impacts			✔	

Clarify the CEPOL intervention logic

The current CEPOL intervention logic as set out in the Council Decision is not fully aligned with the logical framework approach. Immediate and wider objectives,

respectively related to the desired results and impacts of CEPOL's work are not defined in sufficiently clear terms. Results and outputs and related activities are confused. Moreover, Member State feedback shows diverging views on the intervention logic. This has negatively affected the programming of CEPOL activity, and blurs its position in the wider framework of the EU's Internal Security Strategy. The evaluators' reconstruction of the intervention logic points to a possible approach for enhancing clarity.

The wider legal and policy context for CEPOL's activity clearly suggests a stronger alignment of CEPOL capacity building for police cooperation in areas with a clear European and cross-border dimension, and focussing specifically on the Internal Security Strategy priorities of '*fighting and preventing serious and organised crime, terrorism and cybercrime*'.[111] The EU has opted to move to a greater (as a result of the Lisbon Treaty) degree of community action rather than inter-governmental, and any regulatory impact assessment (in the context of a review of the Council Decision) will need to carefully assess the extent to which the CEPOL mandate and purpose should be deepened and extended, or at least defined in clearer terms than currently exist.

The evaluators do not challenge the importance of police capacity building in other areas of crime. Indeed, the exchange of good practices between senior police officers would benefit all areas of crime. However, resource considerations strongly suggest that CEPOL would be well advised to focus its limited capacities on as few thematic areas as possible in order to maximise the quality of capacity building, and thus enhance overall effectiveness, impact and sustainability.

The evaluators recommend that the CEPOL Council Decision is reviewed to address these issues. This requires a comprehensive consultation with the Member States and full regulatory impact assessment. In this context, Member State consultation is also required with regard to the focus of CEPOL's external relations. Survey work has revealed comparatively more limited Member State support for this activity.

Streamline governance and rationalise structures

In some respects, CEPOL's current governance arrangements are not geared to ensure the efficient achievement of immediate and wider objectives, with vertical and horizontal overlaps between different structures. Unlike the case for other agencies, the EC only has an observer's role on CEPOL's GB, and this limits its influence in shaping CEPOL's activity but also reduces responsibility for, and ownership of outcomes.

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[111] European Commission, Communication from the Commission to the European Parliament and the Council, The EU Internal Security Strategy in Action: Five steps towards a more secure Europe, COM(2010) 673 final, 22 November 2010, page 2.

Finally, it could be argued that the CEPOL Secretariat's Director is disempowered as not only strategy issues, but also most operational issues require a GB decision.

Reflecting other agency governance models, a review of the Council Decision should provide an opportunity for streamlining governance.

GB decision making should be focused at the strategy level (e.g. multi-annual strategy documents, annual work programme and budget, adoption of annual reports). The number of GB meetings should be limited to one or two a year. High level GB meetings dealing with the CEPOL multi-annual strategy would be a better use of Member State police representatives with a thorough understanding of the needs of senior police training at EU level and enable the GB to have greater strategic impact over the medium-term.

Member States should be encouraged to limit the size of their delegations and only send their voting members to GB meetings. The latter should always be those Member State officials responsible for the development of senior/top level police officers since these people know the capacity gaps, and where CEPOL can add most value at both Member State and EU level.

Reducing GB size and ensuring high-level membership is likely to facilitate discussions, and will contribute to reducing costs. Consideration should be given to using the written procedure for more formal GB decisions, e.g. in the context of the annual budget discharge procedure. In this context, the 'demand' for GB decision making could also be reduced by introducing multi-annual work programmes. The EC would be granted full voting rights, thus strengthening its partnership with CEPOL.

A new Executive Committee (created possibly from the existing Strategy Committee) would prepare GB decisions. The Executive Committee would be composed of a limited number of Member State representatives, and meet up to four times a year with the possibility to take decisions by written procedure if required. Whilst GB members typically come from ministries of interior, an Executive Committee might provide a mechanism for those engaged at an operational level in police training, including NCPs, to be more closely involved in decision-making. The Executive Committee could make use of Working Groups, however, the latter should be managed by the Secretariat, and it should be ensured that the Secretariat is provided with adequate resources to manage Working Groups, both in terms of Secretariat staff time and expertise.

The CEPOL Secretariat's Director would take over responsibility for operational issues. A detailed distribution of responsibilities between the Director and the Executive Committee should be guided by operational efficiency. Where decisions can be clearly situated in the framework of existing strategy documents or annual work programmes, there should be no need for intervention at the level of the Executive Committee.

Apart from the logistical and resource impact of streamlining governance, the proposed new structure would make CEPOL more responsive to the changing operational and legal landscape at EU and Member State level, and this would help to enhance engagement and improve participation.

Member State feedback in the context of the evaluator's survey and interview work shows overall strong support for streamlining governance and reviewing structures, roles and responsibilities at EU, GB and CEPOL operational level to create the most efficient and effective means of delivering CEPOL objectives. However, there are diverging views on detail. A review of the Council Decision should therefore be supported by a prior regulatory impact assessment.

Strengthen the CEPOL Secretariat

Existing evidence suggests that the CEPOL Secretariat has been rather efficient over the delivery of its core business, namely, capacity building, despite staff shortage and turnover in key positions. However, there have been deficiencies in terms of complying with regulatory requirements, ultimately leading to the EP's decision not to grant discharge for CEPOL's 2008 budget. As of 2009, the new Secretariat management has addressed identified deficiencies, and recruitments during 2009 and 2010 are likely to substantially enhance efficiency in 2011.

Notwithstanding, CEPOL aims to comply with agency regulatory requirements with staff levels below that of other agencies, and the current 'freeze' of agency staff numbers does not allow any substantial increase in administrative staff.

CEPOL would therefore be well advised to explore all opportunities for seeking EC ('service level agreements') and agency support. Particular consideration should be given to merging agency functions with larger agencies such as the EMEA in London or EUROPOL (e.g. on internal audit, human resources management etc.). The evaluators believe that a merger of agency functions might be more cost-effective than co-location with EUROPOL. Moreover, reducing or stabilising the need for administrative staff resources would enable more resources to be dedicated to delivering existing core business, and to taking on additional capacity building from other JHA Agencies (see below). Finally, capacity building for CEPOL Secretariat staff should focus in particular on the weaknesses identified by the ECA.

Merge capacity building for law enforcement

Considering Member State resource constraints, it is justified to question the cost effectiveness of delivering capacity building for law enforcement in different JHA

agencies. Centralising all capacity building for law enforcement at CEPOL is likely to contribute to synergies and imply economies of scale. In this context it is also recommended that existing agreements between CEPOL and other JHA Agencies are reviewed to ensure that cooperation targets are aligned with available resources (e.g. current agreements refer to cooperation activities that are not always being fully implemented).

Finally, a central capacity building function for CEPOL needs to be accompanied by adequate resource allocations to ensure that existing quality and quantity levels (e.g of EUROPOL training) can be maintained. There is a need for the Member States and the EC to take a forward look at the emerging EU internal security framework and identify what technical training and capacity building measures are required that may become central to CEPOL business.

Assess Member State engagement with CEPOL

This evaluation has shown that there are significant differences in the level of Member State engagement with CEPOL. Additional research is required to assess the efficiency and effectiveness of current Member State arrangements for cooperating with CEPOL.

This might identify 'best practice' examples that can help Member States that currently engage less with CEPOL.

Moreover, the evaluation has pointed to differences with regard to CEPOL capacity building reaching Member State senior police population (ratio of course participants to size of Member State police populations). Whilst further research is required on the definition of the concept of 'senior police population' (Member States operate different definitions and figures are not available for all Member States), Member State consultations on the design of future CEPOL capacity building should consider how a more balanced spread can be achieved, e.g. via asking the participants to systematically disseminate acquired knowledge from CEPOL in the Member States.

Moreover, this research should identify whether Member State engagement with CEPOL is at the right level to influence senior police training at EU level, and whether CEPOL is targeting and engaging the right level of senior officers across the EU.

Concentrate capacity building efforts

The above recommendation on clarifying and focussing CEPOL's intervention logic goes hand in hand with the recommendation on concentrating CEPOL capacity building in thematic terms, and in terms of type of activity.

Accepting a more limited 'product range', the focus should be on enhancing the quality and attractiveness of CEPOL products. Member States and other stakeholders have voiced their appreciation of CEPOL capacity building. However, more detailed analysis of specific products suggests that there is room for improvement.

In thematic terms, efforts should be made to reduce the thematic coverage in line with policy priorities at the European level (focus on the Internal Security Strategy).

Looking at types of activity, every thematic area should be delivered via an integrated set of tools. For example, a thematic focus on organised crime should be supported by the whole range of CEPOL products, including courses and seminars, e-learning tools, Common Curricula etc.

CEPOL should define what skills, knowledge and expertise it would expect senior officers to possess in priority subject areas. This 'end state' definition will help focus capacity building measures and aid evaluation. CEPOL should also identify centres of excellence, including practice and research based knowledge, in its priority subjects and proactively make links available to recipients of its training.

Focussing on a more limited number of thematic areas would free resources to put more effort into quality and attractiveness. The depth of capacity building is likely to benefit from fewer but slightly longer courses. Attractiveness of CEPOL activity would benefit substantially from accreditation, i.e. ensuring that participation counts towards qualification schemes and promotion in the participants' countries of origin. A reduction in the number of courses would also allow a more focussed selection of participants, ensuring that only adequately qualified participants can attend CEPOL capacity building.

Besides the obvious efficiency gains, in the medium term, enhanced quality of capacity building can be expected to lead to stronger effectiveness, impact and sustainability, i.e. a stronger contribution to achieving immediate and wider objectives.

Measure results and impacts

GB members and other stakeholders have reflected very positively on CEPOL's contribution to strengthening police operational and managerial knowledge, and enhancing Member State police cooperation, and Member State cooperation with JHA agencies and INTERPOL. Anecdotal evidence supports this perception, and so do the (self-) assessments of participants, participant line managers, and trainers. Indeed, the CEPOL Secretariat's efforts with post course evaluation are laudable. However there is no systematic evidence in terms of quantitative data to confirm that CEPOL's immediate and wider objectives are being reached.

Again, there is a link to the need for clarifying the intervention logic. CEPOL's immediate and wider objectives should be made measurable (at least in the annual work programmes).

CEPOL is thus advised to establish a comprehensive (covering all activity) and systematic monitoring framework. This implies the definition of objectively verifiable indicators (the measurement tool), the establishment of baselines for each activity (what is the situation at the start of an activity?) and targets (where do we want to be at the end of an activity?). This is a resource intensive task, however, there is no other way for CEPOL to demonstrate performance and added value over existing Member State capacity building. This task gains particular importance in the background of Member State resource constraints. Note, however, that there would be some relief from a stronger thematic focussing, thus reducing the scale of the monitoring effort.

Finally monitoring and evaluation could be supported by regular 'customer satisfaction' surveys, following the example of EUOPOL. The EUROPOL user survey measures the customer satisfaction level with EUROPOL's overall performance and selected products and services and is sent electronically to selected users in Member States and partners.

Figure 79 - EUROPOL customer satisfaction, 2006-2008 (Extended Performance Satisfaction Index, rating out of maximum 100)[112]

| 59.5 | 62.9 | 63.1 |
| 2006 | 2007 | 2008 |

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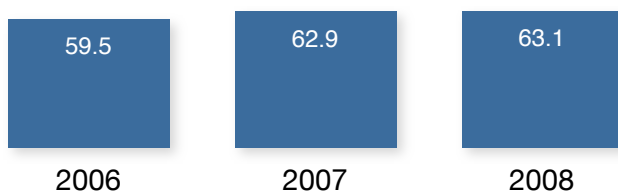
[112] According to the model a value between 55 and 64 is satisfactory and above 65 would be excellent. The rating is measured via three questions: How satisfied are you with your overall provider? How satisfied are you with your provider in relation to your expectations? And how satisfied are you with your provider in relation to the ideal provider? The results of these three questions produce the index score. Information provided by EUROPOL on 27 January 2011.

Annex 1 - Stakeholders

The following list notes stakeholders consulted for the preparation of the inception report (in alphabetical order):[113]

Kate Armitage, Head of Corporate Services Department, CEPOL

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[113] EUROPOL, FRONTEX and FRA were also contacted to organise interviews, however, there was no feedback by the the date of submission of this report. The three Agencies' feedback will be requested in the context of the planned stakeholder survey and case studies.

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Annex 2 - References

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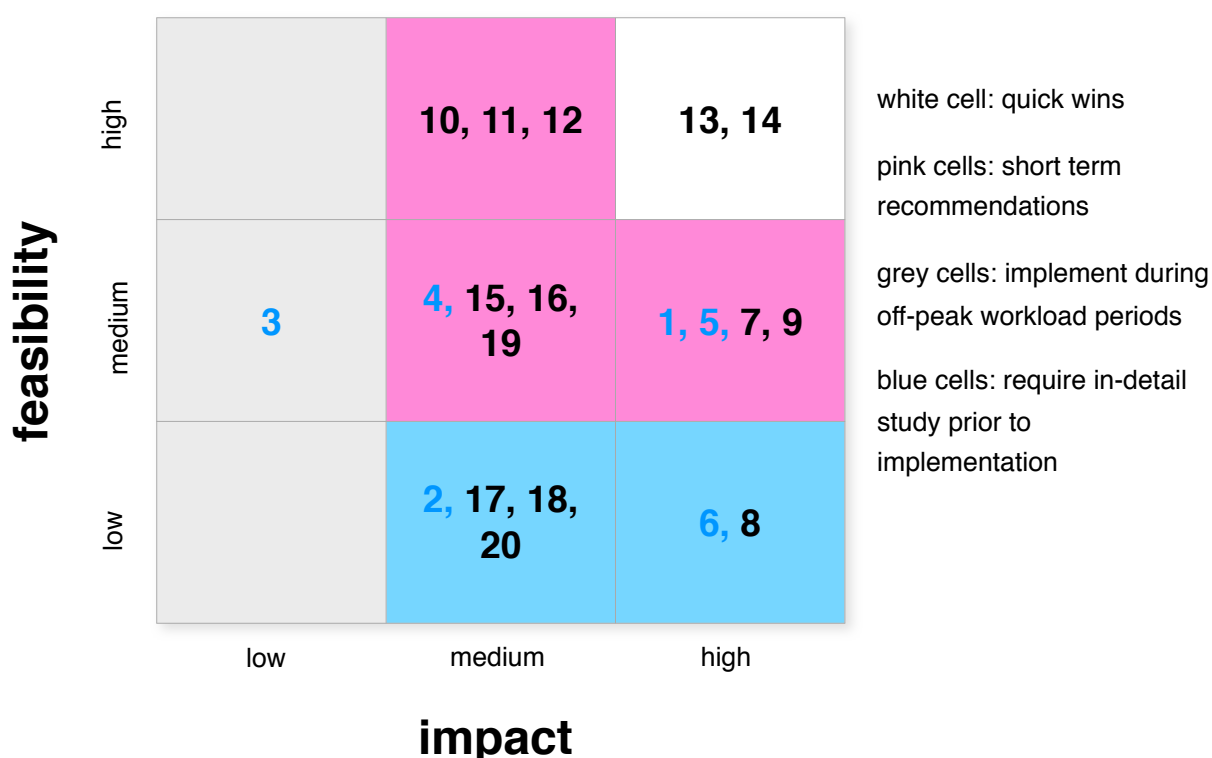
Annex 3 - Focus group outcomes

The conclusions and recommendations were presented and discussed at a focus group meeting on 11 January 2011. This involved experts from CEPOL, the University of Northumbria Crime and Justice Research Group, a senior police expert, and the evaluation core team. Annex 3 shows the outcomes of the focus group discussions.

During the focus group meeting, the draft recommendations were assessed in terms of their impact (overall enhancement of CEPOL's governance and performance) and feasibility (resources required for implementation, stakeholder support). The following figure shows the outcome of the focus group exercise.

Figure 80 - Results of focus group discussions on recommendations

white cell: quick wins

pink cells: short term recommendations

grey cells: implement during off-peak workload periods

blue cells: require in-detail study prior to implementation

Blue font: governance recommendations / black font: performance recommendations

(1)   GB decisions limited to strategy issues (e.g. annual work programme and budget)
(2)   Member State delegations to GB meetings to be reduced to 1 per Member State
(3)   Reduce to 2 GB meeting per year
(4)   Establish Executive Committee to decide on content issues (existing committees to be disbanded)
(5)   EC to be granted voting rights
(6)   Director to decide on all Secretariat issues
(7)   Clarify focus with Member States
(8)   Revise CEPOL Council Decision in line with logical framework approach (subject to prior Regulatory Impact Assessment)
(9)   Enhance relevance via focus on 'cross-border dimensions'
(10)   Additional support for Member States with low CEPOL engagement
(11)   Additional dialogue with Member States on external policy priorities
(12)   Review CEPOL's cooperation agreements with JHA Agencies and INTERPOL to ensure that targets can be delivered
(13)   Focus staff development in areas where ECA has identified weaknesses
(14)   Seek Agency and EC support services
(15)   Identify and disseminate Member State best practice in supporting CEPOL
(16)   Establish clear objectives, and then set indicators to carry out regular research to assess to what extent these objectives have been achieved
(17)   Commission regular research to identify gaps in police cooperation and impact of CEPOL activity on cooperation
(18)   Align the training offer more closely with Member State senior police population size
(19)   Intensify courses and seminars (less events and topics / longer and more in-depth)
(20)   Agree concentration of JHA training at CEPOL

PART TWO
Governing Board Recommendations

The Governing Board generally endorses the recommendations as they have been submitted by the external evaluator. However a number of issues have been identified by the Governing Board that require further clarification. The Governing Board does wish to make a clear distinction between any short term recommendations made, which are applicable without any modification of the current legal basis of the Agency, and those longer term recommendations reported, which presume a strategic modification of the Council Decision establishing the Agency.

1. Clarify the CEPOL intervention logic[4]

The Governing Board agrees with the recommendation made by the external evaluator on the intervention logic, it considers it inappropriate to limit CEPOL intervention to cross border topics only.

In order to develop a strategic and coherent training and development policy for the JHA Agencies and to fulfil the Stockholm Programme prescripts, the Member States and the Commission should develop options based on a responsive, effective and efficient structure; having the legal, financial and administrative resources to support the emergence of a genuine European police learning and training culture.

Moreover, taking into consideration the Internal Security Policy of the EU to further develop law enforcement cooperation, CEPOL should involve its stakeholders and partners from both a quantitative and qualitative perspective.

In the short term, the Governing Board recommends:
- CEPOL should focus its activities on the most important thematic areas in order to maximise the quality and cost effectiveness of capacity building, and thus enhance overall efficiencies, impact and sustainability. This evaluation should be supported by the Information Management Strategy of the Agency.

In the long term, the Governing Board recommends:
- CEPOL, in cooperation with the European Commission, should develop an assessment of training needs according to the different levels of training and the scope of activities

- CEPOL should consider a new definition for its target group, to include an in-depth stakeholder review. All law enforcement personnel involved in the European law enforcement cooperation activities, including border guards, customs officers and civilian employees should be considered as a potential audience during this analysis.

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[4] The Agency's 'purpose and mission'

2. Streamline Governance and Rationalise Structures

CEPOL's current governance arrangements are not sufficiently aligned to ensure the efficient achievement of immediate and wider objectives, with vertical and horizontal overlaps between different structures. CEPOL should review its current governance arrangements to ensure the effective achievement of both operational and strategic objectives. Member States engagement with CEPOL should be improved and streamlined to be more effective; reviewing the governance, structures, roles and responsibilities of the different stakeholders, in order to avoid duplication and enhance the coherence and coordination of the structure.

In the short term, the Governing Board recommends:

- A revision of the Governing Board working practices by orienting its work to a more strategic level, better defining the agenda in terms of items for Adoption / Discussion / Information along with an increased use of the written procedure process;
- The number of the ordinary meetings of the Governing Board should not be more than two per year and its attendance should be reduced to two delegates per Member State;
- The Associated Countries and AEPC to be invited by exception and only in the event that they are to contribute to the agenda;
- The CEPOL's Secretariat should be represented by the Director, the Deputy Director, the Head of Administration and one senior Secretary;
- Evaluate and revise the current structure and working procedures in order to rationalise the utility, cost effectiveness and works of the Committees and Working Groups;
- Establish a clear division of responsibilities/accountabilities with respect to:
  -
    - GB and Strategy Committee
    - Director and CEPOL Secretariat
    - Presidency
    - Member States
    -
- The European Commission is invited to provide the necessary elements and analysis to further evaluate future amendments of the Council Decision 2005/681/JHA, which sets up the European Police College by the beginning of 2012. The assessment should in particular identify possible differences, gaps or shortcomings in the existing legislation and any need for its improvement.

In the long term, the Governing Board recommends:
- The European Commission should be granted a voting right on all matters;
- Considering a potential revision of the whole structure and powers of the Agency by recasting the Council Decision 2005/681/JHA which establishes the European Police College. Whilst maintaining the network of national academies and keeping the decision making authority of the Governing Board, more often written procedures should be used for decisions so that Governing Board meetings can be focused on necessary high level strategic issues. An Executive Committee would be established to enhance the overall effectiveness of the Agency. The role of NCP should be reinforced and strengthened owing to the importance of the function.

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3. Strengthen the CEPOL Secretariat

The Governing Board agrees with the external evaluator's conclusions that the CEPOL Secretariat should be strengthened, but strongly opposes the idea of merging CEPOL with another agency. The Secretariat has to be sufficiently staffed to fulfil all its obligations related to EU policies.

In the short term, in order to optimise the administrative procedures, the Governing Board recommends:
- Centralisation of the administrative, budgetary and financial procedures to enable CEPOL Secretariat to fulfil its complex tasks and responsibilities[5];
- The location of the Agency should be reconsidered.

In the long term, the Governing Board proposes the following recommendations:
- To disband a number of Working Groups, with the CEPOL Secretariat taking on remaining functionality where applicable;
- The location of the Agency should be reconsidered.

4. Merger of EU capacity building for law enforcement

According to the external evaluator, there is a need to start a Commission wide, strategic debate on the enhancement of a more integrated, cross-Agency capability building approach in European law enforcement training and development[6].

CEPOL should support the delivery of an integrated training and development response to meet the global and regional security challenges by becoming the primary vehicle dedicated to strengthening and developing European law enforcement training and development. This task can be achieved through the implementation of an enhanced, responsive and effective structure which has the legal, financial and administrative resources in place to support the emergence of a genuine integrated European police culture, which is able to align its capacity and capability building for police cooperation in a clear cross-sector, multi-faceted way.

The increased cooperation between CEPOL and other JHA Agencies has ensured sufficient coordination and harmonisation of current elements, enabling the development of an improved police educational framework.

During the JHA Heads of Agencies meeting in November 2010, the importance of the rationalisation of Law Enforcement training within the JHA framework was noted. This view was shared by the Chair of the COSI.

As a second step towards better cooperation and coordination, it should be examined whether CEPOL can be developed as a central point for training related to law enforcement, provided that other JHA Agencies' objectives can be met and that CEPOL is equipped with adequate resources for delivery.

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[5] CEPOL Multi-Annual Action Plan.

[6] CEPOL five year external evaluation final report, Blomeyer & Sanz p 95.

A better relationship between training, science and research could substantially support and enhance cooperation and policing in Europe. This could be achieved by allowing CEPOL to strengthen the links between its network and the competent research institutions.

In the short term, the Governing Board recommends:
- Analysis of the likely impact of merging EU capacity building for law enforcement training on CEPOL, also assessing the resources that are needed for such an approach.

In the long term, the Governing Board recommends:
- The identification and allocation of appropriate financial resources for supporting law enforcement researchers and research capacity (processes) in order to enable CEPOL to better understand the implications for its network.

5. Assess Member State engagement with CEPOL

The external evaluation has shown that there are significant differences in the level of Member States engagement with CEPOL. Due to the nature of the Agency, which is based on a network of national academies, this gap can jeopardise the efficient activity of CEPOL. The information streams, frequency and content of meetings should be rationalised.

In both the short and long term, the Governing Board recommends:
- Consultation at national level should be improved to ensure a more efficient representation of the Member States' opinion;
- Member States should be more committed in supporting CEPOL's activities;
- Adjust CEPOL's programme to reach more balanced participation of senior police population of the Member States;
- All Member States should be involved in the development of the Annual Work Programme

6. Concentrate capacity building efforts

The Governing Board accepts the recommendations made by the external evaluator, but with an emphasis on the strategic importance of the CEPOL portfolio to ensure the professional and quality assured alignment of all CEPOL products and services with EU priorities and Member State needs.
In both the short and long term, the Governing Board recommends:

- Continual environmental analysis in order to ensure consistent alignment of all CEPOL products to the priorities as they are defined in the Internal Security Strategy, OCTA, Stockholm Programme;
- The development of the Annual Work Programme should be based on a strategic needs analysis, followed by regular evaluation;
- Focus on the thematic areas of EU policy priorities and Member States needs and assure their quality level.

- CEPOL should further develop and implement an Exchange Programme for Police Officers inspired by Erasmus taking into account the experiences gained from previous exchange programmes [7]. This should be done in addition to other products provided by CEPOL in order to make them more effective and attractive and thus contribute to developing a genuine partnership-based European law enforcement culture.

7. Measure results and impacts

In pursuit of sustainable improvement and coherence, the Governing Board agrees with the recommendation of the external evaluator to establish a comprehensive and systematic monitoring framework which implies the definition of objectively verifiable indicators and the establishment of baselines for each activity and targets.

In both short and long term, the Governing Board recommends:
- CEPOL should implement the Balanced Scorecard system and make systematic use of Key Performance Indicators for both its products and governance,
- CEPOL should extend its use of customer satisfaction surveys.

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[7] In accordance with Article 7(g) of the CEPOL Decision.
Council conclusions on Exchange Programme for police officers inspired by Erasmus 3010th General Affairs Council Meeting, Luxemburg 26 April, 2010

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