

DECISION 29/2006/GB
OF THE GOVERNING BOARD OF THE EUROPEAN POLICE COLLEGE
LAYING DOWN THE COMMON CURRICULA POLICY

Adopted by the Governing Board
on 27 September 2006

THE GOVERNING BOARD,

Having regard to the Council Decision 2005/681/JHA (¹), and in particular Article 7(b) thereof;

HAS ADOPTED the Common Curricula Policy as detailed in Annex 1.

Done at Helsinki, 27 September 2006

For the Governing Board



*Urpo Sarala
Chair of the Governing Board*

¹ OJ L 256, 1.10.2005, p. 63

COMMON CURRICULA POLICY

Preamble

The policy paper is directed at the persons in Member States who will be in charge of preparing the implementation, and those who will implement them., and finally at those persons who will be in charge of the development of new common curricula in future. The paper gives an overview on the basic philosophy, objectives and ideas behind the common curricula and informs about considerations concerning the development and the voluntary implementation within the Member States.

1. Aim of the Common Curricula

The purpose of CEPOL's common curricula is to provide recommendations for the Member States regarding police training for specific subjects with a European dimension in order to be able to use them within their national police training systems according to their individual needs. They are also provided as basic ideas and elements for CEPOL's courses. The subjects of the curricula are determined by the Governing Board in line with given priorities on the European level.

The major aim of the common curricula is to develop courses and modules for police training with a European dimension.

There is a European dimension in police training when some of the following aspects are involved:

- a) the police training need is of a Europe-wide or trans-national nature,
- b) the common approach to such training brings important advantages at a trans-national level, such as determining and exchanging good police practice, reinforcement of mutual police understanding and cooperation,
- c) such training could reinforce the effectiveness and visibility of the European space of freedom, security and justice.

Hence, common curricula must be considered as the basis for European courses and modules for police training.

It is the aim that all Member States will implement CEPOL's common curricula in their own police training systems on a voluntary basis, adapting what they think is most appropriate in each case. Provisions should be made to offer all Member States such an opportunity.

2. Historical Background

In the JAI-meeting on 19 February 2004 the Council “*requested the Governing Board to **develop** without delay an educational strategy that takes sufficient account of the core objectives and tasks set out in the Council Decision setting up CEPOL, including strengthening the knowledge of international instruments in the field of cooperation on combating crime and **contributing to the preparation of harmonised training programmes for police officers with regard to cross border cooperation between police forces in Europe**”.*¹

The Task Force of Chiefs of Police (EPCTF) asked CEPOL in its meeting on 11/12 October 2004: “*to **develop** training activities and **harmonised curricula of important topics/fields** which are on the agenda for EPCTF”.*²

In the Hague Programme, “*the Council and the Member States are asked to **develop** by the end of 2005, in cooperation with CEPOL, **standards and modules for training courses for national police officers with regard to practical aspects of EU law enforcement cooperation**”.*³

On the basis of this political programme from 4/5 November 2004 the CEPOL Annual Programme Committee (APC) proposed the first development of four common curricula in its meeting mid of December 2004. For 2005, the following topics were chosen, each under the lead of one Member State:⁴

- Europol (The Netherlands)
- Ethics & Police Corruption (Germany⁵)
- Terrorism (United Kingdom)
- International Tools for Police Cooperation (Germany / Austria)

At a later stage some of the topics were renamed:

- Europol (The Netherlands)
- Police Ethics and Prevention of Corruption (Austria)
- Counter-Terrorism (United Kingdom)
- Police Cooperation in Europe – Methods and Instruments (Germany)

¹ 2561 Council Meeting – Justice and Home Affairs 19.02.2004: Document 5880/2/04 REV2 ENFOPOL 15 from 19 February 2004

² Conclusions EPCTF 11/ 12 October 2004, item 4, page 4 (enclosure 3.1 to the agenda of the CEPOL Governing Board meeting 23 and 24 November 2004)

³ Official Journal of the European Union, C 53/1-14 from 3.3.2005: see article 2.3 third last paragraph

⁴ Minutes of the Annual Programme Committee meeting on 14 December , 2004 in Tulliallan, page 10

⁵ Germany and Austria agree that Austria will take over the leading role in the development of the common curriculum for this topic and that Germany will give support. A discussion paper for this module was presented by Austria to the T&R Committee meeting on 24/25 January 2005.

The Training and Research Committee (TRC) was asked by the APC to take the proposal on their agenda and to discuss the development of common curricula for these modules in the first meeting on 24/25 January 2005 in Münster. All members agreed that for all four modules, working groups (ad-hoc groups and expert groups) with specific missions and timeframes would need to be established. At the time, it was not possible to present detailed proposals concerning the working groups for the individual modules.

During the CEPOL Governing Board meeting on 23/24 February 2005 the following was decided⁶: “For the four ad-hoc groups on common curricula, the leading countries (Netherlands – Europol, Austria – Ethics and Police Corruption, UK – Counter Terrorism and Germany – European Police Co-operation) are authorised to establish in collaboration with the chair of the TRC their composition, which may vary in size according to the topic.”

The CEPOL Budget for 2005 was agreed in June 2004. At that time no money was earmarked in the budget for the development of common curricula. Therefore, the Administrative Director proposed to fund this new CEPOL task from the budget intended for the “Harmonisation Work” and from budget reserves. In cooperation with the chair of the TRC, a budget proposal was elaborated.

In November 2005 the Governing Board adopted the development of four common curricula within 2005 and asked for the implementation of them from the beginning of 2006.

In February 2006 the Governing Board decided the development of three additional common curricula for the following topics and the establishment of “Ad-hoc Working Groups” by leading countries included in brackets:

- Trafficking of Human Beings (Lithuania)
- Money Laundering (Portugal)
- Domestic Violence (Germany)

3. Basic Ideas and Principles

CEPOL’s common curricula aim at reaching a clearly defined learning objective within a limited period of time. At the same time, all kinds of learning methods can be used in order to provide a large variety of learning experiences and thus address or reach individuals with different interests and learning capacities. However, it is clear that those learning methods should support the learners to meet the objectives.

⁶ See: “Outcome of proceedings of the Governing Board meeting, Mondorf-les-Bains, Luxembourg on 23/24 February 2005, item 7.2, 7.3 and 7.4, page 8”

Curriculum development is characterised by the following steps: Training needs analysis; formulation of objectives; selection and organisation of content; selection and organisation of learning experiences and determination of evaluation procedures.

CEPOL can reach through courses and seminars a relatively small number of senior police officers (800 – 1200 per annum). The number of senior police officers who should be trained by CEPOL is much higher in Europe.

The common curricula aim at a much larger audience than has been possible through other CEPOL activities. They are not only meant to contribute to education /training of senior police officers. Common curricula should also be used for the basic and further training of police officers with middle management functions, police experts, police teachers and trainers, as well as for basic and further training for police officers in low ranks.

The number of training courses/modules will increase in the near future by adding preparatory and harmonised programmes not only for senior police officers but also for middle rank officers and some other target groups of CEPOL.

If Member States adopt common curricula in their own police training systems, the CEPOL target group could be reached in a very efficient way. As such, common curricula could help to overcome the language barrier which usually keeps so many senior police officers away from attending CEPOL courses and seminars.

The common curricula are to be considered as recommendations to the Member States for implementation within the national police training systems.

Thus, a way should be determined to provide Member States with support for implementation of the common curricula in their national police training systems (e.g. by training for trainers, study material).

All Member States will have the opportunity to be involved in the development of the common curricula. “Ad-hoc Working Groups” will normally be established with four to six experts from different Member States.

The common curricula are to be designed in such a way that all Member States continue having enough freedom to implement them within their own training systems and philosophy, while at the same time respecting national demands and characteristics of their police (e.g. cultural, social, legal background).

The common curricula will have a practical orientation and will be updated regularly depending on new developments and conditions.

The common curricula should be cascaded and be applied in the practical training systems in all Member States. This cascading should be achieved by using the “training for trainers” method.

CEPOL, and in particular the TRC, will do their utmost to obtain acceptance for the common curricula by all Member States. The added value of the common curricula for police co-operation in Europe and also for policing in the individual Member States has to be made clear in all national police training environments by the CEPOL partners.

4. Working procedure

The entire process with regard to the common curricula involves different phases

Development

1. development following a request by the Governing Board
2. presentation to the Governing Board for approval

Implementation

3. transfer to the Member States’ training institutions for investigation of the possibility for implementation within the national training systems
4. feedback from the Member States – transfer of adapted common curricula and study material to Member States via the Secretariat
5. implementation
6. feedback, evaluation and amendment of the curricula

Parallel to the phases 3 and 4, “training for trainers” programmes will be initiated by the Secretariat, in order to assist and support the Member States in the development and implementation of their national curricula based on the common curricula. Training managers and trainers will be informed about the common curricula and the methods for implementing them in specific training courses for trainers.

4.1. Development

4.1.1 Involvement of the APC, the Governing Board and the TRC

Preparatory procedures for the development of the common curricula are as follows:

- The APC will propose topics and invite the Member States to take the lead for the development of the common curricula.
- The Governing Board will decide on the topics of the common curricula as well as on the establishment of “Ad-hoc Working Groups” with the leading and supporting countries.
- The Governing Board will mandate the TRC to coordinate and steer the work of the different “Ad-hoc Working Groups” for the development of the common curricula, and also to present the results of their work to the Governing Board at the end of the year.
- Immediately after the Governing Board decision, the chair of the TRC will invite the leading countries for the nomination of project leaders (chairs of “Ad-hoc Working Groups”) who will be responsible for the development of the common curricula in cooperation with experts from other Member States.
- The chair of the TRC will invite all Member States to nominate experts for participation in the “Ad-hoc Working Groups” for the individual topics and to send their CVs to him/her.
- The chair of the TRC together with the project leaders will make a proposal to the Governing Board on the composition of the “Ad-hoc Working Groups” by selecting those nominated experts who are expected to bring the best contribution to the tasks of the group. The Governing Board has to approve of the composition of the “Ad-hoc Working Groups”.
- With support of the CEPOL Secretariat, the TRC in cooperation with the project leaders will set up an initial project plan, a timeframe and a budget for the development of each new common curriculum.
- The Secretariat will provide support in matters of administration and coordination of project work by members.
- A “Common Curricula Coordination Group” will be formed, consisting of the chairs of the different “Ad-hoc Working Groups” and supported by the CEPOL Secretariat, in order to align the work on the common curricula according to the development guidelines.

4.1.2 The tasks of the chairs of the “Ad-hoc Working Groups”

The chairs of the “Ad-hoc Working Groups” are asked to

- provide good conditions for efficient work by ensuring that the structure and composition of the “Ad-hoc Working Groups” is in line with the individual topics (number and profile of members);
- participate in meetings of the “Common Curricula Coordination Group”;
- present their first proposals concerning content and procedure for the development of the individual modules (business plan) as soon as

- possible (preferably after the first meeting of the Ad-hoc Working Group) to the chair of the TRC and the Secretariat;
- set up an initial project plan, a timeframe and a draft budget in cooperation with the TRC and with support of the Secretariat;
 - organise and coordinate the work done by the “Ad-hoc Working Groups” and expert groups, with the support of the CEPOL Secretariat;
 - keep the TRC informed about the progress of their work on a regular basis;
 - present the result of the work to the TRC. The results should include the curriculum itself (if possible also specified for different target groups) and the study material (training/learning/teaching material – if possible using the instruments of CEPOL’s electronic network);
 - following approval by the TRC present an implementation concept of the curriculum and the study material Governing Board for agreement;
 - hand over the relevant documents regarding the curriculum and the study material to the Secretariat after adoption by the Governing Board.

4.1.3 Tasks for the Secretariat in the development phase

The Secretariat is asked

- to appoint a coordinator within the Secretariat responsible for coordinating support for
 - new “Ad-hoc Working Groups” and
 - implementation and adaptation of already developed common curricula;
- to liaise with other EU-organs working with topics and programmes similar to the one elaborated within the “Ad-hoc Working Group” in order to develop the curricula;
- to support and advise the chairs of the “Ad-hoc Working Groups” in the administration of all activities for the development of common curricula (e.g. meetings, drafting the budget).

4.1.4 Templates

For the first series of common curricula in the year 2005, the work was initiated by the development of three templates meant to provide support to the trainer and/or module coordinator, and to enable the course design to be documented, in writing. The templates cover: a Curriculum Description; a Guide for Trainers/Module Coordinators; a Learners’ Guide.

During the development, the design experts took into consideration the necessity of the Member States to be able to use the curricula in a flexible way according to their national requirements. The expert team also endeavoured to ensure usability in practice.

The basis of the templates is to ensure flexibility and to promote development whilst safeguarding minimum entitlement, to evaluate in terms of intended and unintended consequences and continuing appropriateness in changing circumstances.

The templates should be used for any further common curricula developed by CEPOL in the future.

4.1.5 Development procedures

For good and efficient work on the development of the common curricula, certain procedures are recommended. However, if specific topics or circumstances require it, the approaches can differ: Larger or smaller expert groups can be involved, depending on whether Member States can provide experts on the topic; a larger or smaller number of meetings may be necessary; external organisations and institutions may be involved in case the curriculum covers their activities, e.g. Europol, etc. Some curricula may aim at strengthening awareness; others may focus on attitudes and skills.

Basic recommendations are the following:

- The “Ad-hoc Working Group” discusses and refines the concept proposed by the project leader.
- The “Ad-hoc Working Groups” do their utmost to involve the other Member States in the development of the curricula; this can be achieved by having meetings with experts from as many countries as possible, and also by sending the concept by e-mail asking for comments.
- Expert groups might be requested to give their input and comments to the concept which they have received beforehand by e-mail. The “Ad-hoc Working Groups” ensures these comments are integrated into the common curriculum.

4.2. Presentation to the Governing Board

Following the mandate of the Governing Board, the common curricula will be presented to the Governing Board for their adoption as soon as they are completed for beginning the next phases.

In case of adoption of the common curricula all Member States will be invited by the Governing Board to investigate whether implementation within their police training systems is possible.

At the same time the “Ad-hoc Working Groups” will be asked by the Governing Board to

- ensure the publication of relevant information about the common curricula on the CEPOL homepage
- prepare and organise the first training for trainers and training managers responsible for the national implementation of the common curricula
- work out recommendations for the implementation of the common curricula within the Member States
- facilitate cascading by the national trainers
- evaluate the first feedback given by the national training systems / trainers and use it for amendment of the common curricula or of the study material

4.3. Implementation

A clear and transparent strategy for the implementation of each of the common curricula is required. The following steps are recommended:

- The “Ad-hoc Working Group” will be invited to elaborate individual implementation concepts for the different common curricula. These implementation concepts will be presented to the TRC. These concepts should include detailed ideas about the organisation, coordination, steering function, support and evaluation of the implementation.
- All members of the Governing Board and the TRC will be asked for full support for the implementation of the common curricula within their countries.
- The National Contact Points will assume an important role by providing feedback to the TRC and Secretariat. They will also be required to be involved in the implementation of common curricula in their national police education / training systems (e.g. time schedules, organisation, problems and problem solving strategies).
- The Secretariat will be asked to organise the hand-over the curriculum (transfer of knowledge and study material) from the “Ad-hoc Working Group” to the “Module Adviser” (see below).
- The “Ad-hoc Working Group” will be dissolved after delivering the curriculum, the study material and the implementation concept and after the hand over to the Secretariat.
- The TRC and the Secretariat will use the feedback in order to make proposals for the amendment of the common curricula and the training material.
- The costs for translating the general information and the course material for the training of trainers or officers responsible for the implementation of the curricula (handbook for trainers and implementation officers) will be covered by CEPOL. The costs for CEPOL introduction and annual evaluation courses for officers and trainers responsible for the cascading of information and implementation of the common curricula will be covered by CEPOL. The Chairs of the Ad-Hoc Working Groups prepare annually a proposal for the translation of the Common Curricula material. As normal procedure, the final decision has to be taken by the Governing Board, after a proposal from the Training & Research Committee. Travel costs and accommodation costs for lecturers and experts within the Secretariat or from the (former) “Ad-hoc

Working Groups” and the “Module Adviser” taking part in such courses and in national implementing courses and meetings will be covered by CEPOL.

Ideally, the planning and preparation of the implementation phase of the common curricula will begin within all Member States, acceding, associate and candidate countries after approval by the Governing Board. However, delay may occur because of difficulties or problems emerging within the police training systems of some countries. Therefore, it might be a practicable solution for a smaller number of countries to form “Implementation Pilot Groups”. The advantage would be to obtain feedback and important experiences for future development and implementation of common curricula and to avoid possible mistakes in time.

4.3.1. Tasks of the Secretariat in the implementation phase

The Secretariat is asked

- to support the colleges in implementing the curricula by providing information, including an evaluation assessment, material, training consultancy, learning methods and standards.

The task of the Secretariat is to be the internal owner of the common curricula being responsible for submitting updated information to the “Module Adviser” (see Article 4.3.2.) and to the National Contact Points.

4.3.2. Module Adviser

- For each Common Curricula an expert of the content will be appointed by the Governing Board as “Module Adviser” paid by a Member State’s college and reimbursed by CEPOL in accordance with a contract.
- The Secretariat in cooperation with the chair of the “Ad-hoc Working Group” will hand over the curriculum, the study material and implementation concept to the “Module Adviser” as soon as they were delivered to the Secretariat.
 - The Member States will collect reports, feedback and evaluation documents for the implementation in the Member States and provide the “Module Adviser” and the Secretariat with the information.
 - The Secretariat will submit the information to the TRC, APC and other relevant CEPOL Organs.

4.4. Investigation of implementation possibilities within the national training systems

Because all Member States have their well established training systems, adding or changing some parts or elements of their police training may cause problems. Therefore the Voting Members are invited to initiate within the police training systems

of their countries a process of examining the possibilities for implementing the common curricula as well as the necessary conditions.

The Member States will be invited to give their feedback to the chair of the “Ad-hoc Working Group” or “Module Adviser”. An exchange of experience, good practice and problem solving strategies will then be the basis for

- recommendations for implementation
- necessary amendments in the common curricula

4.5. Training for trainers

Parallel to the investigation phase the “training for trainers phase” could commence in order to continue the work of the “Ad-hoc Working Group”. For this purpose all Member States will be invited to:

- nominate persons (training managers) responsible for the implementation of the different common curricula. They will receive specific training in order to become familiar with the philosophy, objectives, contents, methods and training material of the different common curricula.
- nominate trainers or trainer teams for the implementation of the different common curricula; for this purpose, CEPOL will develop/offer/provide specific training as well as training material.
- translate the common curricula and the training material into their own languages in order to make implementation easier and more effective.

The first training activities for trainers and training managers can be used for national feedback and amendments of the common curricula and the study material. For some of the common curricula it will be necessary to include the results of the first training for trainers to revised common curricula before they will be delivered to the Secretariat and the Member States for implementation.

4.6. Implementation within the national police training system(s)

All Member States will be invited to make use of the common curricula or parts of them within their police training system(s) as far as they can do it.

CEPOL will recommend to

- develop national implementation concepts for the different common curricula,
- to use the common curricula for training of police officers in different functions and training levels;
- send trainers and training managers responsible for the national implementation of common curricula to CEPOL’s specific training courses for

trainers and training managers; these persons are expected to speak fluently English;

- to make use of those trainers and training managers who were trained by CEPOL for the training of other national trainers (cascading effect),
- to translate the curricula and study material to the national language,
- establish the possibility to contact the “Module Advisers” directly for all trainers and training managers responsible for the implementation of common curricula.

4.7. Evaluation and amendment

All Member States will be asked for feedback reports regarding their experiences with the implementation of the common curricula in their national police training systems on a regular basis. These feedback reports will be based on a template and will be addressed to the “Module Adviser” who will evaluate them and forwards them together with the evaluation report - including proposals for amendment of the common curricula – to the chair of the TRC and to the Secretariat. The chair of the TRC will inform the Governing Board about the evaluation and proposed amendments and ask for approval.

It is planned to invite those trainers and training managers who participated in CEPOL’s specific training activities for common curricula to annual evaluation (feedback) courses. The aim of these courses is to update and adapt the common curricula and study material according to new developments in the specific topic and to the national experience and feedback.

5. Legal issues and logistics

5.1. Ownership

CEPOL, having commissioned their development, will be the owner of the Common Curricula, unless anything else is agreed with a partner (e.g. Europol).

5.2. Location and dissemination

The Common Curricula encompassing the curriculum description, the content as well as any included material, will be located at the CEPOL Secretariat.

Upon request by the National Contact Points the Curricula and the material will be disseminated to the EU Member States, acceding countries and associate countries in order to train their national Police Forces.

Dissemination to third countries or to non-police organisations will be subject to a decision by the Governing Board.

6. Budget

Costs for the development of common curricula including the costs for meetings of the “Ad-hoc Working Groups”, study material in English language and CEPOL’s support measures for the implementation (in accordance with Item 4.3), as well as costs for general evaluation and adaptation of them will be covered by the CEPOL budget.

All other costs for the implementation of the common curricula in the national training systems should be paid by the Member States.

7. Outlook

During its last meeting each year, the Governing Board will be informed by the chair of the TRC about the status quo and further planning of all CEPOL common curricula and will be asked to give recommendations concerning the further development and implementation within the Member States. Apart from that it will also be asked to decide that new topics will be taken on board.

Immediately after this decision, effective measures will be taken by the chair of the TRC in order to promote the further development and implementation of adopted common curricula in all Member States, acceding, associate and candidate countries as well as the development of new common curricula.