1. **IDENTIFICATION**

<table>
<thead>
<tr>
<th>Title</th>
<th>Eastern Partnership Police Cooperation Programme ENPI/2012/024309</th>
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<tr>
<td>Total costs</td>
<td>EUR 5 million</td>
</tr>
<tr>
<td>Aid method / Method of implementation</td>
<td>Project approach - direct centralised management</td>
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<td>DAC CODE</td>
<td>15210</td>
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2. **RATIONALE**

2.1. **Sector context**

The Eastern Partnership Police Cooperation programme is designed to reflect the required reforms of the security and law enforcement sector to support progress towards deep and sustainable democracy within the European Neighbourhood region in line with the Joint Communication "A new response to a changing Neighbourhood". Security and law enforcement sector reform – including the police – is one of the main benchmarks against which the EU will assess progress and adapt levels of support.

The Eastern Partnership Police Cooperation programme is an important deliverable of the Eastern Partnership Roadmap regarding cooperation between law enforcement agencies. The programme has been actively supported by participants of Platform 1 of the Eastern Partnership "Democracy, Good governance and Stability". At the same time, the promotion of stability and the fight against transnational criminal activities are priorities of the ENPI 2010-2013 Regional Strategy Paper.

Moreover, it is fully in line with the Commission Communication "on the Cooperation in the Area of Justice and Home Affairs within the Eastern Partnership" and the subsequent Council Conclusions, which call for strengthening of police cooperation.

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1 See: Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: "A new response to a changing Neighbourhood" COM(2011)303 of 25.05.2011.

2 See: Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: "Eastern Partnership: A roadmap to the autumn 2013 Summit" JOIN(2012)13 of 15.05.2012.

3 See: Communication from The Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions "on Cooperation in the Area of Justice and Home Affairs within the Eastern Partnership" COM(2011) 564 final.
between the EU and Eastern Partnership countries, including in the area of training and exchange of information.

Strengthening police cooperation is also included in Council Decisions such as the “European Pact to combat international drug trafficking – disrupting cocaine and heroin route” of June 2010, which recommends supporting and reinforcing liaison officer networks in post in transit countries and intensifying operational cooperation against drug trafficking with Eastern ENP countries. At global level, enhanced regional police cooperation is an obligation of the United Nations Convention against Transnational Organised Crime (Palermo Convention) which entered into force in 2003.

Despite significant results of several police authorities in reforms or measures against cross-border crime, such as police reforms in Georgia or combating human trafficking in Moldova, there is still room for strengthening bilateral and especially regional cooperation, both between EU Member States and Eastern Partnership countries and among these countries themselves.

2.2. Lessons learnt

Lessons learnt for this project can be drawn from the experience to date with regional programmes dealing with integrated border management and the Council of Europe Facility in Eastern Partnership countries. Lessons can also be learnt from the three Euro-Med Police projects. At bilateral level, TAIEX has also supported specific aspects of police cooperation between EU Member States and Eastern Partnership countries that could also be of interest to this project.

This project also builds on the experience and ideas gathered by the Polish funded Improvement of effectiveness of Polish and the Eastern Partnership members’ law enforcement bodies – MiniEuroeast police cooperation project which in the course of 2011 held a series of meetings attended by 70 senior and middle management participants from police authorities of the six Eastern Partnership countries.

These lessons can be summarised as follows:

- Effective police cooperation is based on trust and confidence among partners.
- A long-term mentoring relationship among partners is seen as a more efficient way to ensure sustainability of training activities.
- Training and study tours must take into account the real needs and absorption capacity of beneficiaries, and trainees should be carefully selected, taking also into account their language skills to enable them to fully benefit from the training.
- The expertise on reforms and on combating cross-border crime developed by Eastern Partnership countries should be shared among Eastern Partnership countries and with EU Member States.

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4 3018th Justice and Home Affairs Council meeting, Luxembourg, 3 June 2010.
2.3. Complementary actions

Several ongoing projects are complementary to the activities of this project, especially those related to border management:

- The *Eastern Partnership – IBM Flagship Initiative Training Project* provides training with the aim of facilitating the movement of persons and goods across borders in the six countries, while at the same time maintaining secure borders.

- The *South Caucasus Integrated Border Management Programme* provides support for the development of integrated border management strategies and action plans, workshops on border management issues, training of border staff, and provides border equipment and IT systems.

- The *European Union Border Assistance Mission* to Moldova and Ukraine (EUBAM) provides support and technical advice to its main partners, the border guard and customs authorities of the Republic of Moldova and Ukraine in the Transnistria region.

The *Council of Europe Facility*, especially its components on anti-corruption and cybercrime, is also complementary to this project as well as bilateral projects and Sector Policy Support Programmes such as the *Support to Criminal Justice Sector* in Georgia, the *Support to Justice Sector Policy Reforms* in Moldova and the *Reform of the Administrative Legal Framework and Civil Service* in Ukraine.

The work of the Eastern Partnership Platform 1 which aims to bring Eastern Partnership countries closer to the EU by supporting regional policy dialogue and approximation to EU standards is also complementary to the objective of this programme as it supports improvement of the policy environment in the police and security services sector.

The European Police College (CEPOL) has facilitated cooperation with third countries in particular with regard to training of police officers. Cooperation with ENP countries is planned under the 2013 CEPOL work programme. In particular, the European Police Exchange Programme (X-Pro), developed at the invitation of the Stockholm programme and Council Conclusions of 26 April 2010, will be extended to Eastern Partnership countries in 2013. In 2011, the European Exchange Programme involved combining study, classic and specialist exchange visits, including traditional one-to-one exchange visits, exchange of commanders, specialist exchange for cybercrime experts and study visits to Europol and OLAF.

Outside the on-going EU initiatives, a Working Group on Cooperation in Combating Crime, in particular in its Organized Forms has been set up within the Organisation for Black Sea Economic Cooperation (BSEC). The International Law Enforcement Academy (ILEA), based in Budapest, Hungary, regularly organizes courses of Law Enforcement Executive Development Programme for European law enforcement officials.

The programme will actively liaise with existing and planned actions so as to ensure that it can build on synergies to maximize its results.
2.4. Donor coordination

This programme, in line with the aims of the Paris Declaration and the European Consensus on Development, will contribute to more effective donor coordination and interaction with the beneficiary countries through information and coordination roundtables organized within each of the Eastern Partnership countries prior to starting the implementation of the main activities mentioned below. The roundtables will serve as a mean to identify and prioritise the programme's activities in close cooperation with EU Delegations, stakeholders and other relevant donors active in police cooperation sector.

3. DESCRIPTION

3.1. Objectives

The objective of the Eastern Partnership Police Cooperation programme is to increase police cooperation on issues related to cross-border crime between EU and Eastern Partnership countries and among Eastern Partnership countries themselves, thus contributing to strengthening rule of law in these countries.

The specific objectives are:

- to reinforce networking and trust among Eastern Partnership countries' police authorities and between these authorities and EU police authorities;
- to facilitate the creation of partnerships between EU and Eastern Partnership countries police authorities;
- to enhance the skills of Eastern Partnership countries' police on EU best practice on police management and operations against cross border crime.

3.2. Expected results and main activities

In order to achieve its objectives, the project is structured around two components:

1) Partnership-mentoring between EU and Eastern Partnership countries police authorities.

2) Managerial and operational support to police authorities in partner countries.

Component 1: Partnership-mentoring between EU and Eastern Partnership police authorities

Expected results

- Increased practical cooperation among partners;
- Increased knowledge of Eastern Partnership countries' law enforcement officers on practical issues related to the fight against cross border crime;
- Increased effectiveness of the fight against cross border crime;
- Increased networking and trust among EU and Eastern Partnership countries' police forces.

**Main activities**

Partnerships should be created between EU and Eastern Partnership countries' police forces. Each police force of the beneficiary countries should partner with at least one and a maximum of three EU and Member State police agencies. These partnerships should be formalised in a Memorandum of Understanding signed by the partners involved.

Once the partnership is created, the partners should jointly draw up an action plan to implement a series of activities such as:

(a) study tours and exchange programmes, with the aim of strengthening exchange of good practice and knowledge among partners;

(b) advanced training in the field of countering financial crimes and money laundering, installation and development of integrated databases for intelligence collection, analysis and requirements for data exchange as well as advanced/on the spot training on a topic of common interest for partners, to be decided jointly by the stakeholders involved;

(c) operational meetings for joint investigations, with particular attention given to new investigation techniques and technologies;

(d) regular meetings with EU liaison officers and officers of specialised EU agencies, such as EUROPOL, CEPOL and FRONTEX, in Eastern Partnership countries, in line with these agencies' respective mandates;

(e) preparations for a potential future agreement on data exchange - this could include revising the legal framework on data protection and data exchange.

Initially partnerships will be created with five EaP countries, namely: Armenia, Azerbaijan, Georgia, the Republic of Moldova and Ukraine. The possibility to establish such a partnership with Belarus will be reviewed on a six monthly basis.

**Component 2: Managerial and operational support to police authorities in Eastern Partnership countries.**

**Expected Results**

- Increased networking among EU and Eastern Partnership countries' police authorities;

- Increased knowledge on practical measures to combat specific forms of organised crime;

- Increased knowledge of EU good practice on the management of law enforcement agencies.

**Main activities**

Two modules of regional trainings:
i. Specialized training for the units in charge of serious transnational crimes. Advanced training is needed in particular in the field of countering terrorism, organised crime, cyber-crime, drugs trafficking, trafficking in human beings, forensic development and copyright protection and fight against counterfeit medicines. This training module will focus on, *inter alia*, the legal framework to combat these crimes and effective investigation techniques.

ii. Best practice on management, to improve managerial standards of Eastern Partnership countries’ police and security authorities. Focus will be on ethics and corruption in the law enforcement agencies, human resources management.

The precise content of the training should be identified jointly with beneficiary authorities and Police Training Academies in the EU and Eastern Partnership countries through national seminars with relevant stakeholders. Particular focus should be put on facilitating the transfer of knowledge within the relevant authorities, including through training the trainers.

3.3. Assumptions and Risks

a) Assumptions

- It is assumed that, from the inception, the project will have a full and effective participation of all government agencies whose activities will benefit from it. The police authorities of Eastern Partnership countries in particular will authorize the signature of Memorandum of Understanding with EU police authorities and will support the participation of their staff in training and study tours.

- It is assumed that beneficiary enforcement authorities (the police and security services) will support law enforcement officials who participated in training and study tours in putting into practice newly acquired knowledge and to transfer best EU practice and standards in police cooperation and fighting cross-border, transnational and organized crime.

- It is expected that several EU police authorities will actively participate in this project, creating partnership-mentoring relations with selected Eastern Partnership countries police authorities and supporting training and study tours.

b) Risks

- The main risk stems from the fact that the overall project operates in a sensitive security sector which may hinder police cooperation in at least one Eastern Partnership country. This risk will be minimized due to the commitment of partner governments to further consolidate good governance through reform of the security sector in the framework of the multilateral dimension of the Eastern Partnership and particularly through policy dialogue carried out within Platform 1 of the Eastern Partnership. Moreover, the good working relationship established among key stakeholders in the framework of the Polish funded Mini Euro-East Police cooperation project also should contributes to mitigating this risk.

- The high turnover of staff at the police and security services in the Eastern Partnership countries can undermine training effectiveness. This risk will be mitigated through the policy dialogue conducted notably within the Eastern
Partnership Platform 1 and parallel current or foreseen reforms within security services sector of partner countries, as well as through activities aiming at training the trainers.

- Circulation of information might be difficult due to limited access to internet. Traditional communication supports will be used to facilitate the flow of information between the participants in the programme.

### 3.4. Cross cutting issues

The project will directly contribute to the promotion of good governance by encouraging the gradual adoption of best international practice on police management including the promotion of rule of law, human rights and democratic control of security forces. The project will also contribute directly to the prevention of corruption among law enforcement forces. Gender policy principles will be applied whenever relevant for the actions, with a preference being given to women as participants in training sessions and a specific focus on women when dealing with issues related to human trafficking.

### 3.5. Stakeholders

The stakeholders of the project in Eastern Partnership countries are indicatively:

- Ministries competent for police and security affairs and financial crimes (Ministries of Interior, Foreign Affairs, Justice, and Finance);
- Police forces, special police units such as those against organised crime, financial crime and cybercrime, etc.;
- Authorities in charge of police training (police academies and similar).

Target groups are indicatively:

- Directors General of police and security services;
- High ranking officers of special police services, special units and senior police officers;
- Middle ranking specialized investigation officers.
- Specialised police forces in specific skills enhancement activities.

### 4. IMPLEMENTATION ISSUES

#### 4.1. Method of implementation

Direct centralised management through the award of one service contract.
4.2. **Procurement and grant award procedure**

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at time of the launch of the procedure in question.

Participation in the award contract for the present action shall be open to all legal persons covered by Regulation (EC) No 1638/2006 of the European Parliament and of the Council laying down general provisions establishing a European Neighbourhood and Partnership Instrument. Further extensions of this participation to other legal persons by the concerned authorising officer shall be subject to the conditions provided for in Article 21(7) ENPI regulation No 1638/2006.

4.3. **Budget and Calendar**

Indicative breakdown of overall amount by main components:

- Component 1: EUR 3 million
- Component 2: EUR 2 million

The operational duration of the action will indicatively be 48 months.

The indicative calendar for the contracting procedure will be as follows:

- Launch of tender procedure in the last quarter of 2012
- Contract signature in the first half of 2013.

4.4. **Performance monitoring**

Performance will be monitored based on the following indicators:

For component 1:

- Number of partnership agreements signed between the police authorities of Eastern Partnership countries and the EU/its Member States
- Number of action plans agreed between the police authorities of Eastern Partnership countries and the EU/its Member States authorities;
- Number of study tours implemented;
- Number of advanced trainings implemented;
- Number of police staff trained;
- Number of operational meetings and meetings with EU liaison officers implemented;
- Number of joint operations and/or cases handled jointly between partners.

For component 2:
- Number of specialised trainings organised;
- Number of participants in training sessions;
- Evaluation reports from participants in the training.

Impact of the programme will be measured through relevant transnational crimes rates statistics.

The baseline data and set of indicators will be identified during the inception phase of the implementation of the programme.

4.5. Evaluation and audit

Mid-term and final evaluations of the results achieved may be carried out by independent consultants, as well as external audits. Evaluations and audits will be funded from other sources than the present programme budget.

4.6. Communication and visibility

The project will work out a specific communication strategy and develop specific activities dedicated to communication and visibility, in line with the Communication and Visibility Manual for EU External Actions.

Relevant communication tools will be developed for the two components of the programme in order to keep the stakeholders informed and to ensure visibility of the programme. Visibility and communication actions in the Partner Countries will also be carried out in collaboration with the Delegations, in line with the Communication and Visibility Manual for EU External Actions.

The programme will set up a secure web site in English and Russian. It will provide information on project implementation and relevant documents, and also give access to the list of EU focal points in the country and in EU enforcement authorities in line with confidentiality rules. Other information tools such as the ENPI Info Centre web portal will also be used regularly and press releases will be prepared when appropriate.