NOTE
from: Drafting Group for updating of Schengen catalogue on Police Cooperation

to: Working Party for Schengen Matters (Schengen evaluation)

Subject: Updated Catalogue of Recommendations for the correct application of the Schengen Acquis and Best practices: Police cooperation

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**SCHENGEN CATALOGUE**

**RECOMMENDATIONS AND BEST PRACTICES**

**POLICE COOPERATION**
INTRODUCTION

1. The purpose of the Catalogue is to indicate recommendations and best practices, in order to provide an example for both those States acceding to Schengen and those fully applying the Schengen acquis. Thus, the Catalogue gives these States an indication as to what is expected of them, particularly in practical terms, regarding the implementation of the Schengen acquis. The recommendations and best practices stem from the experience gained by both the SCHEVAL WP in verifying the correct application of the Schengen acquis in several countries and by experts regarding the implementation and application of the new instruments in the field of international cooperation.

The text of the Catalogue does not seek to introduce new requirements. It should, however, make it possible to draw the Council's attention to the need - where appropriate - to amend certain provisions of the Schengen acquis so that the Commission and/or the Schengen states take the recommendations and best practices into account when putting forward proposals or formal initiatives. The SCHEVAL WP uses the following definitions to conduct this exercise:

- **Recommendations**: a non-exhaustive series of measures which should enable establishing a basis for the correct application of the Schengen acquis and for monitoring it;
- **Best Practices**: a non-exhaustive set of working methods or model measures which are considered as the optimal application of the Schengen acquis, it being understood that several best practices are possible for each specific part of Schengen co-operation.

2. It should be noted that the concept of this Catalogue differs from other Catalogues containing recommendations and best practices in the area of Schengen acquis. The reason for this is that this Catalogue was drafted with the aim to avoid overlaps with other documents related to police cooperation. Thus, although this Catalogue concerns exclusively police cooperation related to Schengen, it contains an Annex in which all other relevant documents in the field of police cooperation are listed (in some cases with a hyperlink). As such, this Catalogue should be considered and used as a complementary document to all relevant documentation on police cooperation.

3. Though the concept is different, the purpose of the Catalogue remains unchanged, and it should continue to serve as a reference tool for Schengen evaluations and as a practical guide for evaluations in both candidate countries (first mandate) and in Schengen States (second mandate).
4. The Catalogue is divided into two parts: part A contains recommendations and best practices on structure and training, operational cooperation and the exchange of information. The recommendations and best practices are presented in tabular form (recommendations on the left and best practices on the right). Part B contains a list of cross-references to other relevant tools related to police cooperation. If possible, a hyperlink is provided.

5. Proposals for updates of the Catalogue should be notified immediately to the General Secretariat of the Council as well as to the Presidency.

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CONTENTS

PART A – RECOMMENDATIONS AND BEST PRACTICES

CHAPTER 1 - STRUCTURE AND TRAINING

Organisational structure, strategy and national coordination
Statistics
Agreements
- Common issues on agreements
- Agreements on joint patrols
- Agreements on liaison officers
  - Liaison officers in other Schengen States
  - Co-operation between liaison officers in third countries
Training
- Basic training
- Further training
- Linguistic training
- Training for management levels

CHAPTER 2 - OPERATIONAL COOPERATION

Cross-border surveillance
Cross-border pursuit
Controlled deliveries
Radio communications (Article 44 CISA) SCH/Com-ex (99) 6

CHAPTER 3 - EXCHANGE OF INFORMATION

Information exchange in urgent situations
Time limits
Spontaneous exchange of information and intelligence in criminal matters and in public order and security

PART B – CROSS-REFERENCES TO OTHER EXISTING TOOLS
## PART A – RECOMMENDATIONS AND BEST PRACTICES

### CHAPTER 1 - STRUCTURE AND TRAINING

<table>
<thead>
<tr>
<th>RECOMMENDATIONS</th>
<th>BEST PRACTICES</th>
</tr>
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<tbody>
<tr>
<td><strong>Organisational structure, strategy and national coordination</strong></td>
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1. Each Schengen State should develop a national plan defining the steps to be taken to establish an organisational structure and strategy to support police co-operation as required by the Schengen Convention. This national Plan (“Schengen Road Map”) should provide practical operational guidance on how each State applies the respective Articles of the Schengen Convention.

A joint operational plan could be established between neighbouring states in order to agree on co-operation and arrangements on a practical level. This plan should be updated regularly.

A coordination mechanism - “National Schengen Working Group” - could be established to coordinate the national preparatory process to enter Schengen.

2. A Central authority responsible for international police co-operation should be designated as the single point of contact for each Schengen State and for all the activities concerning international police cooperation including gathering and analysing of the statistic data regarding Schengen cooperation instrument, as it is recognised to be an effective evaluation and management tool.

Central authority is reachable 24/7.

Manuals should be drafted containing special provisions for police cooperation with neighbouring countries.

The SIRENE’s stand-by service number should be duly spread (and available).

Refer to Manual of Good Practices concerning the International Police Cooperation Units, doc. 7968/08 + COR 1 + COR 2, in particular chapter 3 (and corrigenda)

As there are different units dealing with different parts of police cooperation on national level, the accessibility via one single point of contact is necessary so the requesting country should not take care of different competencies and contacts in requested country. The National Liaison Office/ Permanent Service/ Integrated Office/ Front Desk/ Communication Centre with 24/7 service for back offices where all the different police channels are present can be considered as a best practice concerning the handling Schengen requests (including art. 39, 46 CISA) and ensuring the effective control of information exchange.

All officers involved in international police cooperation at central level are located at one site.
In order to enhance day-to-day co-operation, the liaison officers of Border Guards and Customs are seconded to the Central authority where they have full access to all relevant databases of their authorities if necessary 24/7.

The Memorandum of understanding between Police and Custom and other specialised law enforcement services is an excellent basis for good cooperation between these services.

<table>
<thead>
<tr>
<th>3. National police bodies should have permanent access to Central authority.</th>
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<tr>
<td>4. The Central authority should compile both management information and operational information on police co-operation.</td>
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<td>5. Management systems, used by the services, should be able to generate criminal intelligence, by using the results from the field work, and to analyse it.</td>
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<td>6. In the field of public order and public security, the central authorities should hold a list of requests for which direct assistance can be given in urgent situations. Refer to Council Decision 2006/960/JHA of 18 December 2006 on simplifying the exchange of information and intelligence between law enforcement authorities of the Member States of the European Union (Swedish Framework Decision), in particular Art. 3 and 4.</td>
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<td>7. The Central authority should have an in-depth knowledge of national and European legislation supporting police co-operation and act as a centre of excellence for national services. Centralised supervision and instructions should ensure that national service level (standards) correspond to EU legislation.</td>
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<tr>
<td>All Schengen relevant information should be accessible through Police Intranet.</td>
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<td>8. Coordination should exist between Central authority, Joint Police Stations and the Police and Customs Co-operation Centres.</td>
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18. All Schengen states should be able to provide the relevant and available data on crime statistics and crime trends in their territory.  

Encourage the creation of:  
- a joint database structure;  
- meetings between heads of service;  
- joint training sessions

19. All available reliable and comparable statistics, including data regarding relevant Schengen articles (e.g. articles 39 – 41 CISA), should be collected and analysed by the Central authority responsible for international cooperation as it is recognised to be an effective evaluation and management tool.  

Information exchange on bilateral basis can be of interest to other countries. Therefore, this information should always be transmitted to the Central authority so that this office can ensure the broader coordination, management control and overall strategic overview of the information exchange.  

The compilation of statistics at a strategic level would help to determine the threat assessment and assist in the prioritisation of resources and effectiveness of the cooperation on national as well as international level (staff, operational hours, planning of joint activities etc.) where appropriate.  

Where appropriate, statistics should be used on the national level for monitoring and evaluating of the capacities of relevant structures responsible for applying Schengen tools in order to properly fulfil its tasks (deadlines, standards, quality).  

Statistics should cover data concerning the use of articles 39, 46, 40, 41 CISA and article 7 of the Swedish Framework Decision, and other activities covered by this catalogue.
## Agreements

### Common issues on agreements

| 20. Schengen states may conclude law enforcement type of agreements with all Schengen countries, especially with neighbouring countries. | Law enforcement authorities should have the possibility to conclude cooperating regulations with their counterparts in order to further detail practical arrangements. Develop bilateral agreements so that they meet the Schengen acquis requirements in all respects, in particular with regards to cross-border operations such as:  
- setting up Joint Police Stations, Police and Customs Cooperation Centres, joint patrols  
- direct access of the officials in these centres to their national databases  
- alleviate the burden on the Central authority  
- maintain supervision and information at national level.  
In multi-border areas: the creation of a multiparty structure gathering all border actors is given as an example (the Luxembourg centre is composed of services from Luxembourg, Belgium, Germany and France) |

| 21. Agreements could be reached on the creation of Police and Customs Cooperation Centres (PCCCs) | Refer to [European Best Practice Guidelines for Police and Customs Cooperation Centres, doc. 13815/08, in particular part I. A 2 and Annex 1](#). PCCCs have no operational jurisdiction but provide assistance and advice to the units responsible for police, border and customs tasks in their cross-border relations. Establishment of the Police and Customs Cooperation Centres/Joint Police Station is not only an effective tool of cooperation for the contracting parties but other Member States benefit from them. |
### Agreements on joint patrols

22. Refer to Manual on cross-border operations, doc. 10505/4/09 REV 4, in particular part 4.2. The agreements on the setting up of common patrols could mention and define the following elements:
- the type of personnel and the competent administration;
- the carrying of firearms, of a uniform, or of any distinctive sign (armband);
- the service weapons which are authorised;
- the conditions to use firearms and the rules of intervention;
- setting-up of training sessions concerning administrative and criminal law and criminal procedures used in border areas;
- patrols may be conducted as cross-border surveillance patrols in the execution of a judicial co-operation request, or in favour of the administration;
- the officers are competent for carrying out autonomous police measures;
- the State where the joint team operates guarantees a protection to the officers of the other State acting on its territory; it provides them with the same protection and assistance as the one it gives its own officers. All officers are submitted to the rules of civil and criminal liability in force on the territory in which they act.

### Agreements on liaison officers

<table>
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<tr>
<th>Liaison officers in other Schengen States</th>
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<tr>
<td>23. Refer to Compendium on law enforcement liaison officers, doc. 10504/2/09 REV 2, in particular Part 1 - the introduction.</td>
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</table>
Co-operation between liaison officers in third countries


The deployment of common liaison-officers like e.g. in the Nordic co-operation should be further enhanced. Available community-funding for such projects should increasingly be used to further enhance a common approach in this field.

Cooperation between liaison officers and national meetings of all liaison officers posted abroad to different destinations are beneficial and should be encouraged.

Selection of destinations for secondment of liaison officers should follow a thorough assessment and be based on a national strategy for the posting of all types of liaison officers (e.g. police and migration attachés, ILO’s – Immigration liaison offers, also short-term liaison officers as cost-efficient practice for specific tasks) abroad in order to avoid overlaps and to make the best possible use of complementary functional profiles which might have different legal foundations and duties.

Changes in a member state liaison officers network remain a competence of the member states but it is opportune to notify each other of their intentions to change their liaison officers network and to share information on which the decision is based.

Concept of having “ad hoc liaison officers” is a cost-effective practice.

Liaison Officers should be posted to the service responsible for the management of the Liaison Officers network.

Member states submit their contributions for the annual update of the Compendium on law enforcement liaison officers (doc. 10504/2/09 REV 2) annually.
## Training

### Basic training

<table>
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<tr>
<th>25. All officers involved in the international police cooperation should have a thorough knowledge of all relative EU provisions and other main and relevant documents of the international police cooperation.</th>
<th>Depending on their tasks, the knowledge of relevant manuals on police cooperation, relevant bilateral agreements, readmission provisions, etc. is desirable and should be covered by the training course.</th>
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<td>26. Training programmes should be flexible, taking into account the changes in e.g. risk assessment and the new EU legislation and instruments which have been implemented. Explanation of SIS/SIRENE should be part of the training.</td>
<td>Officers within the Central authorities along with training authorities can organise training sessions for all operative personnel. Separate or joint training sessions can be organised for judicial authorities. Police, Custom and Border Administrations should work towards a common strategy for training in Schengen matters. This strategy should also include a follow-up training in order to secure its accuracy with a view to future changes in legislation or best practice. New learning technologies can be promoted (e-learning, Intranet, CD-ROMs). Informative posters on Schengen matters should be available in all offices.</td>
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<td>27. Schengen topics should be part of the education of all police officers. Training programmes should emphasise the importance of the practical education.</td>
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<td>28. All police personnel should have basic knowledge of Article 39 and Article 12 of the Council Framework Decision 2006/960/JHA of 18 December 2006 on simplifying the exchange of information and intelligence between law enforcement authorities of the Member States of the European Union and where to channel information.</td>
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29. The knowledge of police officers in relevant information technologies is also an essential requirement that has to be covered in view of the needs of continuous development of international cooperation.

30. All officers seconded to the Central authority depending on their competences and tasks should have completed a training course covering their tasks. This training course could contain e.g.:
- knowledge of relevant Schengen and EU provisions;
- in depth knowledge of relevant manuals on police cooperation (such as Manual on cross-border operations);
- basic rules and procedures;
- in depth knowledge of relevant bilateral agreements;
- genuine and forged travel and identity documents;
- Dublin, and readmission provisions;
- Schengen Information System;
- Europol;
- judicial co-operation.

31. With regard to training, the police personnel actively involved in Schengen matters, require persistent training on the provisions of the Schengen acquis. The relevant manuals have to be brought to the attention of all police officers and should be always available in various forms, in a full translated version, as a brief guideline (summarising the most relevant provisions) or at the police intranet. A national "quality manual for international police cooperation" should be drafted and published, both on Intranet and through booklets. It will include summary information relating to police cooperation based on Schengen acquis:

- Legal framework and international instruments (under national law, EU, bilateral agreements on crime prevention and legal assistance)
- Standard of quality and required data for request for legal assistance
- The various international channels
- Necessity, appropriateness and proportionality of the request
- Limits and restrictions to information exchange.
### Further training

32. A training programme with regular training/briefing should be established as part of working hours. A training program can be established on local and central level to ensure a continued offer of education on issues relevant to co-operation. Regular exchange of nationally authorised officers, common training, at least once a year.

The efficient system of “train the trainers” for the multipliers should be developed.

Seminars and workshops may be set up for the Sirene officers.

### Linguistic training

33. All officers should be able to speak a foreign language useful to their work. All officers, mainly those working in the Central authority, should have adequate knowledge of English, and those involved in cross-border co-operation e.g. at the Police and Customs Co-operation Centres should have knowledge of neighbouring countries' languages. Encourage staff to learn other languages. Set up language programs for those officers particularly involved in cross-border co-operation e.g. at the Police and Customs Co-operation Centres if necessary.

### Training for management levels

34. Member States should send officers to the training provided by different relevant agencies, e.g. the European Police College, Frontex. International experience is an asset.

Exchange programmes between states should be considered as a means of broadening management experience.
## CHAPTER 2 - OPERATIONAL COOPERATION

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Best Practices</th>
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### Cross-border surveillance

Regarding cross-border surveillance, refer to the *Manual on cross-border operations (doc. 10505/4/09 REV 4)*, especially Chapter 2.

### Cross-border pursuit

Regarding cross-border pursuit, refer to the *Manual on cross-border operations (doc. 10505/4/09 REV 4)*, especially Chapter 3.

### Controlled deliveries

Regarding controlled deliveries, refer to the *Manual on cross-border operations (doc. 10505/4/09 REV 4)*, especially point 2.5.

### Radio communications (Article 44 CISA) SCH/Com-ex (99) 6

35. Effective cross-border cooperation requires adequate communication capabilities including interoperable radio communication systems in border areas and between operational services from different Member States. Therefore, *Council Recommendations on improving radio communication between operational units in border areas (doc. 10141/09 ENFOPOL 143 TELECOM 116 COMIX 421)* were adopted, stating that significant improvement in interoperability in border areas can be achieved as follows:
a) In the **short term**, countries with common borders can work together to improve communications with local solutions. (Such measures can be part of bilateral agreements for setting up joint police stations and police and customs co-operation centres the implementation of which should be reported to the Council.)

b) In the **medium term**, current law-enforcement and public-safety mobile communications systems need to be connected to provide a more effective solution for cross-border communications and facilitate roaming.

Thus, it was recommended that Member States adopt any appropriate local measures in the short and medium term to improve cross-border cooperation.

(To examine the issues involved in the development of intersystem interfaces, including cost and funding opportunities and to provide further recommendations, a Radio-communications Experts group was established under the LEWP (former PCWP) with 2 subgroups - Forerunners and Inter System Interface (ISI), which reports to LEWP):

In case the preferred solution is not adequate (e.g. communications for surveillance units across the total territory of Schengen States) standard GSM functionalities may provide solution.

System enabling direct radio-communication between various law enforcement agencies.
### CHAPTER 3 - EXCHANGE OF INFORMATION

<table>
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<th>RECOMMENDATIONS</th>
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<tr>
<td>36. Refer to Swedish Framework Decision, <strong>in particular Title II</strong> and Guidelines on the implementation of Council Framework Decision 2006/960/JHA of 18 December 2006 on simplifying the exchange of information and intelligence between law enforcement authorities of the Member States of the European Union, doc. 9512/10.</td>
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Requests for information are granted subject to the following conditions:

- requests must be authorised by national law

- requests must be within the scope of the powers of the authorities concerned; where the authority concerned is not empowered to grant assistance, the request must be forwarded to the competent authority.

- activities to be carried out to respond to a request should not be those that are the exclusive responsibility of the judicial authorities or require their consent

- written information may only be **used** as evidence with the prior consent of the competent authorities of the requested country

- information exchange must be admissible under the domestic law of the requested State.
### Information exchange in urgent situations

<table>
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<tr>
<th>37. Refer to Swedish Framework Decision, in particular art. 4 and Guidelines on the implementation of Council Framework Decision 2006/960/JHA of 18 December 2006 on simplifying the exchange of information and intelligence between law enforcement authorities of the Member States of the European Union, doc. 9512/10.</th>
<th>Police units will avail themselves of the minimum necessary procedures to exchange requests and replies in a rapid and secure manner. Central authorities are responsible for updating the national fact sheets and informing the national police units. In cases of urgency, police units will immediately inform the Central authority of the police unit they have approached with direct request for assistance; with the same sense of urgency they will notify their own Central authority of the request they made and the reply they have received.</th>
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<td>38. Use of existing channels must be ensured in all relevant cases according to the existing rules (mandate) and legal provisions. It must not be substitute by the communication on local or personal level.</td>
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### Time limits

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<tr>
<th>Spontaneous exchange of information and intelligence in criminal matters and in public order and security</th>
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<tr>
<td>40. As a general rule information shall be exchanged via Central authority.</td>
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<td>41. When, in urgent cases, the direct transmission of information takes place between national police units the Central authority must be notified immediately.</td>
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<td>42. In particularly urgent cases, the exchange of information within the meaning of this Article may take place directly between the police authorities concerned, unless national provisions stipulate otherwise. The Central authority shall be informed of this as soon as possible.</td>
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<td>43. To ensure the information can be supplied as early as possible and that the data communicated are effectively protected a secure and reliable means of communications must be available.</td>
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<td>44. The information supplied should be detailed to such an extent that the receiving state can make a realistic evaluation of its worth or conduct a risk assessment.</td>
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<td>45. When the source of the information is sensitive or has to be protected, this should be included in the original message.</td>
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46. The designated Central authority must be in a position to act or respond to the information supplied.

<table>
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<tr>
<th>- content of information exchange</th>
<th>The central authorities shall supply one another, requested or not, with information if circumstances arise or if sizeable groups of persons who may pose a threat to public order (e.g. big public sport or cultural events) and security or are suspected to have organised serious crime move through or towards other Schengen States. The information shall be supplied at as early a stage as possible. Save as otherwise provided for under national law, the exchange of information within the meaning of this Catalogue may take place directly between the police services concerned in urgent cases. The Central authority shall be informed as soon as possible.</th>
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<tr>
<td>- Content of the Information: Schengen States must ensure that the data communicated are effectively protected against unauthorized access, modification or disclosure. The information which Schengen States supply one another shall be used exclusively for the purpose for which it is provided. The information to be provided shall be supplied in accordance with relevant national legislation.</td>
<td>The central authorities can use standardised templates, which are available e.g. in the Manual on cross-border operations, police Intranet etc.</td>
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<tr>
<td>- Communication: In order to exchange information, the Central authority may use the Liaison Bureaux and, if appropriate, joint police stations. The following means of communication may be used when exchanging information: telephone, fax, e-mail, radio communication and other means of data communication.</td>
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</table>
PART B – CROSS-REFERENCES TO OTHER EXISTING TOOLS

- Manual of Good Practices concerning the International Police Cooperation Units at National Level (doc. 7968/08 ENFOPOL 63 + COR 1 + COR 2)
- Manual on cross-border operations (doc. 10505/4/09 REV 4 ENFOPOL 157 ENFOCUSTOM 55 CRIMORG 90 COMIX 465 + ADD 1)

- Prüm Decisions:
  - Council Decision 2008/617/JHA of 23 June 2008 on the improvement of cooperation between the special intervention units of the Member States of the European Union in crisis situations

- Council Framework Decision 2006/960/JHA of 18 December 2006 on simplifying the exchange information and intelligence between law enforcement authorities of the European Union ("Swedish Framework Decision")


- European Best Practice Guidelines for Police and Customs Cooperation Centres (doc. 13815/08 ENFOPOL 183 ENFOCUSTOM 88 FRONT 85 COMIX 718)

- Council Resolution of 3 June 2010 concerning an updated handbook with recommendations for international police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved (OJ C 165, 24.6.2010, p. 1)


- Compendium on law enforcement liaison officers (doc. 10504/2/09 REV 2 ENFOPOL 156 JAIX 37 COMIX 464)