
Operational Training Needs Analysis Leadership and Management

EDUCATE, INNOVATE, MOTIVATE



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List of abbreviations

CEPOL – European Union Agency for Law Enforcement Training
CKC - CEPOL Knowledge Centre
CNU – CEPOL National Unit
CSDP – Common Security and Defence Policy
EC – European Commission
EES - Entry/Exit System
EIO – European Investigation Order
EMPACT – European Multidisciplinary Platform Against Criminal Threats
ETIAS - European Travel Information and Authorisation System
EU – European Union
EU-STNA – European Union Strategic Training Needs Assessment
INTERPOL – International Criminal Police Organization
ISF – Internal Security Fund
JHA – Justice and Home Affairs
JIT – Joint Investigation Team
LE – Law enforcement
MB – Management Board
MOCG - Mobile Organised Crime Groups
MOOC – Massive Open Online Course
MS – EU Member State
OTNA – Operational Training Need Analysis
OSINT – Open-Source Intelligence
PMO – Project Management Office
PRN - Passenger Name Record
SPD – Single Programming Document
TTT – Train-the-trainer

Executive summary

The [European Union \(EU\) Strategic Training Needs Assessment \(EU-STNA\) for 2022-2025](#) concluded that management and leadership training for law enforcement (LE) professionals has been a central area of the training portfolio and learning resources of the European Union Agency for Law Enforcement Training (CEPOL). However, in the EU-STNA, a continuing investment in this topic was still ranked as the highest training priority among other areas where training for LE professionals is needed.

Following up on this strategic training priority, CEPOL launched an **Operational Training Needs Analysis (OTNA) on leadership and management** in December 2022, with a view to using the outcomes of the research to define its training portfolio for 2024-2026. An online survey resulted in **48 individual answers** from different LE agencies in **20 EU Member States (MS)**¹, representing **77 %** of countries participating in the CEPOL Regulation. As communicated by the responding MS, this data sample represents up to 256 373² LE professionals, of which approximately 35 117 are in leadership positions. However, noting that the above figure is obtained by adding up the numbers received from the responding MS, in some cases with multiple submissions from the same LE organisations, the actual number of officials in service might differ. Moreover, since the survey obtained a relatively heterogeneous sample consisting of managers and leaders but also LE professionals currently not in leadership positions, the results are not necessarily representative of one target population. Depending on multiple factors such as experience and operational context, leadership and management – and the related upskilling needs – could be interpreted differently; in LE operations, for example, officials might lead or take executive decisions without being in a managerial role.

The survey included four main topics, which were all considered to be highly relevant, with training needs within these areas also being relatively urgent³. The urgency rates ranged from 80 % to 65 %, meaning that training across these topics should be delivered within a period of one year. In this survey, leadership and management was the only main topic that included subtopics. Most of the subtopics, with the exception of financial management, reached the 50 % relevancy threshold, with relatively small differences that ranged between a 77 % and a 56 % relevancy. Complete details on the relevancy rate of the subtopics under the prioritised main topics are presented in Table 2. **Leadership through commitment and motivation, change management, team management, communication and team decision-making** came

¹ Responding countries: Austria, Bulgaria, Croatia, Cyprus, Czechia, Estonia, Finland, France, Germany, Italy, Latvia, Luxembourg, Malta, Poland, Portugal, Romania, Slovakia, Slovenia, Spain and Sweden

² The number of officials in service represented and the positions related to leadership and supervisees are approximate, as some respondents provided answers such as ‘up to’, ‘more than’ (rounded up to closest approximate) or ‘not able to specify’.

³ See explanation of urgency levels in Annex 3.

out as the most sought-after training subtopics (based on their relevancy rate) among the survey participants.

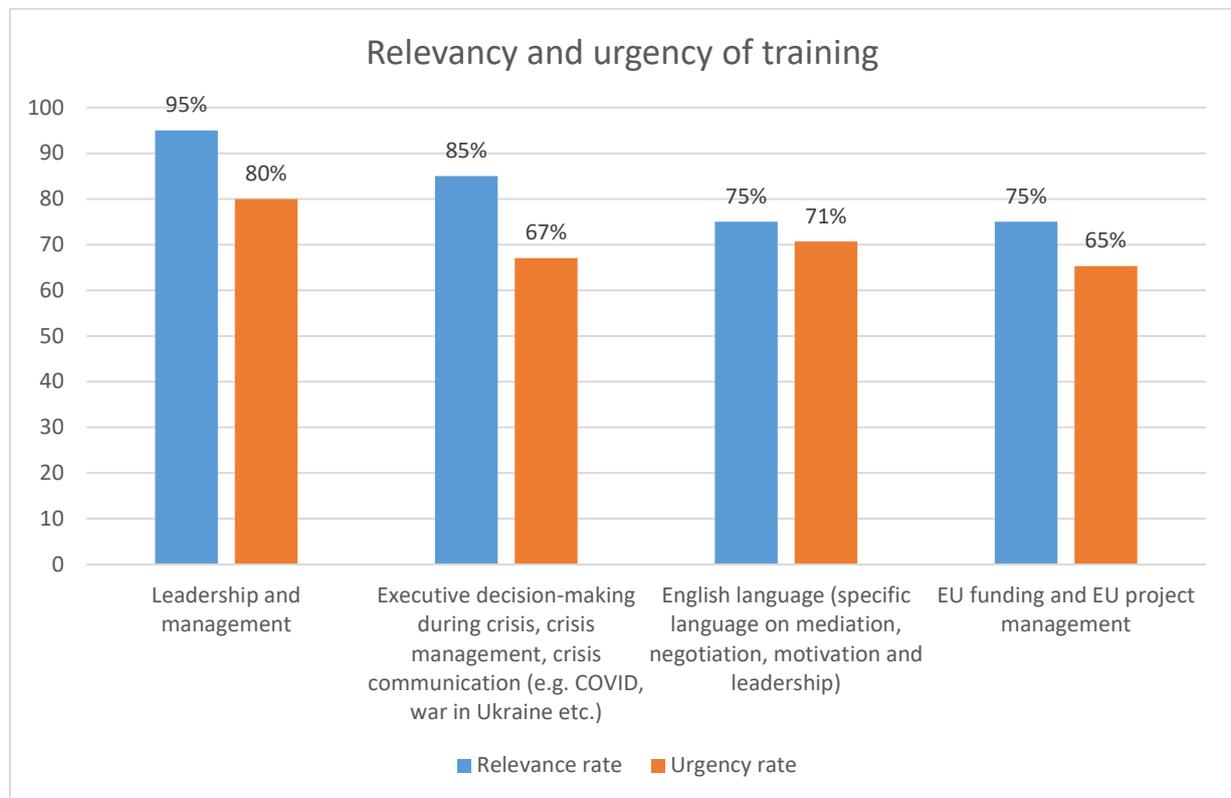


Chart 1. Relevancy and urgency of training – all main topics

The survey results indicate that **up to 72 657 participants⁴ across the EU MS would need training on these topics in the upcoming period.** However, it must be noted that this is an estimated volume based on statistically processed survey data⁵ and that the actual number of potential participants as reported by the respondents is 24 573. While the OTNA methodology does not rely on prioritising training needs solely based on the number of participants, in this cross-national survey, a national sample from Spain⁶ is represented considerably more than others and may have affected the estimated total volume. Nevertheless, the survey results indicate that the number of European LE professionals in need of training is potentially high across all topics.

Chart 2 below presents the estimated numbers extrapolated to EU level (blue bars) and, as a comparison, shows the actual totals (orange bars) provided by the responding MS.

⁴ The numbers presented are based on calculated median values (reported total 24 573). For further details on the calculation methodology, please see the ‘Analysis’ section of this report.

⁵ Referring to data processing according to the established OTNA methodology, whereby the statistical median (middle value) of the actual numbers submitted by the survey respondents is calculated and the result is then multiplied by 26 (the number of EU MS excluding Denmark).

⁶ Almost 44 % of all responses and more than 41 % of total participants.

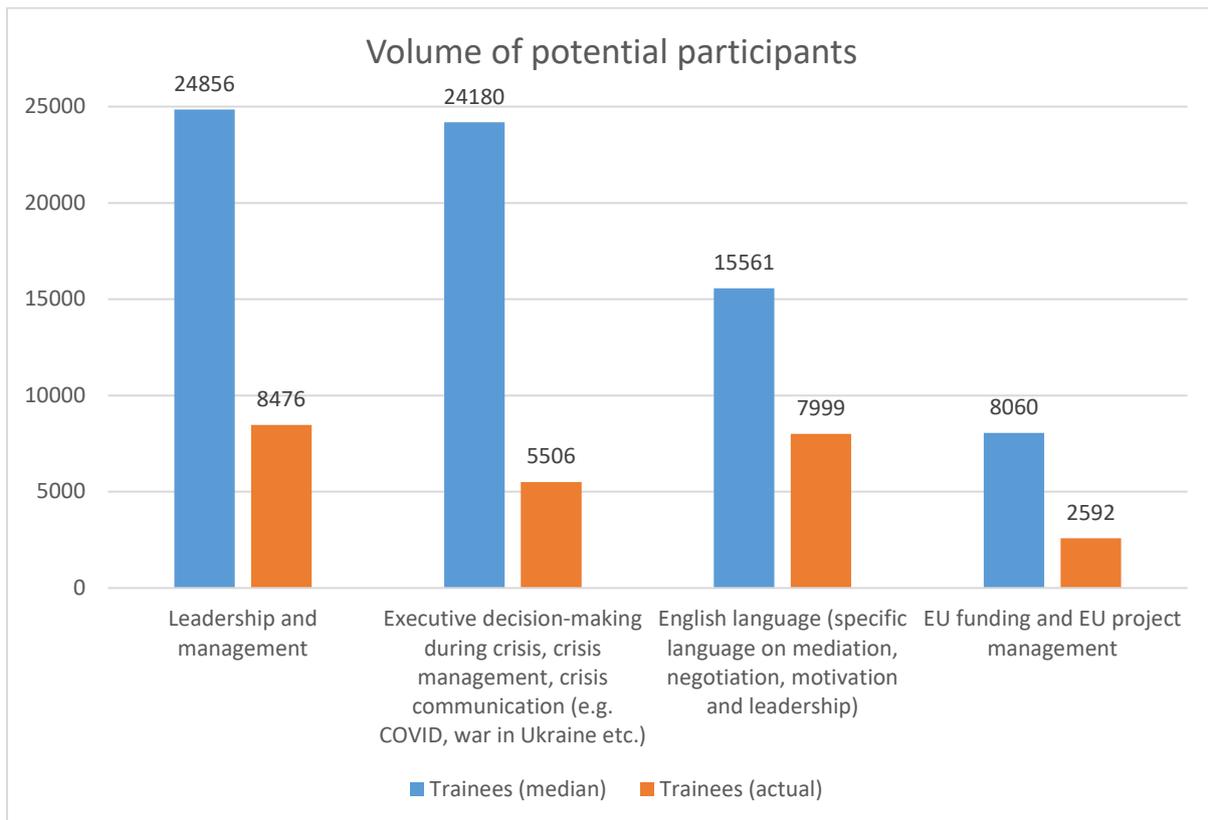


Chart 2. Volume of potential participants – all main topics

Applicable to all areas, the data analysis suggests that over half (52 %) of the training demand is for **awareness**-level training. **Practitioners** made up the second largest category (20 %), and the rest was divided almost equally between advanced practitioners, experts and professionals in need of Train-the-trainer (TTT) training. This finding is somewhat surprising, considering that the delivery of awareness-level training should primarily remain a responsibility of each MS, and be further complemented by training provided at more advanced levels by CEPOL (or other relevant EU-level training providers). To some extent, this can be also explained by the methodological limitations, namely the fact that the estimated volumes of trainees is calculated based on the statistical median extrapolated to EU level, which in some cases may cause data distortion. Looking at the actual numbers of potential participants indicated by each responding MS, a relatively high demand for awareness-level training remains. Still, **advanced practitioners** make up the largest segment of potential participants, and in general, the needs divide more equally between the different proficiency levels. In order to cross-validate the findings, the survey data was also analysed by extracting the responses of those who are currently in leadership positions and/or with leadership experience, which also suggests a generally higher emphasis on more advanced training, although it does not entirely cancel out the requests for awareness-level training (for the full summary of the sub-analysis results, see Table 6).

In terms of the profiles⁷ of training participants, the statistical analysis conducted in line with OTNA methodology identifies **first responders, judicial investigators** and **public order officers** as the groups with the highest training demand, each of these categories having more than 10 000 potential participants at EU level. Again, considering the non-statistically processed submissions, the priority of the profiles takes a slightly different order, with **investigators** and **managers** appearing as the profiles most referred to as needing training on different topics relating to leadership and management, only then followed by first responders. Also noteworthy is that due to different LE structures across the EU, the categories are interpreted according to each national system, potentially resulting in (partial) overlaps in the categories of first responders and public order officers, for example.

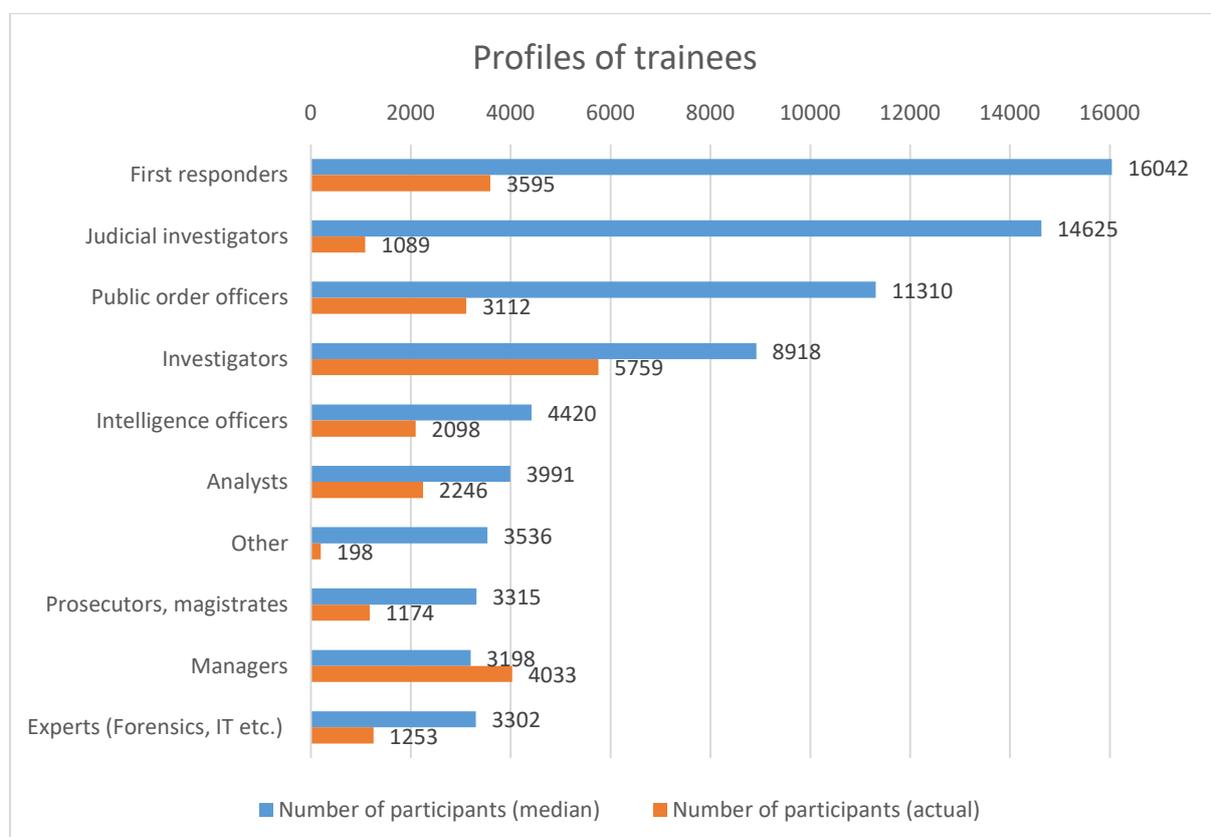


Chart 3. Potential profiles of trainees – all main topics

The Eisenhower Matrix⁸ below (Chart 4) displays the relationships between three numeric variables, namely relevancy, urgency and the number of trainees for each main topic. Each dot in the bubble chart corresponds to a single data point (main topic). The horizontal axis shows the relevancy, the vertical axis the urgency rate, and the size of the bubbles corresponds to the number of trainees.

⁷ The interpretation of the profiles might be different across Member States.

⁸ Designed for prioritising tasks by first categorising items according to their urgency and importance, the Eisenhower Method was used for further demonstrating the distribution of main topics by their urgency and relevance rate, and visualising the data in the form of a matrix.

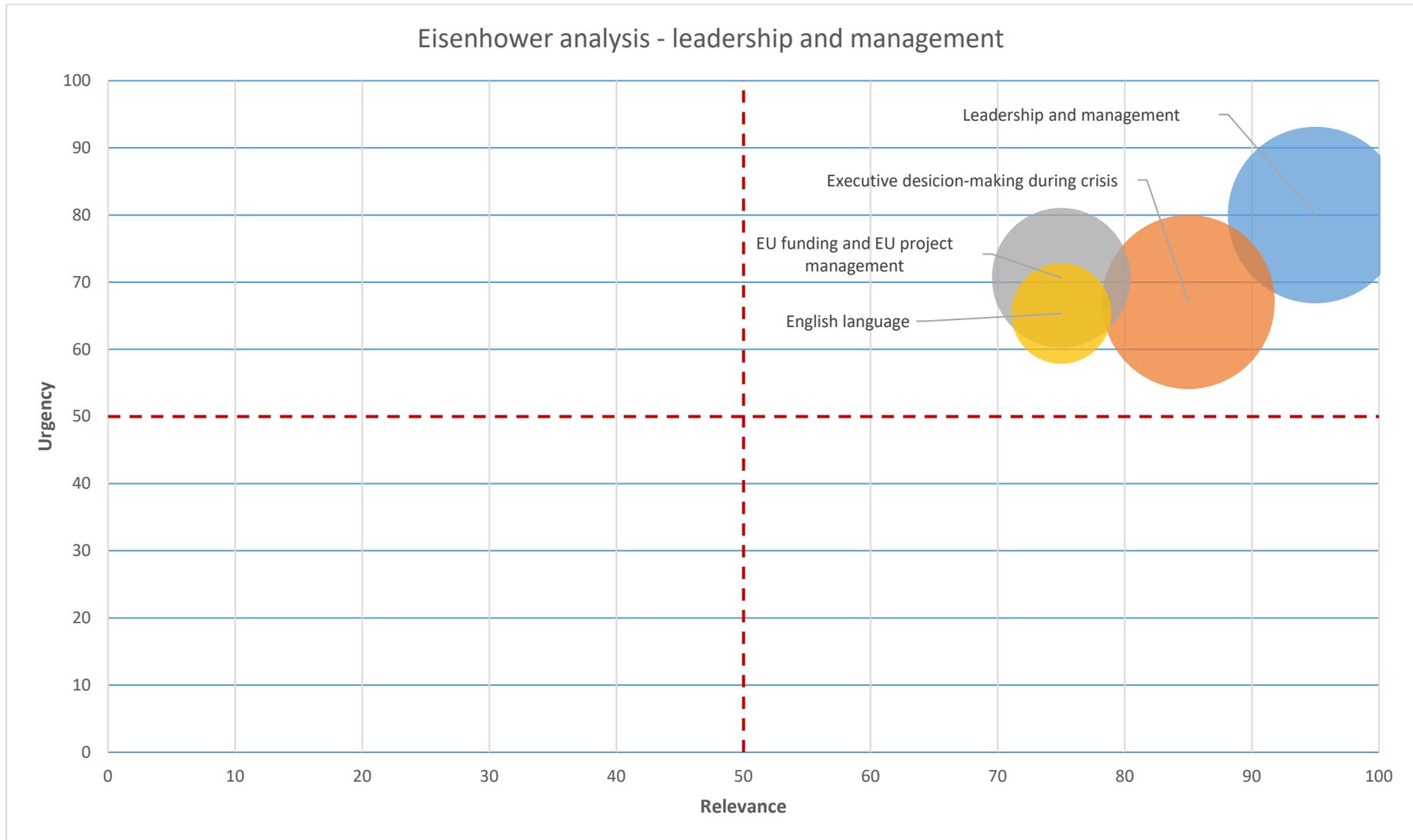


Chart 4. Eisenhower analysis

Introduction

As defined under Article 3 of Regulation 2015/2219⁹, CEPOL's objectives are to support, develop, implement and coordinate training for law enforcement officials, while putting a particular emphasis on the protection of human rights and fundamental freedoms in the context of law enforcement (LE), in particular in the prevention of and fight against serious crime affecting two or more MS and terrorism, maintenance of public order, international policing of major events, and planning and command of EU missions, which may also include training on law enforcement leadership and language skills.

The Single Programming Document (SDP) for the years 2023-2026¹⁰ describes OTNA as seeking to assist the realisation of strategic goals through the implementation of operational training activities. The OTNA methodology as adopted by CEPOL Management Board (MB) Decision 32/2017/MB (15/11/2017) was piloted in 2018. There were a limited number of thematic priorities for the 2019 CEPOL training portfolio, namely Common Security and Defence Policy (CSDP) missions and Counterterrorism. The OTNA methodology was updated in 2020 (9/2020/MB) based on CEPOL's experience and the feedback of the MS. Since then, CEPOL has conducted multiple OTNAs each year on the different topics defined in the EU-STNA, which have been complemented by extraordinary needs assessments as needed, conducted by applying the OTNA methodology.

The methodology consists of a series of seven steps encompassing close and dynamic cooperation with the MS, in particular the CEPOL National Units (CNU) and LE agencies, and involving [CEPOL Knowledge Centres \(CKCs\)](#) in the design of the training portfolio. The overall OTNA process entails data collection and analysis, conducted via and corroborated by introductory surveys, detailed questionnaires and expert interviews. The target group referred to in this methodology is LE officials, as defined in Article 2 of Regulation 2015/2219¹¹.

Building on the strategic training priorities defined by the EU-STNA and the experience gained from [previous OTNA studies](#), CEPOL launched the OTNA on law enforcement leadership and management in 2022. In order to develop a detailed overview of training needs in the field, an online survey was designed, programmed and delivered through a web-based survey tool,

⁹ Available on: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32015R2219&from=EN>

¹⁰ <https://www.cepola.europa.eu/about/key-documents?pg=1>, Annex to Management Board Decision 17/2022/MB, CEPOL Single Programming Document for 2024-2026, (13 December 2022), p. 5.

¹¹ <https://publications.europa.eu/en/publication-detail/-/publication/c71d1eb2-9a55-11e5-b3b7-01aa75ed71a1/language-en>

Qualtrics®. Through the survey, CEPOL invited 26 Member States¹² and EU institutions to provide their views on training needs relating to the topic.

Data collection took place between 19 December 2022 and 3 February 2023. The material collected consists mostly of quantitative data, complemented by a small portion of text data. In order to analyse the results, data was first transferred from the online survey platform Qualtrics® to Microsoft Excel, and then processed by applying the OTNA methodology-based analysis approach, introduced in detail in the methodology and further explained in the ‘Analysis’ section of this report. Written responses were dealt with manually¹³ and analysed by applying basic text analysis procedures.

This report summarises the outcomes of the survey research and will be used to define CEPOL’s training portfolio on leadership and management as separate skills behind successful law enforcement operations. The report is structured into five main chapters. The executive summary provides an overview and summarises the overall findings of the process. The introductory part lays out the methodological and procedural dimensions of the study and provides an overview of the pool of respondents contributing to this OTNA. The following chapter is the analytical core of the report as it sets out in detail the training needs on the main topics that at least 50% of MS expressed as relevant – in this case, all four topics included in the survey. The second-to-last chapter presents each main topic in detail, and finally, the conclusions chapter summarises the findings of the OTNA process and communicates the key messages for further consideration by the users of this report.

Participants

The data collected through the survey consists of **48 individual answers** from LE agencies in **20 different MS¹⁴**, representing **77 % of EU MS** participating in the CEPOL Regulation. This can be considered a relatively good response rate for a survey. However, sample bias such as national overrepresentation and a lack of homogeneity in the responses may impact the interpretability and validity of the results, meaning that the conclusions drawn from this survey might not reflect the views and needs of the overall European LE community.

The map below (Chart 5) gives an overview of the countries contributing to the process (responding countries are highlighted in blue).

¹² Hereinafter, ‘Member States’ refers to the 26 Member States of the European Union participating in the CEPOL Regulation, i.e. all EU Member States except Denmark.

¹³ Meaning without using any qualitative analysis software.

¹⁴ Responding countries: Austria, Bulgaria, Croatia, Cyprus, Czechia, Estonia, Finland, France, Germany, Italy, Latvia, Luxembourg, Malta, Poland, Portugal, Romania, Slovakia, Slovenia, Spain and Sweden.



Chart 5. Overview of responding countries

In terms of the breakdown and/or balance of responses received from different EU MS, Spanish LE authorities made up the largest group of contributors from one country. Almost 44 % (n=21) of all responses were received from Spain, Romania being the second active contributor (13 %, n=6) to the survey with six individual responses from different LE authorities and departments. Considering the number of potential participants in different countries, Spanish LE professionals are also the largest group of trainees with over 41 %¹⁵ of the total of respondents to the survey, followed by Latvia with 31 %¹⁶ of the reported total. The OTNA methodology is designed in such a way as to balance the responses by calculating the results based on, for example, the statistical median, average values and/or, where there are multiple responses received from one country, considering the highest supply, thus allowing an analysis that can be extrapolated to EU level. Nevertheless, overrepresentation of a national sample may affect the validity of the data, particularly in relation to the volume

¹⁵ Respondents from Spain reported in total 10156 potential participants

¹⁶ Respondents from Latvia reported in total 7700 potential participants

of potential participants. Country-specific contributions and potential regional training needs are reflected in later parts of this report (p. 22 and p. 25).

The majority of responses represent the **police** (73 %), followed by the category of **other relevant bodies** (13 %), **border police/border guard** (10 %), **judicial authorities** (2 %) and **customs** (2 %).

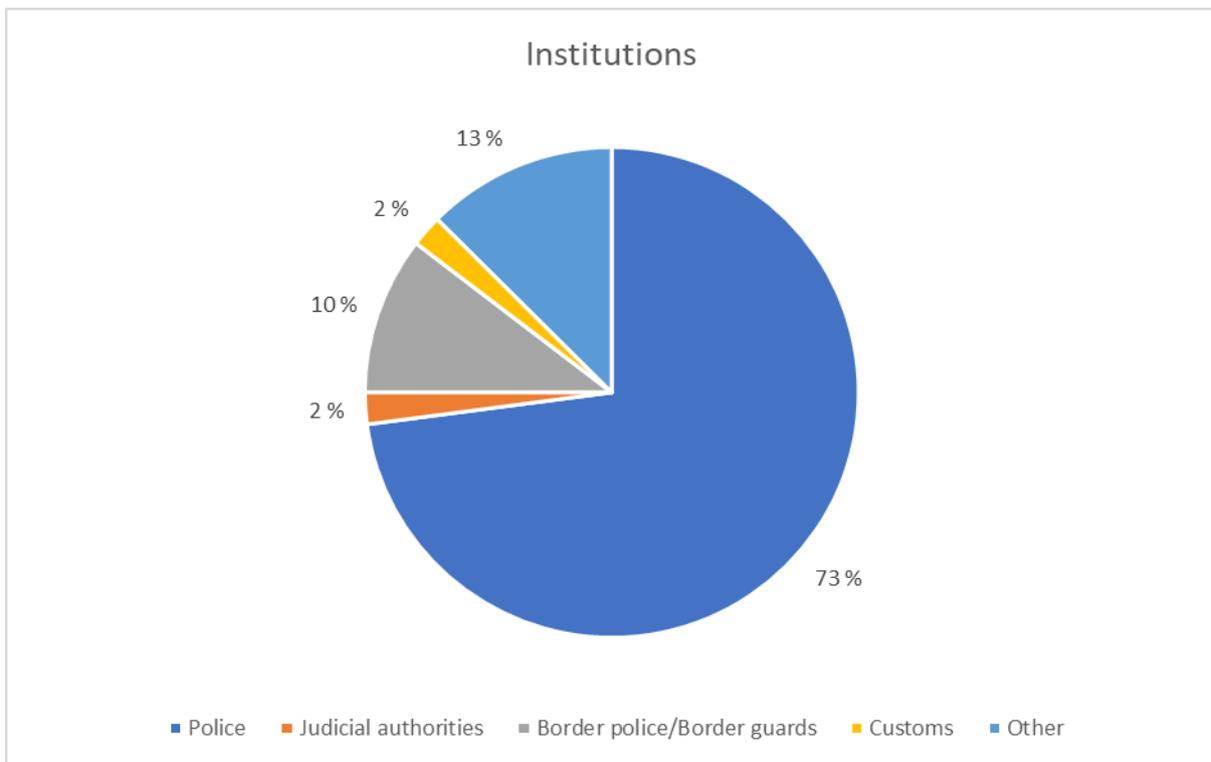


Chart 6. Types of responding institutions

Respondents who indicated that their organisation belonged to the category of others represented, for example, those in the military with a mandate to conduct LE duties among the civilian population, departments or directorates carrying out specific tasks in the area of internal security and/or management development within their authorities, and providers of formal LE education and training in the responding countries.

In the responding countries, reportedly around **35 177** professionals are in leadership positions. However, this figure is based on the respondents’ submissions, and in some cases responses were received from multiple individuals in the same service, potentially multiplying the numbers. In the analysis process, other possible data inaccuracies were also flagged. This means that both the total number of officials in LE service and the number of professionals in leadership positions are estimations and cannot be fully validated. As a general trend, many of the responding MS indicated that approximately 10 % of all LE officials have leadership and/or management responsibilities.

In terms of survey respondents, 75 % (n=36) communicated that they were in a leadership position. 56 % of them (n=20) are senior-level and 44 % (n=16) are middle managers with a variety of different positions and/or ranks¹⁷. Forming over a half of this population, 53 % (n=19) stated they had 10+ years of experience in management and leadership roles. In total, the responding leaders are currently supervising more than 3 548 staff, mostly consisting of operational units and individuals (67 %). The infographic below (Chart 7) summarises the key characteristics of respondents currently in leadership positions.

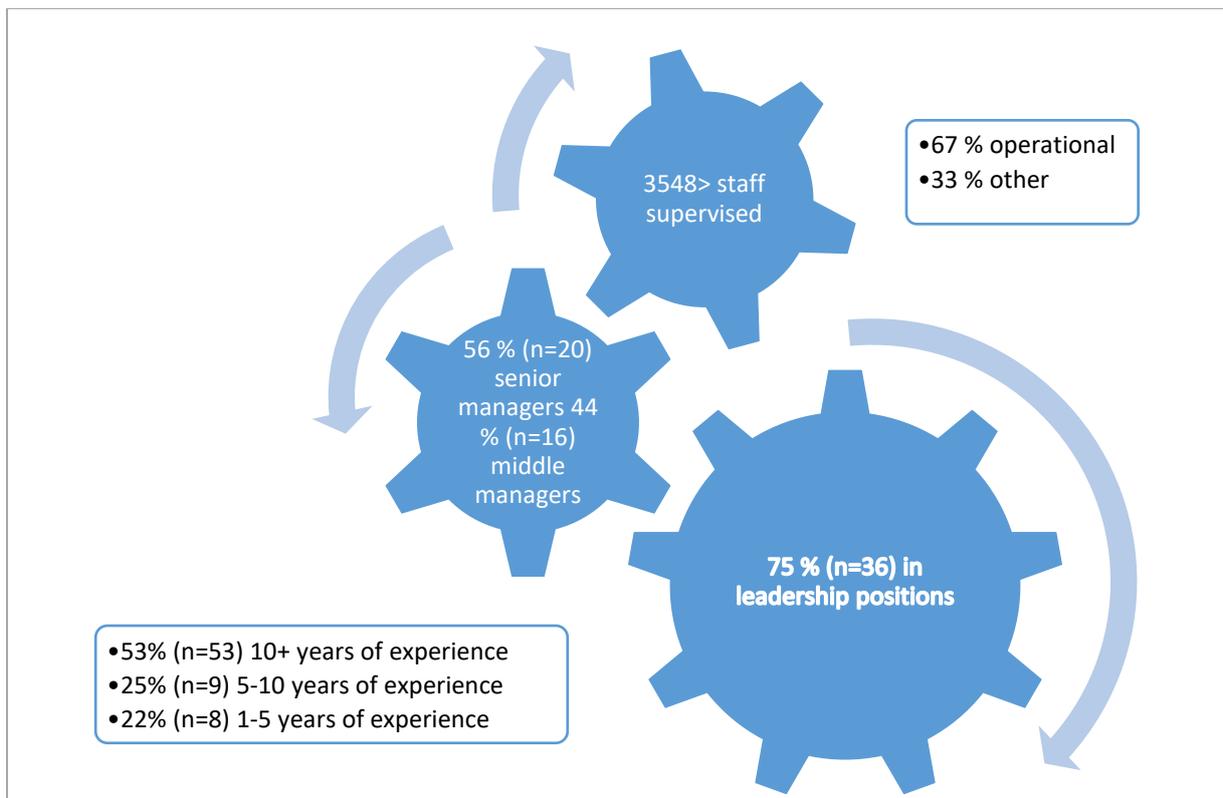


Chart 7. Characteristics of respondents currently in leadership positions

While a good share of the survey respondents are leaders and the majority of responding countries was represented by at least one leader¹⁸, it must be noted that a total of 36

¹⁷ Indicative list of ranks of all respondents – not only managers - in alphabetical order (some of them translated from national languages to English): Captain, Chief Commissioner, Chief Prosecutor, Chief Superintendent, Civil Guard, Colonel, Corporal, Counsellor, Director, Head of Unit, Inspector, Lecturer, Lieutenant, Lieutenant Colonel, Lord High Commissioner, Patrol Commander, Police, Police Captain, Police Commander, Police Commissioner, Principal Commissioner, Principal Lecturer, Senior Police Inspector, Sergeant, Superintendent, Vice Dean

¹⁸ Bulgaria, France, Germany and Sweden were not represented by any respondent in leadership or management position.

individuals does not constitute a sample that is fully representative of the overall population of European LE professionals in leadership and management positions.

Analysis

This chapter presents the core analysis conducted on the topics included in the OTNA survey. The first sections introduce the process and outcomes of analysing the relevance of the main topics and the related subtopics included in the survey, including a list of additional subtopics suggested by the responding MS. The following section concerns the urgency of training, as well as the volume and profiles of potential participants. The last sections of the chapter concern additional training needs and regional, sub-regional and/or national training needs.

Relevance of topics and subtopics

In order to identify which main topics are the most important for the European LE community requiring CEPOL training in 2024-2026, the OTNA questionnaire included a multi-choice question where respondents could select one or more choices from a list of four main topics. When analysing the results, the relevance score of each main topic was calculated by adding up how many MS found the topics relevant. The final relevance rate was then calculated by dividing the sum of MS that found the topic relevant by the number of responding MS. Where several LE agencies submitted answers from the same MS, the responses were consolidated. If more than 50 % of MS found a certain topic relevant, it was considered relevant and was processed for further analysis as per the OTNA methodology. Based on this method, all main topics passed the relevancy threshold, meaning that they were all included in the analysis process for which the results are presented in this report.

Table 1. Relevance rate of main topics

Main topic	Relevance (%)
Leadership and management	95
Executive decision-making during crisis, crisis management, crisis communication (e.g. COVID-19, war in Ukraine etc.)	85
English language (specific language on mediation, negotiation, motivation and leadership)	75
EU funding and EU project management	75

In this survey, only the main topic of leadership and management included subtopics. The questionnaire gave the respondents an option to rate the relevancy of the subtopics and

horizontal aspects by using a five-point Likert scale with the options: not relevant at all; somewhat relevant; relevant; very relevant; and extremely relevant. To analyse the responses, this scale was converted into a numerical scale of 0-1-2-3-4, where 0 represents the minimum value (not relevant at all) and 4 the maximum (extremely relevant). The relevance score of each subtopic was calculated by adding up the responses, except in cases where several authorities from the same MS gave answers, and then calculating an average that was used as the final relevancy level for that particular country. The final relevance rate (percentage) was calculated by dividing the score by the maximum score¹⁹. If the relevance score reached 50% of the maximum score, the subtopic was considered relevant.

The analysis revealed that training needs for most subtopics included under each main topic are considerably high, and that all subtopics with the exception of financial management reached the 50 % threshold, with relatively little difference between the highest and lowest scores. In descending order, Table 2 below shows the relevance rate of the subtopics.

Table 2. Relevance rate of subtopics

Main topic	Subtopic	Relevance (%)
Leadership and management	Leadership through commitment and motivation	77
	Change management	75
	Team management	74
	Team decision-making	71
	Communication	71
	Conflict management	69
	Executive decision-making	68
	Innovation	67
	Project management (any kind of police activity)	62
	Stress management	62
	Partnership building	58
	Evaluation techniques	56
	Diversity and inclusion	56
	<i>Financial management</i>	44
Executive decision-making during crisis, crisis management, crisis communication (e.g. COVID-19, war in Ukraine etc.)	<i>No specific subtopics presented</i>	

¹⁹ The maximum score was identified by multiplying the number of responding MS that found the subtopic relevant with the highest relevancy score (5).

English language (specific language on mediation, negotiation, motivation and leadership)	<i>No specific subtopics presented</i>
EU funding and EU project management	<i>No specific subtopics presented</i>

Urgency and volume of training needs

To better understand the training needs for each main topic, the questionnaire gave the respondents an option of indicating the level of **urgency** for training on topics related to leadership and management and estimating the **number of participants** in the different professional profiles²⁰. A multiple rating matrix with a fixed sum function (facilitating an option to indicate quantities of trainees) was used to collect information on what level of training is needed and how urgently LE officials would need training to improve their current performance. By choosing from a six-point urgency-level scale (most commonly known as Likert scale)²¹, respondents could state whether they thought the training need was: not urgent; somewhat urgent; moderate; urgent; very urgent; or, alternatively, not applicable at all. Urgency in the context of OTNA methodology refers to the criticality of a timely training intervention and its impact on operational performance. In the analysis, responses were converted into a numerical scale from 0-5, where 1 refers to a low need with a minor expected impact on boosting performance, and 5 to a crucial need as a critical response for ensuring the successful performance of duties. The minimum value is 0 because ‘not applicable’ means there are no training needs. Where the same proficiency level was indicated by several LE agencies of the same MS, the highest rate indicated was taken into consideration.

Since CEPOL’s training activities are aimed at law enforcement officials in the 26 EU MS, the number of participants indicated in the responses to the survey is considered to be the number of participants who would need training from the responding MS or EU institutions. In order to estimate the total number of LE officials who would need training in a certain topic at a certain proficiency level, OTNA methodology relies on calculations based on the identified statistical median of the number of trainees.

²⁰ Awareness, Practitioner, Advanced practitioner, Expert and Train-the-trainer; please find a detailed description of proficiency levels in Annex 2.

²¹ A Likert scale is commonly used to measure attitudes, knowledge, perceptions, values, and behavioural changes. A Likert-type scale involves a series of statements that respondents may choose from in order to rate their responses to evaluative questions.

The estimate of the number of participants at EU level is then calculated by multiplying the median by 26 (as per the number of MS²²). In statistics, the median is the value separating the higher half from the lower half of a data set, so it can be considered the middle value. Based on this method of calculation, up to **72 657 individuals** across the MS would need training in leadership and management.²³ This could be seen as a considerably high volume of trainees, considering that in most cases (66 %), the responses given referred to the training needs of organisations, not of countries (see Table 3 below for further details).

Table 3. Relevance, urgency and trainee breakdown across the topics

Main topic	Relevance rate	Urgency rate	Trainees (median)	Trainees (actual)	% of country-level trainees	% of organisation-level trainees
Leadership and management	95	80	24856	8476	18	82
Executive decision-making during crisis, crisis management, crisis communication (e.g. COVID-19, war in Ukraine etc.)	85	67	24180	5506	19	81
English language (specific language on mediation, negotiation, motivation and leadership)	75	71	15561	7999	16	84
EU funding and EU project management	75	65	8060	2592	83	17
Average/total	83	71	72657	24537		

²² All EU MS apart from Denmark.

²³ This figure concerns all four main topics included in the survey.

A basic feature of the median in describing data is that it is not skewed by a small proportion of extremely large or small values, and therefore provides a better representation of a typical value. However, a general limitation of this method of calculation is that it might happen that the ranking of participants differs from the numbers extrapolated to EU level and the actual responses. Without statistically processing the data, the respondents communicated **up to 24 573 potential trainees** on these four main topics related to leadership and management.

Profiles²⁴ and proficiency levels

In addition to calculating the overall urgency rate and number of trainees per each prioritised main topic, training needs and the volume of trainees were analysed for each proficiency level. In terms of trainees, **awareness** and **practitioner** levels formed the main groups of potential training participants.

Table 4. Proficiency levels and number of participants

Proficiency level	Number of participants (median)	Number of participants (actual)
Awareness	37960	5254
Practitioner	15106	4815
Advanced practitioner	6578	8721
Expert	6942	4379
Train-the-trainer	6071	1404
Total	72657	24573

In order to establish a more comprehensive picture of the target groups to be trained, the questionnaire offered the possibility of indicating **professional profiles**²⁵ and the related volumes of LE officials who need training under each main category. Based on the quantitative analysis, **first responders** (22 %) and **judicial investigators** (20 %) make up the biggest professional groups, indicating that these profiles should be provided with the opportunity to be trained first. Nor far behind are **public order officers** (16 %) and **investigators** (12 %), as the second priority. However, again as a methodological limitation²⁶, it must be noted that based on the actual values, as Table 5 below illustrates, the prioritisation of these profiles

²⁴ The interpretation of the profiles might be different across Member States.

²⁵ Profiles presented in the survey included: first responders, public order officers, investigators, intelligence officers, analysts, managers, prosecutors and magistrates, judicial investigators, experts (forensics, IT etc.) and other.

²⁶ As the OTNA methodology relies primarily on calculating based on statistical median.

would be slightly different, and would include the general profile of **managers** rather than primarily including judicial investigators and public order officers.

Table 5. Profiles of potential participants

Category	Number of participants (median)	Number of participants (actual)	Share % of all trainees
First responders	16042	3597	22
Judicial investigators	14625	1089	20
Public order officers	11310	3114	16
Investigators	8918	5761	12
Intelligence officers	4420	2100	6
Analysts	3991	2248	5
Other	3536	198	5
Prosecutors, judges	3315	1174	5
Experts (Forensics, IT etc.)	3302	1255	5
Managers	3198	4033	4
Total	72657	24573	100

Sub-analysis of prioritisation of training needs among responding leaders

In order to draw comparisons, the responses from respondents who reported currently being in leadership positions were extracted from the overall dataset and analysed as a separate segment, further divided into three categories based on the years of leadership experience. Generally, the additional analysis does not suggest any major differences in terms of the relevancy of the topics, but there are more notable differences in the assessment of training urgency. In this case, there are also fewer requests for awareness-level training. Table 6 summarises the comparison of the relevance and urgency of training experienced at different leadership levels, and provides a simple top three ranking of the most selected profiles and the proficiency levels of potential participants.²⁷

Table 6. Overview of training needs and prioritisation by responding leaders

Topic: Leadership and management			
Experience level	Relevance	Urgency	Most selected groups of trainees
1-5 years	Very relevant	Urgent	1.Managers - expert 2.Analysts - practitioner 3.Public order officers - practitioner

²⁷ Differing from the overall OTNA methodology-based analysis, calculations were made by counting each individual response, rather than consolidating the responses at EU MS level.

5-10 years	Very relevant	Moderate	1. Investigators - advanced practitioner 2. First responders - practitioner 3. Managers - advanced practitioner
10+ years	Very relevant	Crucial	1. Investigators - awareness 2. Investigators - practitioner 3. First responders - awareness
Topic: English language			
Experience level	Relevance	Urgency	Most selected groups of trainees
1-5 years	Relevant	Urgent	1. Managers - expert 2. Most profiles - advanced practitioner 3. First responders and Public order officers - practitioner
5-10 years	Relevant	Crucial	1. Investigators - advanced practitioner 2. Managers - advanced practitioner 3. Analysts - advanced practitioner
10+ years	Relevant	Moderate	1. Public order officers - practitioner 2. Investigators - advanced practitioner 3. First responders - practitioner
Topic: Executive decision-making			
Experience level	Relevance	Urgency	Most selected groups of trainees
1-5 years	Relevant	Moderate	1. Public order officers - Practitioner 2. Analysts - Practitioner 3. Investigators and Intelligence officers - advanced practitioner and First responders - practitioner
5-10 years	Relevant	Urgent	1. Investigators - advanced practitioner 2. First responders - practitioner 3. Managers - advanced practitioner
10+ years	Very relevant	Moderate	1. Public order officers - practitioner 2. Managers - awareness 3. First responders and Public order officers - awareness
Topic: EU funding and project management			
Experience level	Relevance	Urgency	Most selected groups of trainees

1-5 years	Relevant	Moderate	1.All profiles - practitioner 2.Analysts and Managers - advanced practitioner 3.Experts (Forensics, IT etc.) - advanced practitioner
5-10 years	Relevant	Crucial	1.Investigators - expert 2.Managers - expert 3.Analysts - expert
10+ years	Relevant	Moderate	1.Managers - awareness 2.Managers - practitioner 3.Managers - advanced practitioner

Trainees per country

Complementing the identification of the total number of trainees per each main topic, actual totals reported by each responding MS were calculated and can be used for further assessments, such as on a regional emphasis on training. While further details are given under the presentation of training dimensions, Table 7 provides an overview of the overall breakdown of training needs in leadership and management topics, based on the total volume of reported participants.

Table 7. Volume of potential trainees per responding country – actual values

Country	No of trainees	Share of all trainees (%)
Spain	10156	41,33
Latvia	7700	31,34
Slovakia	1825	7,43
Romania	1329	5,41
Poland	873	3,55
Czechia	797	3,24
Bulgaria	560	2,28
Estonia	397	1,62
Malta	210	0,85
Finland	198	0,81
Portugal	183	0,74
Austria	113	0,46
France	88	0,36
Luxembourg	81	0,33
Slovenia	50	0,20

Cyprus	10	0,04
Croatia	3	0,01
Germany	N/A	0,00
Italy	N/A	0,00
Sweden	N/A	0,00
Total	24573	100,00

The high volume of potential participants from Spain can be partially explained by multiple individuals responding to the survey and a generally large number of law enforcement officials. While all responses differed from each other in terms of the details provided, some of the needs may potentially overlap. Training needs were divided relatively equally across the different professional profiles and proficiency levels, with most emphasis being placed on training **prosecutors, judges and judicial investigators** at **awareness** level in general leadership and management topics, providing **advanced practitioner**-level English language training for **investigators**, and **expert** training on EU funding and project management for **investigators** working in the structures of Spanish National Police.

In order to further clarify the training demand among Spanish LE authorities and develop a better understanding of how to best address needs (e.g. training format, regional training vs drawing assumptions that a similar demand applies at EU level), one respondent from Spain was invited for interview. Further information re-confirmed training needs amongst prosecutors and judges, although training demand related to high-risk criminal networks seemed to be even more relevant for inclusion as part of the training offered in that area. In Spain, a nationwide harmonisation of activities concerning organised crime investigations is desired. According to the interviewee, the current judicial structure for carrying out organised crime investigations is still set up based on territorial criteria, meaning that judges and prosecutors are also focused on what happens in their area of responsibility. This approach has been found to be problematic when investigating transnational organised crime with high mobility, such as Mobile Organised Crime Groups (MOCG). Despite structural challenges, educational activities for judges and prosecutors, encouraging them to undertake a more international approach when investigating organised crime, could improve the situation. In particular, further knowledge is needed on existing international tools available for organised crime investigations, such as Joint Investigation Teams (JIT) and the European Investigation Order (EIO), as is developing a picture of investigations related to transnational crime and the criminal structures behind it. In order to reach these capacity development goals, residential training would be the optimal approach, gathering judges and prosecutors from different countries, enabling peer learning e.g. through a comparison of the different justice systems in Europe.

Latvia also indicated a notably high number of officials in need of training on different topics in LE leadership and management. Potentially up to 7 700 participants would need training,

which, compared with the reported numbers in service²⁸, makes for a somewhat imbalanced ratio. The reported training needs relate to three out of the four main topics. On the topic of leadership and management, there were potential participants for all proficiency levels and for different professional profiles ranging from **awareness** training for **first responders** to **expert-level managers**. In total, most trainees would need English-language training. This need concerns most of the professional profiles, most commonly at the **advanced practitioner** level, with the exception of **managers** and **experts (forensics, IT, etc.)** who would need more advanced training targeted at **expert-level** professionals. On the topic of executive decision-making during a crisis, there were potential participants at most proficiency levels, but with most references made to awareness, practitioner and advanced practitioner training.

Further training suggestions

Through an open text field, respondents were also able to specify other professionals in need of training and insert the related numbers. Only about 21 % (n=10) of respondents expressed further training needs, and not all of them provided specific suggestions. **Police, border guards** and **judicial authorities** formed the main groups for the further training suggestions that were made. The topics suggested constitute a combination of more traditional areas of leadership and management and areas that relate to coping with continuous change and needs to predict the future. While in most cases, a relatively high urgency was indicated, most of these suggestions were considered to be organisation-level needs and, overall, they concerned a relatively small pool of potential trainees. Chart 8 below compiles the core topics and the related target audiences of suggested further training needs which were considered to be topics relevant to leadership and management in the analysis.

²⁸ The reported number was 5 500, of which 200 are in leadership and management positions.

Police	Border guards	Judicial authorities	Other
<ul style="list-style-type: none"> • Strategic leadership • Trust-based leadership • Change management • Future of law enforcement • Innovation related to police vehicle and equipment • Partnerships and networks 	<ul style="list-style-type: none"> • Integrated communication • Arabic language • Stress awareness • Tactical casualty care 	<ul style="list-style-type: none"> • Mental health and burnout 	<ul style="list-style-type: none"> • Police car innovation • Common economic activities and funding aspects • Deep fake • Disinformation • OSINT

Chart 8. Further training suggestions

Regional training needs

For the first time, the OTNA surveys launched in 2020 were also used for mapping views on regional training needs. On the topics of leadership and management, most of the feedback received concerned regional training needs in eastern parts of Europe, particularly in Romania. These included requests to design training for middle management (no specific area or topic provided), strategic management, leadership in intelligence organisations and specific knowledge on funding opportunities. In central Europe, Baden-Württemberg state in southwestern Germany mentioned the need to build further capacity in terms of dealing with diversity, leading and managing multinational and multicultural teams in today’s LE organisations. Suggestions covering the Nordic countries²⁹ were the topics of human resources management and cross-border cooperation in the spirit of the recent Council recommendation on operational law enforcement cooperation³⁰. The latter topic was also suggested to be extended to cover the Baltic Sea countries³¹.

²⁹ The Nordic Region consists of Denmark, Norway, Sweden, Finland and Iceland, and also the Faroe Islands, Greenland and Åland. However, the mandate of this study is limited to analysing training needs in countries involved in the CEPOL Regulation, meaning all EU MS except Denmark.

³⁰ Available on: <https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32022H0915>

³¹ Not specified by the survey respondent, but as a general definition considered to refer to countries with a shoreline on the Baltic Sea involved in the CEPOL Regulation, namely: Germany, Poland, Lithuania, Latvia, Estonia, Finland and Sweden.

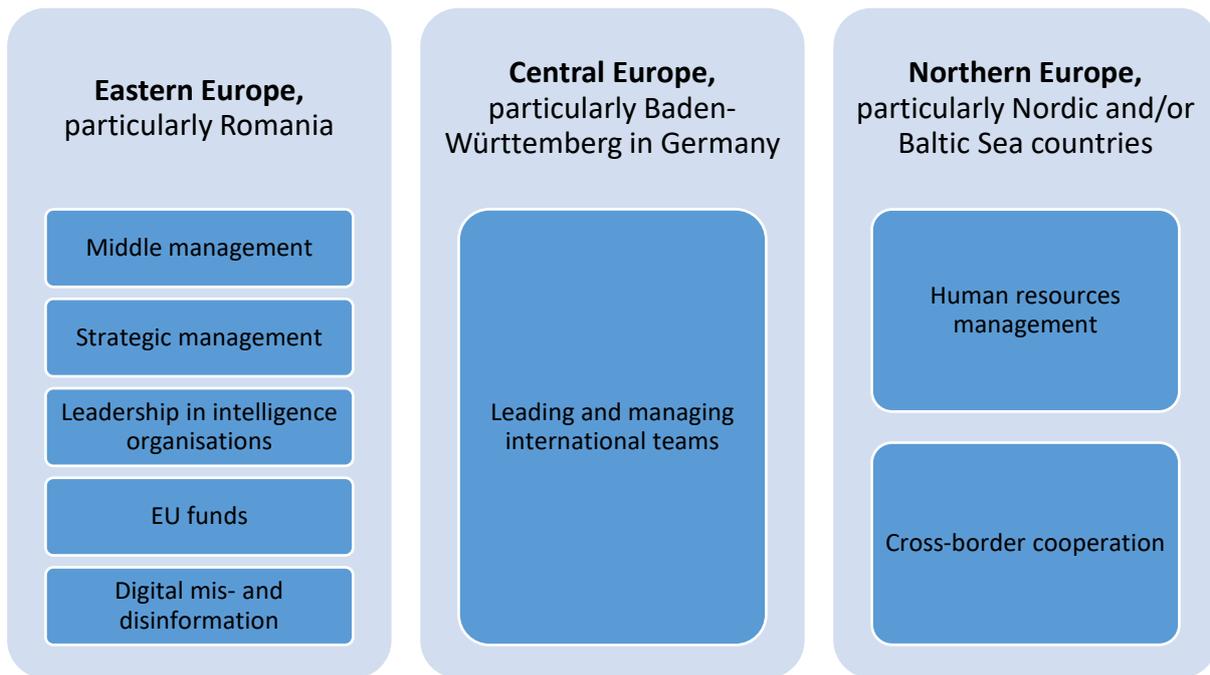


Chart 9. Regional training needs

While it was not suggested as a regional training need, the topic of **EU funding and EU project management**, selected by multiple responding MS, and related training needs in Czechia, was brought up in an interview conducted with a national representative. In general, project and funding management are considered to be a specialist area which is increasingly also required in LE organisations. The current operating model in Czechia is a centralised Project Management Office (PMO) in which a small team of specialised professionals are responsible for the development and management of development projects and programmes. While certain needs arising from this interview (e.g. introduction to relevant EU and other international funds, how to apply or manage them) can be assumed to be needed in other countries as well, in Czechia the desired training model for national capacity building would take a targeted approach, educating pools of specialised experts who could then build capacity further and train others. It was discussed that while the national dimension (e.g. access to and management of national funds) of training on project management remains with each country, in the international field, CEPOL would have a natural role in coordinating relevant project management training for LE professionals.

National or international training

The OTNA questionnaire included a question referring to training on leadership and management available at national level. Representing 65 % of the responding MS, however, only 33 % of all respondents provided information on national training offers, mentioning approximately 50 different training courses or programmes. In most cases (77 %) reference

was made to onsite training and only 6 % of the national training reported was mentioned as being available online³². Primarily, national training reported through the survey is available at advanced practitioner level (37 %), followed by practitioner (25 %) and expert (18 %) levels. Table 8 below summarises the most relevant responses provided.

Table 8. Leadership and management training available at national level

Country	Topic	Proficiency level	Format	Target group
Cyprus	Inspector course (knowledge and managerial skills)	Advanced practitioner	On-site	New Police Inspectors
	Chief Inspector course (knowledge and managerial skills)	Advanced practitioner	On-site	New Chief Inspectors
	Senior Police Officer course (knowledge and managerial skills)	Advanced practitioner	On-site	Senior Officers
Czechia	Soft skills	Practitioner, Advanced practitioner, Expert	On-site	First, mid and top-level leaders
	Hard skills	Practitioner, Advanced practitioner, Expert	On-site	First, mid and top-level leaders
	Master of Public Administration (MPA)	<i>Not provided</i>	On-site	Top-level managers/leaders
Estonia	Development Programme for First level Managers (ESTA)	Awareness	On-site	First-level managers
	Middle Level Managers Succession Programme (KAJA)	Practitioner	On-site	Mid-level managers
	Development Programme for Middle Level Managers (KESTA)	Advanced practitioner	On-site	Mid-level managers
	Development Programme for Middle Level Managers (SIKA)	Advanced practitioner	On-site	Mid-level managers
	Development Programme for First Level Managers (UJAP)	Awareness	On-site	First-level managers
	NEWTON (Development Programme for Top Level Managers (NEWTON))	Expert	On-site	Top-level managers/leaders
	Succession Programme for Top Level Managers	Expert	On-site	Top-level managers/leaders

³² 17% of respondents did not specify the mode of training delivery.

	Coaching (support the leaders)	Expert	On-site	Leaders
Finland	Specialisation studies for police sergeants (extensive practical and fundamental knowledge as well as the skills and theoretical principles necessary for working in specialist and leadership positions in the field of internal security)	Expert	On-site	Officials with minimum of bachelor's degree and work experience as a police
	Leadership (basics to improve leadership skills)	Awareness	Online	All levels
	Master of Policing (wide and in-depth knowledge of policing required in the development of professionalism, and the theoretical knowledge for acting in demanding expert and leadership positions in the field)	Expert	On-site	Police officers aiming to leadership and expert positions (chief inspector, superintendent and above)
France	Crisis management (basics of crisis management process in France and in Europe)	Awareness	Online	Senior officers
	Decision-making (decision-making process in the military)	Advanced practitioner	On-site	Junior and senior officers
	Media training (how to communicate effectively)	Practitioner	On-site	Junior and senior officers
	Change management	Practitioner	On-site	Junior officers
	Exercise of authority	Practitioner	On-site	Junior and senior officers
	Other topics in management science	Practitioner	<i>Not provided</i>	Junior officers
Germany	Successful management (basics in leadership and training basic techniques)	Practitioner	On-site	All levels
	Leadership and support in crisis situations (coping with employees in crisis situations, mental disorders)	Advanced practitioner	On-site	All levels
	Leadership and change (dealing with the impact of social change and megatrends such as reconciliation of work	Advanced practitioner	On-site	All levels

	and family, introduction to change management)			
	Conflict management	Advanced practitioner	On-site	All levels
	Leadership and resilience (strengthen the psychological resilience of leaders)	Advanced practitioner	On-site	All levels
	Leadership and health (health-related topics to leadership)	Advanced practitioner	On-site	All levels
	Employee appraisal (train-the-trainer-concept to successfully conduct an employee appraisal)	Train-the-Trainer	On-site	Leaders
	Project management (basics)	Practitioner	On-site	Leaders and employees
Latvia	Organisational culture, including e.g. personnel management process, functions and main tasks	Practitioner	<i>Not provided</i>	<i>Not provided</i>
	Management and leadership, including e.g. power and authority of the leader, leadership styles and competencies	Advanced practitioner	<i>Not provided</i>	<i>Not provided</i>
	Conflict management, motivation, stress	Advanced practitioner	<i>Not provided</i>	<i>Not provided</i>
	Recruitment, including e.g. defining requirements, attracting candidates, evaluating requirements	Advanced practitioner	<i>Not provided</i>	<i>Not provided</i>
	Team building	<i>Not provided</i>	<i>Not provided</i>	<i>Not provided</i>
	Change management, guided behaviour in a situation of change	Advanced practitioner	<i>Not provided</i>	<i>Not provided</i>
Romania	Public order and national security	Expert	On-site	Mid-level and senior managers
Slovakia	Police management training (basic managerial skills)	Practitioner	On-site	Line managers
Slovenia	Leadership, basic and advanced	Advanced practitioner, Expert	On-site	Leaders of police stations, leaders at regional level
Spain	Economic activities	Awareness	On-site	<i>Not provided</i>

	Leadership	Advanced practitioner	On-site	Officials
	Management	Advanced practitioner	On-line	<i>Not provided</i>
	Develop in crisis	Practitioner	On-site	Officials
Sweden	Leadership training	All levels	On-site	Chiefs and leaders
	Basic leadership training on different subjects (understand and improve the knowledge and understanding in labour law, wage setting, culture and equality, trust-based steering)	<i>Not provided</i>	Online	First management level
	Management supply programmes (to equip and train chiefs on a specific level for the next level and a coming assignment)	All levels	On-site	Chiefs at all levels
	Mentorship (conversation techniques and coaching skills)	Practitioner	On-site	Chiefs at all levels

Overall, the available data is relatively scattered and does not necessarily represent the complete education ecosystem of each responding country. Nevertheless, it still provides a brief picture of some long-term study programmes available for LE professionals serving (or aiming to) in leadership and management positions, as well as thematic in-service and/or other short-term training available in different countries. What did not appear in the survey data but was uncovered in an interview is that Czechia has just recently taken a national-level initiative to establish a whole new law enforcement leadership training programme. While the previous training offering was considered to be somewhat outdated, the new programme, designed based on a comprehensive national-level training needs analysis, is not providing a modernised programme that meets the need of today's law enforcement service in the country.

Training dimensions for main topics

As per the methodology explained in the previous chapter, each of the four main topics was analysed in terms of the relevancy of the subtopics, level of proficiency, potential number of participants per profile, and the urgency of training needs. This chapter presents more detailed training needs related to each main topic. After a summary of the training needs, the first table in each main topic shows the relevance rate of the subtopics in descending order. The second table shows the estimated number of participants per different proficiency level, both those calculated in line with OTNA methodology³³ and, for comparison, the figures communicated by the responding MS, as well as the urgency rate of the training to be delivered.

Leadership and management

The general topic of leadership and management emerged as the most relevant main topic indicated by the MS (relevance 95 %). The need for training on the topic is just on the edge of **urgent** and **crucial** (80 %) at all proficiency levels, and **up to 24 856 trainees** would require training within a year.

Table 9. Relevance rate of subtopics of digital investigations in descending order

Main topic	Subtopic	Relevance (%)
Leadership and management	Leadership through commitment and motivation	77
	Change management	75
	Team management	74
	Team decision-making	71
	Communication	71
	Conflict management	69
	Executive decision-making	68
	Innovation	67
	Project management (any kind of police activity)	62
	Stress management	62
	Partnership building	58
	Evaluation techniques	56
	Diversity and inclusion	56
	Financial management	44

³³ The number of trainees is presented as a figure extrapolated to EU level and calculated based on the statistical median; the related methodology and process is explained further in the 'Analysis' chapter of this report.

While the results indicate the biggest volume of potential trainees being reported for **practitioner**-level training, targeted at **judicial investigators**, this must be critically reviewed as a partial data distortion caused by the OTNA methodology, which relies on identifying the statistical median. In fact, one particular country (namely Spain) indicated high volumes of trainees in multiple categories; the results were based on a country-wide approach, meaning that when that number is multiplied by the number of EU MS, it is likely to distort the overall result. Since 85 % of all responses refer to training needs at organisation-level in different responding countries, in order to identify EU-level training needs, it would be advisable to rely more on the actual numbers of trainees communicated by the responding MS. Interpreting the data with this approach somewhat predictably suggests that **managers** are the priority group, followed by **investigators, first responders, prosecutors and judges**, as well as **judicial investigators**. The specific needs from Spain should perhaps be considered to come under national training needs, which were also mapped as a part of the survey.

Table 10. Profiles and number of potential trainees – leadership and management

Profile	Awareness	Practitioner	Advanced practitioner	Expert	TTT	Median total	Actual total
Judicial investigators	13065	0	130	130	260	13585	1035
First responders	1690	520	260	260	195	2925	1147
Investigators	1430	416	260	260	208	2574	1243
Public order officers	260	338	260	260	130	1248	924
Intelligence officers	130	260	234	130	195	949	513
Analysts	130	260	182	130	130	832	492
Managers	130	195	156	260	130	871	1699
Prosecutors, judges	260	169	91	52	130	702	1042
Experts (Forensics, IT etc.)	130	130	130	130	130	650	341
Other	0	0	0	0	520	520	40
Total	17225	2288	1703	1612	2028	24856	8476

Executive decision-making during crisis, crisis management, crisis communication (e.g. COVID-19, war in Ukraine, etc.)

Executive decision-making during crisis, crisis management and crisis communication (e.g. COVID-19, the war in Ukraine, etc.) is the second most relevant main topic as indicated by the MS (relevance 85 %). With a rate of 67 %, the training need is still to be considered **urgent**, with up to **24 180 professionals** in need of training within a year.

As communicated by the MS, **first responders** represent the majority of professionals in need of training. Although here the difference between the number of median-calculated and actual training participants is also notable, reviewed against the actual values it does not impact the suggested priority order. **Public order officers** form the second group of experts in need of training among the first priority groups, followed by **investigators, analysts** and **intelligence officers**.

Table 11. Profiles and number of potential trainees – Executive decision-making

Profile	Awareness	Practitioner	Advanced practitioner	Expert	TTT	Median total	Actual total
First responders	7800	1807	208	390	260	10465	1037
Public order officers	2600	1664	169	455	130	5018	1008
Investigators	1950	481	260	130	130	2951	995
Analysts	780	390	130	130	169	1599	750
Managers	65	130	130	208	52	585	801
Intelligence officers	780	234	169	78	78	1339	710
Experts (Forensics, IT etc.)	0	832	143	0	104	1079	146
Prosecutors, judges	234	130	130	52	0	546	31
Judicial investigators	0	0	130	130	286	546	26
Other	0	0	52	0	0	52	2
Total	14209	5668	1521	1573	1209	24180	5506

English language (specific language on mediation, negotiation, motivation and leadership)

With an equal score to the topic of EU funding and EU project management, **English language (specific language on mediation, negotiation, motivation and leadership)** was rated as the third relevant main topic, with a 75 % relevance rate. The training need is **urgent** (71 %) and **up to 15 561 individuals** would benefit from receiving training within the next year.

While the need for English-language training divides very equally among the different profiles and proficiency levels, survey findings suggest that **public order officers** at awareness and practitioner levels are the biggest groups of trainees.

Table 12. Profiles and number of potential trainees – English language

Profile	Awareness	Practitioner	Advanced practitioner	Expert	TTT	Median total	Actual total
Public order officers	1430	1352	455	260	260	3757	1050
Investigators	260	754	780	195	260	2249	2226
First responders	780	260	260	260	195	1755	1236
Prosecutors, judges	780	390	52	260	260	1742	78
Other	286	0	26	1300	0	1612	62
Managers	130	689	195	130	130	1274	1091
Experts (Forensics, IT etc.)	104	689	78	130	130	1131	706
Analysts	130	390	130	130	130	910	779
Intelligence officers	130	234	208	130	130	832	758
Judicial investigators	0	0	39	0	260	299	13
Total	4030	4758	2223	2795	1755	15561	7999

EU funding and EU project management

With a rate of 75 %, **EU funding and EU project management** was considered to be as relevant as English training, albeit with slightly less urgency (65 %) attributed to the related training.

However, training in this area is still considered **urgent**, with **up to 8 060 potential participants**.

The survey results suggest the professional group **other** is the primary group in need of training at train-the-trainer and advanced-practitioner levels. More specifically, respondents referred to project officers in LE organisations, counsellors, teachers and/or researchers functioning as project leaders. **Intelligence officers, public order officers** and **investigators** would also need training, but for these profiles the need is mostly for training at awareness and practitioner levels.

Table 13. Profiles and number of potential trainees – EU funding and EU project management

Profile	Awareness	Practitioner	Advanced practitioner	Expert	TTT	Median total	Actual total
Other	156	260	312	234	390	1352	94
Intelligence officers	676	390	91	52	91	1300	119
Public order officers	676	416	91	52	52	1287	132
Investigators	260	338	195	260	91	1144	1297
First responders	260	338	156	52	91	897	177
Analysts	195	260	52	52	91	650	227
Managers	52	156	52	117	91	468	446
Experts (Forensics, IT etc.)	91	130	78	52	91	442	62
Prosecutors, judges	91	65	65	52	52	325	23
Judicial investigators	39	39	39	39	39	195	15
Total	2496	2392	1131	962	1079	8060	2592

Conclusions

The outcomes of the **OTNA on Leadership and Management** show that all main topics are relevant and also notably urgent for LE officials across the EU Member States. Based on the survey results, **Leadership and management**, **Executive decision-making during crisis**, crisis management, crisis communication (e.g. COVID-19, the war in Ukraine, etc.), **English language** (specific language on mediation, negotiation, motivation and leadership) and **EU funding and EU project management** should all be priorities for EU-level training. In that order, they all were regarded as highly relevant training topics, and also urgent in terms of training need. As the first priority, the topic of leadership and management, with all of its subtopics except financial management, should be included in the training design and delivery plan.

Statistical processing of the data suggests that the volume of potential participants extrapolated to EU level could potentially be very high, with **up to 72 657 participants³⁴ across the EU MS**. Since, in some cases, the calculations based on the statistical median and those on actual values suggest somewhat differing results in terms of professional profiles and proficiency levels, in order to further prioritise and identify the final target groups, it would also be advisable to consider the ratio of median-based and actual total values of the trainees, for example. In any case, responding to such a training demand will require innovative approaches and flexible learning solutions, potentially combining CEPOL's already existing training catalogue – designed to help LE officials across the EU to build their managerial skills and increase their foreign language abilities – with complementary efforts.

The new CEPOL strategy 2023-2027³⁵, approved by the MB in November 2022³⁶, sets out the pathway for becoming the EU hub for LE training and providing a concerted and systematic EU approach to training. It also places an emphasis on developing new training formats such as Massive Open Online Courses (MOOC) and extending the training offer to different types of regional training, which could both be applicable approaches in the area of leadership and management training. Developing MOOCs that can reach an unlimited audience and establishing transferable training concepts that can be applied in different regional contexts could be some of the solutions that would facilitate a coordinated response to the high-demand training need.

Considering the new strategy of CEPOL, the OTNA survey was used also for mapping potential regional training needs and providers of LE leadership and management training. For both of these aspects, data was provided to a limited extent, but the training needs indicated certain

³⁴ The numbers presented are based on calculated median values (reported total 24 557). For further details on the calculation methodology, please see the 'Analysis' chapter of this report.

³⁵ <https://www.cepola.europa.eu/documents/annex-management-board-decision-15-2022-mb>

³⁶ <https://www.cepola.europa.eu/newsroom/news/management-board-adopts-new-cepola-strategy>

topics that could be addressed at regional, sub-regional and/or national levels. Some of the topics, such as leadership and management of international teams, could also be considered for additional subtopics or further training suggestions, relevant in today's global environment where employees and colleagues come from different backgrounds and work environments should encourage cultural diversity. Nonetheless, in order to establish a factual overview of regional needs and facilitate a regional training response to MS's own priorities and main threats, further assessment and analysis should be conducted.

Furthermore, while the data received through the survey indicates that LE leadership and management training on topics similar to those identified for EU-level training is available in different EU countries, not enough data is available for establishing a full overview of the available national training and/or assessing reliably where national capacities would not need to be complemented by EU-level training. None of the responses indicated national initiatives on English-language training, and there seems to be an overall demand across the EU. The same applies to the topics of innovation and partnership building, as well as the topic of diversity and inclusion, while certain needs related to all of these were expressed as further training needs or regional training suggestions. Only one respondent indicated the availability of basic training on project management, a topic that gained a considerable number of training requests from different countries.

[EU-STNA 2022-2025](#) has recognised the need to understand the financial opportunities available, the preparation of project proposals and managing externally financed projects. However, a general impression given by the respondents replying about this area is that not much training that particularly serves an LE audience has been made available. Over the past decades, project management has been recognised not only as an area of specialised expertise, but also as an essential function in ensuring that organisations and agencies deliver quality services to the public efficiently and effectively. While professional certification in project management is widely available and a variety of training opportunities certainly exist at national and international levels, whether this constitutes an area for further training investment could be discussed further. If considered relevant, one important aspect could be to promote available tools and methodologies, such as the [European Commission's \(EC\) Official Project Management Methodology \(PM²\)](#) that incorporates elements from globally accepted best-practices, standards and methodologies and aims to improve project management competency in the EU³⁷. The EC's Interoperable Europe Academy, established as a part of the overall initiative to reinforce public sector interoperability policy, offers free online training on PM² Essentials and PM² Agile Essentials for anyone interested in learning and/or adopting an iterative approach to project cycle management, which could also serve at least awareness-level training needs. While generalist knowledge on project management is continuously increasing and LE professionals in different capacities are simultaneously

³⁷ Available on: <https://www.pm2alliance.eu/what-is-pm2/>

acting as project managers or leaders, rather than providing project management fundamentals to a wide audience, EU-level training in this area could potentially be more targeted towards those who already have a certain professional capacity and/or are acting as project officers, managers and leaders. Individuals and organisations would also benefit from receiving information in a timely manner and developing knowledge and skills on EU financial instruments, such as the Internal Security Fund (ISF)³⁸ and Horizon Europe³⁹, from where LE agencies can obtain funding for research, development and innovation (RDI) projects.

Overall, the OTNA results confirm the already recognised importance of maintaining leadership training as one of the strategic training priorities to promote knowledge of available EU tools such as the [European Multidisciplinary Platform Against Criminal Threats \(EMPACT\)](#), the [European Travel Information and Authorisation System \(ETIAS\)](#), the [Entry/Exit System \(EES\)](#) and [the system for Passenger Name Record data \(PNR\)](#). Altogether, these support coordination, cooperation and information exchange, as well as the advanced development of a common European culture.

Lastly, some respondents contributing to the OTNA process made a note about the importance of incorporating and mainstreaming future thinking and strategic foresight aspects in LE leadership and management training. While, for example, the [International Criminal Police Organization's \(INTERPOL\) Innovation Centre](#) has launched a major initiative to shape the future of policing⁴⁰ and, motivated by the recent global health pandemic, CEPOL has worked on the lessons that can provide insights into a potential paradigmatic shift in policing, keeping up-to-date on the rapidly changing LE environment trends and transformations will be central for those in leadership and management roles. LE must continue to become more future-sensitive, and EU-level training of leaders and managers in the field holds a key position in supporting this transformation.

³⁸ Available on: https://commission.europa.eu/funding-tenders/find-funding/eu-funding-programmes/internal-security-fund_en

³⁹ Available on: https://home-affairs.ec.europa.eu/policies/internal-security/innovation-and-security-research_en

⁴⁰ <https://www.interpol.int/How-we-work/Innovation/Future-of-policing>

Annex 1. EU-STNA Chapter on Leadership and Management

Management and leadership training for law enforcement officials has long been on the agenda; therefore, CEPOL has already introduced a broad offer of onsite and online resources. Besides the improvement of leadership and managerial skills, sharing best practices on the reorganisation of law enforcement work and operations as a result of the pandemic would be appreciated. Furthermore, as several experts indicated, law enforcement leaders need awareness-raising training in areas that are less in the focus of everyday investigations, such as zero tolerance of the non-respect of fundamental rights and better allocation of resources within the organisation.

The main language of international law enforcement cooperation is English. Although training is provided at national level in all Member States and English competence in law enforcement is improving, **English-language** courses are still in demand for enhancing participants' general language skills and their knowledge of specific law enforcement terminology.

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As identified by the EU-STNA desk research, capability challenges in the area of **emergencies requiring a law enforcement response** are related to the rapidly changing environment and crime patterns. The refugee crisis of 2015 exposed weaknesses and gaps in EU and national crisis management systems as well as a lack of capacity and available tools in the Member States most under pressure. The outbreak of COVID-19 was another example of a sudden change not only in the *modi operandi* of criminals but also in the work patterns of law enforcement agencies. The implications that pandemics and public health emergencies can have on policing should be assessed and acknowledged. The upcoming economic recession will generate further emergencies in Member States, for which law enforcement should be prepared. Tackling these challenges requires an integrated and coordinated law enforcement approach at national and international level.

There is a need to build capacities for the prevention or early detection of emergency situations and for adequate rapid response to crises. Therefore, it is important to provide training on EU crisis management, including the role of agencies and Member State law enforcement authorities, and on inter-agency cooperation, preferably as joint courses across EU institutions and agencies. First responders would benefit from sharing best practices from fellow organisations and colleagues on how to react to crisis situations.

The need to understand the financial opportunities provided to law enforcement authorities by the EU arose during the desk research and was brought up in some of the expert group discussions. In this respect, training should focus on the **EU funding opportunities** available to law enforcement, the preparation of project proposals and EU project management.

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List of identified and prioritised training needs

The following list shows Member States' priorities in other thematic areas where training for law enforcement is needed.

	Other thematic areas
1	Leadership and management
2	English language
3	Public order
4	Emergencies requiring law enforcement response
5	EU funding and EU project management
6	Core international crimes
7	Stress management, conflict management and communication
8	Disaster victim identification
9	Training of service dog handlers

Annex 2. Proficiency levels

	Level 1 – Awareness	Level 2- Practitioner	Level 3 – Advanced Practitioner	Level 4 - Expert	Level 5 – Train-the-trainer
Definition	Refers to those who only need an insight into the particular topic, they do not need specific skills, competences and knowledge to perform the particular tasks, however require general information in order to be able efficiently support the practitioners working in that particular field.	Refers to those who independently perform their everyday standard duties in the area of the particular topic.	Has increased knowledge, skills and competences in the particular topic because of the extended experience, or specific function, i.e. team/unit leader.	Has additional competences, highly specialised knowledge and skills. Is at the forefront of knowledge in the particular topic.	Officials who are to be used as trainers for staff
Description	Has a general factual and theoretical understanding of what the topic is about, understands basic concepts, principles, facts and processes, and is familiar with the terminology and standard predictable situations. Taking responsibility for his/her contribution to the performance of practitioners in the particular field.	Has a good working knowledge of the topic, is able to apply the knowledge in the daily work, and does not require any specific guidance in standard situations. Has knowledge about possible situation deviations and can practically apply necessary skills. Can assist in the solution development for abstract problems. Is aware of the boundaries of his/her knowledge and skills, is motivated to develop self-performance.	Has broad and in-depth knowledge, skills and competences involving a critical understanding of theories and principles. Is able to operate in conditions of uncertainty, manage extraordinary situations and special cases independently, solve complex and unpredictable problems, direct work of others. Is able to share his/her knowledge with and provide guidance to less experienced colleagues. Is able to debate the issue with a sceptical colleague, countering sophisticated denialist talking points and arguments for inaction.	Has extensive knowledge, skills and competences, is able to link the processes to other competency areas and assess the interface in whole. Is able to provide tailored advice with valid argumentation. Is able to innovate, develop new procedures and integrate knowledge from different fields. Is (fully or partially) responsible for policy development and strategic performance in the particular area.	Has knowledge and skills to organise training and appropriate learning environment using modern adult training methods and blended learning techniques. Is familiar with and can apply different theories, factors and processes of learning in challenging situations. Experienced with different methods and techniques of learning. Can prepare and conduct at least one theoretical and one practical training session for law enforcement officials.
EQF equivalent	EQF Level 3-4	EQF Level 5	EQF Level 6	EQF Level 7	n/a
EQF levels – Descriptors defining levels in the European Qualifications Framework, more information is available at https://europa.eu/europass/en/description-eight-efq-levels					

Annex 3. Urgency levels

Urgency in the context of this questionnaire refers to the criticality of training being delivered in a certain timeframe and its impact on operational performance.

Urgency scale level	1	2	3	4	5
Training need is	Low	Secondary	Moderate	Urgent	Crucial
Training impact	Training plays a minor role in boosting performance ; it would refresh knowledge; officers could benefit from training; however, it is not essential.	It would be useful if the training were delivered; however, the need is not urgent. Training can be delivered in (predictable) 2-3 years' time; it is needed to stay up-to-date.	It would be advantageous to receive training within a year; it would improve performance, but not significantly.	Training is essential; it is necessary that it be delivered within a year; it is important for qualitative performance.	Training is critical; it is necessary as soon as possible; it is crucial for the successful performance of duties.

Operational Training Needs Analysis Leadership and Management