

2025

in brief

Stay ahead of crime



2025 key figures

Key figures

Training
activities delivered

464

Participants
trained

33 050

Overall
satisfaction rate

97%

Strengthening law enforcement across Europe



45 activities

on cybercrime



103 activities

on serious and organised crime



19 activities

on counter-terrorism



46 activities

on cross-border law enforcement
cooperation, information exchange
and interoperability



18 activities

on fundamental rights
protection



38 activities

on other topics

Expanding learning and exchange opportunities in the EU and beyond



190 onsite activities



274 online activities



**175 exchanges,
study visits and mentoring**

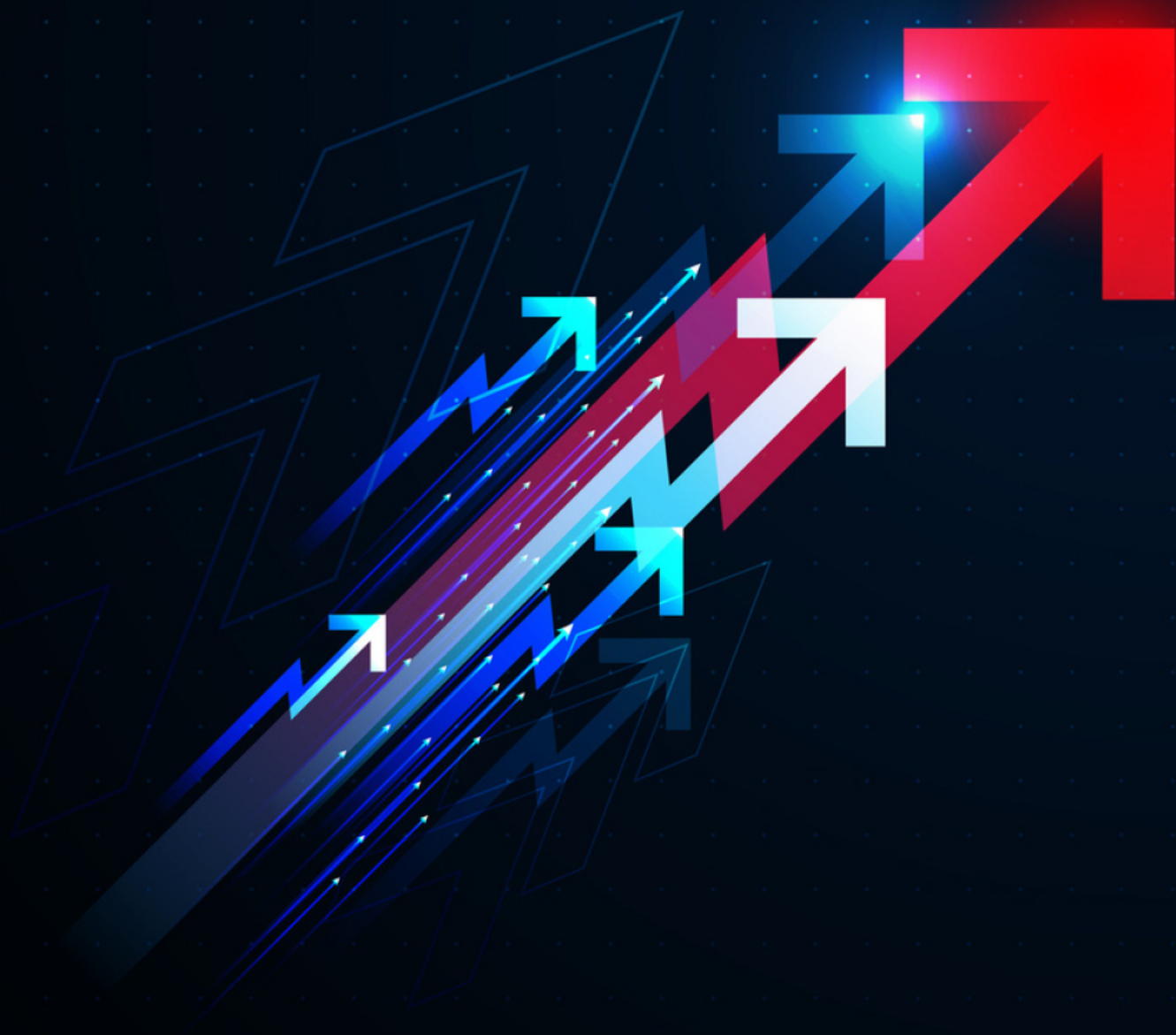
Building partnerships beyond EU borders



More than 3 000 officials

trained in 195 activities delivered by our capacity-building
projects in the EU's neighbourhood region

Accomplishments of the year



Enhancing capabilities related to EMPACT and serious crime investigations

In 2025, CEPOL's training delivery focused on **building core capabilities related to the European Multidisciplinary Platform Against Criminal Threats (EMPACT)** and serious crime investigations. **Train-the-trainer activities** enhanced both technical skills and strategic knowledge-sharing among law enforcement professionals.

In preparation for the 2026–2029 EMPACT cycle, CEPOL continued to take the lead in coordinating capacity-building efforts, a role positively welcomed by the Council and the European Commission. The agency offered a robust training package on the EMPACT mechanism, **facilitating collaboration** among key stakeholders. The **Drivers and Coordinators workshop** for the new cycle was implemented in July 2025 with takeaways published as a Council document (12374/25). Another notable achievement in November 2025 was the organisation for the first time of a dedicated **workshop for National EMPACT Coordinators**.

Total nr activities

103



Total nr participants

12 745

CEPOL is the training backbone of the EMPACT mechanism

In 2025 the agency delivered more than 100 onsite and online training activities focused on the fight against serious and organised crime to more than 12 700 participants. The EMPACT crime portfolio addressed diverse crime areas. Furthermore, geopolitical developments, including the impact of the war in Ukraine, were also integrated into relevant training modules.

Total nr activities **Total nr participants**

70 **1379**

In 2025, CEPOL delivered **70 EMPACT-related activities** to almost 1 400 participants in partner countries through its **international cooperation projects**.



EUROMED Police

Enhancing institutional capacity in the EU South Neighbourhood countries to fight organised crime

EUROMED Police implemented activities on cybercrime, money laundering, HRCN, migrant smuggling, THB, document fraud, environmental crime and drug trafficking. Also, the project kicked off the EMPACT Thematic Working Group on cyber-crime and Migrant smuggling/THB.

TOPCOP

Strengthening strategic and operational cooperation in the Eastern Partnership countries to fight against organised crime

TOPCOP focused on migrant smuggling, THB, firearms trafficking, and currency counterfeiting. The project further developed a comprehensive Handbook on Joint Action Days, providing a structured framework for cross-border EMPACT operations and supporting EaP and WB stakeholders engaging in JADs.

WB PaCT

Enhancing the capacity of the Western Balkans' authorities to fight organised crime and terrorism

WB PaCT, jointly with Europol, organised awareness meetings on EMPACT in Albania, Montenegro and North Macedonia. It also delivered training on drug trafficking and HRCN, a conference on environmental crime, and train-the-trainer activities on financial crime, migrant smuggling, drug trafficking, HRCN, and cybercrime.

EU4SEC Moldova

Strengthening law enforcement capacity for the benefit of Moldovan citizens

EU4SEC Moldova worked on capacity building in the field of firearms trafficking, and cybercrime. The project established a fully equipped cyber lab, providing Moldova's law enforcement authorities with modern digital forensic capabilities. The new infrastructure accelerated evidence processing, improved the quality of forensic examinations, and strengthened the investigation of cyber-enabled and technology-facilitated crime.



In October 2025, CEPOL's capacity building projects co-organised in Croatia the **Industry Days on technological solutions for cross-border crime**, together with **Frontex**, the EU Border and Coast Guard Agency, and in cooperation with **EMPACT Firearms**. The event promoted capacity building and operational cooperation between law enforcement services, the EMPACT community and industry stakeholders, fostering dialogue on innovative tools and emerging technologies.

Cybercrime

Given that **cybercrime** is one of the fastest-evolving and expanding areas of serious and organised transnational crime, CEPOL continued offering a robust cyber training portfolio, fully aligned with EMPACT priorities and addressing major challenges related to child sexual exploitation, online fraud schemes, and cyber-attacks. More than 6 400 professionals attended 45 onsite and online activities in the area of cybercrime.

Total nr activities

45



Total nr participants

6 424

Blended learning

CEPOL's complex **blended learning programmes** combined webinars, online content, and in-person components. In May, CEPOL concluded a course on **behaviour analysis in the context of migrant smuggling** while in June, the 2025 edition of CEPOL's flagship blended learning programme on **trafficking in human beings (THB) in the digital age** was organised for the first time at the agency's new headquarters in Budapest..

The agency launched the **Intellectual Property Rights – counterfeiting and piracy** and the **Digital Forensic Investigator Training** as **formal learning programmes**. Similarly, **Illicit Laboratory dismantling** was developed as a learning programme.



The **Operational Intelligence Analysis Training – Advanced** course, jointly developed with Europol, was delivered in The Hague in October. The **train-the-trainer programme** on the same topic was delivered for the first time in Budapest in December, providing participants with **micro-credentials** (4 ECTS), and marking an important step in the development of recognised, innovative learning pathways for law enforcement professionals at EU level.

Core training priorities

in our 2025 portfolio

Fundamental rights protection

Total nr activities

18



Total nr participants

1 161

Fundamental rights training is a core priority embedded across all CEPOL training activities. To ensure this, the agency developed a **practical toolkit** for mainstreaming fundamental rights in law enforcement training. The toolkit reflects the principles and obligations across all fundamental rights domains.

Among others, **a series of webinars** addressed contemporary forms of antisemitism, focusing on crime trends and real-life case studies from many European countries. To better equip law enforcement officials to deal with stressors and traumatic events in the context of their work, CEPOL organised a dedicated webinar session. Onsite courses focused on tools for **victim protection, recognition of victims' rights**, and lesser-known support mechanisms available to victims, as well as **combatting hate crime**.

Activities addressed the recommendations of the European Parliament's Committee on Civil Liberties, Justice and Home Affairs (LIBE).

Countering terrorism and radicalisation

Total nr activities

19



Total nr participants

2 260

In the area of **counter-terrorism**, activities focused on strategies to combat the spread of fake news and disinformation which fuel extremist ideologies. Specific attention was placed on the online detection and **prevention of radicalisation**, the presence of extremist content in public spaces, and supporting the disengagement process from extremist groups.

Disrupting terrorist financing was another key priority, while training sessions also covered the effective management of CBRN (Chemical, Biological, Radiological, and Nuclear) threats and the protection of critical infrastructure.



Cross-border law enforcement cooperation, information exchange and interoperability

Total nr activities

46



Total nr participants

4 606

Training activities on **Cross-border law enforcement cooperation, information exchange and interoperability** of large-scale IT systems in the field of internal security continued to support efforts to combat cross-border crime more effectively.

For the first time the **Schengen Evaluation course** was accredited with micro-credentials by **WSB Wrocław University, faculty in Opole**. This flagship blended learning activity was hosted in Sofia in June 2025. After successfully passing their final exam, participants were certified and appointed to the pool of experts, receiving the Schengen Evaluator's Certificate from the European Commission.

Training on SIRENE included both basic and advanced activities. The SIRENE basic training was so successful and sought after that it was repeated in September-October.

A range of online learning resources supported awareness and practical knowledge of systems and instruments.





Train-the-trainer activities

Cascading effect

Total nr activities

7



Total nr participants

≈ 170

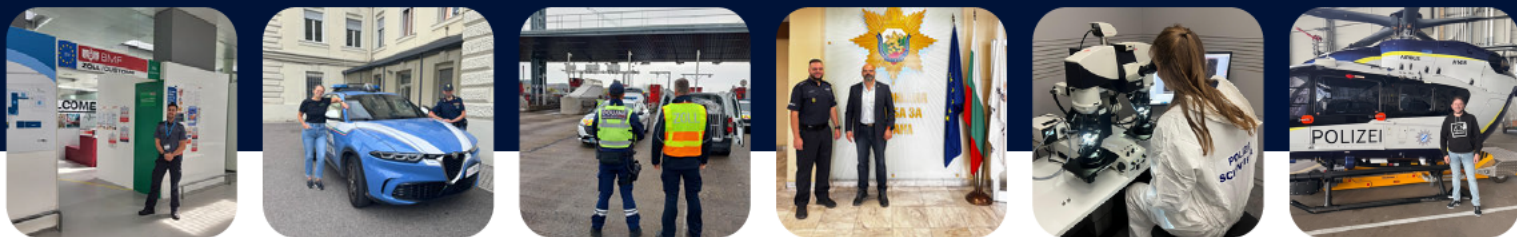
An important element that strengthens and complements the blended learning model is **cascading**. While CEPOL can only train a limited number of law enforcement officials every year, it relies on them to become 'ambassadors' in their home countries, as they can share the knowledge gained with their counterparts at national level. **Train-the-trainer activities** play a key role, as they prepare law enforcement officials specialised in training to cascade their knowledge and help maximise its impact. To this end, in 2025 CEPOL delivered 7 train-the-trainer activities to approximately 170 participants.

The agency agreement with the European Cybercrime Training and Education Group (ECTEG) and the European Commission's Joint Research Centre (JRC) supported **advanced lawful decryption training activities at national level**. The first cycle of CEPOL-supported activities was delivered in the Netherlands, the Czech Republic, Finland, Portugal, and Romania. In total, six national courses were organised in 2025. Participants were prepared for the national courses through the eDecrypt advanced module on the LEEed platform, and the agency provided a state-of-the-art technical solution with a live connection to the Joint Research Centre servers, enabling hands-on training in realistic operational conditions.

Addressing emerging training needs



Following the successful pilot in 2024, in 2025 CEPOL launched a call to receive proposals for **training activities addressing emerging needs**. Via this initiative, the agency delivered **three additional onsite courses**: Hybrid Threats, Maximise the Use of AI tools-Europol Tool Repository, and Pan-European Football Security. Furthermore, **42 webinars** were delivered on emerging crime trends and new investigative and operative solutions.



CEPOL Exchange Programme

advancing a common EU law enforcement culture

CEPOL Exchange fulfils one of CEPOL's key objectives – developing a common European law enforcement culture. It is a **two-way cross-border programme** allowing selected officials from another country to be hosted by different law enforcement institutions, giving them the chance to exchange insights and good practices face-to-face, build trust, initiate cooperation projects, and foster deep and long-lasting learning and networking opportunities.

While CEPOL designed training programmes in line with emerging criminal challenges and available operational solutions, participation in the CEPOL Exchange Programme offered a **different, complementary learning opportunity**. Rather than following a predefined curriculum, law enforcement officials taking part in the exchange were able to shape their own personalised professional development agenda, focusing on specific operational needs, priorities, and areas of expertise relevant to their professional roles.

Total nr exchanges



175

Following the successful practice established since 2023, **cascading** at EU level was an integral part of post-exchange activities also in 2025. This way law enforcement officials had the opportunity to learn best practices from the experience of participants in the CEPOL Exchange Programme, including the delivery of more than 25 online sessions known as **CEPOL Exchange-bites**. Exchange-bites are recorded and available in **CEPOL's Law Enforcement Education Platform**, as a self-paced learning resource.



Impactful law enforcement cooperation beyond EU borders

Strengthening regional networks to fight organised crime and terrorism

The Agency's five flagship projects (CT INFLOW, EUROMED Police, WB PaCT, TOPCOP and EU4SEC Moldova), continued to deliver strategic added value in 2025, helping to reinforce the EU's external security dimension and promote coherent standards beyond the Union. They strengthened operational capacities and professional networks while fostering alignment with EU priorities, including EMPACT and SOCTA. The projects also enhanced sustainable training structures in partner countries through accredited train-the-trainer models, strategic analysis support and cross-regional cooperation mechanisms. In addition, CEPOL started the development of the THEMIS programme, in full cooperation with European Commission services.

TOPCOP | CT INFLOW | EUROMED Police | WB PaCT | EU4SEC Moldova

Total nr activities

195

Total nr participants

3 138

In May 2025, law enforcement professionals from the EU, the Western Balkans, the Eastern Partnership, and the Southern Neighbourhood gathered in Budapest to launch the 2025 cycle of CEPOL's **International Cooperation Mentoring Programme** – an initiative aiming to strengthen cross-border cooperation and build long-term professional ties to tackle shared security challenges.

Newly selected EU mentors and mentees from partner countries met in person for the first time, united by a shared commitment to law enforcement excellence and cross-border cooperation. The programme promotes practical collaboration and the idea that law enforcement is a family – one that thrives on trust and shared experience.



TOPCOP

In the Eastern Partnership region, **TOPCOP** strengthened operational capacity through accredited train-the-trainer programmes on OSINT and migrant smuggling, embedding sustainable expertise within national training systems. As a methodological innovation, the project introduced a **Capture The Flag (CTF) platform** within the OSINT curriculum, enhancing practical skills through immersive, scenario-based exercises.

Strategic integration with EMPACT was reinforced through a joint EMPACT Support Network workshop with WB PaCT, contributing to the development of regional guidelines for external-dimension participants. The project further developed a comprehensive Handbook on Joint Action Days (JADs), providing a structured framework for planning, implementation and reporting of cross-border EMPACT operations and supporting EaP and WB stakeholders engaging in JADs.



EU4SEC Moldova

In Moldova, **EU4SEC** achieved several significant milestones. The development of the **cyber lab, officially inaugurated in January 2025**, resulted in measurable improvements in digital evidence processing and analytical capacity. The first OTNA, conducted using CEPOL methodology, was integrated into Moldova's Ministry of Internal Affairs (MIA) national procedures, providing a base for priority-setting and enhancing strategic training planning.

The **National Firearms Focal Point (NFFP)** was strengthened notably through the alignment of its regulatory framework with EU standards and the incorporation of project-supported legislative recommendations into the national legal package.

A dedicated train-the-trainer programme was nationally accredited, creating a formal and sustainable pathway for developing a qualified network of law enforcement trainers. Furthermore, the handover of the **national tenancy of the CEPOL LEEd platform** to the MIA marked a key institutional milestone, embedding digital learning within the national training architecture and reinforcing long-term sustainability in line with EU policy alignment commitments.



CT INFLOW

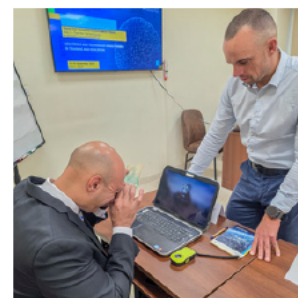
In the MENA+ region, **CT INFLOW**, as a global facility, strengthened operational trust and institutional cooperation through onsite confidence-building workshops in partner countries, **supporting project outreach to Egypt, Iraq and Kenya**. These engagements enhanced inter-agency coordination and promoted EU counter-terrorism standards. For the first time, a joint MENA–Western Balkans training created a structured bridge between regions, reinforcing cross-regional cooperation.

The **EMISA network** was further expanded, consolidating multidisciplinary expertise and strategic direction. Judicial mock trials strengthened cooperation between investigators, prosecutors and the judiciary, while exchange and mentoring visits initiated sustained professional networking and operational dialogue.



EUROMED Police

EUROMED Police reinforced high-level strategic dialogue through the **Strategic Cooperation Forum** at Europol. Back-to-back, the Heads of Law Enforcement Training Institutes Meeting played a pivotal role in shaping future-oriented capacity building.



EMPACT engagement with partner countries deepened through the establishment of **Thematic Working Groups** on key priority areas, triggering targeted capacity building actions and enhancing cooperation with EMPACT actors and JHA agencies. Additionally, the EU–MENA Expert Workshop on Serious and Organised Crime further supported operational alignment between EU Member States and MENA partners on priority areas within the EMPACT Framework. National, regional and **train-the-trainer courses** on drug trafficking, THB and migrant smuggling strengthened institutional cascading and operational responses in line with EU practices



WB PaCT

In the Western Balkans region, **WB PaCT** strengthened operational capacity through accredited train-the-trainer programmes. The **accredited courses awarded micro-credentials** and ensured sustainable national expertise by integrating curricula into beneficiary training plans and enabling cascading within national training systems. Multiplication sessions delivered by project-trained trainers further institutionalised EU practices. Regional courses addressed emerging priorities. National training on firearms trafficking and CT Prevent complemented these efforts. Strategic integration with EMPACT was reinforced through workshops and national EMPACT Awareness Meetings organised with Europol.

Participation in **EUCrimACon and a Strategic Analysis Workshop** with Europol strengthened alignment of WB SOCTAs with EU methodology and EMPACT 2026–2029 priorities, reinforcing integration into the EU security framework.

Supporting the **EU-WB Joint Action Plan on Counter Terrorism**, the CTSN workshop series was launched aiming to strengthen the capacity of beneficiary services to develop CT threat assessment in line with EU standards.

Building on the activities implemented in the Western Balkans in the fight against organised crime and terrorism, in April 2025 WB PaCT launched the first **accredited CEPOL training** in collaboration with **Ludovika University of Public Service (LUPS)** in Hungary. Accredited training enhances recognition, providing law enforcement professionals with high-quality, standardised education.



This pilot programme was an initiative to strengthen the capacities of law enforcement services in key non-EU partner countries by participating in train-the-trainer courses, thus developing a sustainable, long-term impact by creating a network of trainers who will be able to cascade the knowledge they gained at a regional level.

CEPOL Research and Science Conference

The **CEPOL Research and Science Conference 2024/2025**, organised in cooperation with the **Economic and Financial Police School of the Italian Guardia di Finanza**, took place on 25-27 March in Ostia, Rome, gathering 360 participants.

Under the topic of **"Tackling the World of High-Risk Criminal Networks"**, researchers and scholars from Europe and beyond had the opportunity to engage with trainers, educators, and practitioners.



This high-level event was opened by the **EU Commissioner for Internal Affairs and Migration, Magnus Brunner**, and the **Chair of the European Parliament's Committee on Civil Liberties, Justice and Home Affairs (LIBE), Javier Zarzalejos**.

The conference underscored the critical importance of sustained international collaboration and multi-level governance in the **fight against high-risk criminal networks (HRCN)**. Participants highlighted strategic directions regarding digital transformation, geopolitical shifts, and evolving criminal profiles, and stressed that meaningful progress hinges on multi-sector dialogues, research investment, and the effective use of technology to **bridge the gap between theory and practice**.

Don't miss the highlights video



Check the photo gallery



EU Strategic Training Needs Assessment and other analytical products enhance CEPOL's offer

The **European Union Strategic Training Needs Assessment (EU-STNA)** and the outcomes of its mid-term review, together with the results stemming from the new EU-STNA in progress, remained a vital instrument for identifying training priorities.

The **EU-STNA 2026-2029** was launched in December 2024. In the first half of 2025 CEPOL conducted a desk research of around **200 documents** and organised **22 focus group meetings** with the involvement of **212 experts** to identify strategic and EU-level training needs of EU law enforcement for the next EMPACT cycle. The ProtectEU Strategy, SOCTA and the Council conclusions on crime priorities were captured accordingly. CEPOL also consulted other law enforcement professional networks and organisations to complement the list of training needs. Following the deliverables from the focus groups, the list of training priorities was prepared and ranked by Member States.

In September, the list of training priorities was finalised, and cross-checked with training providers to identify gaps and overlaps in EU-level training for law enforcement. In December 2025 the final draft report was ready for a last round of consultations and approvals ahead of its publication in 2026.

During the first quarter of the year CEPOL published **Operational Training Needs Analyses (OTNAs)** in various areas: **Criminal finances, money laundering and asset recovery, Migrant smuggling, and Trafficking in human beings**, while in September 2025 an assessment of **regional training needs** was published. CEPOL also proceeded with the outcomes of the analyses of two new OTNAs to explore operational level training needs in **Child sexual exploitation** (published in December 2025) and in **Cross-border cooperation, information exchange and Interoperability**, planned to be published in January 2026. In September 2025, CEPOL launched two new OTNAs for 2027, focusing on Fundamental rights and Drug trafficking.

Additional highlights from 2025

Training Portfolio Development

The Task Force on Portfolio Development – comprising representatives from Member States, the European Commission, and partner EU JHA agencies – met several times throughout the year for the development of the 2026 training portfolio.

Promoting recognition of training

CEPOL advanced this core task through **two pilot initiatives**. It developed a proof of concept of a **Sectoral Qualifications Framework (SQF)** on cross-border operational cooperation. It also developed a common curriculum on this topic. In addition, CEPOL launched a pilot for an **accreditation-based model to provide micro-credentials** for its training activities. The pilot included training activities for EU and third country capacity building participants. For the EU training activities, three train-the-trainer courses on the recognition of learning were implemented through non-monetary cooperation with universities, enabling the awarding of micro-credentials. In 2025, discussions also kicked off with ECTEG and the European Commission on the possible EU-level certification for the digital investigator profile.

CEPOL's Law Enforcement Education Platform, LEEd

LEEd was officially re-launched for external users on 3 February, 2025 after a CERT-EU (Computer Emergency Response Team for the European Union institutions, bodies and agencies) penetration test. All users were required to reset their passwords, accept updated privacy terms, and activate the **multifactor authenticator (MFA)**. The Exchange Programme was the first activity to be released, supported by stakeholder meetings and user guides. CEPOL's National LEEd Managers (NLMs) were the first group to access the system and complete their MFA setup. Later in 2025, LEEd was successfully upgraded to a new version and **reached 18 000 active users**, with user numbers continuing to grow.

Grant agreements

The **Call for proposals for grants 2026** was published in June, offering 42 activities for implementation in the areas of serious crime, law enforcement techniques, fundamental rights and leadership. 46 grant applications were submitted by 26 Framework Partners (out of a total of 56 partners). Following the assessment of the applications, 32 granted activities were awarded to 22 Framework Partners in November.

Granted
training activities

32



Data protection

CEPOL adopted a **roadmap on personal data protection** for 2025–2026, including, inter alia, updating registers and procedures for monitoring data processing activities, conducting risk assessments, setting up procedures for handling personal data breaches and data subjects' requests, and ensuring proper record keeping based on retention periods. CEPOL carried out a **centralised data deletion exercise** across all Units to remove non-compliant files.

To increase the level of compliance from a **personal data protection** point of view, CEPOL adopted work instructions and maintained internal registries on data subjects' rights and personal data breaches. CEPOL's Data Protection Officer (DPO) implementing rules and rules on restrictions of data subjects' rights were updated, consulted with the EDPS and approved by the Management Board in November 2025.

In 2025 CEPOL began revising and migrating its **records on data processing activities and privacy statements** into an updated format, including more detailed information on data processors, third country transfers and risk assessments. The process is expected to be completed in 2026. In addition, **relevant risk assessments were prepared** to cover both the Agency as a whole (general risk assessment), and each personal data processing activity carried out by CEPOL (individual risk assessment).



Cybersecurity

CEPOL advanced its implementation of the **Cybersecurity Regulation** (EU, Euratom) 2023/2841. In close cooperation with DG DIGIT (European Commission Directorate-General for Digital Services) and CERT-EU, CEPOL completed the Initial Cybersecurity Review, Cybersecurity Maturity Assessment and Cybersecurity Risk Assessment. These documents served as the basis for CEPOL's Cybersecurity Plan. Several actions identified in the Cybersecurity Plan have already been completed, while implementation of the remaining measures is progressing steadily, in line with the agreed roadmap and maturity targets.

Inauguration

of CEPOL's new headquarters in Budapest

The **move to CEPOL's new headquarters was completed in January 2025**. The new building, which was provided by the Hungarian state, had been fully refurbished to respond efficiently to CEPOL's needs. The aim was to accommodate not only the current, but also the planned increase in the agency's training activities supporting the implementation of the EU Security Union Strategy. A state-of-the-art cyber-crime lab, multifunctional EMPACT labs, and professional webinar recording studios are among the highlights of the new headquarters.

The **inauguration of the agency's building** took place on 1 April, in the presence of high-level representatives from EU Member States, EU institutions, partner countries and organisations, and local authorities. The Hungarian Minister of Interior, dr. Sándor Pintér, Director General (acting) of the European Commission's Directorate General for Migration and Home Affairs, Beate Gminder, together with the Executive Director of CEPOL, Montserrat Marín López, addressed the guests, marking the beginning of a new chapter for the Agency.

The ceremony was also attended by representatives of embassies of EU Member States and partner countries in Budapest, members of the CEPOL Management Board, CEPOL National Units, and the agency's staff.

WATCH VIDEO



Visiting CEPOL's new premises



Commissioner Brunner

On 9 October 2025, **EU Commissioner for Internal Affairs and Migration, Magnus Brunner** visited CEPOL's new headquarters in Budapest. He met with CEPOL's executive management team to discuss the agency's strategic direction and its contribution to EU security priorities. He also addressed representatives from the CEPOL National Units, expressing appreciation for their continuous efforts to deliver high-quality training that strengthens law enforcement cooperation across Europe and beyond.

The meetings focused on the objectives of **ProtectEU**, which is at the heart of the EU's common security policy. It underlines the significance of fostering a common EU law enforcement culture grounded in shared values and joint training, aimed at strengthening effective operational law enforcement cooperation, including cross-border investigations, actions under EMPACT, information exchange and interoperability. In the context of the ProtectEU Strategy, Commissioner Brunner stressed the importance of strengthening partnerships with non-EU countries and recognised CEPOL's efforts in this area.



LIBE delegation

During a **two-day mission on 16-17 September**, a LIBE Committee delegation consisting of MEPs **Evin Incir** (S&D, Sweden) and **Dolors Montserrat** (EPP, Spain) discussed the EU's internal security agenda with the management of CEPOL, focusing on the agency's contribution. Topics included law enforcement training on organised crime, and cyber threats.

The MEPs were also informed about CEPOL's international cooperation with the EU's Eastern and Southern neighbours, its research and innovation activities, and training on fundamental rights, including data protection.





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