



## Operational Training Needs Analysis Facilitation of illegal immigration

EDUCATE, INNOVATE, MOTIVATE

# **Operational Training Needs Analysis**

## **Facilitation of illegal immigration**

**2020**

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## List of abbreviations

CKC - CEPOL Knowledge Centre

CNU – CEPOL National Unit

EMPACT - European Multidisciplinary Platform Against Criminal Threats

EU – European Union

EU-STNA – European Union Strategic Training Needs Assessment

JHA – Justice and Home Affairs

LE – Law enforcement

MB – Management Board

MS – Member State

OTNA – Operational Training Need Analysis

SPD – Single Programming Document

FII – Facilitation of Illegal Immigration

## Executive Summary

As defined by the Article 3 of the Regulation 2015/2219, CEPOL shall support, develop, implement and coordinate training for law enforcement officials. The **Operational Training needs Analysis (OTNA) methodology** (as adopted by the Management Board (MB) decision 32/2017/MB (15/11/2017)) establishes a structured training needs analysis procedure taking into account deliverables of the EU Strategic Training needs Assessment (EU-STNA) process.<sup>1</sup> The methodology was piloted in 2018 with limited number of thematic priorities for CEPOL training portfolio planning 2019, namely CSDP Missions and Counter-terrorism. Building on the strategic training priorities defined by the EU-STNA, and the experience gained from previous OTNA studies, CEPOL launched the OTNA on Facilitation of Illegal Immigration in 2019. Outcomes of the research will be used to define CEPOL's training portfolio in Facilitation of Illegal Immigration for 2021.

This report describes training priorities in the area of Facilitation of illegal immigration for 2021 based on the analysis of the data received from law enforcement agencies and CEPOL National Units (CNU). The main topics, subtopics of training that respondents rated by relevance, are stemming from strategic training priorities defined in the EU-STNA. Training aspects identified in the EU-STNA were discussed, validated and finalised by a focus group of experts on Facilitation of illegal immigration comprised of representatives of the respective European Multidisciplinary Platform Against Criminal Threats (EMPACT) group, the European Commission, Justice and Home Affairs (JHA) agencies and CEPOL. The relevant chapter of the EU-STNA Report is available in Annex 1.

In September 2019, CEPOL approached CNUs in 26 Member States<sup>2</sup> to provide direct contact points in law enforcement agencies (dealing with the subject of the OTNA) of their respective countries. 20 MSs and Europol responded to this initiative by nominating altogether 45 experts. The questionnaire was sent to these nominated contact points and to JHA agencies in January 2020. This resulted in 32 completed answers from 19 Member States<sup>3</sup>, representing 17 407 law enforcement officials and indicating 73% response rate among Members States.

The **most relevant main topic** for law enforcement training in this area is related to *Investigation of facilitation of illegal immigration cases* (95% of MSs found it relevant) followed by *Prevention of facilitation of illegal immigration* (68%), while *Financial investigations related to facilitation of illegal immigration cases* (63%) and *Risk analysis and OSINT* (58%) are considered the least relevant subjects in terms of training by responding Members States (Table 1.).

The distribution of training needs depending on the indicated relevance rate is as follows:

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<sup>1</sup> European Union Strategic Training Needs Assessment aims at identifying those EU level training priorities in the area of internal security and its external aspects to help build the capacity of law enforcement officials, while seeking to avoid duplication of efforts and achieve better coordination.

<sup>2</sup> The terminology 'Member States' hereinafter refers to 26 Member States of the European Union participating in CEPOL regulation, i.e. all EU Member States excluding Denmark.

<sup>3</sup> Responding countries: Bulgaria, Cyprus, Croatia, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Malta, Poland, Portugal, Romania, Slovenia, and Slovakia. Countries that did not express training needs: Austria, Belgium, Czech Republic, Luxemburg, Netherlands, Spain and Sweden.

Table 1. Relevance rate of main topics

Main Topic	Relevance
Investigation of facilitation of illegal immigration cases	95%
Prevention of facilitation of illegal immigration	68%
Financial investigations related to facilitation of illegal immigration cases	63%
Risk analysis and OSINT	58%

As per methodology, training topics where more than 50% of MS indicate relevant a training need are to be considered for further analysis in terms of their content, urgency, proficiency level and number of participants. In this report, all main topics are processed for detailed analysis.

All training needs are moderately urgent. The average urgency rate is 49%, meaning that it would be advantageous to receive training within a year or earlier; it would improve the performance, however, not significantly.<sup>4</sup> Highest urgency rates is 59% for the topic of *Investigation of facilitation of illegal immigration cases* followed by *Risk analysis and OSINT*. Training can be delivered in (predictable) 2-3 years' time, knowledge needs to stay updated in case of *Prevention of facilitation of illegal immigration* (53%) and *Financial investigations related to facilitation of illegal immigration cases* (27%).

The distribution of more relevant training needs depending on the indicated urgency rate is as follows:

Table 2. Relevance and urgency rate of main topics

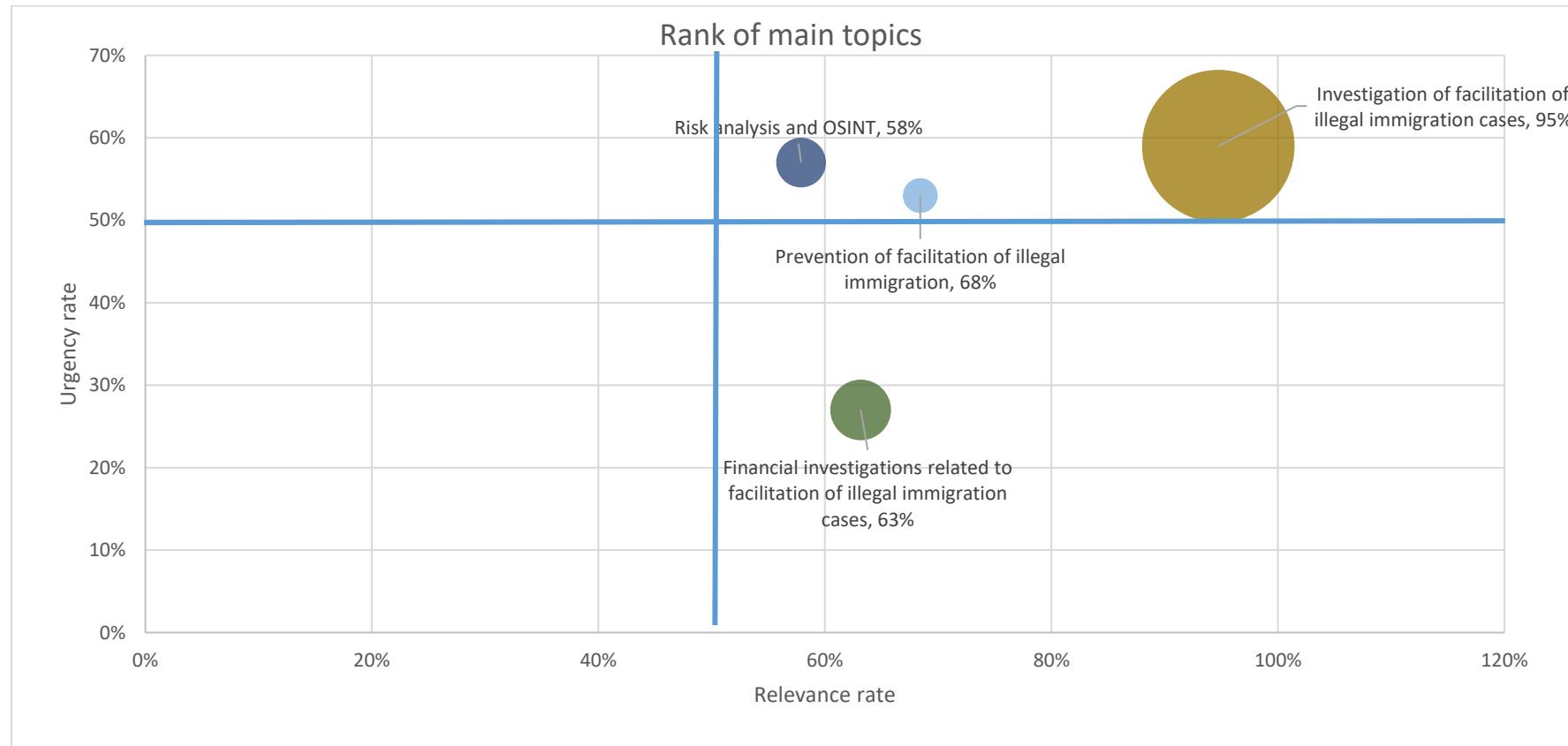
Main Topic	Relevance	Urgency rate
Investigation of facilitation of illegal immigration cases	95%	59%
Prevention of facilitation of illegal immigration	68%	53%
Risk analysis and OSINT	58%	57%
Financial investigations related to facilitation of illegal immigration cases	63%	27%

The Eisenhower decision method was applied to demonstrate the distribution of main topics by urgency and relevance rate. The Eisenhower Decision Principle evaluates tasks using the criteria important/unimportant and urgent/not urgent and places in according quadrants in an Eisenhower Matrix. The order of implementation of tasks should be 1. Important/Urgent 2. Important/Not Urgent 3. Unimportant/Urgent 4. Unimportant/Not Urgent. Chart 1. displays main topics according to this logic giving a clear overview of priorities for training design.

<sup>4</sup> See explanation of Urgency levels in Annex 4.

Chart 1. Relevance and urgency rate of main topics

Size of the bubble indicates number of trainees indicated by respondents.<sup>5</sup>



<sup>5</sup> Number of trainees requiring awareness, practitioner, advanced practitioner, expert and train-the-trainer level training.

With the aim of better understanding training needs of law enforcement (LE) officials, various **subtopics** were presented for the assessment of respondents under each topic. Training should put emphasis on *Special investigation techniques related to migrant smuggling (specific searches); Modi operandi; OSINT techniques and tools, Awareness of social media and the use of the internet for migrant smuggling; Existing EU tools, instruments and networks (CARIN/FIU's/AROs/JITs/ EIO/ PCCC, Siena) and Inter-agency and international cooperation.*

Table 3. Relevance rate of most relevant subtopics from all main topics

Main topic	Subtopic	Relevance rate
Investigation of facilitation of illegal immigration cases	Special investigation techniques related to migrant smuggling (specific searches)	78%
	Modi operandi	
Risk analysis and OSINT	OSINT techniques and tools, awareness of social media and the use of the internet for migrant smuggling	76%
Financial investigations related to facilitation of illegal immigration cases	Existing EU tools, instruments and networks (CARIN/FIU's/AROs/JITs/ EIO/ PCCC, Siena)	73%
Prevention of facilitation of illegal immigration	Inter-agency and international cooperation	67%

Respondents indicated that **1 313 participants would need training in 2021 from the 19 responding Member States which means 7 631 potential trainees from 26 MSs of the European Union<sup>6</sup>.**

CEPOL's training addresses law enforcement officials of 26 EU Member States. Number of participants indicated in the responses to the survey are considered as the number of participants who would need training from answering Member States. The estimate total number of LE officials who would need training in a certain topic in a certain proficiency level is calculated via identifying the central tendency or middle value (statistical median) of the number of trainees per topic per proficiency level. The estimate of number of participants on EU-level is calculated by multiplying the median with 26. Since the median excludes the extremes of the data set, it might happen that the rank of proficiency levels in a given topic is different on the EU level to the rank that is based on the responses given to the survey.<sup>7</sup>

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<sup>6</sup> Median of number of indicated participants was calculated in order to be able to calculate the potential number of attendees should 26 MS be interested in training.

<sup>7</sup> To highlight the calculation of the median, here is the presentation of the calculation for the main topic 'Investigation of facilitation of illegal immigration'. Each respondent indicated the number of officials who would need training per profile and per proficiency level. Under profile 4, the numbers of participants who would need training on awareness level are: 40, 2, 1, 3, 50, 1, 10. In total, 107 people would need training under this profile, on awareness level. The average of these numbers is 15.28, which would mean 397 people in 26 MS. The median of the same dataset is 3 – it rules out the many extreme figures. This way, the number

The highest need indicated by respondents is in the proficiency levels of **practitioner** and **awareness**, while train-the-trainer level training is lower on the priority scale (Table 4.). Please find the details of training dimensions in the Analysis section of this report.

Table 4. Proficiency levels and number of participants

Proficiency level	Number of participants	Extrapolation to 26 MS
Awareness	330	2 470
Practitioner	418	1 898
Advanced practitioner	247	1 443
Expert	214	1 170
Train-the-trainer	104	650
<b>Total</b>	<b>1 313</b>	<b>7 631</b>

This year the standard OTNA questionnaire was complemented with an additional question to identify the profiles of LE officials who would need training in different topics. Most mentions were given to investigators, analysts and managers. These are the target groups that should be receiving training first. Lower priority was indicated for technicians and prevention officers.

Data on training provided on national level is scattered and not apt for drawing statistics. The general trend demonstrates that training of law enforcement officials in Facilitation of illegal immigration mostly happens face-to-face in Member States. The principal target group of training are police officers and investigators dealing with illegal immigration. Besides this, Greece trains risk analysis conducting units and Latvia provides training to intelligence officers. Proficiency level of training varies with more focus on practitioner and expert levels. Most frequently, trainings aim at increasing law enforcement capacity to improve capabilities and to cooperate with national and international authorities.

## CONCLUSIONS

The outcomes of the Operational Training Needs Analysis on Facilitation of illegal immigration show that most of the main topics are moderately relevant and moderately urgent for law enforcement officials. *Investigation of facilitation of illegal immigration cases* should be given highest priority when designing training activities, closely followed by *Prevention of facilitation of illegal immigration*. Among the subtopics, LE officials need to improve their knowledge on *Special investigation techniques related to migrant smuggling (specific searches); Modi operandi; OSINT techniques and tools, awareness of social media and the use of the internet for migrant smuggling; Existing EU tools, instruments and networks (CARIN/FIU's/AROs/JITs/ EIO/ PCCC, Siena) and Inter-agency and international cooperation*.

In 2019, CEPOL concluded a training needs analysis **Cross-border Cooperation to Counter Migrant Smuggling**<sup>8</sup> and defined the following training needs: *Knowledge of opportunities working with third countries; Awareness of social media and the use of the internet for migrant smuggling; Awareness of available EU and international migration and security IT databases; Support tools available in large scale investigations and investigative and prosecution strategies*.

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extrapolated to EU level would be  $3 \times 26 = 78$ , which is lower than the original sum, taking into account the widespread differences of indicated number of participants by respondents.

<sup>8</sup> See relevant chapter of the Report in Annex 2.

Furthermore, as identified in the EU-STNA, *Investigation methods and techniques; Modi operandi; The involvement of financial crime and cyber-methods in illegal immigration facilitation* are considered imperative for training. Nevertheless, *Investigation activities at Hotspots, Document fraud with a focus on identity fraud, Returns and PNR*, and finally *Prevention and fundamental rights* should be topics covered in each training activity on Facilitation of illegal immigration.

Training should be provided to investigators, analyst and managers in the first place.

## Background

As defined by the Article 3 of the Regulation 2015/2219, CEPOL shall support, develop, implement and coordinate training for law enforcement officials, while putting particular emphasis on the protection of human rights and fundamental freedoms in the context of law enforcement, in particular in the areas of prevention of and fight against serious crime affecting two or more Member States and terrorism, maintenance of public order, international policing of major events, and planning and command of Union missions, which may also include training on law enforcement leadership and language skills.

The SPD 2019-2021 describes Operational Training Needs Analysis (OTNA) as a process to help to the realization of strategic goals through the implementation of operational training activities.

The OTNA methodology (as adopted by the MB decision 32/2017/MB (15/11/2017)) was piloted in 2018 with limited number of thematic priorities for CEPOL training portfolio planning 2019, namely CSDP Missions and Counter-terrorism.

The methodology consists of a series of 7 steps encompassing close and dynamic cooperation with the MS, in particular the CEPOL National Units, and LE agencies, and involving CEPOL Knowledge Centres (CKC) in the design of 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 law enforcement officials, as defined in Article 2 of Regulation 2015/2219<sup>9</sup>.

In the course of October 2019, CEPOL National Units provided contact points to law enforcement agencies in their respective countries through filling out an introductory survey. In November 2019, an expert group of representatives of the European Commission, respective EMPACT group, JHA agencies and CEPOL discussed the strategic training priorities identified by the EU-STNA in the topic of Facilitation of illegal immigration and finalised the list of main topics and subtopics to be addressed in the survey. The training needs surveys were launched in January 2020 and were completed by February 2020. Analysis was carried out in February and March 2020. The OTNA report will be validated by the same expert group, which will design the CEPOL training portfolio for 2021 in the topic of Facilitation of illegal immigration.

## Analysis

### Consolidation of data

Data was processed from Limesurvey to Microsoft Excel. Only full responses were taken on board for analysis.

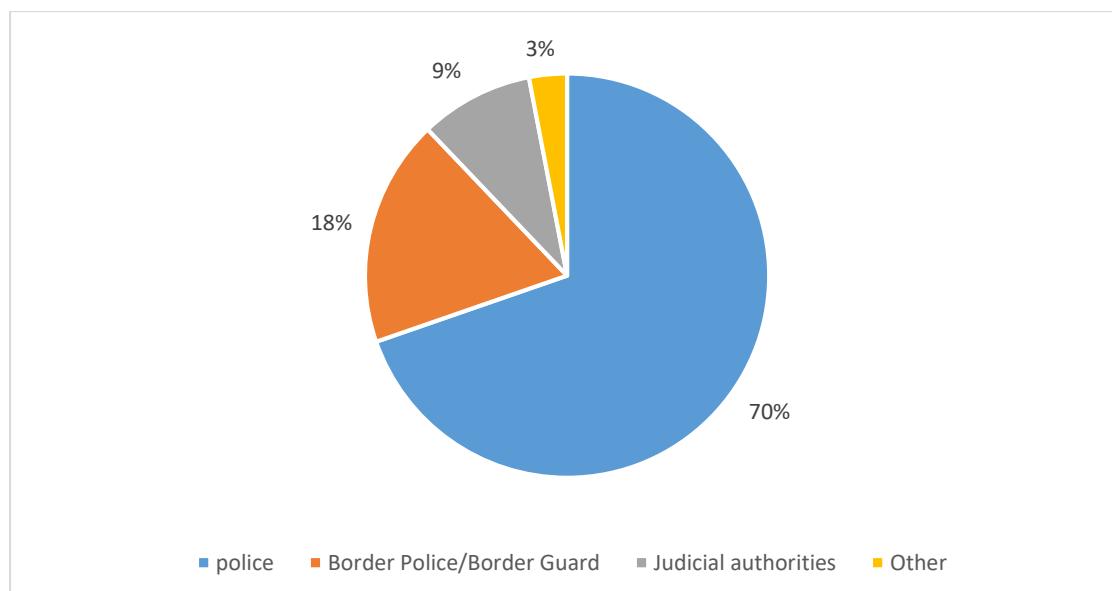
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<sup>9</sup> <https://publications.europa.eu/en/publication-detail/-/publication/c71d1eb2-9a55-11e5-b3b7-01aa75ed71a1/language-en>.

## Response rate

CEPOL approached 26 Member States<sup>10</sup> to provide contact points in law enforcement agencies of their respective countries. The questionnaire was sent to contact points (law enforcement agencies involved in the area of the OTNA and CEPOL National Units) in 21 Member States of the European Union and to JHA agencies. This resulted in 32 completed answers from different LE agencies from 19 Member States<sup>11</sup>. This indicates that **73% of Member States** representing **17 407 law enforcement officials<sup>12</sup> across Europe** expressed their training needs in the field of Facilitation of illegal immigration. Most of responses (70%) represented Police, followed by Border Guards (18%).

Chart 2. Distribution of responding institutions



<sup>10</sup> The terminology ‘Member States’ refers to 26 Member States of the European Union participating in the CEPOL Regulation, i.e. all Member States excluding Denmark.

<sup>11</sup> Responding countries: Austria, Bulgaria, Czech Republic, Cyprus, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Lithuania, Malta, Slovakia, Slovenia, Spain, Netherlands, Poland, Romania.

<sup>12</sup> Number of officials, as indicated by the respondents, performing their duties in the area related to Facilitation of illegal immigration.

## Relevance of main topics

Potential training needs were presented based on the outcomes of the expert group discussion held in November 2019, in line with the training priorities defined in the EU-STNA process. Respondents were asked whether they find a main topic arising from the EU-STNA outcomes relevant for the performance of the LE service. Main training topics in relation to Facilitation of illegal immigration are as follows:

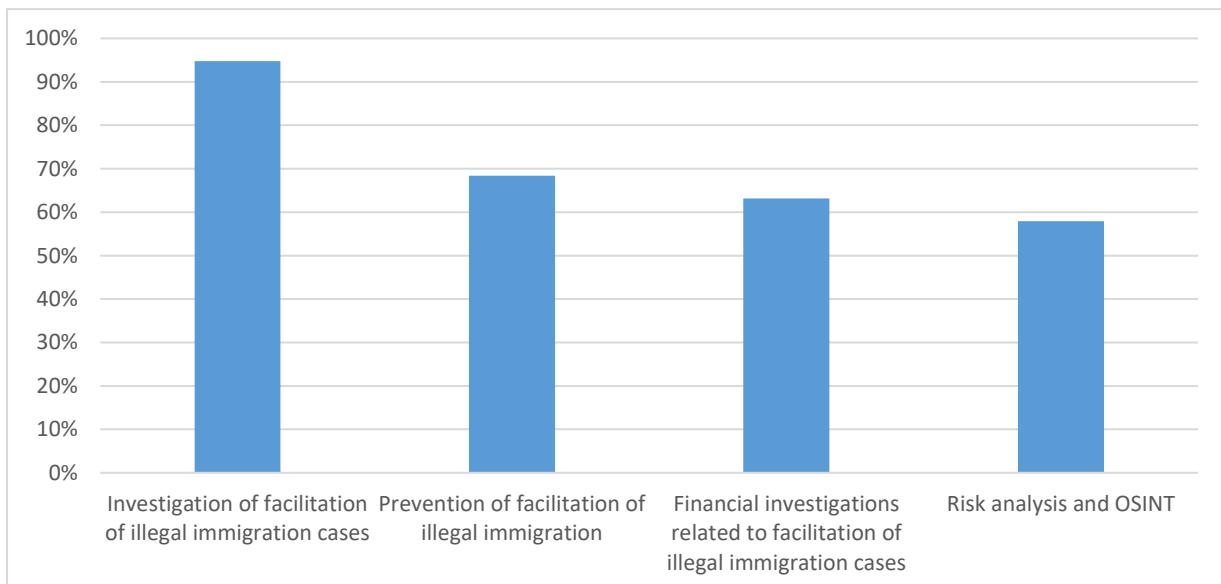
Investigation of facilitation of illegal immigration cases
Risk analysis and OSINT
Financial investigations related to facilitation of illegal immigration cases
Prevention of facilitation of illegal immigration

The final relevance rate of a given main topic was calculated by summing up how many Member States found each topic relevant. Where several LE agencies submitted identical answers from the same MS entries were consolidated. The ratio of relevance was calculated by dividing the sum of MS that found the topic relevant by the number of responding MSs. If more than 50% of MSs find a certain topic relevant, it is considered relevant and it will be processed for further analysis as per OTNA methodology. In this report, all main topics are processed for detailed analysis.

Table 5. Relevance rate of main topics

Main topics	Relevance
Investigation of facilitation of illegal immigration cases	95%
Prevention of facilitation of illegal immigration	58%
Financial investigations related to facilitation of illegal immigration cases	63%
Risk analysis and OSINT	58%

Chart 3. Relevance rate of main topics



## Training dimensions

Respondents were asked to indicate the proficiency level of training needed under each main topic. The levels of proficiency were the following: Awareness, Practitioner, Advanced practitioner, Expert and Train-the-trainer. (Please find detailed description of proficiency levels in Annex 3.) Each proficiency level under each main topic has related data such as urgency level and the number of requested participants per profile.

Where the same proficiency level was indicated by several LE agencies of the same MS the attributes of the training were calculated as follows. For urgency level, the highest rate indicated was taken into consideration and for number of participants the sum of the indicated numbers.

The Likert-type scale of urgency levels (Training need is low –not urgent at all, Training need is secondary – not urgent, Training need is moderate – somewhat urgent, Training need is urgent, Training need is crucial – very urgent) was converted into numerical scale from 1-5, five meaning Training need is crucial – very urgent. The highest urgency score under each proficiency level was taken into account. Please find the detailed description of urgency levels in Annex 4.

Number of participants was calculated as the sum of the participants indicated by each MS. Median of number of participants was calculated in order to be able to calculate the potential number of attendees should all MSs<sup>13</sup> take part in the training. As several LE agencies could not estimate the number of potential participants, there might be further interest in a certain training than indicated under the total number of participants.

Respondents indicated that **1 313 participants would need training in 2021 from the 19 responding Member States which means 7 631 potential trainees from 26 MSs of the European Union<sup>14</sup>**. The highest need that is indicated by respondents is in the proficiency levels of **practitioner and awareness**, while train-the-trainer level training is lower on the priority scale (Table 6.).

Please find the details of training dimensions in the Analysis section of this report.

Table 6. Proficiency levels and number of participants

Proficiency level	Number of participants	Extrapolation to 26 MS
Awareness	330	2 470
Practitioner	418	1 898
Advanced practitioner	247	1 443
Expert	214	1 170
Train-the-trainer	104	650
<b>Total</b>	<b>1 313</b>	<b>7 631</b>

The questionnaire this year offered the possibility of indicating the profiles of law enforcement officials who need training under each main category. This allows assessing the training need in terms of number of participants who need training per profile and per proficiency level providing a more detailed picture on target groups to be trained. Respondents could indicate profiles of LE officials as

<sup>13</sup> All EU member States not including Denmark and the UK.

<sup>14</sup> Median of number of indicated participants was calculated in order to be able to calculate the potential number of attendees should 26 MS be interested in training.

free text. During the analyses, profiles were unified and number of entries for each profile were summed up. See Table 7. for details.

Table 7. Counts of profiles per main category

	Investigation of facilitation of illegal immigration cases	Risk analysis and OSINT	Financial investigations related to facilitation of illegal immigration cases	Prevention of facilitation of illegal immigration	Total
Investigator	22	8	7	13	50
Analyst	13	10	5	5	33
Manager	7	6	7	5	25
Intelligence officer	4	2	0	1	7
Prosecutors	3	0	1	1	5
Strategic Commanders	1	1	1	1	4
Trainer	3	0	0	0	3
Border Guard	2	0	1	0	3
Head of unit	2	0	0	1	3
Police officer	2	0	1	0	3
Head of pre-trial investigation	1	0	0	1	2
International police cooperation officer	1	0	1	0	2
Debriefing	1	0	0	0	1
Document fraud	1	0	0	0	1
First and second line officer	1	0	0	0	1
Head of division - responsible for particular part of the team	1	0	0	0	1
Operations coordination	1	0	0	0	1
Profiling	1	0	0	0	1
Registration	1	0	0	0	1
Technicians	1	0	0	0	1
Prevention Officer	0	0	1	0	1
<b>Number of profiles</b>	<b>20</b>	<b>5</b>	<b>9</b>	<b>8</b>	<b>42</b>

## Identification of subtopics

With the aim of better understanding training needs, various subtopics were presented for assessment under each topic.

Respondents could rate the relevance of each subtopic on the following scale: Not relevant at all – Somewhat relevant – Relevant – Very relevant – Extremely relevant. This scale was converted into a numerical scale 0-1-2-3-4. The minimum value is 0 because ‘not relevant at all’ means zero relevance. The relevance score of each subtopic was calculated by drawing the sum of the responses. Where several LE services gave answers from the same country the average given by LE services for each subtopic was calculated and used as the relevance level indicated by that particular country. If the relevance score (i.e. the sum of scores given by each country) reached 50% of the maximum score (4\*X, i.e. extremely relevant multiplied by the number of responding MSs that found that particular main topic relevant), the subtopic was found relevant.

## National level training

Reports on training provided on national level for law enforcement officials are hardly available, therefore this year the questionnaire had a section with questions referring to data on training available in Member States. Questions focused on the form, target group, proficiency level and aim of training as well as the number of participants trained on national level. We received answers from 9 countries with the remark that the data might not be precise. Therefore, data on training provided on national level is scattered and not apt for drawing statistics. However, we can still draw a general trend based on the answers received. It demonstrates that training of law enforcement officials in Facilitation of illegal immigration mostly happens residentially in Members States. The expert and practitioner are the most often trained proficiency levels, while the principal target groups of training are investigators and law enforcement dealing with facilitation of illegal immigration. Besides this, Greece trains risk analysis conducting units, Latvia provides training to intelligence officers and Slovenia provides training to judges and prosecutors too. Proficiency level of training varies with more focus on practitioner level. Most frequently, trainings aim at increasing law enforcement capacity to improve capabilities and to cooperate with national and international authorities. See Table 8. for details.

Table 8. Training available on national level

Topic	Number of participants	Form	Proficiency level	Target group	Aim
Investigation of facilitation of illegal immigration cases	401	Residential/Seminar	Expert, practitioner	Investigator, law enforcement (including judges/prosecutors Slovenia); Immigration Officers ( Ireland)	To cooperate with national and international authorities in the field of combating illegal immigration  To brief practitioners on Immigration legislation and policy/procedure. Focus on ensuring compliance with Immigration Law and the investigation of Immigration offence  To promote the use of Joint Investigation Teams (JITs) in combatting illegal immigration networks
Risk analysis and OSINT	10	Residential	Advanced practitioner	Risk analysis conducting units in Greece	Improve capabilities
Financial investigations related to facilitation of illegal immigration cases	50	Seminar	Practitioner	Intelligence officers, investigators in Latvia	To get knowledge about financial investigation of illegal immigration cases, new legislation, law enforcement possibilities in Latvia
Prevention of facilitation of illegal immigration	0	N/A	N/A	N/A	N/A
<b>Total</b>	<b>401</b>				

## Training dimensions for main topics

Each main topic was analysed in terms of level of proficiency. Levels of proficiency are: Awareness, Practitioner, Advanced practitioner, Expert and Train-the-trainer. For each level of proficiency, respondents indicated the potential number of participants per profile.

With the aim of better understanding training needs, various subtopics were presented for assessment under each topic. Respondents could rate the relevance of each subtopic on the following scale: Not relevant at all – Somewhat relevant – Relevant –Very relevant – Extremely relevant. This scale was converted into a numerical scale 0-1-2-3-4. The minimum value is 0 because ‘not relevant at all’ means zero relevance. The relevance score of each subtopic was calculated by drawing the sum of the responses. Where several LE services gave answers from the same country the average given by LE services for each subtopic was calculated and used as the relevance level indicated by that particular country.

This chapter presents detailed training needs related to each main topic. After a summary of training needs, the first table of each main topic shows the relevance rate of subtopics in descending order.

The second table demonstrates the number of participants who need training in different proficiency levels and different profiles and the urgency level of training to be delivered. The median of number of participants was calculated in order to be able to assess how many potential participants can be expected at a certain proficiency level from the 26 Member States that fall in the scope of this analysis. The column titled ‘Extrapolation for all MSs’ contains the potential number of participants from 26 Member States.

The third table shows the profiles of law enforcement officials who need training in the given main topic and the entries of respondents for each profile.

The fourth table summarises the number of officials who need training per profile.

The last table is a summary of answers on training available on national level.

### 1. Investigation of facilitation of illegal immigration cases

Investigation of facilitation of illegal immigration cases is the most relevant main topic as indicated by 18 Member States. Within this main topic, training should focus on *Special investigation techniques related to migrant smuggling (specific searches)* and *Modi operandi*. Further on, *Complexity of detecting and investigating migrant smuggling cases*, *Collecting/securing evidence and building the case* and *Cooperation between prosecution and investigative authorities*, were mentioned as additional training need. Training need is not urgent- training can be delivered within 3 years. Respondents signalled training need for 997 LE officials which would mean 2 470 officials to be trained across Europe. Respondents indicated 20 profiles of LE officials, out of which investigators, analyst, manager, should be the primary target groups of training. On national level, mainly investigators, law enforcement in charge of illegal immigration are trained on practitioner and expert level in the form of residential courses with focus on *Cooperation with national and international authorities in the field of combating illegal immigration*, *briefing practitioners on Immigration legislation and policy/procedure*, *focusing on ensuring compliance with Immigration Law and the investigation of Immigration offence* and *promoting the use of Joint Investigation Teams (JITs) in combatting illegal immigration networks*.

*Relevance rate of subtopics in descending order*

<b>Subtopics</b>	<b>Average</b>
Special investigation techniques related to migrant smuggling (specific searches)	78%
Modi operandi	78%
Complexity of detecting and investigating migrant smuggling cases	76%
Collecting/securing evidence and building the case	76%
Cooperation between prosecution and investigative authorities	70%
Debriefing, interviewing, interrogation skills	68%
Poly-criminality, links between different crime areas (e.g. THB, Drugs, Terrorism, Firearms)	67%
Identification and referral of vulnerable groups	56%
Intercultural competencies	55%
Awareness of EU legal framework on humanitarian support	50%

*Urgency and number of participants by proficiency level*

	<b>Urgency</b>	<b>Number of participants</b>	<b>Extrapolated to EU</b>
Awareness	57%	237	780
Practitioner	57%	328	780
Advanced practitioner	60%	209	520
Expert	61%	155	260
Train-the-trainer	60%	68	130
<b>Average/Total</b>	<b>59%</b>	<b>997</b>	<b>2 470</b>

*Count of profiles indicated*

Investigator	22
Analyst	13
Manager	7
Intelligence officer	4
Prosecutors	3
Trainer	3
Border guard	2
Head of unit	2
Police officer	2
Debriefing	1
Document fraud	1
First and second line officer	1
Head of division - responsible for particular part of the team	1
Head of pre-trial investigation	1
International police cooperation officer	1

Operations coordination	1
Profiling	1
Registration	1
Strategic commanders	1
Technicians	1
<b>Number of profiles</b>	<b>20</b>

*Number of participants per profile and proficiency level*

	Awareness	Practitioner	Advanced practitioner	Expert	Train-the-trainer	TOTAL
Investigator	30	48	60	51	32	<b>221</b>
Document fraud	40	40	30	20	5	<b>135</b>
First and second line officer	40	40	30	20	5	<b>135</b>
Analyst	30	20	22	23	11	<b>106</b>
Debriefing	30	30	20	10	3	<b>93</b>
Profiling	30	30	20	10	3	<b>93</b>
Technicians	0	40	15	15	7	<b>77</b>
Registration	20	20	10	5	2	<b>57</b>
Police officer	0	40	0	0	0	<b>40</b>
Strategic commanders	15	0	0	0	0	<b>15</b>
Intelligence officer	0	12	0	0	0	<b>12</b>
Manager	2	8	0	0	0	<b>10</b>
Head of division	0	0	2	0	0	<b>2</b>
Head of unit	0	0	0	1	0	<b>1</b>
<b>Total</b>	<b>237</b>	<b>328</b>	<b>209</b>	<b>155</b>	<b>68</b>	<b>997</b>
<b>Extrapolated to EU</b>	<b>780</b>	<b>780</b>	<b>520</b>	<b>260</b>	<b>130</b>	<b>2 470</b>

*National level training*

Form	Residential
Number of officials trained	401
Proficiency level	Mainly practitioner and expert
Target group	Investigator, law enforcement in charge of FII
Aim	<p>To brief practitioners on Immigration legislation and policy/procedure. Focus on ensuring compliance with Immigration Law and the investigation of Immigration offences</p> <p>To promote the use of Joint Investigation Teams (JITs) in combatting illegal immigration networks</p> <p>To cooperate with national and international authorities in the field of combating illegal immigration</p> <p>Awareness</p>

## 2. Prevention of facilitation of illegal immigration

Prevention of facilitation of illegal immigration is the second most relevant topic has the same level of relevance as indicated by 12 Member States. Within this main topic, training should focus on *Inter-agency and international cooperation*, and should include elements on *Including work with the neighbouring non-EU countries*. *Cooperation between private-public sectors*, as well as *How to design and implement prevention campaigns from the law enforcement perspective* were mentioned as additional training needs. Training need is secondary urgent. Respondents signalled training need for 158 LE officials which would mean 754 officials to be trained across Europe. Respondents indicated 9 profiles of LE officials, out of which investigators, analyst and managers should be the primary target groups of training. On national level, we don't have any data.

*Relevance rate of subtopics in descending order*

Inter-agency and international cooperation	67%
Including work with the neighbouring non-EU countries	59%
Cooperation between private-public sectors	56%
How to design and implement prevention campaigns from the law enforcement perspective	54%

*Urgency and number of participants by proficiency level*

	Urgency	Number of participants	Extrapolated to EU
Awareness	54%	316	78
Practitioner	60%	3 068	208
Advanced practitioner	44%	0	130
Expert	62%	0	260
Train-the-trainer	44%	0	78
<b>Average/Total</b>	<b>53%</b>	<b>158</b>	<b>754</b>

*Count of profiles indicated*

Investigator	7
Manager	7
Analyst	5
Border guard	1
Liaison officer	1
Police officer	1
Prevention officer	1
Prosecutor	1
Strategic leader	1
<b>Number of profiles</b>	<b>9</b>

*Number of participants per profile and proficiency level*

	Awareness	Practitioner	Advanced practitioner	Expert	Train-the-trainer	Total
Investigator	0	10	0	10	4	24
Analyst	3	0	0	10	0	13
Manager	0	6	0	0	2	8
Police officer	0	0	5	0	0	5
Border guard	0	0	0	0	0	0
Liaison officer	0	0	0	0	0	0
<b>TOTAL</b>	<b>3</b>	<b>16</b>	<b>5</b>	<b>22</b>	<b>6</b>	<b>52</b>
<b>Extrapolated to EU</b>	<b>78</b>	<b>208</b>	<b>130</b>	<b>260</b>	<b>78</b>	<b>754</b>

### 3. Risk analysis and OSINT

Risk analysis and OSINT is the least most relevant main topic as indicated by 11 Member States. Within this main topic, training should focus on *OSINT techniques and tools, Awareness of social media and the use of the internet for migrant smuggling, Knowledge of specific mechanisms of social media companies (taking down content or preserving for investigations) and Risk analysis methodologies (e.g. Common Integrated Risk Analysis Model, common risk indicators)*. Further on, *Cooperation with the private sector to identify risks (e.g. fast parcel services)*, is mentioned as additional training need. Training need is not urgent -training can be delivered within 3 years. Respondents signalled training

need for 106 LE officials which would mean 1 430 officials to be trained across Europe. Respondents indicated 5 profiles of LE officials, out of which investigators, analyst and managers should be the primary target groups of training. On national level, risk analysis conducting units are trained on advanced practitioner level in the form of residential courses with focus on *improving capabilities*.

*Relevance rate of subtopics in descending order*

Subtopics	Average
OSINT techniques and tools, awareness of social media and the use of the internet for migrant smuggling	76%
Knowledge of specific mechanisms of social media companies (taking down content or preserving for investigations)	75%
Risk analysis methodologies (e.g. Common Integrated Risk Analysis Model, common risk indicators)	75%
Cooperation with the private sector to identify risks (e.g. fast parcel services)	67%

*Urgency and number of participants by proficiency level*

	Urgency	Number of participants	Extrapolated to EU
Awareness	48%	45	585
Practitioner	50%	31	195
Advanced practitioner	55%	8	208
Expert	77%	12	312
Train-the-trainer	55%	10	130
<b>Average/Total</b>	<b>57%</b>	<b>106</b>	<b>1 430</b>

*Count of profiles indicated*

Analyst	10
Investigator	8
Manager	6
Intelligence Officer	2
Strategic Commander	1
<b>Number of profiles</b>	<b>5</b>

*Number of participants per profile and proficiency level*

	Awareness	Practitioner	Advanced practitioner	Expert	Train-the-trainer	TOTAL
Analyst	30	13	8	12	6	<b>69</b>
Strategic Commander	15	0	0	0	0	<b>15</b>
Investigator	0	10	0	0	4	<b>14</b>
Manager	0	5	0	0	0	<b>5</b>
Intelligence Officer	0	3	0	0	0	<b>3</b>

<b>Total</b>	<b>45</b>	<b>31</b>	<b>8</b>	<b>12</b>	<b>10</b>	<b>106</b>
<b>Extrapolated to EU</b>	<b>585</b>	<b>195</b>	<b>208</b>	<b>312</b>	<b>130</b>	<b>1 430</b>

#### National level training

Form	Residential
Number of officials trained	10
Proficiency level	Advanced practitioner
Target group	Risk analysis conducting units
Aim	Improve capabilities

#### 4. Financial investigations related to facilitation of illegal immigration cases

Financial investigations related to facilitation of illegal immigration cases is the third most relevant main topic, as indicated by 12 Member States. Within this main topic, training should focus on *Existing EU tools, Instruments and networks (CARIN/FIU's/AROs/JITs/ EIO/ PCCC, Siena)* and *Alternative money transfer services (e.g. Hawala)*. Further on, *Basic principles in financial investigations and asset recovery*, *Cryptocurrencies and cryptography*, *Asset management*, *Cooperation with financial investigators especially in non-EU countries* and *Cooperation with the private sector*, were mentioned as additional training need. Training need is not urgent -training can be delivered within 3 years. Respondents signalled training need for 158 LE officials which would mean 2 977 officials to be trained across Europe. Respondents indicated 8 profiles of LE officials, out of which investigators, analyst and managers should be the primary target groups of training. On national level, investigators and intelligence officers are trained on practitioner level in the form of seminar with focus on *Getting knowledge about financial investigation of illegal immigration cases, new legislation, law enforcement*

#### Relevance rate of subtopics in descending order

Subtopics	Average
Existing EU tools, instruments and networks (CARIN/FIU's/AROs/JITs/ EIO/ PCCC, Siena)	73%
Alternative money transfer services (e.g. Hawala)	68%
Basic principles in financial investigations and asset recovery	66%
Cryptocurrencies and cryptography, asset management	65%
Cooperation with financial investigators, especially in non-EU countries	63%
Cooperation with the private sector	62%

#### Urgency and number of participants by proficiency level

	Urgency	Number of participants	Extrapolated to EU
Awareness	29%	45	1 027
Practitioner	29%	43	715

Advanced practitioner	23%	25	585
Expert	25%	25	338
Train-the-trainer	31%	20	312
<b>Average/Total</b>	<b>27%</b>	<b>158</b>	<b>2 977</b>

*Count of profiles indicated*

Investigator	13
Analyst	5
Manager	5
Head of pre-trial investigation	1
Head of unit	1
Intelligence officer	1
Prosecutors	1
Strategic Leader	1
<b>Number of profiles</b>	<b>8</b>

*Number of participants per profile and proficiency level*

	Awareness	Practitioner	Advanced practitioner	Expert	Train-the-trainer	<b>TOTAL</b>
Investigator	30	30	25	25	16	<b>126</b>
Strategic leader	15	0	0	0	2	<b>17</b>
Manager	0	10	0	0	2	<b>12</b>
Analyst	0	3	0	0	0	<b>3</b>
<b>TOTAL</b>	<b>45</b>	<b>43</b>	<b>25</b>	<b>25</b>	<b>20</b>	<b>158</b>
<b>Extrapolated to EU</b>	<b>1027</b>	<b>715</b>	<b>585</b>	<b>338</b>	<b>312</b>	<b>2 977</b>

*National level training*

Form	Seminar
Number of officials trained	50
Proficiency level	practitioner
Target group	Investigators, intelligence officers
Aim	To get knowledge about financial investigation of illegal immigration cases, new legislation, law enforcement possibilities in Latvia

## Annex 1. EU-STNA Extract - Facilitation of Illegal Immigration

### 2.1.1 Environmental challenges

Illegal Immigration is a challenge that touches a high number of EU Member States, not only those on the external border. This topic has recently been subjected to a high number of new policies and regulation changes. One important related issue is the abuse of the asylum application system by migrants. On the one hand, this is a question for national authorities to take action on, but also the Dublin Agreement plays a role here. Migrants whose asylum application has been rejected in one country, still can apply in one or more other Member States. This can only be tackled by means of a political response in the form of a change of policy, and is, hence, out of the scope of this report.

Another problem relates to different legislations. A particular legal problem is the returns to countries of origin or first entry countries, which is often quite cumbersome. Here, a solution must be sought at a political level, e.g. by means of bilateral agreements.

On a practical level, the absence of specialised regional units, the lack of experts and financial resources, as well as the need and the difficulty to facilitate a speedy exchange of information, intelligence and evidence, represent important challenges, which hamper cooperation. In addition, the work with interpreters (at the border or in Hotspots) is not always easy. It requires trust and therefore a good work relationship. Possibly the registration of interpreters, or the engagement of certified interpreters only, should be considered.

### 2.1.2 Challenges related to knowledge, skills and competences and related training needs

#### a) Challenges

The inherent multinational character of this field of work makes cross-border cooperation imperative. For this, knowledge on the different legal systems with regard to returns and other issues is required; the speedy and reliable exchange of information is one of the pillars of this type of collaboration; and the foreign language capacities of border guards and other involved professionals (not only English) is another highly relevant issue.

In spite of all improved checking policies and procedures at the land, sea and air borders, there are still migrants, including minors, who manage to circumvent border control at entry or checkpoints on their transit route and to arrive at their destination whilst not having been registered at all.

Training can be a solution, or at least partly, to improve the work of the concerned professionals. Risk analysis, which in all EU countries must be done from different angles: entry, transit, and varying destination countries, can be practiced in interactive, hands-on training; links with other types of crime, e.g. Trafficking in human beings (THB) and, in particular, sham marriages, can be recognised by well-trained officials. There is a high turnover of staff, and therefore, regular training is required to cover the gap in knowledge on other types of investigation and to promote mutual understanding and cooperation. Also, cooperation with the private sector can be enhanced by inviting representatives to law enforcement training or by having regular meetings for exchange of information.

## b) Training needs

### *Summary*

Next to the regular topics like investigation methods and techniques, modi operandi, the involvement of financial crime and cyber-methods in illegal immigration facilitation, it is considered imperative that training is provided on other related areas and new issues. These involve investigation activities at Hotspots, document fraud with a focus on identity fraud, returns and PNR, and finally prevention and fundamental rights. Intercultural competencies, interviewing techniques against a certain cultural background, and cooperation with interpreters was further mentioned.

### *Further details*

The lack of familiarity of law enforcement officials with the type of support that can be requested from Europol and Frontex is often mentioned. The use of EU-level tools, instruments and networks must therefore be part of regular training on investigation and cross-border cooperation.

Joint training with border guards, prosecution, customs and (financial) investigators could contribute to a better understanding of each other's work requirements and culture. Legal issues should be part of this, e.g. lawful interception, admissibility of evidence. On the other hand, the inclusion of private sector experts in order to enhance mutual familiarity and willingness to cooperate is recommended.

Training on EU Information Systems (SIS, VIS, Eurodac), and, particularly, on the coming changes, is highly important. At present, CEPOL, in cooperation with EU-LISA and Frontex, provide such training. Other professions in the multidisciplinary context could also benefit from training on this topic.

Looking at migrant smuggling, there seems to be a high training need of different professionals with the purpose to enhance cooperation with law enforcement officials. This involves the private sector as well as interpreters. Managers or unit leaders could enhance their understanding of the value and the means of cooperation. Training content for investigators should include an overview of the different legal frameworks about migrant smuggling as well as poly-criminality and a horizontal approach to organised crime. Exchange of good practice and experience would be beneficial.

Hotspot management is a “hot topic” as these are relatively new, and the knowledge is not widely spread, nor is the way they function always perfect. There is a need for standardisation of procedures and for cooperation of different actors, including civil society. The identification and the handling of THB victims and unaccompanied minors is a challenge as well as detecting links to terrorism and recognising returnee foreign terrorist fighters.

EU-level training is available concerning subjects like combating organised crime facilitating illegal immigration by CEPOL and EU-LISA, financial crime in the context of this topic, Hotspots, and foreign fighters/returnees by CEPOL.

### *List of identified and prioritised training needs*

The following list evidences the prioritisation, as done by Member States, of subtopics in the area of Facilitation of Illegal Immigration related training.

1	<i>Investigation of illegal immigration cases (techniques; modi operandi; poly-criminality; case studies; exchange of good practices; cooperation with prosecution; THB aspects, including sham marriages)</i>
2	<i>Document fraud with focus on identity fraud (impostors; profiling; debriefing; common risk indicators; detection of false documents; new technologies for detection; identification of forged and inappropriately issued breeder documents; document profiling; debriefing; common risk indicators; new modi operandi)</i>
3	<i>Returns and PNR (EU instruments; legislation; relevant information systems; in particular the PNR [data assessment]; smart borders; Frontex role in return; human rights)</i>
4	<i>Risk analysis and OSINT (OSINT techniques; tools; best practices (CIRAM) involving private parties; Vulnerability assessment; common risk indicators; intelligence used for the investigations; analysis of data on secondary movements; human rights)</i>
5	<i>Financial investigations in relation to illegal immigration cases (alternative banking solutions; hawala money transfer system; asset recovery; cryptocurrencies and cryptography; Existing EU tools; instruments and networks (CARIN/FIU's/AROs/JITs/ EIO/ PCCC), data protection; cooperation with the private sector)</i>
6	<i>Prevention of illegal immigration (how to design and implement prevention campaigns from the law enforcement perspective; cooperation between private-public sectors; interagency and international cooperation; including work with the neighbouring non-EU countries)</i>
7	<i>Hotspots (evidence collection and THB identification; unaccompanied minors; human rights; identification of foreign terrorist fighters; profiling; common risk indicators; intercultural competencies; cultural mediation; interviewing techniques; use of interpreters)</i>

## Annex 2. TNA Migrant Smuggling Extract

### 2.1. Profile: Criminal Investigators

According to the Competency Framework, the profile of criminal investigators is subdivided into three categories:

- Investigative officers, heads of units;
- Financial investigators, Financial Investigation Unit (FIU) experts, Asset Recovery Office (ARO) staff;
- Cyber-investigators.

The questionnaires were completed by the criminal investigation units of border (and alien) police and by the national (criminal) police. The Member States were also consulted via the CNUs in order to clarify whether training is available at the national level and which proficiency level the training activities aim for.

#### **Investigative officers/Heads of unit**

The chart below illustrates the training needs of criminal investigators – investigative officers/heads of unit. The competencies are listed in descending order of recommendations for training provision, in accordance with the outcomes of the questionnaires.

#### **In summary:**

***Knowledge of opportunities working with third countries; awareness of social media and the use of the internet for migrant smuggling; awareness of available EU and international migration and security IT databases; support tools available in large scale investigations and investigative and prosecution strategies are the four competencies equally identified as the most important training needs.***

In terms of urgency, the training needs range between moderate urgency – it would be advantageous to receive training within a year in order to improve performance – and secondary urgency – it would be useful if training were delivered within two to three years' time, mostly for officers to stay updated.

**The two competencies with the most urgent training needs identified are also those with the lowest training availability, i.e. knowledge of opportunities working with third countries and awareness of social media.**

The competencies for which most of the Member States already provide training are *foreign language skills, document fraud knowledge, EU and national framework, general awareness, and basic principles in financial investigation*. Also of interest here is that, concerning *foreign language skills*, the proficiency level of currently offered training and the aspired proficiency level match each other. However, at the same time, foreign language skills are considered as one of the more (even if moderately) urgent training needs amongst the competencies assessed (potentially the level and/or accessibility of provided training can be questioned).

On the other hand, it appears that for various competencies, the training offer and the additional training need do not necessarily match in terms of proficiency level: for example, training on *awareness of available EU and international migration and security IT databases* is well available but at a lower proficiency level (practitioner) than the level indicated as required (advanced practitioner).

A similar picture is presented for the training need (even if scored at a lower rate) on *general awareness about the priority of detecting migrant smuggling*: while training is well provided at practitioner level, training at a higher proficiency level was identified as an additional training need. The current confidence level ranges on average between practitioner and above advanced practitioner.

## Annex 3. Proficiency levels

	<b>Level 1 – Awareness</b>	<b>Level 2- Practitioner</b>	<b>Level 3 – Advanced Practitioner</b>	<b>Level 4 - Expert</b>	<b>Level 5 – Train-the-trainer</b>
<b>Definition</b>	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
<b>Description</b>	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.
<b>Visualisation</b>					
<b>EQF equivalent</b>	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 <a href="https://ec.europa.eu/ploteus/en/content/descriptors-page">https://ec.europa.eu/ploteus/en/content/descriptors-page</a>			Images from <a href="https://askfortheworld.wordpress.com/levels/">https://askfortheworld.wordpress.com/levels/</a>		

## Annex 4. Urgency levels

Urgency in the context of this questionnaire refers to the criticality of timely training intervention and its impact to the operational performance.

<b>Current performance</b>					
<b>Urgency scale level</b>	1	2	3	4	5
<b>Training need is</b>	Low	Secondary	Moderate	Urgent	Crucial
<b>Training impact</b>	Training has a minor role in the performance boost, it would refresh the knowledge, officials could benefit from training, and however, it is not essential.	It would be useful if the training would be delivered, however, the need is not urgent. Training can be delivered in (predictable) 2-3 years' time, it is needed to stay updated.	It would be advantageous to receive training within a year, it would improve the performance, however, not significantly.	Training is essential, it is necessary to be delivered within a year's period, it is important to perform qualitatively.	Training is critical, it is necessary as soon as possible, it is crucial for the successful performance of duties.