

Operational Training Needs Analysis

Law Enforcement Cooperation, Information Exchange and Interoperability

EDUCATE, INNOVATE, MOTIVATE

Operational Training Needs Analysis

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2021

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List of abbreviations

APIS – Advanced Passenger Information System

CKC – CEPOL Knowledge Centre

CNU – CEPOL National Unit

CSDP – Common Security and Defence Policy

EES – Entry-Exit System

ECRIS – European Criminal Records Information System

EMPACT – European Multidisciplinary Platform Against Criminal Threats

EU – European Union

ETIAS – European Travel Information and Authorisation System

EU-STNA – European Union Strategic Training Needs Assessment

EURODAC – European Asylum Dactyloscopy Database

EUROSUR – European Border Surveillance system

JHA – Justice and Home Affairs

JIT – Joint Investigation Teams

LE – Law enforcement

MB – Management Board

MS – Member State

OCG – Organised Crime Group

OTNA – Operational Training Need Analysis

PNR – Passenger Name Records System

SIS – Schengen Information System

SLTD – Interpol Stolen and Lost Travel Documents

SPD – Single Programming Document

TDAWN – Interpol Travel Documents Associated with Notices

VIS – Visa Information System

Executive Summary

As defined by 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) and 0/2020/MB (29/5/2020)) establishes a structured training needs analysis procedure taking into account deliverables of the EU Strategic Training Needs Assessment (EU-STNA) process.¹ The methodology was piloted in 2018 with limited number of thematic priorities for CEPOL training portfolio planning 2019, namely Common Security and Defence Policy (CSDP) Missions and Counter-terrorism. Building on the strategic training priorities defined by the EU-STNA, CEPOL launched the OTNA on Law Enforcement Cooperation, Information Exchange and Interoperability (CIEI) in 2020. Outcomes of the research will be used to define CEPOL's training portfolio in CIEI for 2022.

This report describes training priorities in the area of CIEI for 2022 based on the analysis of the data received from law enforcement agencies and CEPOL National Units (CNU) and hence represents a part of the law enforcement community in the European Union. The main training topics and subtopics 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 Law Enforcement Cooperation, Information Exchange and Interoperability comprised of representatives of the European Commission, Justice and Home Affairs (JHA) agencies and CEPOL.

A short-term expert was contracted from the list of individual external experts to assist CEPOL in the OTNA process insteps 4 and 6, the analysis of responses and the drafting of the OTNA report.

In October 2020, CEPOL approached 26 Member States² and several EU structures to provide direct contact points dealing with the subject of the OTNA. A total number of 20³ Member States and 3 EU structures⁴ (hereinafter institutions) responded to this, resulting in the nomination of 58 experts who would fill in the survey. Further on, the questionnaire was sent to these nominated contact points and distributed via expert group members, to which a total of 23⁵ Member States and 3 EU structures⁶ responded, resulting in 64 individuals completing the questionnaire from different law enforcement (LE) agencies and EU structures. In terms of Member States, the responses indicate an 88% response rate.

All responses indicated clear relevance for the scope of activity. The **most relevant main topics** (out of the 16 individual topics) for law enforcement officials in this area were related to:

¹ 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.

² 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.

³ Responding countries: Austria, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Greece, Hungary, Italy, Latvia, Lithuania, Luxembourg, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden.

⁴ Frontex, EU Agency for Fundamental Rights (FRA), Eurojust

⁵ Responding countries: Austria, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Poland, Portugal, Romania, Slovakia, Slovenia, Spain and Sweden.

⁶ European Commission, Frontex and Eurojust.

- **Schengen Information System (SIS) and SIRENE** (69% of institutions found it relevant)
- **Interoperability components and processes** (58% of institutions found it relevant)
- **EU cooperation tools and mechanisms** (53% of institutions found it relevant), and

Table 1. Relevance rate of main topics

| Main Topic | Relevance |
|--|-----------|
| Schengen Information System (SIS) and SIRENE | 69 % |
| Interoperability components and processes | 58 % |
| EU cooperation tools and mechanisms | 53 % |
| European Travel Information and Authorisation System (ETIAS) | 44 % |
| VIS and EURODAC for the purposes of the prevention, detection, and investigation of terrorist offences and other serious criminal offences | 39 % |
| Passenger Name Records System (PNR), Advanced Passenger Information System (APIS) | 38 % |
| Entry-Exit System (EES) | 36 % |
| Joint Investigation Teams (JITs) | 36 % |
| Interpol Stolen and Lost Travel Documents (SLTD) | 36 % |
| European Criminal Records Information System (ECRIS and ECRIS-TCN) | 31 % |
| Visa Information System (VIS) | 28 % |
| Interpol Travel Documents Associated with Notices (TDAWN) | 28 % |
| European E-evidence Digital Exchange System | 19 % |
| European Border Surveillance system (EUROSUR) | 19 % |
| European Asylum Dactyloscopy Database (Eurodac) | 17 % |

As per methodology, training topics with a relevance rate of more than 50% are to be considered for further analysis in terms of their content, urgency, proficiency level and number of participants.

Examining the three most relevant main topics it can be said that they are all considered relatively urgent, ranging from 58% to 63%. This means that, optimally, training activities should be delivered within a year's period⁷. The distribution of main topics based on relevancy, urgency and indicated number of trainees is illustrated in Table 2.

Table 2. Relevance and urgency of prioritised main topics

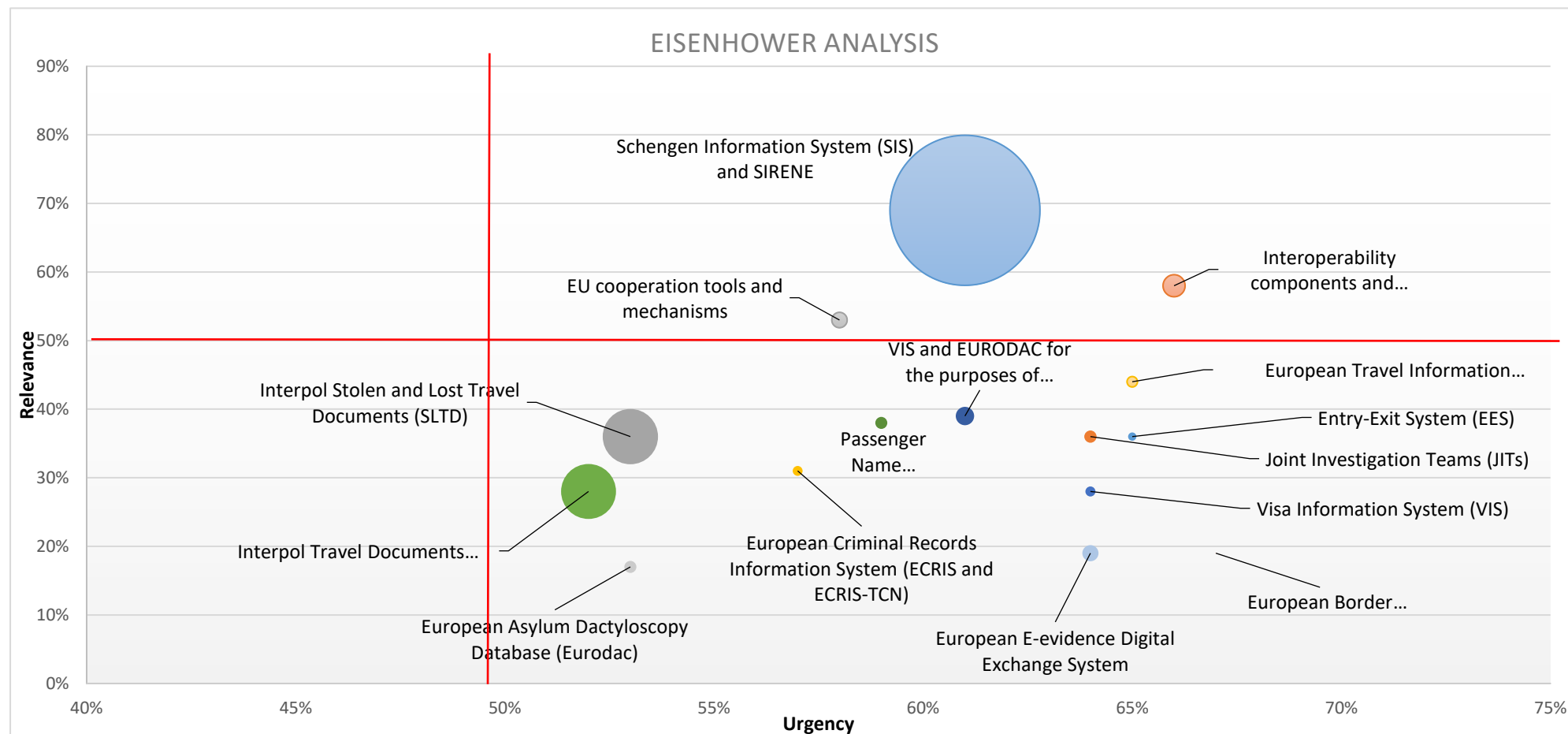
| Main Topic | Relevance | Urgency | Trainees |
|--|-----------|---------|----------|
| Schengen Information System (SIS) and SIRENE | 69 % | 63% | 31 248 |
| Interoperability components and processes | 58 % | 66% | 868 |
| EU cooperation tools and mechanisms | 53 % | 58% | 377 |
| European Travel Information and Authorisation System (ETIAS) | 44 % | 65% | 179 |
| VIS and EURODAC for the purposes of the prevention, detection, and investigation of terrorist offences and other serious criminal offences | 39 % | 61% | 457 |

⁷ See explanation of Urgency levels in Annex 2.

| | | | |
|---|------|-----|---------------|
| Passenger Name Records System (PNR), Advanced Passenger Information System (APIS) | 38 % | 59% | 195 |
| Entry-Exit System (EES) | 36 % | 65% | 93 |
| Joint Investigation Teams (JITs) | 36 % | 64% | 203 |
| Interpol Stolen and Lost Travel Documents (SLTD) | 36 % | 53% | 4 141 |
| European Criminal Records Information System (ECRIS and ECRIS-TCN) | 31 % | 57% | 132 |
| Visa Information System (VIS) | 28 % | 64% | 136 |
| Interpol Travel Documents Associated with Notices (TDAWN) | 28 % | 52% | 4 085 |
| European E-evidence Digital Exchange System | 19 % | 64% | 352 |
| European Border Surveillance system (EUROSUR) | 19 % | 67% | 1 |
| European Asylum Dactyloscopy Database (Eurodac) | 17 % | 53% | 196 |
| Total | | | 42 663 |

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 them according to 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.

Chart 1. Relevance and urgency rate of the prioritised main topics (size of the bubble indicates number of trainees indicated by respondents.⁸)



⁸ Number of trainees requiring awareness, practitioner, advanced practitioner, expert, and train-the-trainer level training.

In reference to the findings of open suggestions under prioritised topics, the following thematic contents can be summarized:

Schengen Information System (SIS) and SIRENE:

- The new SIS regulations (GENERAL)
- New Training on the new SIRENE manual and procedures for exchange of supplementary information (including factsheets, the new SIS regulations and filling in questionnaires)
- Training on the new data and alert categories in SIS: return alerts, alert on unknown wanted person, inquiry check alert, preventive alerts

Interoperability components and processes:

- General information about and using the system
- Databases, related systems

EU cooperation tools and mechanisms:

- EU cooperation tools and mechanisms
- Specific tools

Respondents indicated that **for the prioritised topics 32 493 participants would need training in 2022 from the 23 responding MSs and EU structures, which would mean 22 568 potential trainees from the European Union⁹**. It should be noted that due to the method of extrapolation in cases where the response rate is almost 100% (88,5% in this case), the statistical median-based calculation does indeed flatten the calculated total trainees in all EU.

The highest common need indicated by respondents is in the proficiency levels of **practitioner/advanced practitioner**, and, to a certain extent, **expert**, while train-the-trainer and awareness level training are lower on the priority scale (Table 3). Please find the details of training dimensions in the Analysis section of this report.

Table 3. Proficiency levels objectives under each topic.

| Proficiency level | 1 st priority | 2 nd priority |
|--|--------------------------|--------------------------|
| Schengen Information System (SIS) and SIRENE | Practitioner | Advanced practitioner |
| Interoperability components and processes | Practitioner | Advanced practitioner |
| EU cooperation tools and mechanisms | Advanced practitioner | Expert |

Table 4. Number of trainees in each proficiency level extrapolated to EU level¹⁰.

| | Schengen Information System (SIS) and SIRENE | | Interoperability components and processes | | EU cooperation tools and mechanisms | |
|--------------------|--|-------|---|-------|-------------------------------------|-----|
| Proficiency levels | Number of trainees | EU | Number of trainees | EU | Number of trainees | EU |
| Awareness | 127 | 403 | 109 | 637 | 65 | 338 |
| Practitioner | 6 037 | 4 030 | 227 | 1 521 | 50 | 650 |

⁹ 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.

¹⁰ To be noted that due to inconsistency of data per proficiency level, total number of trainees differ.

| | | | | | | |
|-----------------------|--------|-------|-----|-------|----|-------|
| Advanced practitioner | 24 251 | 1 950 | 216 | 1 313 | 96 | 1 586 |
| Expert | 415 | 1 339 | 154 | 507 | 94 | 897 |
| Train-the-trainer | 180 | 1 872 | 126 | 780 | 30 | 78 |
| TOTAL | | 9 594 | | 4 758 | | 3 549 |

The OTNA questionnaire included a question to identify the **profiles of LE officials who would need training** in different topics. Most references were given to **investigators and systems operators** (e.g., SIRENE), but also to analysts; these are the target groups that should be provided with the opportunity to be trained first. Lower priority was indicated for managers and experts.

Few respondents provided data on training available on national level. The analysis suggests that national level training is mostly available on the use of Schengen Information System (SIS) and SIRENE. These training activities cover the use of national applications being complementary to EU-level training in the same area.

Background

As defined by Article 3 of the Regulation 2015/2219, CEPOL shall support, develop, implement and coordinate training for law enforcement officials, while putting special 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 as a process to help to the realisation 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. OTNA methodology was updated in 2020 (9/2020/MB (29/05/2020)) based on CEPOL's experience and the feedback of Member States.

The methodology consists of a series of seven steps, encompassing close and dynamic cooperation with the Member States, in particular the CEPOL National Units and LE agencies, and involving CEPOL Knowledge Centres (CKC) 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 law enforcement 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 Cooperation, Information Exchange and Interoperability in 2020. Outcomes of the research will be used to define CEPOL's training portfolio in CIEI for 2022.

This report describes training priorities in the area of CIEI for 2022 based on the analysis of the data received from law enforcement agencies and CEPOL National Units, and hence represents a part of the law enforcement community in the European Union. The main topics and subtopics of training activities 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 Law Enforcement Cooperation, Information Exchange and Interoperability comprised of representatives of the European Commission, Justice and Home Affairs agencies and CEPOL.

Analysis

Consolidation of data and responses

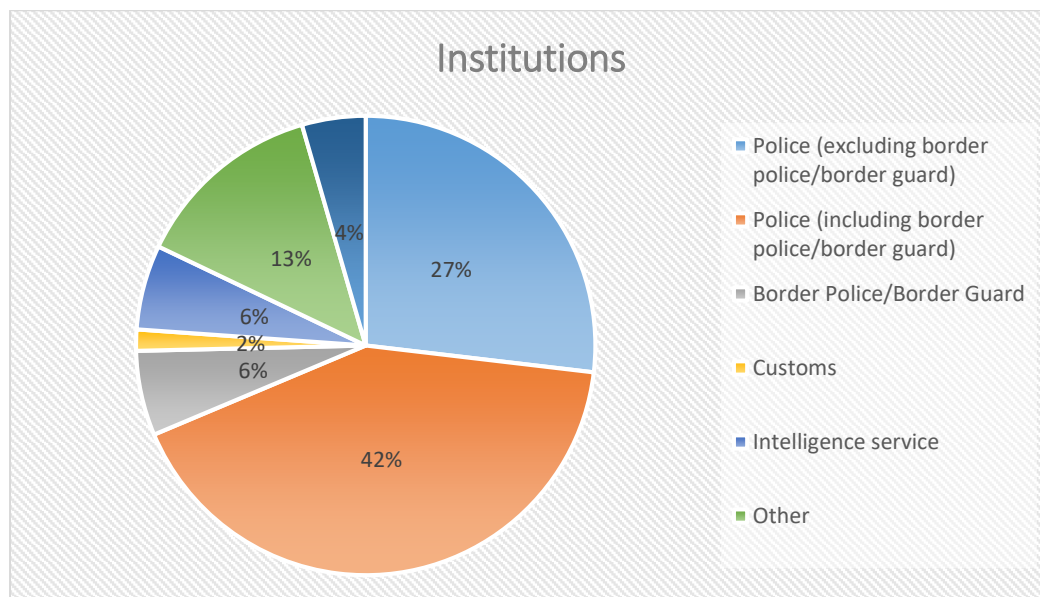
Data was processed from online survey platform *Qualtrics* to Microsoft Excel. The data was synthesized and analysed by Excel functions. Furthermore, an interview was organised with selected Member States¹² to verify and consolidate the responses on the relatively high number of potential officials to be trained working in the field of OTNA.

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

¹² Estonia and Latvia.

CEPOL approached 26 Member States¹³ and several EU structures dealing with the subject of the OTNA to provide a response from their respective jurisdiction. 20¹⁴ Member States and 3 EU structures¹⁵ (hereinafter institutions) responded to this, resulting in the nomination of 58 experts who would fill in the survey. Further on, the questionnaire was sent to these nominated contact points and distributed via expert group members, to which a total of 23¹⁶ Member States and 3 EU structures¹⁷ (hereinafter institutions) responded, resulting in 64 individuals completing the survey from different law enforcement (LE) agencies and EU structures. In terms of Member States, the 88,5% response rate represents the users of EU/international information systems for information exchange¹⁸ across Europe. Such a response rate can be deemed very high. Most responses (69%) represented police and border security, followed by other security institutions (13%) such as ministry departments and directorates (Romania) as well as educational institutions providing law enforcement training.

Chart 2. Distribution of responding institutions



Relevance of topics

The potential training needs were presented based on the outcomes of an expert group discussion held in November 2020 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 CIEI are as follows:

¹³ 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.

¹⁴ Responding countries: Austria, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Greece, Hungary, Italy, Latvia, Lithuania, Luxemburg, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden.

¹⁵ Frontex, EU Agency for Fundamental Rights (FRA), Eurojust

¹⁶ Responding countries: Austria, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, and Sweden.

¹⁷ European Commission, Frontex and Eurojust.

¹⁸ Number of officials, as indicated by the respondents, performing their duties in the area related to on Law Enforcement Cooperation, Information Exchange and Interoperability.

| |
|--|
| Interoperability ¹⁹ components and processes ²⁰ |
| Schengen Information System ²¹ (SIS) and SIRENE ²² |
| Visa Information System (VIS) ²³ |
| European Criminal Records Information System ²⁴ (ECRIS and ECRIS-TCN) |
| European Travel Information and Authorisation System ²⁵ (ETIAS) |
| European Asylum Dactyloscopy Database ²⁶ (Eurodac) |
| Entry-Exit System ²⁷ (EES) |
| VIS ²⁸ and EURODAC ²⁹ for the purposes of the prevention, detection, and investigation of terrorist offences and other serious criminal offences |
| Joint Investigation Teams (JITs) |
| Passenger Name Records System (PNR), Advanced Passenger Information System (APIS) |
| EU cooperation tools and mechanisms |

¹⁹ Interoperability is the ability of information systems to exchange data and enable the sharing of information. An efficient management of Europe's border security and migration relies upon large, centralised information systems including Eurodac, the Schengen Information System (SIS) and the Visa Information System (VIS).

²⁰ API, Rest, JSON, Web Services, XML, WS Sec, Access delegation, identity, trust, federation etc.

²¹ SIS is a large-scale IT system that supports public security and the exchange of information on people and objects between national law enforcement, border control, customs, visa and judicial authorities.

²² Supplementary Information Request at the National Entries. Each Member State must designate a national authority which shall be operational 24 hours a day, 7 days a week and which shall ensure the exchange and availability of all supplementary information (the SIRENE Bureau) in accordance with the SIRENE Manual. Supplementary information shall be exchanged in accordance with the provisions of the SIRENE Manual and using the Communication Infrastructure.

²³ VIS allows Schengen States to exchange visa data. VIS connects consulates in non-EU countries and all external border-crossing points of Schengen States. It processes data and decisions relating to applications for short-stay visas to visit, or to transit through, the Schengen Area.

²⁴ ECRIS provides an electronic exchange of criminal record information on a decentralised basis between Member States. It allows Member State's criminal records authorities to obtain complete information on previous convictions of EU nationals from the Member State of that person's nationality.

²⁵ ETIAS is a pre-travel authorisation system for visa exempt travellers. Its key function is to verify if a third country national meets entry requirements before travelling to the Schengen area. The information submitted, via an online application ahead of their arrival at borders enabling pre-travel assessment of irregular migration risks, security or public health risk checks.

²⁶ Eurodac is a large-scale IT system that helps with the management of European asylum applications since 2003, by storing and processing the digitalised fingerprints of asylum seekers and irregular migrants who have entered a European country. In this way, the system helps to identify new asylum applications against those already registered in the database.

²⁷ The system will electronically register the time and place of entry and exit of third country nationals and calculate the duration of their authorised stay. It will replace the obligation to stamp the passports of third-country nationals which is applicable to all Member States.

²⁸ COUNCIL DECISION 2008/633/JHA of 23 June 2008 concerning access for consultation of the Visa Information System (VIS) by designated authorities of Member States and by Europol for the purposes of the prevention, detection and investigation of terrorist offences and of other serious criminal offences

²⁹ REGULATION (EU) No 603/2013 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 26 June 2013 on the establishment of 'Eurodac' for the comparison of fingerprints for the effective application of Regulation (EU) No 604/2013 establishing the criteria and mechanisms for determining the Member State responsible for examining an application for international protection lodged in one of the Member States by a third-country national or a stateless person and on requests for the comparison with Eurodac data by Member States' law enforcement authorities and Europol for law enforcement purposes, and amending Regulation (EU) No 1077/2011 establishing a European Agency for the operational management of large-scale IT systems in the area of freedom, security and justice.

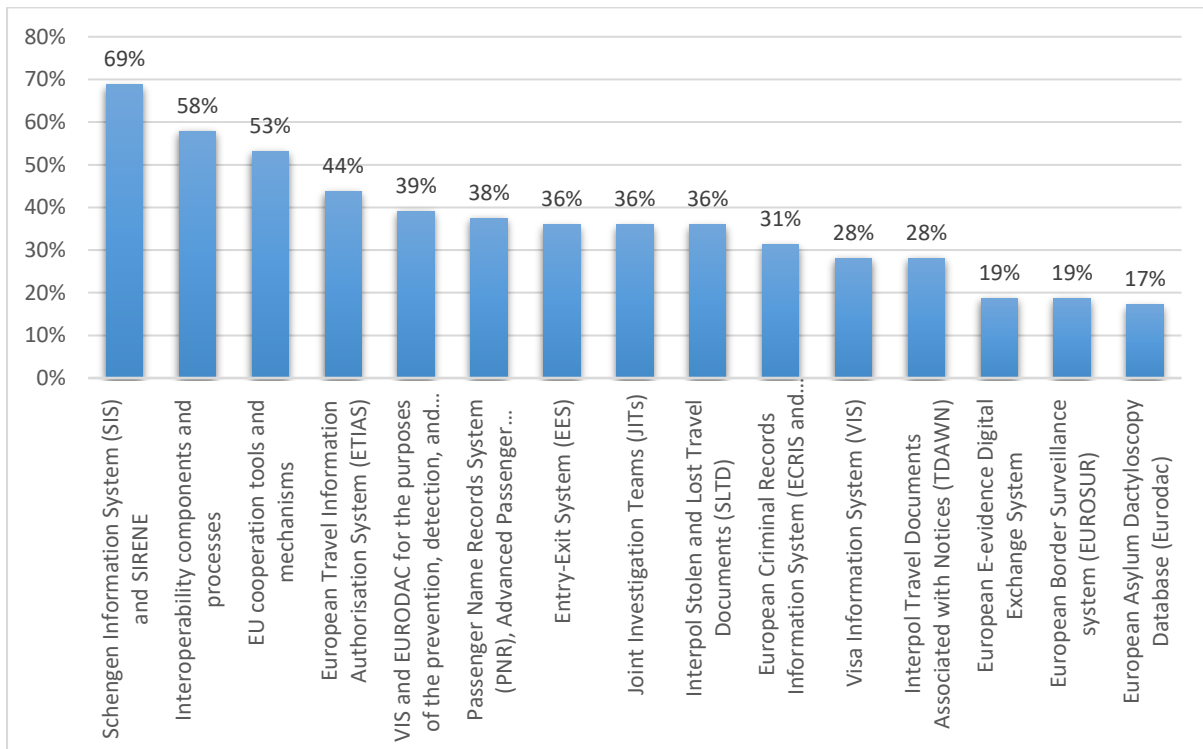
| |
|---|
| European E-evidence Digital Exchange System |
| Interpol Stolen and Lost Travel Documents (SLTD) |
| Interpol Travel Documents Associated with Notices (TDAWN) |
| European Border Surveillance system (EUROSUR) |
| Other training suggestions |

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 Member State, entries were consolidated. The ratio of relevance was calculated by dividing the sum of Member States that found the topic relevant by the number of responding Member States. If more than 50% of the Member States find a certain topic relevant, it is considered relevant and it will be processed for further analysis as per the OTNA methodology. Four of all main topics passed the 50% threshold of the relevance rate.

Table 5. Relevance rate of main topics

| Main Topic | Relevance |
|--|-----------|
| Schengen Information System (SIS) and SIRENE | 69 % |
| Interoperability components and processes | 58 % |
| EU cooperation tools and mechanisms | 53 % |
| European Travel Information and Authorisation System (ETIAS) | 44 % |
| VIS and EURODAC for the purposes of the prevention, detection, and investigation of terrorist offences and other serious criminal offences | 39 % |
| Passenger Name Records System (PNR), Advanced Passenger Information System (APIS) | 38 % |
| Entry-Exit System (EES) | 36 % |
| Joint Investigation Teams (JITs) | 36 % |
| Interpol Stolen and Lost Travel Documents (SLTD) | 36 % |
| European Criminal Records Information System (ECRIS and ECRIS-TCN) | 31 % |
| Visa Information System (VIS) | 28 % |
| Interpol Travel Documents Associated with Notices (TDAWN) | 28 % |
| European E-evidence Digital Exchange System | 19 % |
| European Border Surveillance system (EUROSUR) | 19 % |
| European Asylum Dactyloscopy Database (Eurodac) | 17 % |

Chart 3. Relevance rate of main topics



Training dimensions

The average urgency rates for the main topics, as well as the number for potential trainees are represented in the table below:

Table 6. Relevance and urgency of prioritised main topics

| Main Topic | Relevance | Urgency | Trainees |
|--|-----------|---------|----------|
| Schengen Information System (SIS) and SIRENE | 69 % | 63% | 31248 |
| Interoperability components and processes | 58 % | 66% | 868 |
| EU cooperation tools and mechanisms | 53 % | 58% | 377 |
| European Travel Information and Authorisation System (ETIAS) | 44 % | 65% | 179 |
| VIS and EURODAC for the purposes of the prevention, detection, and investigation of terrorist offences and other serious criminal offences | 39 % | 61% | 457 |
| Passenger Name Records System (PNR), Advanced Passenger Information System (APIS) | 38 % | 59% | 195 |
| Entry-Exit System (EES) | 36 % | 65% | 93 |
| Joint Investigation Teams (JITs) | 36 % | 64% | 203 |
| Interpol Stolen and Lost Travel Documents (SLTD) | 36 % | 53% | 4141 |
| European Criminal Records Information System (ECRIS and ECRIS-TCN) | 31 % | 57% | 132 |
| Visa Information System (VIS) | 28 % | 64% | 136 |

| | | | |
|---|------|-----|-------|
| Interpol Travel Documents Associated with Notices (TDAWN) | 28 % | 52% | 4085 |
| European E-evidence Digital Exchange System | 19 % | 64% | 352 |
| European Border Surveillance system (EUROSUR) | 19 % | 67% | 1 |
| European Asylum Dactyloscopy Database (Eurodac) | 17 % | 53% | 196 |
| Total | | | 42663 |

CEPOL's training activities address law enforcement officials of the 26 EU Member States. The number of participants indicated in the responses to the survey are considered as the number of participants who would need training from responding Member States. To estimate the total number of LE officials who would need training in a certain topic at a certain proficiency level is calculated via identifying the central tendency or middle value (statistical median)³⁰ of the number of trainees per topic per proficiency level. The estimate of the number of participants on EU-level is calculated by multiplying the median with 26 (as per the number of Member States). Since the median excludes the extremes of the data set, it might happen that the rank of proficiency levels in each topic is different on the EU-level to the rank which is based on the responses given to the survey.

The number of participants was calculated as the sum of the participants indicated by each Member State. The median of participants was calculated to be able to calculate the potential number of attendees should all Member States³¹ take part in the training.

Respondents indicated that **32 493 participants would need training in 2022 from the 23 responding Member States and EU structures for the prioritised topics, which would mean 22 568 potential trainees from 26 Member States and the European Union**³². It should be noted that due to the method of extrapolation in cases where one response indicates a high number distant from numbers indicated by the rest of respondents, the statistical median-based calculation does indeed flatten the calculated total trainees in all EU by ruling out the extreme data from the dataset.

Moreover, the number of potential trainees under the topic of Schengen Information System (SIS) and SIRENE is high compared to the other topics (31 248 trainees indicated these topics versus 714 trainees for the next highest number, Interoperability). This is due to two Member States reporting a rather high demand even comparable to the total amount of LE officials employed by the institutions in question. As the biggest numbers for officials to be trained on the prioritised topics was reported by Estonia and Latvia, the issue of the difference of needs in the field of OTNA compared to other, e.g., bigger Member States' law enforcement institutions was clarified by interviews. Although Estonian respondents were not available for an interview, the reported numbers correspond with the total number of officials operating in the area of Law Enforcement Cooperation, Information Exchange and

³⁰ The median is a simple measure of central tendency, the 'middle value' of the list. The basic advantage of the median in describing data compared to the mean (often simply described as the "average") is that it is not skewed so much by extremely large or small values, and so it may give a better idea of a 'typical' value. For example, in understanding statistics like household income or assets which vary greatly, a mean (average) may be skewed by a small number of extremely high or low values. Median income, for example, may be a better way to suggest what a 'typical' income is. E.g. 1, 2, 2, 3, 4, 7, 9. The middle value separating the greater and lesser halves of a data set is 3 (<https://en.wikipedia.org/wiki/Median>).

³¹ All EU member States, not including Denmark.

³² 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.

Interoperability, and also to the total size of the Estonian Police and Border Guard. Estonia has indicated the same number, 4 000 officials, for all the subtopics Schengen Information System (SIS) and SIRENE. Hence, it can be safely noted that the responses reflect the interest of Estonia to offer training and capacity development in each subtopic under the topic of SIS and SIRENE.

Regarding Latvia, the issue of interoperability is seen as an important factor in operational law enforcement, thus there are a high number of SIS users within LE institutions in Latvia. The total number of trainees is comprised of ten different LE organizations. However, as noted by a Latvian representative, it is not expected that all trainees would receive training at the EU-level. It is considered that there should be a cascading model for training for Latvia to be able to offer training for different users (also with local language) via different methods from online solutions to onsite training.

Table 7. Indicative target group per Member State and EU structure

| MS / EU | Approximated officials assigned to the area | Trainees SIS/SIRENE | Trainees Interoperability | Trainees EU Cooperation |
|-----------------------|---|---------------------|---------------------------|-------------------------|
| Staff of Union bodies | 800 | 60 | 10 | 2 |
| Austria | 40 000 | 0 | 0 | 0 |
| Bulgaria | 123 | 60 | 5 | 12 |
| Croatia | 6 000 | 0 | 0 | 0 |
| Cyprus | 0 | 160 | 45 | 0 |
| Czech Republic | 45 000 | 24 | 80 | 8 |
| Estonia | 4 000 | 24 000 | 85 | 0 |
| Finland | 720 | 12 | 61 | 33 |
| France | 50 000 | 16 | 14 | 2 |
| Germany | 5 500 | 360 | 0 | 0 |
| Greece | 95 | 265 | 0 | 80 |
| Hungary | 150 | 210 | 130 | 20 |
| Ireland | 25 | 103 | 0 | 0 |
| Italy | 213 | 4 | 5 | 4 |
| Latvia | 3 551 | 5 270 | 0 | 6 |
| Lithuania | 7000 | 180 | 0 | 70 |
| Luxembourg | 35 | 0 | 5 | 0 |
| Poland | 80 | 0 | 0 | 0 |
| Portugal | 15 000 | 216 | 118 | 67 |
| Romania | 25 | 6 | 166 | 60 |
| Slovakia | 63 | 174 | 25 | 3 |
| Slovenia | 70 | 18 | 19 | 0 |
| Spain | 40 | 110 | 100 | 10 |
| Sweden | 500 | 0 | 0 | 0 |
| TOTAL | 178 990 | 31 248 | 868 | 377 |

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 1.) 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 Member State, 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 2.

The highest common need indicated by respondents is in the proficiency levels of **Practitioner/Advanced practitioner**, and, to a certain extent, **Expert** while Train-the-trainer and Awareness level training are lower on the priority scale (Table 9).

Table 8. Proficiency level objectives under each topic.

| Proficiency level | 1 st priority | 2 nd priority |
|--|--------------------------|--------------------------|
| Schengen Information System (SIS) and SIRENE | Practitioner | Advanced practitioner |
| Interoperability components and processes | Practitioner | Advanced practitioner |
| EU cooperation tools and mechanisms | Advanced practitioner | Expert |

Table 9. Number of trainees in each proficiency level extrapolated to EU level.³³

| Proficiency levels | Schengen Information System (SIS) and SIRENE | | Interoperability components and processes | | EU cooperation tools and mechanisms | |
|-----------------------|--|-------|---|-------|-------------------------------------|-------|
| | Number of trainees | EU | Number of trainees | EU | Number of trainees | EU |
| Awareness | 127 | 403 | 109 | 637 | 65 | 338 |
| Practitioner | 6 037 | 4030 | 227 | 1 521 | 50 | 650 |
| Advanced practitioner | 24 251 | 1 950 | 216 | 1 313 | 96 | 1 586 |
| Expert | 415 | 1 339 | 154 | 507 | 94 | 897 |
| Train-the-trainer | 180 | 1 872 | 126 | 780 | 30 | 78 |

The OTNA questionnaire was complemented with an additional question to identify the profiles of LE officials who would need training in different topics. Most references were given to investigators and system operators (e.g., SIRENE), but also to analysts. These are the target groups that should be

³³ Total numbers per proficiency level do not match the total numbers per profile due to respondents not indicating the same numbers for the two questions.

provided with the opportunity to be trained first. Lower priority was indicated for managers and experts.

Training dimensions for main topics

With the aim of better understanding the training needs, law enforcement officials' suggestions on various **subtopics** were requested.. This chapter presents more detailed training needs related to each main topic. Such sub-topics can be used to determine respondents' interests to be addressed in possible training activities. Analysing the suggestions, the following collation of thematic areas were identified:

Schengen Information System (SIS) and SIRENE³⁴

- The new SIS regulations (GENERAL)
- Training per each SIS alert category (including preventive alerts)
- Training on the new alert categories in SIS: return alerts, alert on unknown wanted person, inquiry check alert, preventive alerts
- Training on new data categories in SIS alerts
- Training on the dactyloscopic data in SIS
- Training on the new SIRENE manual and procedures for exchange of supplementary information (including factsheets, the new SIS regulations and filling in questionnaires)

Interoperability components and processes³⁵

- General information about the system (e.g., overall introduction to the system, legislative background, data security and quality)
- Use of the system (e.g., entering data in the system, hits/search in databases, return links, MID, biometrics, ensuring quality of data, data analysis, use of system for investigations and analysis, practical exercises)
- Databases and related systems
- Cooperation (e.g., operational management, with EU-LISA)
- Links to other types of crime (e.g., Visa fraud, human trafficking, cybercrime)

EU cooperation tools and mechanisms³⁶

- EU cooperation tools and mechanisms
- Specific tools
- Interoperability

Each of the three prioritised main topics was analysed in terms of level of proficiency³⁷ and job profiles. For each level of proficiency, respondents indicated the potential number of participants per profile. Due to the need to approximate several open suggestions for sub-topics and consequent interpretative clustering, the urgency rate is not mathematically calculated for Interoperability and EU

³⁴ Open suggestions concerning SIS/SIRENE converge with the pre-set topics and are hence combined below.

³⁵ Categories based on convergence of various open suggestions.

³⁶ Categories based on convergence of various open suggestions.

³⁷ Levels of proficiency are: Awareness, Practitioner, Advanced practitioner, Expert and Train-the-trainer.

cooperation tools and mechanisms. However, the categorical urgency is illustrated in Tables 11 and 12. The following analysis for the themes of interest is based on collating the suggestions above:

Table 10. Analysis of topics on Schengen Information System (SIS) and SIRENE (prioritised sub-topics in green highlight).

| | The new SIS regulations (GENERAL) | | Training per each SIS alert category (including preventive alerts) | | Training on the new alert categories in SIS | | Training on new data categories in SIS alerts | | Training on the dactyloscopic data in SIS | | Training on the new SIRENE manual and procedures for exchange of supplementary information | |
|-----------------------|-----------------------------------|------------------|--|-------|---|-------|---|-------|---|-------|--|-------|
| Urgency | 67 % | | 59 % | | 68 % | | 68 % | | 61 % | | 69 % | |
| Proficiency levels | Number of trainees | EU ³⁸ | Number of trainees | EU | Number of trainees | EU | Number of trainees | EU | Number of trainees | EU | Number of trainees | EU |
| Awareness | 60 | 78 | 11 | 143 | 2 | 26 | 2 | 26 | 5 | 26 | 42 | 78 |
| Practitioner | 74 | 390 | 1 595 | 715 | 176 | 715 | 3 675 | 780 | 382 | 780 | 115 | 650 |
| Advanced practitioner | 4 069 | 455 | 4 100 | 780 | 4 012 | 78 | 4 059 | 130 | 4 005 | 52 | 4 007 | 130 |
| Expert | 111 | 195 | 35 | 260 | 118 | 390 | 40 | 130 | 40 | 130 | 68 | 260 |
| Train-the-trainer | 17 | 156 | 36 | 468 | 36 | 468 | 36 | 468 | 6 | 156 | 49 | 156 |
| TOTAL | 4 331 | 1 274 | 5 777 | 2 366 | 4 344 | 1 677 | 7 812 | 1 534 | 4 438 | 1 144 | 4 281 | 1 274 |

| Number of trainees by profile ³⁹ | | | | | | | |
|---|-------------------------|--------------------------------------|---|---|---|-----------------------------------|-------|
| | The new SIS regulations | Training per each SIS alert category | Training on the new alert categories in SIS | Training on new data categories in SIS alerts | Training on the dactyloscopic data in SIS | Training on the new SIRENE manual | Total |
| Operators | 30 | 157 | 199 | 217 | 183 | 192 | 978 |
| Analyst, evaluator | 224 | 25 | 29 | 29 | 28 | 27 | 362 |
| Investigator, prosecutor | 15 | 1 558 | 72 | 3 061 | 181 | 66 | 4 953 |
| Experts (IT, forensics, other) | 83 | 5 | 15 | 518 | 42 | 54 | 717 |
| Management | 16 | 4 | 9 | 9 | 9 | 9 | 56 |
| Others | 5 | 22 | 77 | 568 | 149 | 48 | 869 |
| TOTAL | 373 | 1 771 | 401 | 4 402 | 592 | 396 | |

³⁸ Extrapolation.

³⁹ Total numbers per proficiency level do not match the total numbers per profile due to respondents not indicating the same numbers for the two questions.

Table 11. Analysis of open topics on Interoperability.

| | General information about the system | | Use of the system | | Databases, related systems | | Cooperation | | Links to other types of crime | |
|-----------------------|--------------------------------------|-------|--------------------|-------|----------------------------|-------|--------------------|-----|-------------------------------|----|
| Proficiency levels | Number of trainees | EU | Number of trainees | EU | Number of trainees | EU | Number of trainees | EU | Number of trainees | EU |
| Awareness | 74 | 442 | 35 | 195 | 0 | 0 | 0 | 0 | 0 | 0 |
| Practitioner | 147 | 481 | 55 | 390 | 25 | 650 | 0 | 0 | 0 | 0 |
| Advanced practitioner | 0 | 0 | 126 | 442 | 35 | 156 | 55 | 715 | 0 | 0 |
| Expert | 50 | 130 | 66 | 169 | 5 | 130 | 0 | 0 | 33 | 78 |
| Train-the-trainer | 0 | | 86 | 260 | 40 | 520 | 0 | 0 | 0 | 0 |
| | 271 | 1 053 | 368 | 1 456 | 105 | 1 456 | 55 | 715 | 33 | 78 |

| Number of trainees by profile | | | | | | |
|--------------------------------|--------------------------------------|-------------------|----------------------------|-------------|-------------------------------|-------|
| | General information about the system | Use of the system | Databases, related systems | Cooperation | Links to other types of crime | Total |
| Operators | 82 | 586 | 25 | 50 | 0 | 743 |
| Analyst, evaluator | 59 | 275 | 15 | 5 | 0 | 354 |
| Investigator, prosecutor | 60 | 250 | 17 | 0 | 6 | 333 |
| Experts (IT, forensics, other) | 30 | 64 | 0 | 0 | 0 | 94 |
| Management | 10 | 21 | 33 | 0 | 0 | 64 |
| Others | 12 | 0 | 0 | 0 | 0 | 12 |
| TOTAL | 253 | 1 196 | 90 | 55 | 6 | |

Table 12. Analysis of open topics on EU cooperation tools and mechanisms.

| | EU cooperation tools and mechanisms | | Specific tools | | Interoperability | | Others | |
|-----------------------|-------------------------------------|-------|--------------------|-------|--------------------|-----|--------------------|-----|
| Proficiency levels | Number of trainees | EU | Number of trainees | EU | Number of trainees | EU | Number of trainees | EU |
| Awareness | 62 | 260 | 3 | 78 | 0 | 0 | 0 | 0 |
| Practitioner | 50 | 650 | 0 | 0 | 0 | 0 | 0 | 0 |
| Advanced practitioner | 55 | 520 | 30 | 780 | 3 | 78 | 8 | 208 |
| Expert | 14 | 182 | 43 | 559 | 1 | 26 | 36 | 130 |
| Train-the-trainer | 30 | 78 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 211 | 1 690 | 76 | 1 417 | 4 | 104 | 44 | 338 |

| | EU cooperation tools and mechanisms | Specific tools | Interoperability | Others | Total |
|--------------------------------|-------------------------------------|----------------|------------------|--------|-------|
| Operators | 62 | 0 | 50 | 0 | 112 |
| Analyst, evaluator | 0 | 55 | 0 | 1 | 56 |
| Investigator, prosecutor | 24 | 25 | 50 | 0 | 99 |
| Experts (IT, forensics, other) | 9 | 3 | 0 | 0 | 12 |
| Management | 16 | 0 | 0 | 0 | 16 |
| Others | 2 | 52 | 1 | 3 | 58 |
| TOTAL | 113 | 135 | 101 | 4 | |

The urgencies were reliably measurable only with the pre-set subtopics and are illustrated above in Table 10. While considering the need to group somewhat differing open topics together, the trend concerning open topics within “Interoperability” and “EU cooperation tools and mechanisms” was reported as less urgent. Based on the combination of urgency and number of trainees, the following conclusions were made (Table 13).

Table 13. Most interesting subtopics for the institutions

| Main topic | Subtopic | Urgency | Trainees |
|--|---|-----------------|---------------------|
| Schengen Information System (SIS) and SIRENE | Training on the new SIRENE manual and procedures for exchange of supplementary information... | 1 years' time | 12 276 |
| | Training on the new alert and data categories in SIS... | 1 years' time | 1 605 ⁴⁰ |
| | The new SIS regulations (GENERAL) | 1 years' time | 1 274 |
| Interoperability components and processes | General information about and using the system | 2-3 years' time | 1 254 ⁴¹ |
| | Databases, related systems | 2-3 years' time | 1 456 |
| EU cooperation tools and mechanisms | EU cooperation tools and mechanisms | 2-3 years' time | 1 690 |
| | Specific tools | 2-3 years' time | 1 417 |

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

1. Schengen Information System (SIS) and SIRENE

Schengen Information System (SIS) and SIRENE is the most relevant main topic as indicated by the Member States. Within this main topic, training should focus on most relevant subtopics as indicated below.

| Relevancy | Urgency | Proficiency level | Profile focus | Number of participants extrapolated to EU |
|-----------|---------|------------------------------------|-------------------------|---|
| 69% | 63% | Practitioner/Advanced practitioner | Operators/Investigators | 2 827 ⁴² |

⁴⁰ Average number from the sub-topics of “Training on the new alert categories in SIS: return alerts, alert on unknown wanted person, inquiry check alert, preventive alert”, and “Training on new data categories in SIS alerts”.

⁴¹ Average number from the sub-topics of “General information about the system”, and “Use of the system”.

⁴² Average of the two Proficiency levels “Practitioner” and “Advanced practitioner” referred in Table 10.

| | |
|-------------|--|
| Subtopic(s) | <ul style="list-style-type: none"> • The new SIS regulations (GENERAL) • New Training on the new SIRENE manual and procedures for exchange of supplementary information (including factsheets, the new SIS regulations and filling in questionnaires) • Training on the new data and alert categories in SIS: return alerts, alert on unknown wanted person, inquiry check alert, preventive alerts |
|-------------|--|

2. Interoperability components and processes

Interoperability components and processes is the second most relevant main topic as indicated by the Member States. Within this main topic, training should focus on the most relevant subtopics as indicated below.

| Relevancy | Urgency | Proficiency level | Profile focus | Number of participants extrapolated to EU |
|-------------|--|-------------------|---------------|---|
| 58% | 66% | Practitioner | Operators | 1 521 |
| Subtopic(s) | <ul style="list-style-type: none"> • General information about and using the system • Databases, related systems | | | |

3. EU cooperation tools and mechanisms

EU cooperation tools and mechanisms is the third most relevant main topic as indicated by the Member States. Within this main topic, training should focus on the most relevant subtopics as indicated below. Training need is relatively urgent, and it would be advantageous to receive training within a year's period.

| Relevancy | Urgency | Proficiency level | Profile focus | Number of participants extrapolated to EU |
|-------------|---|-----------------------|---------------|---|
| 53% | 58% | Advanced Practitioner | Operators | 1 586 |
| Subtopic(s) | <ul style="list-style-type: none"> • EU cooperation tools and mechanisms • Specific tools | | | |

4. National level training

Reports on training provided at national or regional level for law enforcement officials are rarely available, therefore the questionnaire had a section with a question referring to data on previous training activities organised/attended. Twenty-three answers were provided with highly heterogenic content. Therefore, data on training provided on national level is scattered and not apt for statistical analysis. However, data on sufficient training available at national level or regional level that "would make CEPOL training activities redundant" highlights the topics of "Schengen Information System (SIS) and SIRENE" (18% of all respondents, indicated the topic). It can be further noted that the emphasis of the national level training is on practical training on the use of national applications, and on e-learning for relevant personnel. The limited data available suggests that the training available extends on average from few hours to few working days. The analysis suggests that only some Member States institutions, and only to a certain extent and level, are maintaining training

capacities for the above-mentioned topic. While the same topic is also identified as the most relevant and urgent to training need, it can be concluded that an EU level training portfolio is needed to supplement national efforts.

Conclusion

This OTNA report describes training priorities in the area of Law Enforcement Cooperation, Information Exchange and Interoperability for 2022. The high number of respondents and Member States, and their representation of LE institutions indicates a clear interest in both the themes and topics under OTNA, and towards the training services provided by CEPOL.

The outcomes of the Operational Training Needs Analysis on CIEI show that 25% of the main topics are both relevant and relatively urgent for law enforcement officials. **Schengen Information System (SIS) and SIRENE; Interoperability components and processes; and EU cooperation tools and mechanisms** should be given the highest priority when designing training activities, without excluding the other main topics. Training should focus on LE personnel at levels ranging from practitioner to advanced practitioner for investigators and system administrators. Naturally, the amount of focus on the train-the-trainer level depends on the varied competencies present in Member States.

Sufficient training available at national level or regional level that “would make CEPOL training activities redundant” can only be said on the topic of “Schengen Information System (SIS) and SIRENE”. However, it can be noted that the emphasis of the national level training is seemingly on practical training on the use of national applications, and on e-learning for relevant personnel. The analysis suggests that only some Member State institutions, and only to certain extent and level, are maintaining training capacities for the above-mentioned topic. Although the same priority topic is also reported as the most relevant and urgent to training need, the analysis suggests that an EU-level training portfolio is seen as a timely and relevant supplement to national activities.

Annex 1. 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://ec.europa.eu/ploteus/en/content/descriptors-page>

Images from <https://askfortheworld.wordpress.com/levels/>

Annex 2. Urgency levels

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

| Urgency scale level | 1 | 2 | 3 | 4 | 5 |
|---------------------|--|---|--|--|--|
| Training need is | Low | Secondary | Moderate | Urgent | Crucial |
| Training impact | 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's period, 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. |