

CEPOL Portfolio as Major Training Offer for Law Enforcement



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Abstract

Aim: This study aims to explore how the European Union Agency for Law Enforcement Training (CEPOL) positions itself as a transnational provider of law enforcement training across Europe and beyond. It identifies key trends from the literature and examines CEPOL's role as a trusted training provider, focusing on its training model.

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Methodology: The paper adopts a literature-based analytical approach, supported by a review of CEPOL's strategic and digital training developments, highlighting how education expertise is integrated into training programmes. **Findings:** The study reveals CEPOL's strategic use of technology through its digital strategy, its implementation of a blended training model, and its focus on equipping law enforcement officials with digital-age skills. It also identifies the CEPOL Exchange Programme and online platform as flagship initiatives. CEPOL's continuous data collection and assessment strategies support ongoing improvement and alignment with strategic training priorities.

Value: The paper provides insights into CEPOL's evolving training portfolio and its alignment with European security needs. It demonstrates the agency's commitment to innovation, quality, and evidence-based training approaches, contributing to the development of a more effective and cohesive European law enforcement community.

Keywords: Law enforcement training, training models and evaluation, digital skills, evidence-based policing

Introduction

The relevance of training for Law Enforcement (LE) represents a cornerstone of modern policing, a fact that is reflected in a growing body of literature. This paper will first provide a brief quantitative analysis of a corpus of 890 articles (Arru, 2025) on the subject, providing an overview of the types of publications, their geographical distribution, and their publication dates. It will then proceed to highlight the evolution of LE training as demonstrated in the literature, and how it has been shown to be valid in improving the effectiveness of LE and its impact. The paper will then delve into the variety of the current training offered by the European Union Agency for Law Enforcement Training (CEPOL), establishing some reflections with those referred in the literature review. It will demonstrate how the offering, with its relevant topics or didactic approach, aligns or diverges from the one in the literature, making particular reference to the last four years. The subsequent section will be dedicated to the Exchange Programme and its added value in training LE, drawing on the literature to explore how LE training institutions implement exchange programmes and how CEPOL utilises the programme in its training approach. An evaluation of CE-POL's training activities will follow, enriched with references to the provided literature. Finally, the conclusion will analyse CEPOL's positioning in the LE

training arena and its role in promoting research to enrich and keep the teaching portfolio updated.

Over the past two decades, the approach to law enforcement training has undergone significant evolution. A notable trend in recent years has been the growing importance of evidence-based policing, which emphasises the use of research and data to guide police practices and training (Sherman, 1998; Sherman, 2013). This is complemented by an increasing use of competency-based learning frameworks, which focus on developing specific skills and knowledge required for effective policing (Cestra & Zaniboni, 2022). Furthermore, there is a clear trend towards closer cooperation between academic institutions and security practitioners, fostering a more symbiotic relationship where research informs practice and practice informs research (CABEM, 2024; Fehérváry & Nogala, 2009; Piza & Welsh, 2022). In the preceding years, the focus was more on harmonising training standards across different jurisdictions, a necessary step towards creating a common European law enforcement culture (Bertolami, 2012)

The relevance of training for Law Enforcement

The bibliographical research for this paper was conducted using a corpus of 890 articles (Arru, 2025) analysed with the support of LLM agents and reviewers. A quantitative analysis of this corpus reveals several interesting points. The majority of the publications are scientific articles (70%), followed by tech reports (10%), books (8%), in-collection texts (5%), PhD theses (3%), and conference papers (2%). The geographical distribution of the publications is predominantly European (60%), with a significant number of publications having a global (20%) or national (15%) scope. Only a small fraction of the publications has a regional focus (5%). The dates of the publications show a clear upward trend in the number of publications on LE training in recent years, with over 60% of the articles in the corpus published in the last five years.

The literature provides ample evidence of the validity of training in improving the effectiveness of LE. For example, a systematic review of police training programmes by (Belur, et al., 2019) found that training can have a positive impact on a range of outcomes, including law enforcement officials' knowledge, skills, and attitudes. However, the review also highlighted the need for more rigorous research on the long-term impact of training on law enforcement officials' behaviour and crime reduction. Another study by Kingshott et al. (2015) surveyed large law enforcement agencies in the United States and found that, although there are similarities in the training provided, there is a need for more standardised training programmes.

The variety of training offered at CEPOL

CEPOL strategically enhances the capabilities of EU law enforcement professionals through a structured and comprehensive training portfolio. The CEPOL Training Catalogue reflects a dynamic and adaptive approach to law enforcement education, based on blended learning and adapted to the European Union operational and security requirements. Its training activities support the development of essential competencies for internal security, facilitate the knowledge exchange and promote the development of professional networks across Member States (CEPOL, 2022) This approach is consistent with the literature's emphasis on continuous and adaptive training to keep pace with evolving crime trends and societal expectations (Klegrewe et al., 2022).

CEPOL's training framework represents an adaptive model for law enforcement education in the European Union. It targets both fundamental and advanced competencies and is based on blended learning principles that link training delivery with operational realities in EU Member States. The use of blended learning is a key trend in modern education, and its application by CEPOL reflects an understanding of the need for flexible and accessible training solutions (CEPOL, 2025a; CEPOL, 2025). Offering a combination of onsite and online formats, CEPOL ensures the courses' relevance for law enforcement professionals across various institutional and geographical contexts. This multi-layered approach to learning, as described in the 2025 Training Catalogue, is well-aligned with the principles of adult learning and the need for diverse training methodologies (CABEM, 2024; Police 1, 2025).

A variety of e-learning training activities are available to support the training development. Webinars are 90-minute interactive online sessions designed to raise awareness of current issues, emerging trends, or specific tools and technologies. Online modules offer a more in-depth and self-paced learning experience, usually requiring from three to six hours to complete. E-Lessons are shorter and more specialised, designed to be completed in less than one hour and come with practical job aids to support knowledge transfer into everyday tasks. Cyber-bites consist of short, thematically focused webinars on cybercrime and digital investigation trends, each lasting 20-30 minutes. This diverse range of e-learning self-paced training activities allows CEPOL to cater to different learning preferences and time constraints, a crucial factor in the context of professional development for busy law enforcement officials.

All the above e-learning training activities are accessible through CEPOL's Learning Management System (LEEd). LEEd is CEPOL's law enforcement restricted education platform, accessible only to members of the law enforcement

community. When the LEEd platform was established, it was a clear goal of management to launch a learning platform that could be used in a corporate learning environment. Another goal was to provide customised support for national training institutes by introducing one main LMS that can host sub-sites attached to LEEd and with that, to offer an eLearning platform for countries, organisations, and training institutes that don't own their own learning platform. The LEEd project was part of CEPOL's Digitalisation Strategy under the 4th component "Consolidated report on the future learning and development framework for CEPOL" that presented the future framework for CEPOL, leveraging the blended learning path model and the LMS capabilities supporting this initiative (CEPOL, 2020). The main scope of LEEd is to form the basis for the gradual digitalisation of the learning processes. Its development was funded through an additional IT investment budget allocated to CEPOL in December 2018 by the European Commission (the pool of EUR 1.2 million). (European Commission, 2019)

Officials who wish to access CEPOL's training opportunities, whether onsite or online, must be registered users of this platform. LEEd is also available via a user-friendly mobile interface, offering greater flexibility and accessibility for law enforcement officials engaged in distance learning. Users can download learning resources, such as webinars, courses, and modules, for offline viewing. All self-paced materials are available around the clock to an unlimited number of registered users.

A two-step registration process has been implemented using a dedicated and customised User Management plugin, designed to approve or reject new users and ensure that access is granted exclusively to law enforcement professionals. CEPOL also enforces mandatory application-based multi-factor authentication (MFA) for all users. MFA is a security measure that requires individuals to confirm their identity using two or more independent factors, such as something they know (a password), something they possess (a security token or mobile device), or something they are (biometric data). This additional layer of protection significantly enhances security by making it more difficult for unauthorised users to gain access, even if one authentication factor is compromised.

The training offer for 2025 is organised according to the thematic priorities identified in the EU Strategic Training Needs Assessment (EU-STNA) and aligned with the operational goals of the European Multidisciplinary Platform Against Criminal Threats (EMPACT) (Council of the European Union, 2023). The main areas include serious and organised crime, counter-terrorism, cybercrime, financial investigations, fundamental rights, cross-border cooperation and information exchange. More than 70 activities are closely related to EMPACT

priorities, highlighting CEPOL's role in operational coordination and intelligence sharing. This strong emphasis on EMPACT-related training is a direct reflection of the EU's strategic priorities in the fight against serious and organised crime.

The portfolio focuses on emerging and cross-cutting topics, including artificial intelligence, hybrid threats, and digital investigation techniques. This focus on innovation is supported by CEPOL's Knowledge Centres (CKCs), which serve as a hub of expertise in various areas, contributing to curriculum development and Quality Assurance. The inclusion of topics such as Artificial Intelligence (AI) and hybrid threats demonstrates CEPOL's commitment to staying at the forefront of law enforcement training and addressing the challenges of the 21st century (Arribas et al., 2025; Ignjatović, 2024).

An essential component of CEPOL's training offer is the focus on human rights, with dedicated training packages and guidelines to ensure that fundamental rights are integrated into all learning activities (Oversight, et al., 2023).

A core element underpinning CEPOL's strategy involves the transfer of expertise to the EU law enforcement community. The agency supports the national training capacity through Train-the-Trainer courses and the CEPOL Exchange Programme. Train-the-Trainer courses enable the transfer of knowledge and best practices and strengthen long-term capacity at national levels, a cross sectorial need very much highlighted by the literature (Juana et al., 2010; Lucas et al., 2025). Additionally, many CEPOL courses have implemented the ISO 29993 standard (Anon., 2017), showing the organisation's commitment to exceptional and practical learning.

CEPOL's training portfolio represents a multi-layered approach to law enforcement training. Through the integration of technology and innovative pedagogy, CEPOL ensures that the EU law enforcement professionals have the necessary competencies to solve complex and dynamic security challenges.

The Exchange Programmes and their Added Value in Training LE

Exchange programmes have long been recognised as a valuable tool in law enforcement training, offering a unique opportunity for law enforcement officials to gain firsthand experience of different policing cultures, methodologies, and legal frameworks. The literature suggests that such programmes can have a significant impact on both individual law enforcement officials and their home organisations. As highlighted by Benvenuti (2015) the exchange of students and teachers is a necessary and useful component of international cooperation

in law enforcement training, fostering mutual understanding and support. The Exchange Programme offers the opportunity to law enforcement officials to share knowledge in similar institutions from other Member States, strengthening the international cooperation (Jelonek, et al., 2025).

CEPOL has fully embraced this concept through its Exchange Programme, which is a key component of its training model. As detailed in the "Consolidated Annual Activity Report 2024" (CEPOL, 2024) the programme facilitates short-term exchanges of up to one week, allowing law enforcement officials to be hosted by partner institutions in other Member States. This provides a direct and immersive learning experience, enabling participants to share good practices, exchange insights, and build strong professional networks that are essential for effective cross-border cooperation. In 2024, the programme facilitated 158 exchanges, demonstrating its continued popularity and relevance.

A significant development in recent years has been the integration of blended learning elements into the Exchange Programme. As noted in the 2024 Annual Report, pre-assignments and webinars are now used to enhance the professional quality and outreach of the exchanges. This innovative approach ensures that participants are well-prepared for their study visit and that the learning experience is extended beyond the physical exchange itself. The use of "exchange bites" in the post-exchange phase, where participants share their experiences through webinars or research articles, further amplifies the cascading effect of the programme, ensuring that the knowledge gained is disseminated as widely as possible.

The literature on exchange programmes in law enforcement training highlights their added value in several areas. Firstly, they provide participants with a unique opportunity to learn about different policing models and practices, fostering a more comparative and critical perspective (Fehervary, 2011). Secondly, they promote the development of professional networks, which are essential for effective cross-border cooperation in the fight against transnational crime (Gherman, 2015). Thirdly, they contribute to the development of a common European law enforcement culture, based on shared values and principles (Bertolami, 2012).

Since 2023, the Exchange Programme has been managed exclusively through the LEEd platform via a fully digitalised workflow. This transition from an email-based process to an integrated digital environment has brought significant improvements in efficiency, transparency, and user experience. A digitalised workflow allows for centralised data management, real-time tracking of applications, automated notifications, and streamlined communication among stakeholders. It reduces the risk of errors or lost correspondence often associated

with email exchanges, while ensuring that all actions are properly documented and auditable. Moreover, it facilitates faster decision-making and provides participants with a clearer overview of each step in the process, ultimately enhancing the programme's overall effectiveness and reliability.

The impact of the CEPOL Exchange Programme has been formally evaluated, with an independent evaluation in 2024 confirming its positive impact at both the individual and institutional levels. The evaluation found that the programme leads to increased personal knowledge for participants and reinforces international cooperation and the exchange of good enforcement practices at the organisational level. This finding is consistent with the broader literature on the benefits of exchange programmes, which often highlight the development of intercultural competence and the fostering of long-term professional relationships as key outcomes.

The evaluation also acknowledged the good administration of the programme, a testament to CEPOL's commitment to quality management. The report's recommendation to further enhance the programme and potentially broaden its scope into a "CEPOL Mobility Programme" suggests that the exchange model is seen as a highly effective and valuable component of the agency's training portfolio. The continued success and expansion of the Exchange Programme will be crucial for fostering a common EU law enforcement culture and strengthening the operational capabilities of law enforcement agencies across the Union.

Evaluation of CEPOL Training Activities

The importance of training for the law enforcement community, as well as CE-POL's response in this regard, has been described above. This response includes a rich training offer proposed at the European level. It is also worth emphasising that CEPOL is aware of the importance of its role in shaping the standards that determine the design and implementation of training based on the principles representing the European Law Enforcement Training Scheme (LETS) (Commission, 2013) which aims to ensure that Union level training for law enforcement officials is of a high quality, coherent and consistent, which underlines the agency's legal mandate (European Union and Council, 2015). Therefore, both in the process of preparing the CEPOL training offer and in the design and implementation of training activities, in addition to the process of assessing training needs, evaluation plays an extremely important role. The training evaluation methodology conducted by the agency is based on Kirkpatrick's training effectiveness paradigm.

Donald Kirkpatrick, former president of the American Society for Training and Development (ASTD), first published his Four-Level Training Evaluation model in 1959 in the US Training and Development Journal. The model was later updated in 1975, 1994, and again in 2016 to become the New World Kirkpatrick Model. Although the accuracy of Kirkpatrick's approach is debated, it is still referenced in numerous publications, including research articles, conference papers, and the grey literature. This approach aligns with the broader trend in law enforcement training toward more systematic and multi-level evaluation frameworks, as advocated by Ferreira and Cabaço (Ferreira & Cabaço, 2006). The Kirkpatrick Model is one of the best-known models for analysing and evaluating the results of training programmes, which takes into account any style of training, both informal and formal, to determine aptitude based on four levels of criteria (Kurt, 2018). Kirkpatrick's vision has had a positive impact on the practice of training evaluation in general.

The Kirkpatrick Training Evaluation Model (KTEM) indicates significant correlations between the four stages of training effectiveness, on which the four levels in the training evaluation model are based. Namely, this evaluation includes 1) trainee reaction; 2) learning (the increase in knowledge or capability); 3) behaviour (extent of behaviour and capability improvement), and 4) results (the effects resulting from the trainee's performance) (Ho et al., 2016). According to the adopted evaluation model, assessment must begin at level 1 and then proceed in sequence through levels 2, 3, and 4. Data from all previous levels can be used as a basis for analysing subsequent levels. As a result, each subsequent level provides an increasingly accurate measure of the effectiveness of a training course.

The main thread used by CEPOL to evaluate Levels 1 and 2 is a common Participant Feedback survey form completed by participants after completing both onsite and online training courses, which is filled out online. Like the Kirkpatrick model, Level 1 measures the reaction of CEPOL training participants to the training. In contrast, Level 2 focuses on assessing what participants have learned and whether they have retained the knowledge. The mandatory survey asks participants how they rate their overall satisfaction with the training, the topic, the material, the presentations provided, the training environment, the knowledge and performance of the training experts/trainers, as well as the achievement of the intended learning outcomes and aspects of the knowledge and skills that participants will use in their place of service. The survey also includes their opinion on which aspects of the training could be improved in the future. It is important to measure the reaction to the training, as well as changes in knowledge, skills, or attitudes, as this helps to understand how well the

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recipients received the training. The knowledge that course participants have learned, gathered at Level 2, is further deepened by mandatory short tests, which are often conducted in the form of quizzes and constitute an integral part of the training evaluation. It also helps to improve the training for future participants, including identifying important areas or topics that are missing from the training.

Level 3 and 4 evaluations, on the other hand, assess how much participants in CEPOL's onsite courses have changed their behaviour as a result of the training they have received. The aim is to assess whether participants apply the information in practice. This level also analyses the results of the training for the law enforcement agencies from which the participants come. This is carried out through a survey in the following calendar year, four to fourteen months after the activity concludes. CEPOL requests that both participants and their line managers complete a post-course assessment to gather information on the long-term impact of the onsite training and the sustainability of the knowledge and skills acquired. To this end, they have the right to see all documents relating to the onsite training activity. The results of this assessment serve as the basis for the annual evaluation report and for improving further actions on the same matter (CEPOL, 2023)

Participants and line managers are strongly advised to take part in both the participants feedback survey immediately after the course and the subsequent post-course assessment, as they allow CEPOL to comprehensively assess the reaction to the training activities provided by the agency and to demonstrate its impact on the recipients and the law enforcement agencies represented, and then use it in the process of designing future training offers. In accordance with the assumptions and purpose of the evaluation, the results are utilised to continuously improve the design and implementation of courses, aiming to achieve their intended objectives and deliver the expected results at the highest possible level.

The quality of CEPOL products, as measured by the customers' satisfaction rate, remained high, with 97% of participants stating that they were very satisfied or satisfied with the activities. Level 3 and 4 evaluations, on the other hand, assess how much participants in CEPOL's onsite courses have changed their behaviour because of the training they have received. The aim is to assess whether participants apply the information in practice. This level also analyses the results of the training for the law enforcement agencies from which the participants originate. The evaluation results confirmed that the CEPOL Exchange Programme has a positive impact on both the individual (enhanced personal knowledge) and the institutional level (strengthened international cooperation and the exchange of best enforcement practices) in law enforcement. It also acknowledged the good administration of the programme (CEPOL, 2024).

Conclusion

This paper has explored the different offers of law enforcement training at CE-POL, the agency's engagement in shaping the future of law enforcement training, with a particular focus on evaluation, feedback, evaluations and methodologies. The analysis of the provided literature and CEPOL's strategic documents reveals a clear and consistent trend towards a more evidence-based, competency-focused, and collaborative approach to law enforcement training. CEPOL, as an EU Agency and a key transnational training provider, is not merely following these trends but is actively contributing to their development and implementation across the European Union.

A notable outcome of a short study is the demonstration of CEPOL's commitment to an evidence-based training model. The agency's reliance on the EU-STNA and OTNAs to inform its training portfolio ensures that its offerings are directly aligned with the most pressing security threats and the identified needs of Member States. This systematic approach to needs assessment is a cornerstone of effective training design and a clear departure from more traditional, ad-hoc models.

Furthermore, CEPOL's diverse and multi-layered training portfolio, which includes a mix of onsite and online activities, a flagship exchange programme, and a strong emphasis on blended learning, reflects a modern and adaptive approach to professional development. The agency's focus on emerging and cross-cutting topics, such as artificial intelligence and hybrid threats, demonstrates its commitment to keeping law enforcement officials at the forefront of their field. The integration of fundamental rights as a horizontal theme across all training activities is another crucial element, ensuring that all training is grounded in the core values of the European Union.

The evaluation of CEPOL's training activities, based on the well-established Kirkpatrick model, provides a robust framework for assessing the results and impact of its programmes. This commitment to evaluation and continuous improvement is essential for ensuring that CEPOL's training remains of the highest quality and delivers tangible results for the law enforcement community.

In conclusion, CEPOL has successfully positioned itself as a central hub for law enforcement training in the European Union. Its strategic focus on research, innovation, and collaboration has enabled it to develop a training model (European Commission, 2024) that is both responsive to the current needs of law enforcement and forward-looking in its approach. By actively promoting the integration of academic expertise and research findings into its training portfolio, CEPOL not only enhances the skills and knowledge of individual law

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enforcement officials but also contributes to the development of a more effective, accountable, and cohesive European law enforcement community. The agency's continued commitment to this evidence-based and collaborative approach will be crucial for addressing the security challenges of the future and ensuring the safety and security of all EU citizens.

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