



**EU EXTERNAL ACTION ACTIVITY (EEAS) CCPC TRAINING  
EU CIVILIAN TRAINING AREA - SAFETY & SECURITY**

**TRAINING REQUIREMENTS ANALYSIS (TRA) REPORT  
AREA ORGANIZED CRIME**

IN COOPERATION WITH THE

**GUARDIA CIVIL UNIVERSITY CENTRE (SPAIN)**

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## **TRA FINAL REPORT FOR ORGANIZED CRIME**

COVER RECOMMENDATIONS FOR APPROVAL



## REFERENCES

- The United Nations Convention against Transnational Organized Crime, adopted by General Assembly resolution 55/25 of 15 November 2000.
- Treaty on European Union and the Treaty on the Functioning of the European Union. Final Act of the Intergovernmental Conference which adopted the Treaty of Lisbon, signed on 13 December 2007.
- A Global Strategy for the European Union's Foreign and Security Policy (June 2016).
- EU serious and organized crime threat assessments (EU SOCTA) prepared by Europol.
- Council Conclusions of 13 November 2017 on Security and Defense in the context of the EU Global Strategy (doc.14190/17).
- Strengthening Civilian CSDP – Concept Paper, EEAS (2018) 435, 18 April 2018 (doc. 8084/18).
- Civilian Capabilities Development Plan, EEAS (2018) 906, 4 September 2018 (doc. 11807/18).
- EU Policy on Training for CSDP (doc. 7838/17 adopted by the Foreign Affairs Council on 3 April 2017).
- EU Civilian Training Group (EUCTG). Strategic Guidance on CSDP Civilian Training dated 14/06/2019.
- The EU Strategic Training Needs Assessment 2018-2021 published by CEPOL.
- The CSDP handbook on Advisory Support to Tackling Organized Crime 2019 published by the Crisis Management Centre (CMC) Finland.
- Organized Crime Index. Africa 2019 published by the EU project Enhancing Africa's response to transnational organized crime (ENACT).



## BACKGROUND

According to the **EU Treaty**, The Union's action on the international scene shall be guided by the principles which have inspired its own creation, development and enlargement, and which it seeks to advance in the wider world: democracy, the rule of law, the universality and indivisibility of human rights and fundamental freedoms, respect for human dignity, the principles of equality and solidarity, and respect for the principles of the United Nations Charter and international law.

Within the framework of the principles and objectives of its external action, the Union shall conduct, define and implement a **Common Foreign and Security Policy** (CFSP), based on the development of mutual political solidarity among Member States, the identification of questions of general interest and the achievement of an ever-increasing degree of convergence of Member States' actions.

A **Common Security and Defense Policy** (CSDP) shall be an integral part of the CFSP. It shall provide the Union with an operational capacity drawing on civilian and military assets. The Union may use them on missions outside the Union for peace-keeping, conflict prevention and strengthening international security in accordance with the principles of the United Nations Charter.

The strategy document '**A Global Strategy for the European Union's Foreign and Security Policy**' was published in 2016. In this EU Strategy it is stated that Europeans must be able to protect Europe, respond to external crises, and assist in developing our partners' security and defense capacities, carrying out these tasks in cooperation with others. Alongside external crisis management and capacity-building, the EU should also be able to assist in protecting its Members upon their request, and its institutions This means living up to our commitments to mutual assistance and solidarity and includes addressing challenges with both an internal and external dimension, such as terrorism, hybrid threats, cyber and energy security, **organized crime** and external border management. For instance, CSDP missions and operations can work alongside the European Border and Coast Guard and EU specialized agencies to enhance border protection and maritime security in order to save more lives, fight cross-border crime and disrupt smuggling networks.

In 2020, there are 6 ongoing EU CSDP military missions and 11 EU civilian missions outside of the European Union in which organized crime is a key challenge to be considered.



In November 2017, The Council invited the High Representative to submit a forward-looking Concept on strengthening civilian CSDP and to present a Civilian Capability Development Plan to lay out the next steps in the development of civilian capabilities. Building on this work and on further guidance received from Member States, a Civilian CSDP Compact including political commitment to the process, was agreed in 2018, in order to live up to the level of ambition derived from the EU Global Strategy. In the Compact, the Council and the Member States commit to invest in a more capable civilian CSDP, including by **training their national experts pre- and in-mission in different training areas**<sup>1</sup> in accordance with the EU Policy on Training for CSDP and the guidance given by the EU Civilian Training Group (EUCTG).

For defining and analyzing CSDP training requirements, the EUCTG expressed its need of expert support from the National Training Experts (NTE) and the EU Civilian Coordinators for training (CCT).

On 14 June 2019, a **Strategic Guidance on CSDP Civilian Training** was released as approved by the Political and Security Committee (PSC), to outline the main orientations for the upcoming training cycle, including a list of priority training areas which reflects CSDP policy, lines of operations of civilian CSDP mandates, lessons identified by Missions in the field, as well as previous training analyses. According to the Strategic Guidance, The CCT is the designated expert body or group responsible to advise EUCTG on managing civilian training environment by identifying, analyzing, monitoring and assessing training requirements for a particular area. The CCT's responsibilities are to support EUCTG by conducting training requirements analyses (TRA), thus contributing to the CSDP Civilian Training Requirements Report; including issues as quality assurance related to training requirements; recommending training activities that meet CSDP civilian training requirements to be included in the EU civilian part to the CSDP Training Programme; and assessing the accomplishment of CSDP civilian training requirements, thus contributing to the civilian part of the Comprehensive Assessment Report on Training (CART), which is compiled by the EEAS services.

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<sup>1</sup> The following preliminary training areas outlined below are considered to be priorities by the EUCTG based on existing CSDP policy; lines of operation of civilian CSDP mandates; lessons identified by the missions in the field, as well as previous training analyses with a view to provide a framework for the work on the training requirements by the Civilian Coordinators for Training (CCT): EU Training areas for EU CSDP missions: Leadership and management; strategic and operational planning, situational awareness; Political analysis and reporting; Rule of Law; Security Sector Reform (SSR); Good governance; Gender; Human Rights; Mentoring, monitoring and advising (MMA); Mediation, negotiation and dialogue; Language skills; Communication, behavioral and cultural skills; Strategic Communication, Press and public information; Human resources and finance; Logistics, procurement, IT and CIS; Safety and security; Code of Conduct; Medical issues; The EU Integrated Approach to external conflicts and crises applied to CSDP ; Conflict prevention; Countering organized crime; Support to border management; Countering terrorism and radicalization; Addressing irregular migration related security challenges; Support to maritime security; Hybrid threats and cyber; Protection of cultural heritage; and Climate change.



As previously detailed several EU Training areas for EU CSDP missions were identified in the mentioned document, and the Spanish Guardia Civil was formally appointed by the EEAS to carry out 2 training areas (countering organized crime, and terrorism & radicalization) by nominating a CCT from the Guardia Civil University Centre (CUGC) based in Aranjuez-Madrid (Spain) for conducting the TRA report on countering organized crime, and other from the Guardia Civil Rapid Action Group (GAR) based in Logroño (Spain) for the TRA report on countering terrorism & radicalization.

This TRA final report on the training area countering organized crime has been developed on the basis of the CCT work plan presented on 17<sup>th</sup> October 2020 and it is mainly based on the following inputs:

As regards the **training needs**, 42 questionnaires were received from CSDP civilian missions concerning the current situation in relation to organized crime (Part A); the analysis of CSDP civilian required tasks at all levels (Part B), the organizations/structures and individuals at EU and Member state level involved in staff training before CSDP Missions deployment (Part C) and performance training objectives or thematic related to organized crime and level of training (Part D).

In relation to the **training opportunities**, 11 questionnaires were received from training institutions having been spread out through the networks of the following stakeholders: (CEPOL<sup>2</sup>, ESDC<sup>3</sup>; INTERPA<sup>4</sup>, EU project el PAcCTO<sup>5</sup>; EU project ENACT Africa<sup>6</sup>). The information received refers to possible gaps, deficiencies and redundant training in relation to countering organized crime; possible best practices and trends; and available training on organized crime for pre- and in-mission training CSDP civilian missions.

This report has been performed with the **support** of the Research Initiative on Organized Crime (RIOCI) in cooperation with the Crisis Management Centre (CMC) from the Finish Ministry of Interior, and especially the CSDP handbook of advisory support tackling organized crime based in the experience from a EU advisory mission (EUAM) facing everyday challenges encountered in a CSDP mission focusing on organized crime.

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<sup>2</sup> CEPOL. European Union Agency for Law enforcement training. <https://www.cepola.europa.eu/>

<sup>3</sup> ESDC. European Security and Defence College. <https://esdc.europa.eu/>

<sup>4</sup> INTERPA. International Association of Police Academies. <http://www.interpa.org>

<sup>5</sup> El PAcCTO. Europe Latin America Technical Assistance Programme against Transnational Organized Crime. <https://www.elpaccto.eu>

<sup>6</sup> ENACT. EU project Enhancing Africa's response to transnational organized crime. <https://enactafrica.org/>



## AIM

According to the **Strategic Guidance on CSDP Civilian Training**, the aim of this Training Requirements Assessment (TRA) final report is to carry out a structured process of identifying gaps, deficiencies as they appear from a structured mapping of available training as well as proposing ways to avoid redundant training, and suggesting measures necessary to meet training requirements for the specific civilian training area of countering organized crime.

## TRA METHODOLOGY

Based on the main reference, the Strategic Guidance on CSDP Civilian Training, the Training Requirement Analysis (TRA) on the training area countering organized crime consists of several steps starting by from identifying **training requirements**. Specific activities include:

A Quality assessment,

- Provide task analysis and environmental scan and derive CSDP civilian required performance.
- Identify organizations/ structures/ bodies and individuals at the EU and MS level, who by their regular duties or temporary assignments work or serve in the CSDP context in countering organized crime.
- Define thematic relevant for countering organized crime based on existing policy, lessons identified etc.
- Formulate CSDP specific Performance Objectives (POs) and subordinated enabling objectives (EOs) by thematic.
- Develop Civilian Training Area High level Learning outcomes (CTALO) for this particular area as the outcome of the requirements stage. It should indicate the learning level and relevant audience.
- Develop an analysis of learner profile.

A Quantitative assessment,

At the same time a quantitative assessment is made to determine the number of people that would need to be trained to meet the CTALO on countering organized crime.

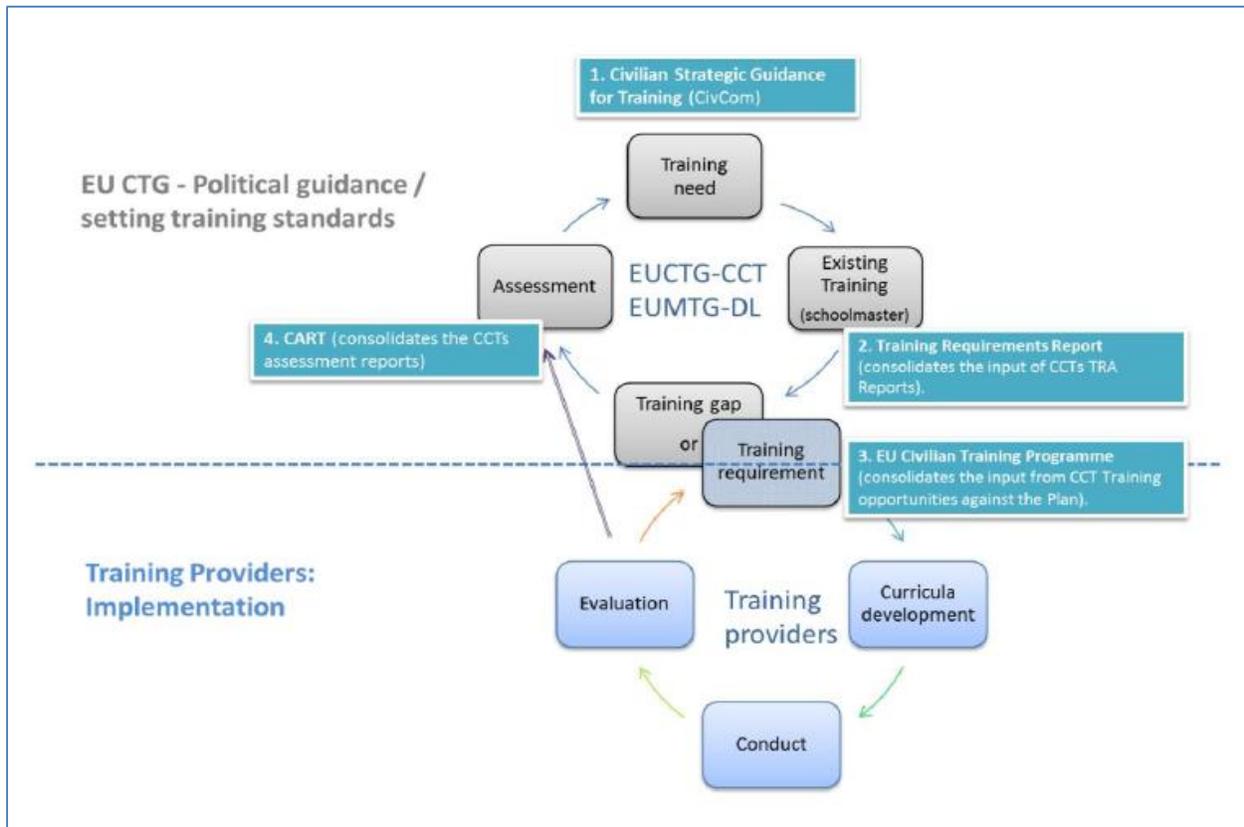
Once the training requirements stage has been carried out, the next step will consist on **mapping the existing training standards and opportunities in MS or other international organisations**.



Finally, an **Analysis stage** is foreseen to assess how the existing training opportunities meet the CTALO on countering organized crime. In this analysis phase, it is pretended to determine training gaps, deficiencies and redundancies. This would be the basis for proposing:

- Training measures to close the gaps, to improve deficiencies and eliminate unnecessary redundancies, for which subsequent, detailed Training Needs Analysis (TNA) might be required, indicating opportunities for civilian and military common training whenever possible;
- Training that meet the high-level learning outcomes described by the CTALO to be identified in CSDP Training Programme (i.e. Schoolmaster) by relevant area;
- Didactical methods for delivering training.

#### TRA METHODOLOGY CHART



Source: EU Strategic Guidance on CSDP civilian training



## MAIN FINDINGS AND CONCLUSIONS

On the basis of the performed TRA on countering organized crime the following main findings and conclusions could be raised:

1. **Countries in which CSDP civilian mission are deployed are usually affected by organized crime and local actors are not enough efficient.** There are frequently various organized crime groups generally affiliated to terrorist groups affecting state stability. In some cases, governments are doing many efforts to control its territory but in vain due to lack of means. In other cases, no political or professional will to address the issue properly is detected. Governments are frequently controlled by external influences which undermine anti-corruption and countering organized crime strategies. The whole system could run on nepotism, and corruption provoking the perception in the population that the presence of organized crime and corruption is normal. There are potential gaps in coverage, inconsistency in performance and duplication of efforts of several LEAs at national level in combating organised crime.
2. **Lack of efficient multilateralism on capacity building related to tackling organized crime in countries where CSDP civilian missions are deployed.** The CSDP civilian missions are usually deployed in areas where other international and national actors are trying to provide advice, support and capacity building to local governments to fight against organized crime. In many cases local authorities are offered the same or similar support, training and advice from different actors without previous coordination.
3. **No specific qualified courses available on countering organized crime for CSDP missions staff before deployment.** The potential training audience for countering organized crime in pre and in-mission would be enable staff of civilian CSDP missions who will work or are working at different level engaged with local security and justice actors and populations in the host countries inter alia. This having in mind that prior knowledge and experience on countering organized crime structured groups at international level would be essential in selection procedures in CSDP missions deployed in countries where organized crime is a main threat, Moreover, it is noted that there are no structured and specific courses held by the ESDC or other EU Agencies for CSDP missions staff on countering organized crime at expert, advanced or basic levels, apart from short workshops or seminars.



4. **Lack of structured, modern and quality assurance training on countering organized crime for CSDP missions.** Pre and in training for CSDP civilian missions staff are mainly based in workshops or conferences where EU MS or EU Agencies are providing theory and experiences on combating organized crime from their own perspective. Quality standards from the European High education Area (EHEA) should be taken into account when holding training activities on countering organized crime. Modern pedagogic techniques such as active learning should be incorporated.
5. **No synergy in training on countering organized crime for CSDP civilian and military missions.** Organized crime is affecting state structures and societies where CSDP civilian and military missions are deployed. Moreover, there are cases in which both CSDP civilian and military are acting in the same country where organized crime is a main actor. Nevertheless, no synergy and coordination are detected in training offered for CSDP missions staff on countering organized crime.
6. **Lack of harmonization and EU approach in advising and monitoring activities on countering organized crime in CSDP civilian missions.** In some cases, it has been noted that there are short term experts jumping from one project to another and participating in advising and monitoring activities in relation to capacity building on countering organized crime at local level who are providing their home-based approaches without taking into account that they are participating in a mission under the EU flag.
7. **Need for CSDP civilian staff with experience in fighting organized crime.** The combination of personnel with academic, organizational and senior management skills is considered essential to participate in the tasks of direction, advice and monitoring in CSDP missions. However, it is estimated that the performance of these tasks in the field of the fight against organized crime will be carried out more efficiently by those staff and experts providing expertise from countries that have been most affected by this criminal phenomenon and have developed appropriate and effective legal capabilities, structural and organizational reforms to fight organized crime.
8. **No third countries training capabilities involved in CSDP missions training on countering organized crime.** The participation of former EU experts in training activities on countering organized crime for CSDP missions is considered essential, but potential training provided by third countries experts, and hosted by training law enforcement institutions based in these countries in relation to good practices in the fight against organized crime, and especially in relation to updated information on *modus operandi* of mafia style groups should not be underestimated.



## PROPOSED WAY AHEAD

1. Advising or mentoring should not only consist of providing knowledge on creating and developing legal reforms and structures to tackle organized crime. The EU CSDP civilian missions should have enough continuity and resources to support structural changes at local level enduring in time. Not only knowledge, but mainly skills and attitudes are considered essential for CSDP staff to really have the influence capability with local actors to change scenarios
2. Coordination activities should be taken into account from different actors before advising and monitoring to local authorities in third countries. Nevertheless, whether this is not always possible, CSDP civilian staff should be trained on the importance of efficient multilateralism when providing support to national actors before trying to implement reforms for tackling organized crime
3. The EEAS could promote and coordinate with the ESDC, EU Agencies and EU MS training institutions structured courses, (and not only workshops) on the basis of the proposed CTALO on countering organized crime for CSDP Missions at basic, advanced and expert level in the pre and in mission periods taking into account especially debrief and lesson learnt after return. The following courses could be held for CSDP staff on countering organized crime:

Basic level:	For CSDP staff in general to be held at EU MS
Advanced level:	For middle-management CSDP staff to be held at ESDC (HQ)
Expert Level:	For CSDP Head of Missions and directive team to be held at ESDC (HQ) or at EU MS by available EU Higher Education Institutions (EHEI) as the Guardia Civil University Centre (CUGC) among others.

4. Structured courses on countering organized crime for CSDP staff should be based on quality standards of the European Higher Education Area (EHEA) from Bologna process where modern pedagogic techniques could be offered incorporating blended learning combined with active learning techniques (role-play, mock trial, flipped classroom chart, etc.) where the student is the main actor.
5. Structured courses on countering organized crime for CSDP staff should be available for both CSDP civilian and military staff.



6. Training for CSDP missions staff and short-term experts should focus in providing attitudes provoking an EU harmonized approach when advising and monitoring for local partners
7. The advanced and successful legal implementations, reforms, experiences, and best practices in the fight against organized crime of the Member States that have suffered mainly from this phenomenon should be shared in the training of the CSDP missions staff
8. Main important training networks such INTERPA and third countries training institutions and experts should participate in CSDP Missions staff training on countering organized crime especially on providing specific competences on mafia style groups and modus operandi acting in the areas where CSDP missions are deployed.

## **RECOMMENDATIONS**

EU CTG to approve this final report;

EU CTG to agree on the Civilian Training Area High Level Learning Outcomes to serve as the EU common civilian training requirements on countering organized crime;

EU CTG to invite training providers (ESDC, CEPOL, Commission projects) to analyze the implementation of training solutions described in the proposed way ahead.



## ANNEX

### TRA FINAL REPORT FOR TRAINING AREA ORGANIZED CRIME

#### REFERENCES

- The United Nations Convention against Transnational Organized Crime, adopted by General Assembly resolution 55/25 of 15 November 2000.
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## INTRODUCTION

According to the **EU Treaty**, The Union's action on the international scene shall be guided by the principles which have inspired its own creation, development and enlargement, and which it seeks to advance in the wider world: democracy, the rule of law, the universality and indivisibility of human rights and fundamental freedoms, respect for human dignity, the principles of equality and solidarity, and respect for the principles of the United Nations Charter and international law.

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In 2020, there are 6 ongoing EU CSDP military missions and 11 EU civilian missions outside of the European Union in which organized crime is a key challenge to be considered.



In November 2017, The Council invited the High Representative to submit a forward-looking Concept on strengthening civilian CSDP and to present a Civilian Capability Development Plan to lay out the next steps in the development of civilian capabilities. Building on this work and on further guidance received from Member States, a Civilian CSDP Compact including political commitment to the process, was agreed in 2018, in order to live up to the level of ambition derived from the EU Global Strategy. In the Compact, the Council and the Member States commit to invest in a more capable civilian CSDP, including by **training their national experts pre- and in-mission in different training areas**<sup>7</sup> in accordance with the EU Policy on Training for CSDP and the guidance given by the EU Civilian Training Group (EUCTG).

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<sup>7</sup> The following preliminary training areas outlined below are considered to be priorities by the EUCTG based on existing CSDP policy; lines of operation of civilian CSDP mandates; lessons identified by the missions in the field, as well as previous training analyses with a view to provide a framework for the work on the training requirements by the Civilian Coordinators for Training (CCT): EU Training areas for EU CSDP missions: Leadership and management; strategic and operational planning, situational awareness; Political analysis and reporting; Rule of Law; Security Sector Reform (SSR); Good governance; Gender; Human Rights; Mentoring, monitoring and advising (MMA); Mediation, negotiation and dialogue; Language skills; Communication, behavioral and cultural skills; Strategic Communication, Press and public information; Human resources and finance; Logistics, procurement, IT and CIS; Safety and security; Code of Conduct; Medical issues; The EU Integrated Approach to external conflicts and crises applied to CSDP ; Conflict prevention; Countering organized crime; Support to border management; Countering terrorism and radicalization; Addressing irregular migration related security challenges; Support to maritime security; Hybrid threats and cyber; Protection of cultural heritage; Climate change.



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In relation to the **training opportunities**, 11 questionnaires were received from training institutions having been spread out through the networks of the following stakeholders: (CEPOL<sup>8</sup>, ESDC<sup>9</sup>; INTERPA<sup>10</sup>, EU project el PAcCTO<sup>11</sup>; EU project ENACT Africa<sup>12</sup>). The information received refers to possible gaps, deficiencies and redundant training in relation to countering organized crime; possible best practices and trends; and available training on organized crime for pre- and in-mission training CSDP civilian missions.

This report has been performed with the **support** of the Research Initiative on Organized Crime (RIOCI) in cooperation with the Crisis Management Centre (CMC) from the Finish Ministry of Interior, and especially the CSDP handbook of advisory support tackling organized crime based in the experience from a EU advisory mission (EUAM) facing everyday challenges encountered in a CSDP mission focusing on organized crime.

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<sup>8</sup> CEPOL. European Union Agency for Law enforcement training. <https://www.cepola.europa.eu/>

<sup>9</sup> ESDC. European Security and Defence College. <https://esdc.europa.eu/>

<sup>10</sup> INTERPA. International Association of Police Academies. <http://www.interpa.org>

<sup>11</sup> El PAcCTO. Europe Latin America Technical Assistance Programme against Transnational Organized Crime. <https://www.elpaccto.eu>

<sup>12</sup> ENACT. EU project Enhancing Africa's response to transnational organized crime. <https://enactafrica.org/>



## AIM

According to the **Strategic Guidance on CSDP Civilian Training**, the aim of this Training Requirements Assessment (TRA) final report is to carry out a structured process of identifying gaps, deficiencies as they appear from a structured mapping of available training as well as proposing ways to avoid redundant training, and suggesting measures necessary to meet training requirements for the specific civilian training area of countering organized crime.

## SCOPE

There are various interpretations of the “organized crime” concept depending on multiple factors (legal, cultural, geographic, etc.) therefore, it is considered opportune to work with a unique definition based on international legal standard as the **United Nations Convention against Transnational Organized Crime**, adopted by General Assembly resolution 55/25 of 15 November 2000, considered as the main international instrument in the fight against transnational organized crime with 190 parties, 147 signatories and 40 ratifications. For the purposes of this Convention “*Organized criminal group*” shall mean a structured group of three or more persons, existing for a period of time and acting in concert with the aim of committing one or more serious crimes or offences established in accordance with the Convention, **in order to obtain, directly or indirectly, a financial or other material benefit**. And “*Serious crime*” shall mean conduct constituting an offence punishable by a maximum deprivation of liberty of at least four years or a more serious penalty.

As mentioned in the **European Security Strategy** dated 2013, Europe is a prime target for organised crime. This internal threat to our security has an important external dimension: cross-border trafficking in drugs, women, illegal migrants and weapons accounts for a large part of the activities of criminal gangs. It can have links with terrorism. Such criminal activities are often associated with weak or failing states. Revenues from drugs have fuelled the weakening of state structures in several drug-producing countries. Revenues from trade in gemstones, timber and small arms, fuel conflict in other parts of the world. All these activities undermine both the rule of law and social order itself. In extreme cases, organised crime can come to dominate the state. The weakening of the state system and the privatisation of force could constitute a very radical threat indeed.

Moreover, **The Global Strategy for the European Union’s Foreign and Security Policy** dated 2016 expressed that EU’s commitments to mutual assistance and solidarity includes addressing challenges with both an internal and external dimension, such as organised crime and external border management, among others. And it is mentioned that CSDP missions and operations can



work alongside EU specialised agencies to enhance border protection and maritime security in order to save more lives, fight cross-border crime and disrupt smuggling networks.

In these circumstances, and with the same purpose to use a common scope when dealing with organized crime, avoiding unilateral definitions, the EU Joint Action of 21.12.1998 in relation to the penalization of participation in a criminal organisation in the Member States of the European Union defines criminal organisation as follows:

- a criminal organisation shall mean a structured association, established over a period of time, of more than two persons, acting in concert with a view to committing offences which are punishable by deprivation of liberty of a maximum of at least four years or a more serious penalty;
- whether such offences are an end in themselves or a means of obtaining material benefits and, where appropriate, of improperly influencing the operation of public authorities;

In a more concrete approach, in order to speak about organised crime at least the next four following characteristics need to be present<sup>13</sup>,

- Collaboration of more than 2 people;
- For a prolonged or indefinite period of time refers to the stability and potential durability;
- Suspected of the commission of serious criminal offences;
- Determined by the pursuit of profit and/or power.

And two more of the following ones,

- Using some form of discipline and control;
- Operating at an international level;
- Using violence or other means suitable for intimidation;
- Using commercial or business like structures;
- Engaged in money laundering;
- Exerting influence on politics, the media, public administration, judicial authorities or the economy;

In this context, the update of the organized crime situation affecting the EU interests is regularly provided by the **European Union (EU) Serious and Organized Crime Threat Assessment (SOCTA)** prepared by the EU Agency for Police cooperation (EUROPOL) as detailed analysis of the threat of serious and organized crime facing the EU providing information for practitioners,

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<sup>13</sup> Definition of organised crime used in the context of the Annual European Union Organised Crime Situation Report (6204/1/97 (ENFOPOL 35 REV 2) DG H II).



decision-makers and the wider public. The EU adopted its next 4-year plan for the fight against serious and organized crime. This plan, known as the 'EU policy cycle', will run until 2021. The policy cycle is an intelligence-led and multidisciplinary EU initiative which aims to stay one step ahead of the criminals. It is driven by the member states and involves many bodies which work hand in hand (law enforcement agencies; EU institutions and agencies; public and private organizations and relevant non-EU countries).

On the basis of the above mentioned elements we can preliminary conclude that **the main goal of organized crime is to obtain, directly or indirectly, a financial or other material benefit, even if for that purpose, they try to control state structures through corruption or violent practices.** However, their final goal is not provoking a change in a political system via violence or threat *per se* as we can identify in terrorist groups which means a structured group of more than two persons, established for a period of time and acting in concert to commit terrorist offences with the aim of seriously intimidating a population; unduly compelling a government or an international organisation to perform or abstain from performing any act; or seriously destabilising or destroying the fundamental political, constitutional, economic or social structures of a country or an international organisation<sup>14</sup>.

Therefore, organized crime groups and terrorist groups can share modus operandi but definitively they pursue different goals. CSDP missions are deployed in territories where terrorism, organized crime, and corruption reach very high figures provoking weak or fallen states. Most of the CSDP missions are contributing to raise legal framework and strong structures to confront these threats, nevertheless there are countries in which organized crime is the key threat as for example in Ukraine, Moldova, Georgia, Bosnia & Herzegovina, Kosovo<sup>15</sup>, and other territories in which it has secondary impact such as in Iraq, Mali, Niger, Somalia, Central African Republic, Palestinian Territories as terrorism is a main challenge for state stabilization. A common sense derivation of this reality is that specialised training on organized crime for CSDP missions staff must depend on the main threat affecting the mission.

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<sup>14</sup> Directive (EU) 2017/541 of the European Parliament and of the Council of 15 March 2017 on combating terrorism and replacing Council Framework Decision 2002/475/JHA and amending Council Decision 2005/671/JHA

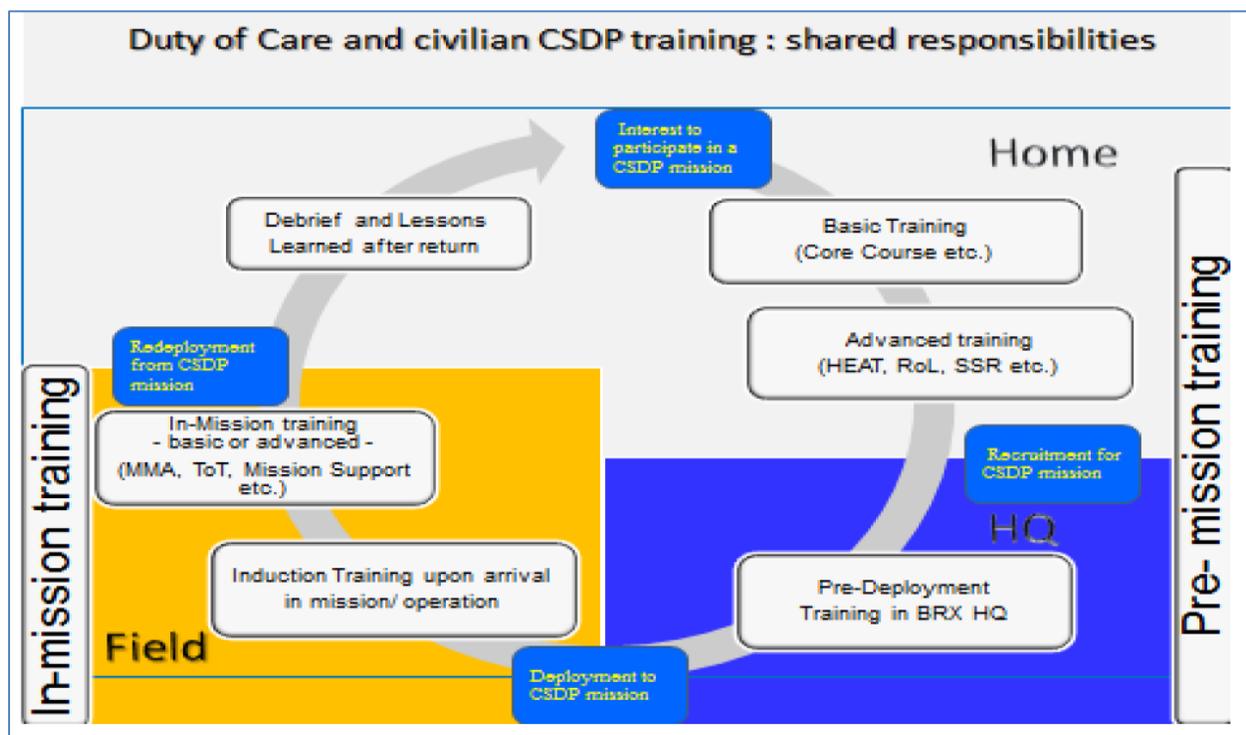
<sup>15</sup> This designation is without prejudice to positions on status, and is in line with UNSCR 1244(1999) and the ICJ Opinion on the Kosovo declaration of independence



## TRAINING AUDIENCE FOR THE TRAINING AREA COUNTERING ORGANIZE CRIME

CSDP mission are composed of various staff from **senior civilian personnel**, who may be designated as Head of Civilian Mission or a relevant senior managerial position, also personnel aiming for **middle-management positions, mission staff** and possibly **local actors**.

In general terms and according to the EU Civilian Training Group (EUCTG) Strategic Guidance on CSDP Civilian Training, training activities involve **pre-mission training at home**, **compulsory pre-deployment training** at HQ, for those staff already selected for missions, and **in-mission training** for mission staff and possibly local actors as necessary in the field.



MS should ensure that their civilian personnel receive sufficient pre-mission training, both basic training as well as advanced, in order to establish a common and coherent foundation for personnel deployed in a specific mission area.

Basic training/core courses relevant for CSDP as part of one's career path are designed to raise awareness of MS institutions that are key for planning of civilian CSDP missions, particularly in the



JHA areas which by their nature may be less exposed to the CSDP approaches. These courses also contribute to strengthen EU MS capacity for civilian crisis management by developing a shared understanding of the EU internal/external security nexus. At the same time, **these courses should also target potentially qualified candidates for missions by making them better understand the opportunities to serve in civilian CSDP missions as well as their basic functioning and challenges involved and thus be better prepared for the selection process for mission staff.** Civilian personnel more directly involved with civilian missions in EU and MS at the political–strategic level should receive basic training, aimed at achieving a broad understanding of the Priorities of EU External Action in Security and Defence; The EU Integrated Approach to External Conflicts and Crisis; Conflict analysis and options for response; CSDP and Crisis Response planning and conduct methodology.

In order to ensure the duty of care in relation to personnel selected for missions, **pre-deployment training (PDT)** at HQ is compulsory, as stated in the EU Policy on Training for CSDP, and needs to be of adequate quality to meet the requirements of civilian missions. This also relates to the commitment by MS to **train their staff on safety and security matters prior to mission participations.**

Upon arrival in the field in which the CSDP mission is deployed, **introduction and in mission training** should be provided at different level according to the scope of the mission

Apart from prior knowledge, skills and attitudes considered during the selection process and other horizontal competences considered in the pre-mission deployment as for example leadership, cultural awareness, communication and management skills, this report is analyzing the importance of previous competences, and pre and in-mission training on countering organized crime especially in those CSDP civilian missions in host countries in which countering organized crime groups is essential in Security Sector Reform (SSR).

The potential **training audience for countering organized crime** in pre and in-mission, would be enable staff of civilian CSDP missions who will work or are working at different level engaged with local security and justice actors and populations in the host countries inter alia. This having in mind that prior knowledge and experience on countering organized crime structured groups at international level would be essential in selection procedures in CSDP missions deployed in countries where organized crime is a main threat, Moreover, it is noted that that specialized training pre and in mission would be also essential in relation to best practices and lessons learnt from previous similar missions especially in those where support for delineation of institutional setup for combating organized crime was provided in conjunction with strategic advice and operational aspects



## PRINCIPLES OF TRAINING ON ORGANIZED CRIME FOR CSDP MISSIONS

Following the **Strategic Guidance on CSDP Civilian Training** the following principles and strategic guidance aspects could be considered in relation to CSDP training on countering organized crime.

- **Taking into consideration International and EU principles.** The EU's action on the international scene shall be guided by the principles which have inspired its own creation, development and enlargement, and which it seeks to advance in the wider world: democracy, the rule of law, the universality and indivisibility of human rights and fundamental freedoms, respect for human dignity, the principles of equality and solidarity, and respect for the principles of the United Nations Charter and international law. Moreover, to promote respect for international law, gender sensitivity, protection of civilians, and principles of rule of law and good governance.
- **Respecting EU principles of inclusiveness and transparency.** Training must be open to all EU MS and all law enforcement institutions which legally are entitled to counter organized crime.
- **Training must be a contribution to respond external conflicts and crises,** CSDP training on organized crime must contribute to enable the EU to rapidly and decisively carry out the whole spectrum of potential crisis management tasks. CSDP training must be focused on how to protect the Union and its citizens, and respecting that CSDP missions and operations are deployed outside the Union. Also enhancing the nexus between security and development, contributing systematically to the resilience and stabilization of partner countries.
- **Duly coordination and part of an integrated approach between CSDP and other relevant EU actors,** including the European Commission projects, and Justice and Home Affairs (JHA) related agencies if relevant, respecting their respective mandates and legal frameworks. It should be promoted an increased pooling and sharing of the available EU and MS civilian training resources, avoiding duplications for the benefit of both the Member States and the missions through enhanced coordination and cooperation. Key to the EUCTG's work is the early involvement of all relevant actors and projects performing training and training coordination for CSDP. It is essential to pursue efficient multilateralism when providing training on countering organized crime.



- **Consolidation of the EU integrated approach and synergy among relevant civilian and military personnel.** This culture is to be based on a common understanding of CSDP. In this respect, it is important that training includes learning on the roles of various EU external levers of power within the multi-dimensional, multi-phased, multi-lateral and multi-level context and brings forward possible synergies between civil and military staff on countering organized crime.
- **Synchronization and interaction between national level and the EU level training activities** ensuring that CSDP training complies with and adheres to relevant EU policies, concepts and guidelines, including the critical link to recruitment and selection of the national candidates and mission members.
- **Promotion of Human Security.** CSDP training should integrate in CSDP operations and missions the EU's commitments relating to: Code of Conduct and Discipline; International Humanitarian Law (IHL), Human Rights Law and Refugee Law; Protection of Civilians (PoC); Children Affected by Armed Conflict (CAAC); Child Protection; Prevention of gender-based sexual violence; Preservation and Protection of Cultural Heritage and; Implementation of UNSCR 1325 and 1820 on Women, Peace and Security (WPS). All these topics are considered of importance for those who will advise and monitor reforms on countering organized crime.
- **Provide a people-centered approach** and to better engage with local security and justice actors and populations in the host countries inter alia through maximizing technical and context related skills, including language and behavioral skills.
- **Quality assurance:** Training and education institutes have primary responsibility for the quality of their provision and its assurance; respond to the diversity of training and education systems, institutes, programmes and course participants; support the development of a quality culture; takes into account the needs and expectations of participants, all other stakeholders and of the EU external policies. Principles of certification for training as applied following international and EU standards should be applied.
- **Alignment with international training and educational standards as well as relevant training standards.** These standards, in terms of learning outcomes (competencies), should be reflected in the Civilian Training Area High Level Learning Outcomes (CTALO) and learning and didactics, methods for learning, and assessment of trainings rests on solid pedagogical research and tested experience, including for mentoring activities and adheres to the UN training standards and the European Higher Education Area (EHEA) resulting from Bologna process.



## CIVILIAN TRAINING REQUIREMENTS FOR COUNTERING ORGANIZED CRIME

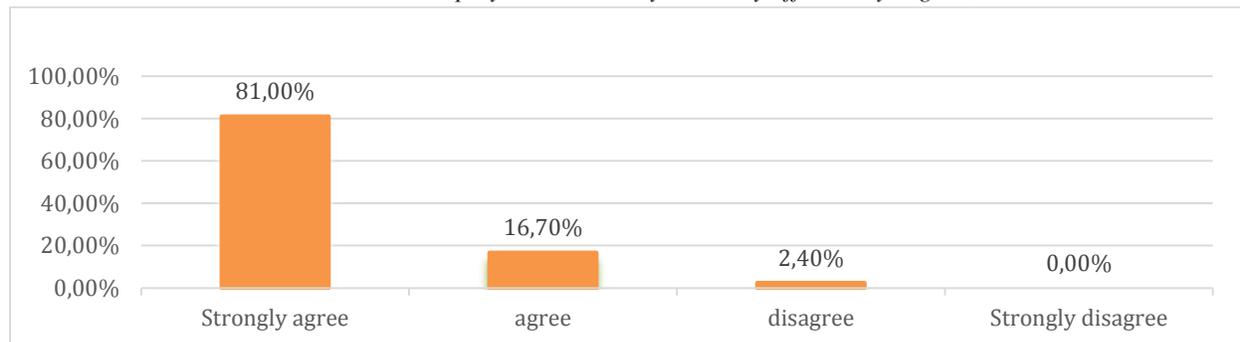
In order to develop the civilian training requirements on the area of countering organized crime, questionnaires were spread out through the EEAS to the CSDP civilian missions in order to get updated information on the current situation in the field in relation to countering organized crime (Part A) as an introduction to the analysis of CSDP civilian required tasks at all levels (Part B), the organizations/structures and individuals at EU and Member state level involved in staff training (Part C) and performance training objectives or thematic related to organized crime and level of training (Part D). The following summary is based in the 42 received questionnaires from EUAM Iraq, EUAM Ukraine, EUBAN Rafah, EUCAP Sahel Mali, EUCAP Sahel Nigél, EUCAP Somalia, EULEX Kosovo, EUPOL Cops Palestinian Territories, representing 73% of the CSDP civilian missions and it is presented as follows:

### QUALITATIVE ASSESSMENT

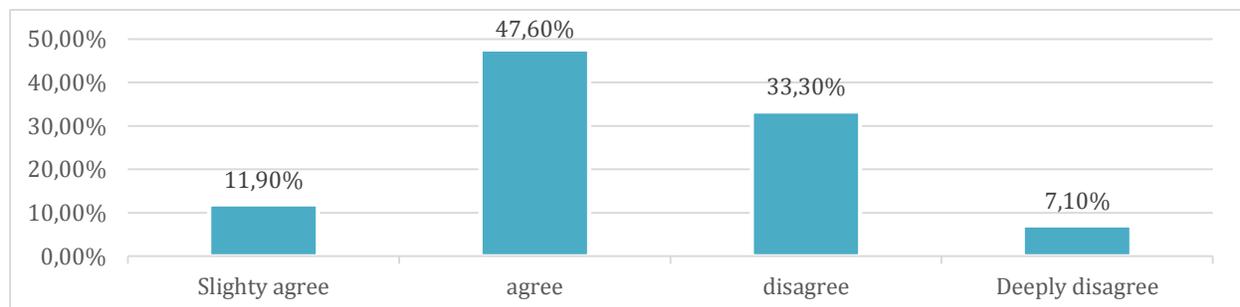
#### Task analysis

On the basis of the information provided in the mentioned questionnaires, the current situation in relation to organized crime has been assessed and the analysis of CSDP civilian required tasks at all levels.

*The CSDP mission is deployed in a country currently affected by organized crime*

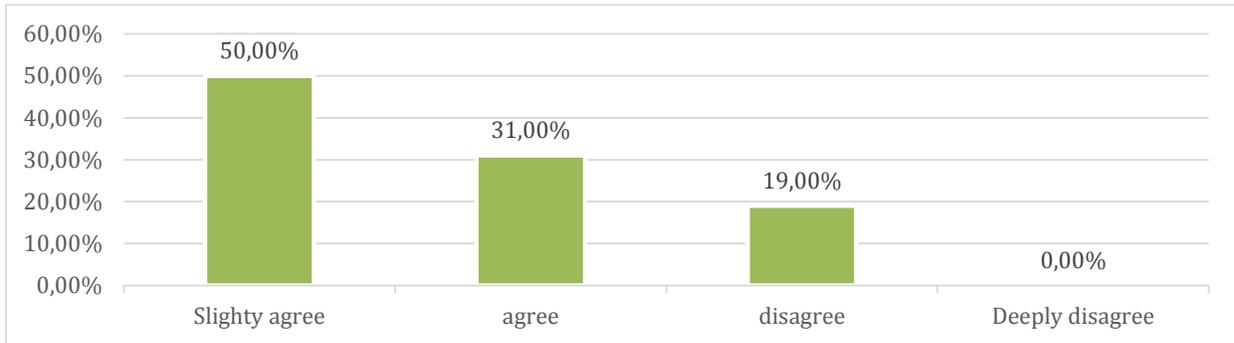


*The local authorities are engaged in the fight against organized crime*

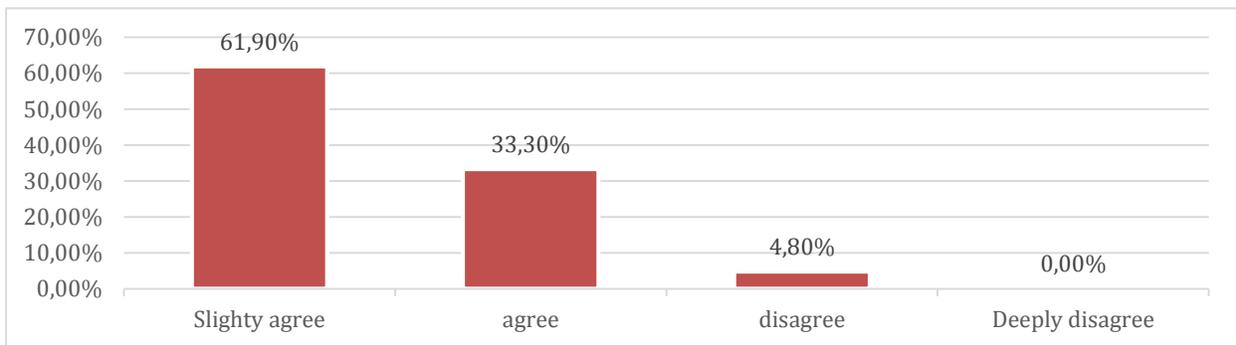




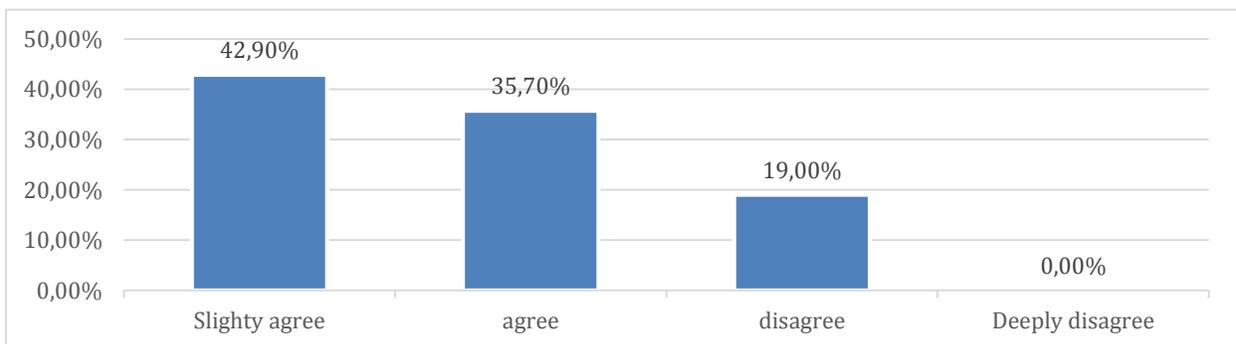
*There are links between terrorism and organized crime in the CSDP civilian missions*



*There are corruption cases related to organized crime in the CSDP civilian missions*

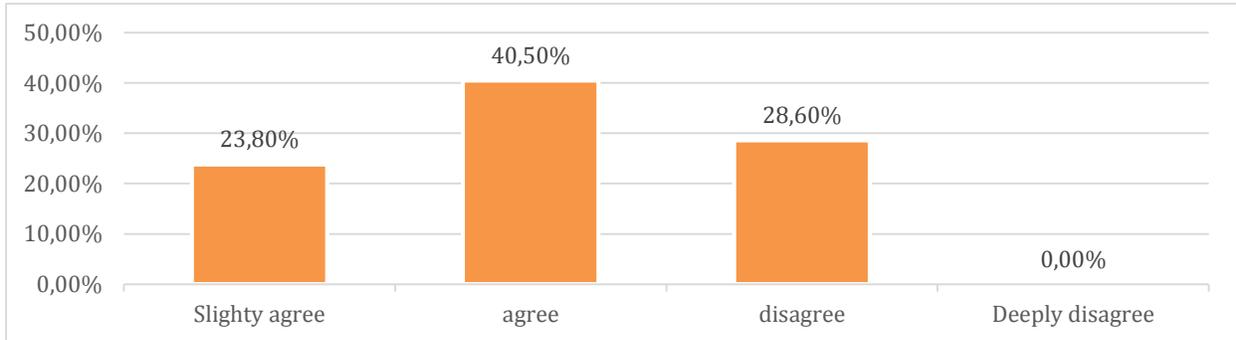


*Organized crime has infiltrated the State structures where the CSDP mission is deployed*

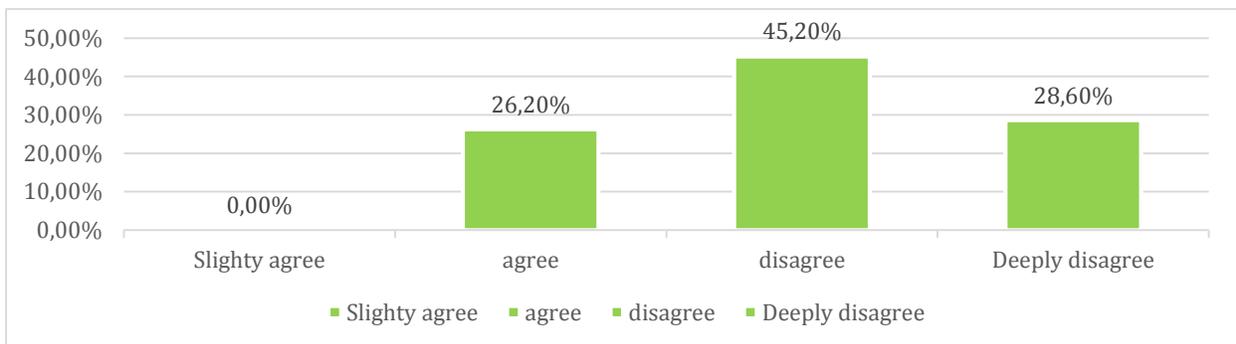




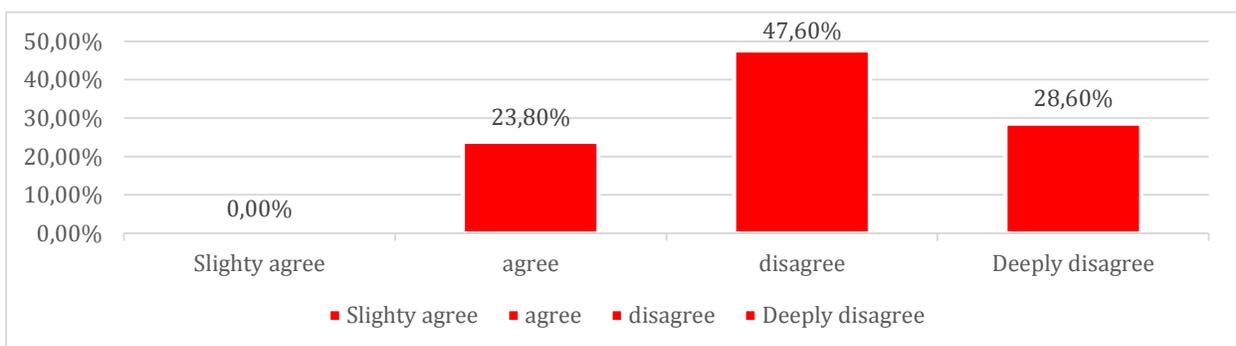
*Organized crime is controlling part of the state territory*



*The state has strong and trustable Institutions to fight against organized crime*



*The state conduct effective strategy and operations against organized crime*



The current analysis probes that the CSDP civilian mission are deployed in very complex scenarios and data obtained from the questionnaires are complemented by the following most relevant comments:

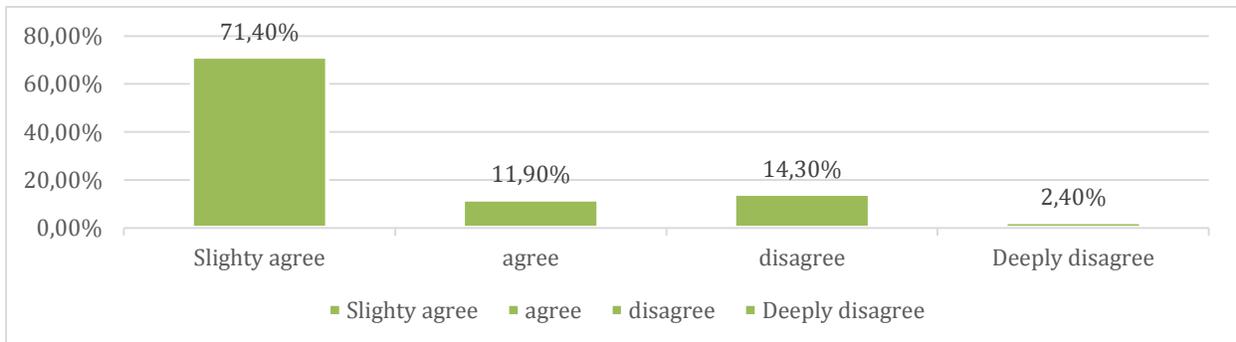


- Government is controlled by external influences which undermine anti-corruption and countering organized crime strategy. The whole system is run on nepotism, corruption and political influences. The freefalling national budget and poor social support means there is a perception that corruption is okay.
- There is porous national border which allows international organized crime and state has very limited capability to counter it. Some local authorities consider democracy and the opening of state borders has brought organized crime.
- There are potential gaps in coverage, inconsistency in performance and duplication of efforts of several LEAs at national level in combating organised crime.
- The country is affected by terrorist organizations attacks, amounting to insurgency, which brings the focus more on fighting terrorism than organized crime. There are various organized crime groups generally affiliated to terrorist groups. The government is doing many efforts to control its territory but in vain due to lack of means.
- Courts display a clear lack of understanding of both domestic and international law related to organized crime resulting in the acquittal of many suspects despite the presence of the necessary elements to prove criminal offences. No proper Criminal Code with organized crime offense and related to is in place. No specialized Department is set up for countering organized crime.
- Law enforcement is very difficult due to the existent geopolitical situation. There is very limited cooperation between neighbouring countries. There is also a lack of information exchange between local authorities.
- The country has strong institutions, but this does not mean trustable. Organised crime is huge problem in the country, but no political or professional will to address the issue properly. The country lacks legislation on organised crime counteraction. The analysis of the links to governmental structures is usually done on ad-hock basis and often on political grounds. There is no centralised Law Enforcement Body with functions on investigations of organised crime and the Law Enforcement System is extremely fragmented. Serious and Organised Crime Threat Assessment based on the Europol's model failed to be adopted by the National Authorities.
- Some of the local political actors have been part and may keep links with organized crime groups.

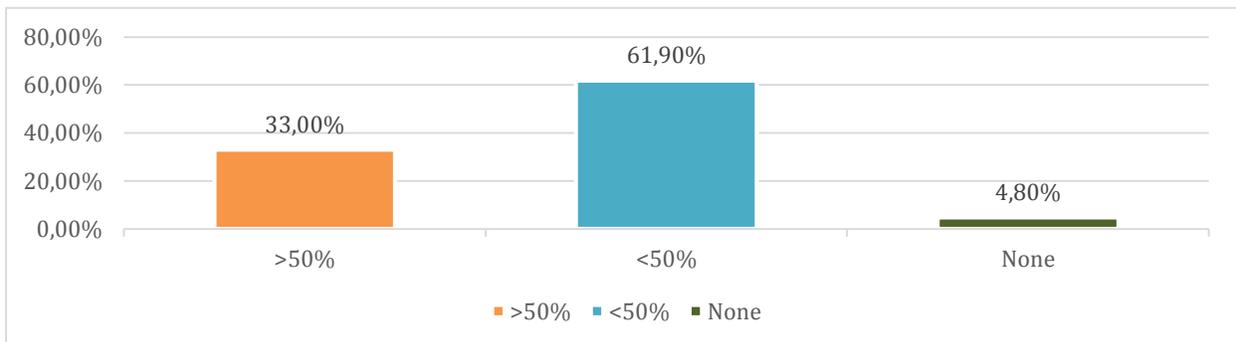


The analysis of CSDP civilian required tasks on countering organized crime at all levels provides the following results:

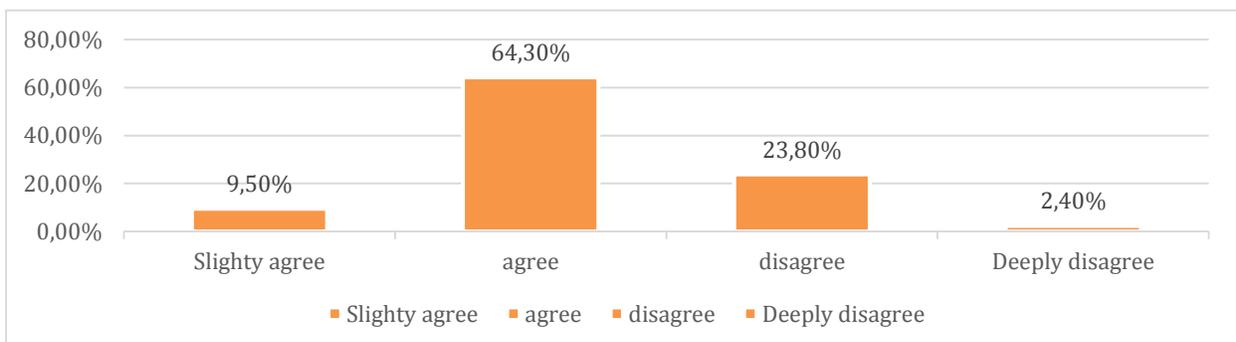
*The CSDP civilian missions' mandate (OPLAN) include tasks related to organised crime*



*CSDP civilian mission staff responsible for working on countering organized crime tasks*



*CSDP civilian mission staff has appropriate knowledge and skills in relation to organized crime*





On the following chart we can appreciate the main tasks related to countering organized crime marked or described by CSDP civilian staff in their missions.





### **Organizations/ structures/ bodies and individuals at the EU and MS level.**

As we can see from the analysis of the received questionnaires from the CSDP civilian missions, there are many different actors who by their regular duties or temporary assignments work or serve in the CSDP context of the specific training area countering organized crime.

According to the analysed information, the following training levels could be distinguished in relation to their tasks in the CSDP missions and direct or indirect relation to organized crime topics:

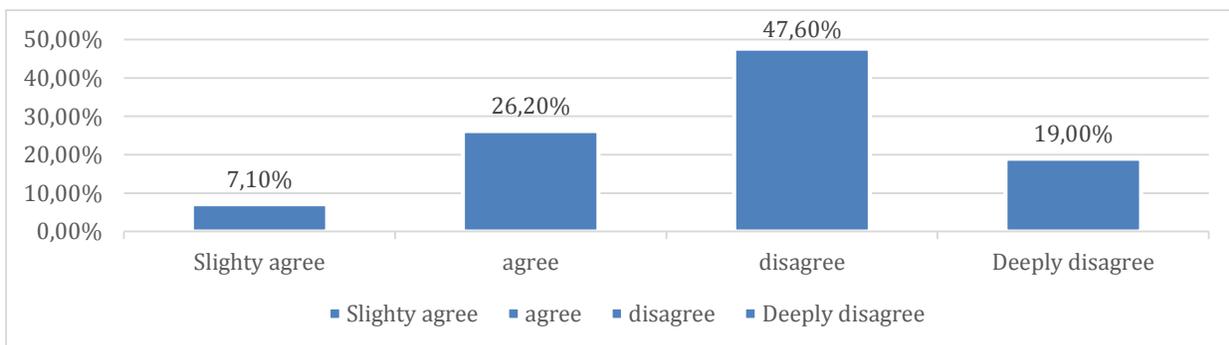
**Expert Level:** Senior mission leaders such as the Head of Mission, the Head of operations and their deputies.

**Advanced Level:** Middle management officers mainly acting as head of components or advisors in various sections directly or indirectly related to countering organized crime such as organized crime advisors; evaluation advisors; prosecution on organized crime advisor; senior strategic advisors; cybercrime advisors; police advisors; counter terrorism advisors; forensic examination officers; border police and customs experts; communication experts, head of human rights and legal office; head of interoperability unit; Head of prosecution and judiciary unit; Head of strategic SSR component.

**Basic Level:** Civilian EU staff and locals serving in security, administrative, or financial aspects in the CSDP mission.

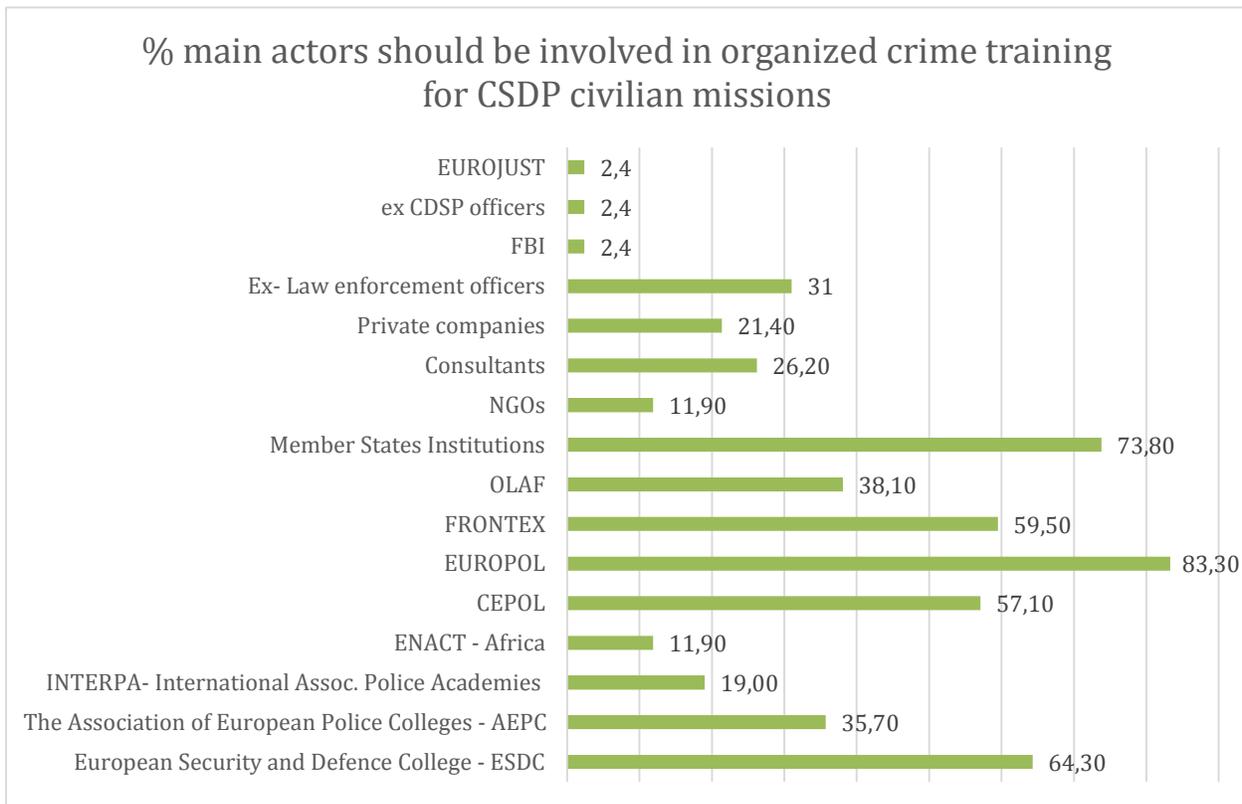
As regards the implication of organizations or structures in training activities related to countering organized crime in CSDP Missions, the analyzed information provides the following results:

*Only EU agencies or MS should be related to training in relation to organized crime topics before CSDP civilian mission's deployment*





When questioned which should be the main actors that should be involved in training activities for CSDP civilian missions staff in relation to countering organized crime topics, the following results are achieved:



Moreover, it is considered of high interests the following most relevant comments provided in the questionnaires concerning the organizations/ structures/ bodies and individuals at the EU and MS level by their regular duties or temporary assignments work or serve in the CSDP context of the specific training area countering organized crime, and also which actors should be involved in training in this area.

- **Combination of formal training and local engagement:** Mission strategy should combine: a sound base summing up the lessons learned and methods applied in other countries; and the ground realities, culture, economic and social features in the area of operations. In order to acquire all these elements, formal training is a good start but hardly self-sufficient. The only way to grasp the full picture is by closely engaging with local authorities and other actors on the ground. This is also useful in order to better channel our efforts and avoid duplication and discoordination in the area of operations.

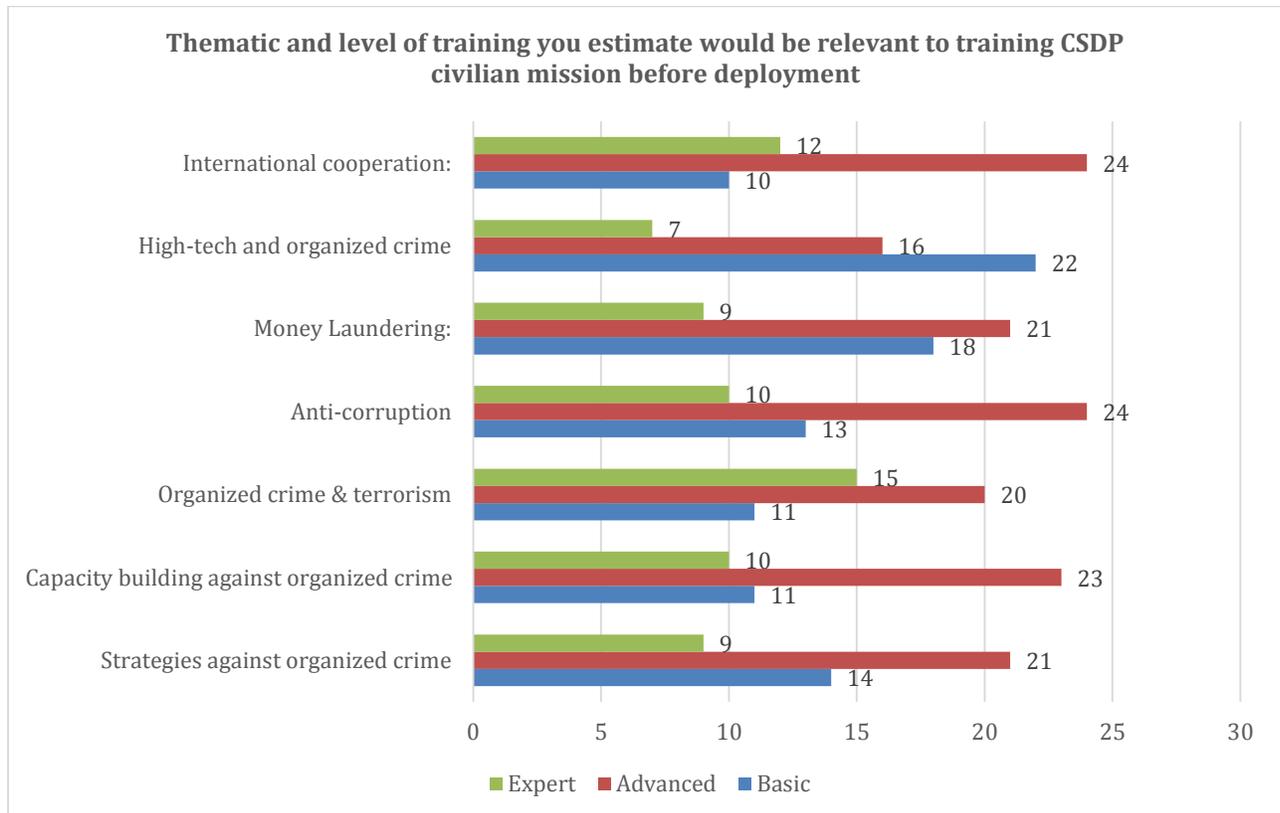


- **Association EU agencies and national police institutions:** It would be good to associate various EU agencies as well as national police institutions that are in the frontline in combating organized crime to have a sound and balanced pre deployment training in this field.
- **Training on modus operandi of active organized crime groups in the field:** The training should also include a knowledge on modus operandi of active organized crime groups in the area where the MS will be deployed. It will be better if part of the training be done by host country institution or structures dealing with organized crime in order to know exactly the reality on the ground, even if these local institutions are not very much developed.
- **Practical oriented learning:** Lesson learned and common operation are in my opinion the best way to increase trust and enhance the professionalism of our local colleagues.
- **Training mainly provided by practitioners and based on real experiences:** The best trainings on organised crime counteraction will be provided by practitioners or law enforcement training institutions. Otherwise we will see scientific researches which may not be applicable to the situation in the host country. Trainers from EU MS mainly affected by real experiences combatting organized crime should be searched.
- **Tailored-made training on organized crime for each CSDP Mission:** Important to have the best and relevant analysis before CSDP mission deployment, and the best updating after.
- **Ex CSDP officers with relevant experience:** To incorporate them in mission training as an excellent sounding board for ideas and brainstorming to share common experiences to overcome previously unidentified difficulties.
- **Harmonized training and EU approach:** The content of some of the measures against organised crime and the related adviser tasks should be harmonized. For example, the definitions connected to serious and organised crime are clear in the EU legal framework, but still some areas are not consistent or do not always correspond to so-called best practices across the EU, but only from the perspective of one Member State. This could be done in the form of pre-deployment training, where EU common ground rules would be agreed and harmonized before moving on a mission and meeting local counterparts, as well as before advocacy efforts. EU approach should be considered by all trainers for CSDP civilian missions



## The performance training objectives or thematic areas related to organized crime

According to the gathered information the following thematic and level of training is considered for the training area countering organized crime in CSDP civilian missions.





## Civilian Training Area High Level Learning Outcomes (CTALO)

Derived from analysed tasks, and indicating the envisaged behaviour on the job that will enable the organizations/individuals to maintain a certain operational preparedness/job performance. Performance objectives (POs) are defined as knowledge, skills and authority/responsibility for each category of personnel/training audience and with the associated performance level.

On the basis of the received information the following Civilian Training Area High Level Learning outcomes (CTALO) is proposed for the training area countering organized crime aiming at reaching the outcome of the requirements stage. This exercise is pretending to group, by performance levels, similar requirements for several audiences. It suggests to the training providers (EU, EU MS and third countries level) the learning outcomes that have to be attained by the relevant audience to ensure a proper preparation for relevant tasks. It is a benchmark/ reference against which training gaps/ deficiencies are identified.

Learning Levels Learning Areas – Organized crime	Basic	Advanced	Expert
Knowledge	<p>To know existing international and EU legal framework for identifying organized crime</p> <p>To identify the main modus operandi of acting organized crime groups in the field.</p> <p>To understand the main challenges in relation to the use of organized crime groups of corruption practices; use of High-Tech devices; the local links between OC &amp; terrorism; and OC and money laundering practices</p>	<p>To know the most advanced and updated capacity building mechanisms fighting organized crime.</p> <p>To have an advanced knowledge about International cooperation mechanisms against OC</p> <p>To know about lesson learnt from other CSDP missions trying to improve internal cooperation fighting organized crime</p>	<p>To know about successful and non-effective strategies polices and strategies against organized crime.</p> <p>To be aware of cases of real influence of organised crime in state structures</p>



<p><b>Skills</b></p>	<p>To be able to identify the risks and possible consequences of interacting with organized crime members in the field</p> <p>To be able to provide a harmonized and EU approach when interacting with local actors in relation to countering organized crime tasks</p>	<p>To advise on international and EU best practices fighting organized crime at strategic level and operational aspects especially on countering corruption and organized crime; use of high-tech devices; the local links between organized crime &amp; terrorism; and organized crime and money laundering practices</p> <p>To advise in relation to the benefits of applying international and national cooperation against organized crime</p> <p>To be able to recommend the implementation of structural changes in local institutions to better fight organized crime at operational level following an EU approach</p> <p>To be able to monitor the implementation of national legal framework and mechanisms to fight against crime</p>	<p>To be able to encourage the real implementation of policies and strategies fighting organized crime</p> <p>To prioritize management activities in relation to advise and monitor countering organized crime tasks when this is the main threat affecting the country</p>
<p><b>Autonomy &amp; Responsibility (Attitudes)</b></p>	<p>To be respectful with the application of international and national rules in order to avoid OC infiltration in the CSDP civilian mission</p>	<p>To have in mind the EU principles and strategic guidance when advising and monitoring strategies and plans against OC in the field</p> <p>To better connect with high-ranked local public servant in the local law enforcement sector for a more effective implementation of measures fighting organized crime</p>	<p>To emphasize with local highest politicians and authorities to achieve best results in the fulfilment of the CSDP mission's goals in relation to countering organized crime</p>



## QUANTITATIVE ASSESSMENT

In order to determine the number of people that need to be trained to meet the exposed CTALO, it is considered that the EEAS view must be expressed to reach this goal. Nevertheless, considering the existing shared responsibility on duty of care on CSDP Civilian Training the following recommendations are provided:

### **CSDP civilian mission Staff selection phase.**

In this phase, the most approach of the candidate to the exposed requirements (knowledge, skills and attitudes) should be considered according to the pretended staff level. Nevertheless, it is highly recommended staff with previous knowledge and real experience countering organized crime at national and international level, with appropriate skills and attitudes to contribute efficiently to the mission's goals on countering organized crime.

### **Pre-Mission Training:**

According to the duty of care the following of training could be held in pre-mission training:

- Basic training (Home)
- Advanced training (Home)
- Pre-deployment training (HQ)

As regards pre-mission training it is considered that courses providing the exposed competences on countering organized crime especially on knowledge, skills and attitudes aspects should be incorporated in all level of held courses.

### **In-mission Training:**

According to the duty of care the following of training could be held in the filed as in-mission training:

- Induction training.
- Basic training.
- Advanced training.

As regards in-mission training it is believed that the outcomes exposed in the CTALO countering organized crime should be focused in skills and attitudes related to the situation in the country in which the CSDP civilian mission is deployed.

### **Debrief and lesson learnt after return**

It should be contemplated that ex-CSDP civilian mission staff with special experience in countering organized crime in the filed could participate in training activities according to the level of the tasks performed.



## **TRAINING OPPORTUNITIES FOR COUNTERING ORGANIZED CRIME IN CSDP CIVILIAN MISSIONS**

Once the Civilian Training Area High Level Learning outcomes (CTALO) has been set up for the training area countering organized crime aiming at reaching the outcome of the requirements stage, it is time to analyse possible available training opportunities which could match the mentioned requirements.

According to the information gathered in the questionnaires received from the CSDP Civilian Missions, the main actors providing these training would be the European Security and Defence College (ESDC), the EU agencies (EUROPOL, CEPOL, OLAF, FRONTEX); the training institutions in EU MS and third countries.

### **The European Security and Defence College (ESDC)**

First, we can analyse the academic offer of the ESDC<sup>16</sup> as a network of colleges whose secretary is based in Brussels (Belgium) established in 2005, and providing training and education at EU level in the field of the CSDP. The ESDC education & training offer is composed of the European Doctoral School on CSDP; Security Sector reform (SSR); EAB Cyber; CSDP missions and operations training; Military Erasmus; EU Military Secondary School forum; and the works on the Sectoral Qualification Framework for the Military Officer Profession (SQF-MILOF) providing Member States with a cross-referencing tool for military qualifications so that qualifications awarded in one Member State can be compared with similar qualifications awarded in another Member State.

The ESDC curricula is varied mainly composed of short courses, or seminars provided in the training institutions in the EU MS being part of the ESDC network, or in the HQ in Brussels. In this curricula it can be assessed that there are very interesting training activities for CSDP missions mainly focused in the security and defence aspects and some of them could be indirectly related to the proposed CTALO on countering organized crime such as course on Capability Development for Crisis Management; Advanced Course for Political Advisors in CSDP Missions and Operations; Mediation, negotiation and dialogue skills for CSDP; CSDP Course on Building Integrity Reducing Corruption in the Security and Defense Sector; Pre-deployment Training for CSDP Missions and Operations; EU facing “hybrid threats” challenges; Basic and core courses on Security Sector Reform. Nevertheless, none of ESDC training offer is specifically dedicated to get knowledge, skills and attitudes to counter organized crime in the CSDP missions.

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<sup>16</sup> Council Decision (CFSP) 2016/2382 of 21 December 2016 establishing a European Security and Defence College (ESDC) and repealing Decision 2013/189/CFSP



As pointed out by in the reference documents and comments received from the questionnaires, synergy between CSDP civilian and military missions should be higher and there are threats as organized crime which are very much active in countries and areas were CSDP military missions are deployed (EUTM Mali; EUTM Central African Republic; EUTM Somalia; EUFOR Althea; EUNAFOR MED IRINI).

In these circumstances a more active role of the ESDC HQ and its network offering specific training at different levels on countering organized crime for CSDP Civilian and Military missions could be estimated and implemented in the future.

### **The European Agency for Law Enforcement Training (CEPOL)**

CEPOL<sup>17</sup> is the EU Agency for Law enforcement training which HQ is in Budapest (Hungary). It counts also with a network of colleges and academies based in the EU Member States mainly dedicated to training in security and justice aspects. The curricula supported by CEPOL falls currently into the following categories: Serious and organised crime; Cyber related crime; EU Information Systems & Interoperability; Public order and Prevention; Planning and command of Union missions; Leadership and other skills; Law enforcement cooperation and information exchange; LE Technologies, Forensics and other Specific Areas; Fundamental rights; Higher Education and Research.

This Agency has led EU training projects in some areas under influence of CSDP Civilian missions as the EU–MENA Counter-Terrorism Training Partnership and the EU financial investigations (FI) in the Western Balkans countries. The European Commission and the European Union Agency for Law Enforcement Training (CEPOL) have launched TOPCOP, a new project to support Eastern Partnership Countries -Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine, in their fight against organised crime. The European Commission funds this initiative, which is implemented by CEPOL and supported by EUROPOL. As highlighted in the Joint Communication of 28 March on the Eastern Partnership policy beyond 2020<sup>18</sup>, organised crime poses a shared challenge for the European Union and the Eastern Partnership countries. To

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<sup>17</sup> Regulation (EU) 2015/2219 of the European Parliament and of the Council of 25 November 2015 on the European Union Agency for Law Enforcement Training (CEPOL) and replacing and repealing Council Decision 2005/681/JHA

<sup>18</sup> The Eastern Partnership beyond 2020: Reinforcing Resilience – an Eastern Partnership that delivers for all. Launched in 2009 as a joint policy initiative, the Eastern Partnership (EaP) aims to deepen and strengthen relations between the European Union (EU), its Member States, and Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine. In 2019, as the partnership marked its 10th anniversary, the European Commission carried out a broad and inclusive consultation to define the future policy objectives. Overall, there is a consensus that the Eastern Partnership is robust and delivers tangible benefits to the daily lives of people across the region.



tackle this challenge, the newly launched project will foster deeper cooperation with EU Justice and Home Affairs agencies to fight organised crime, including economic crime, more effectively.

CEPOL is very much specialized in blended and active learning offering many webinars and short residential courses of one or several weeks directly or indirectly related to the proposed CTALO on countering organized crime. It is estimated that CEPOL is in very good conditions to adapt its curricula to meet the proposed CTALO on countering organized crime.

### **The European Agency for law enforcement cooperation (EUROPOL)**

Headquartered in The Hague, the Netherlands, EUROPOL supports the 27 EU Member States in their fight against terrorism, cybercrime and other serious and organised forms of crime. The Agency also work with many non-EU partner states and international organisations. EUROPOL is mainly focused in large-scale criminal and terrorist networks posing a significant threat to the internal security of the EU and to the safety and livelihood of its people, considering the biggest security threats come from terrorism; international drug trafficking and money laundering; organised fraud; the counterfeiting of euros; and trafficking in human beings.

With more than 1,000 staff, 220 liaison officers and around 100 crime analysts. EUROPOL is offering unique range of services a support centre for law enforcement operations; hub for information on criminal activities; and centre for law enforcement expertise.

Analysis is at the core of EUROPOL activities. To give the agency partners deeper insights into the crimes they are tackling, EUROPOL produce regular assessments that offer comprehensive, forward-looking analyses of crime and terrorism in the EU, including the following high-level products: The EU Serious and Organised Crime Threat Assessment (SOCTA), which updates Europe's law enforcement community and decision-makers on developments in serious and organised crime and the threats it poses. And the Internet Organised Crime Threat Assessment (iOCTA), which reports on key findings and emerging threats and developments in cybercrime.

EUROPOL is a first line actor of expertise in concrete aspects related to organized crime at EU MS and international level, and their experts are very much appreciated in worldwide courses in these matters. Nevertheless, EUROPOL is not a EU Agency with the direct mandate to provide regulated courses under international or EU quality education standards. It is considered that EUROPOL is not providing itself at the moment any such qualified course directly related to the proposed CTALO on countering organized crime, despite seminars and workshops offered on related topics, but very much involved in providing expertise on countering organized crime at international level, therefore its participation is considered crucial at any training activities held on the matter at any level and especially for CSDP missions.



## Other EU Agencies (EUROJUST, OLAF, FRONTEX)

There are other EU Agencies whose mission can be related to countering organized crime schemes. First the European Union Agency for Criminal Justice Cooperation (**EUROJUST**)<sup>19</sup> based in The Hague (Netherlands) supporting judicial coordination and cooperation between national authorities in combatting terrorism and serious organised crime affecting more than one EU country by coordinating investigations & prosecutions involving at least 2 EU Member States. In some cases, EUROJUST is cooperation in cases where third countries are affected for example in the Western Balkans. This EU agency also helps to resolve conflicts of jurisdiction; and facilitating the implementation of EU legal instruments, such as European Arrest Warrants and confiscation and freezing orders. To do this, EUROJUST holds coordination meetings; funds & provides expert input into joint investigation teams (JITs); and organises coordination centres. It also hosts the Secretariats of the European Judicial Network, the Joint Investigation Teams Network and the Network for investigation and prosecution of genocide, crimes against humanity and war crimes (Genocide Network).

Although EUROJUST does not hold specific courses for magistrates, prosecutors or law enforcement officers to provide performance objectives (knowledge, skills and attitudes) on improving legal systems to tackle organized crime in EU Member States or third countries, it is estimated that the experience gathered in EUROJUST in cooperation mechanisms prosecuting organized crime complex cases should be of great interest in courses for CSDP civilian mission staff.

**FRONTEX**<sup>20</sup> is now the European Border and Coast Guard Agency (EBCGA). As known, the seat of this EU Agency is Warsaw, Poland, with the mission of ensuring safe and well-functioning external borders providing security together with the EU Member States. FRONTEX has three strategic objectives: reduce vulnerability of the external borders based on comprehensive situational awareness; guarantee safe, secure and well-functioning EU borders, and plan and maintain European Border and Coast Guard capabilities. The Agency disposes of a powerful Capacity Building Division not offering at the moment specific courses on the requested CTALO countering organized crime. Nevertheless, its expertise would be more than welcome in training activities for CSDP military and civilian Staff to be deployed in missions where cross border organized crime has great influence.

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<sup>19</sup> Regulation (EU) 2018/1727 of the European Parliament and of the Council of 14 November 2018 on the European Union Agency for Criminal Justice Cooperation (Eurojust), and replacing and repealing Council Decision 2002/187/JHA

<sup>20</sup> The European Border and Coast Guard Agency (Frontex) is governed by Regulation (EU) 2019/1896 of 13 November 2019 on the European Border and Coast Guard



The **European Anti-Fraud Office (OLAF)**<sup>21</sup> based in Brussels in the EU agency in charge of investigating fraud against the EU budget, corruption and serious misconduct within the European institutions, and develops anti-fraud policy for the European Commission. OLAF investigates a wide range of wrongdoings from embezzlement, fraudulent claims and misconduct in public procurement procedures, to customs fraud, etc. and in many cases, organized crime appears in the core of these investigation not only at EU Member States level but also in third countries, including those in which CSDP missions are deployed.

As mentioned for other EU Agencies, OLAF provides training for EU Member States and third countries not fully covering the proposed CTALO but its expertise is considered of great interest being in condition to provide experiences of investigations in countries where complex organized crime schemes is affecting state structures through corruption practices, OLAF can contribute to offer knowledge, skills and attitudes to create and implement strong structures in third countries tacking organized crime and corruption.

### **The EU projects.**

The European Commission is granting several interesting EU projects aimed at improving state capabilities in the fight of organized crime in third countries.

One project under the Pan-African Programme is **ENACT: Enhancing Africa's capacity to respond more effectively to transnational organised crime**<sup>22</sup>. ENACT works to mitigate the impact of transnational organised crime in Africa on development, governance, security and the rule of law. It achieves this in two ways: first, by building knowledge and offering evidence-based analysis in Africa, which will inform policy and enhance cooperation at the regional and continental level. Secondly, ENACT builds skills and capacity among key African stakeholders to better respond to transnational organised crime and mitigate its impact.

ENACT is a three years' project implemented by a partnership of expert organisations, namely the Institute for Security Studies (ISS) and INTERPOL, in affiliation with the Global Initiative against Transnational Organised Crime. The ISS aims to enhance human security in Africa by providing independent and authoritative research, expert policy advice, and practical training and technical assistance. The ISS has offices in Pretoria, Nairobi, Addis Ababa and Dakar. INTERPOL is the

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<sup>21</sup> Regulation (EU, Euratom) No 883/2013 of the European Parliament and of the Council of 11 September 2013 concerning investigations conducted by the European Anti-Fraud Office (OLAF) and repealing Regulation (EC) No 1073/1999 of the European Parliament and of the Council and Council Regulation (Euratom) No 1074/1999

<sup>22</sup> <https://enactafrica.org>



world's largest international criminal police organisation with presence in 190 member states. As known, INTERPOL helps national police services to meet the growing challenge of fighting crime. And finally the Global Initiative against Transnational Organised Crime is an international civil society organisation that aims to provide better global responses to transnational organised crime. The Global Initiative coordinates an expert network of more than 200 independent, global and regional experts.

There are regularly other similar EU funded projects in African countries where some of the main CSDP Civilian missions are deployed. Some of the training activities provided in these projects could meet partially the proposed CTALO on countering organized crime, however it is essential to understand that there is a possible lack of continuity due to the deadline of the projects; possible duplicity in the hold training activities with those offered by other actors in the field including the CSDP missions, knowing that in some cases experts participants in training activities are ex-law enforcement officers working as consultants jumping from one project to another offering the same training working for different international actors.

Another interesting EU funded project analysed is **EL PAcCTO (Europe Latin America Technical Assistance Programme against Transnational Organized Crime)** as an international cooperation programme for a five- years term. The overall goal of the Police Cooperation of EL PAcCTO is to strengthen the police services responsible for fighting organised crime. To this end, actions are carried out to achieve international police cooperation that optimises institutions' operational capabilities in the fight against international criminal groups engaged in human, drugs, weapon or cultural asset trafficking, among others. This EU projects carry out several lines of works as for example in International Police Cooperation (Operational service cooperation mechanisms; Support to AMERIPOL<sup>23</sup> and information Exchange; International police cooperation between Latin America and EUROPOL); Operational capacities of police institutions (Inter-institutional coordination and cooperation; Institutional internal control capacities; Specialisation in research techniques; Police academies and training entities); Fight against international criminal groups (Exchange of information for the fight against gangs; Police intelligence on large criminal groups; Identification and investigation of the proceeds of crime; Research against terrorism); Fight against large-scale trafficking (smuggling and trafficking in human beings; drug trafficking; weapons trafficking; cultural goods trafficking and environmental crimes)

El PAcCTO is focused in Latin American countries which are not currently affected by any CSDP Civilian Mission. Nevertheless, it cannot be underestimated that many organized crime groups

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<sup>23</sup> The Police Community of the Americas or Ameripol. <http://www.ameripol.org/>



from Latin American countries are acting world-wide and using African countries where CSDP Missions are deployed as hubs for illicit traffics. Therefore, the expertise gained in such project at different levels should be taken into account in CSDP civilian mission training.

### **Other international training networks. INTERPA**

According to the analysed questionnaires received from the CSDP civilian Missions, 19% strongly disagree and 47,6% disagree that only EU agencies or MS should be related to training in relation to organized crime before CSDP mission's deployment. Following this fact, it has been analysed other international networks which could be interesting an available for providing training in respect of the provided CTALO on countering organized crime.

One of this actors is the International Association of Police Academies (INTERPA<sup>24</sup>) under the Presidency of the Turkish National Police Academy. INTERPA is a network of 77 law enforcement training institutions from 48 countries based in Europa, Asia, Africa and Middle East.

INTERPA fulfils its mission by maximizing the cooperation and coordination among the member police training institutions in the field of police training by optimizing the existing sources and sharing the best practices and researches carried out in this field; making possible to conduct exchange programs among the national training institutions for directors, trainers and students from these institutions; and increasing the management capability of the high-level directors by means of joint programs.

#### **INTERPA Law enforcement training Institutions network**



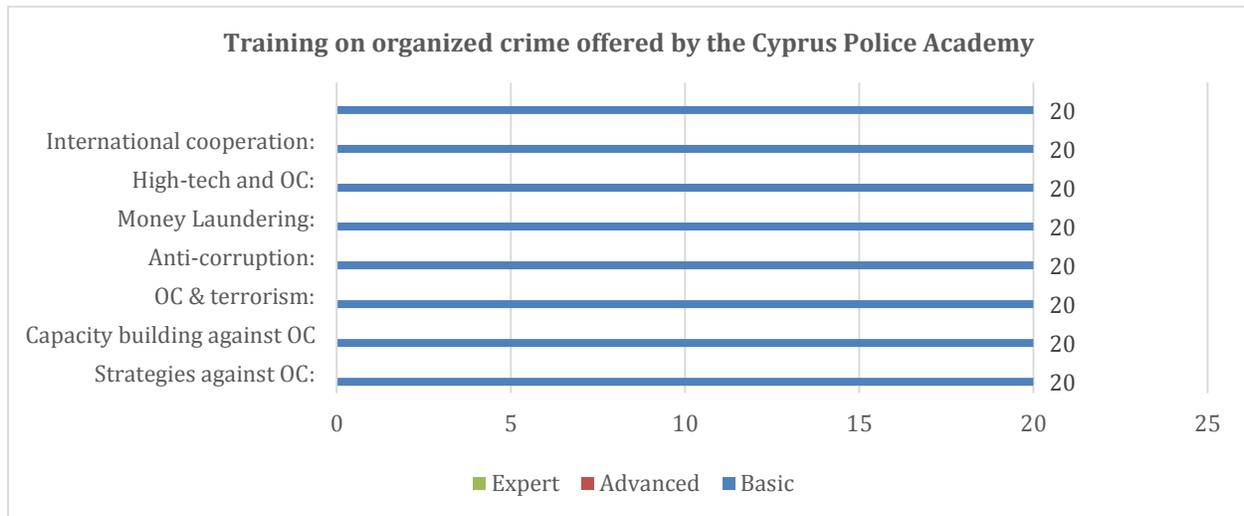
INTERPA is covering some of the countries where CSDP civilian missions are o could be deployed in the future, therefore its training capabilities should not be underestimated.

<sup>24</sup> <http://www.interpa.org/>



### Training offers on countering organized crime at EU MS and third countries.

As recommended in the Strategic Guidance Strategic Guidance on CSDP Civilian Training, questionnaires have been spread out through different networks (ESDC, CEPOL, ENACT, El PacTTO, INTERPA) in order to get information on existing training standards and opportunities in EU MS or other international organisations meeting the proposed CTALO on countering organized crime and **available** for providing training activities for CSDP civilian mission staff. 11 questionnaires were received from training institutions from EU and third countries showing in the following charts the positive answers their offer for CSDP civilian mission training at different levels:



According to the information provided by this institution, training on countering organized crime could be conducted on a more systematic basis to include a wider spectrum of National, European and International trends and best practices, especially in the area of exchanging information and criminal intelligence. The Cyprus Police Academy provides basic training on various criminal offences related to organized crime such as drug trafficking, money laundering, financial crime, irregular migration, corruption, cybercrime and trafficking in Human Beings. Lectures are also provided, on issues related to Serious & Organized Crime Threat Assessment (SOCTA).



This Institution offers courses for 20 participants based on theory and practice related to thematic and levels mentioned in the chart corresponding with the advanced and expert level.



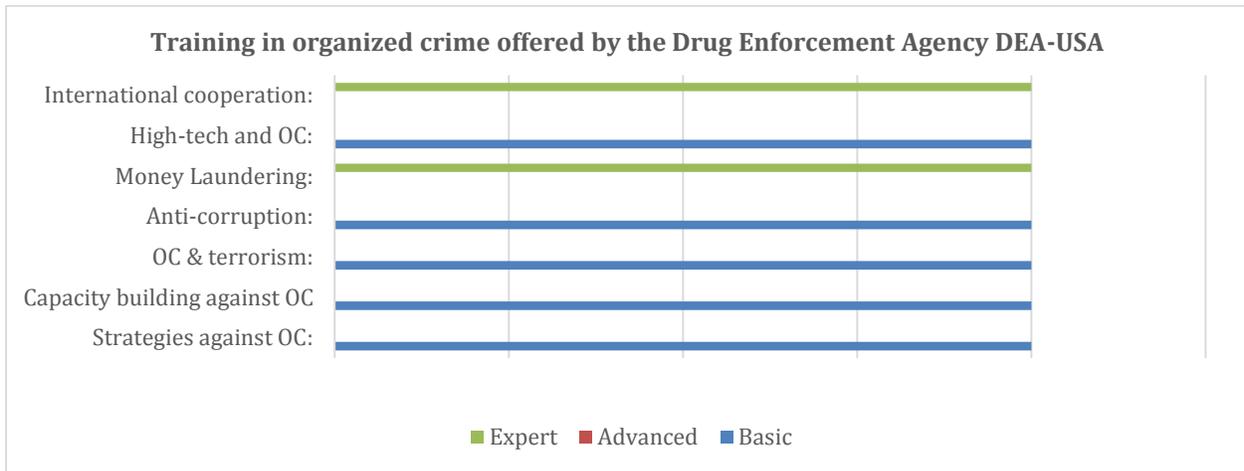
The European Commission has awarded the Spanish Guardia Civil University Centre (CUGC) with the Erasmus+ Charter considering this entity, as European Higher Education Institution (EHEI) with the capability to provide Bologna accredited studies. The CUGC disposes of varied curriculum of degrees and masters' studies in Spanish language including the thematic mentioned in the exposed chart at expert and advanced level in the Master of High Management on International security (60 ECTS). Moreover, the CUGC can hold university expert courses (24 ECTS) based in blended and active learning methodologies, in English language. The CUGC offers to hold a university expert course (24 ECTS) in English on lesson learn & case study based on Ex-CSDP Civilian Head of Missions and top experts looking for providing high level outcomes mainly skills and attitudes on countering organized crime for CSDP civilian missions.



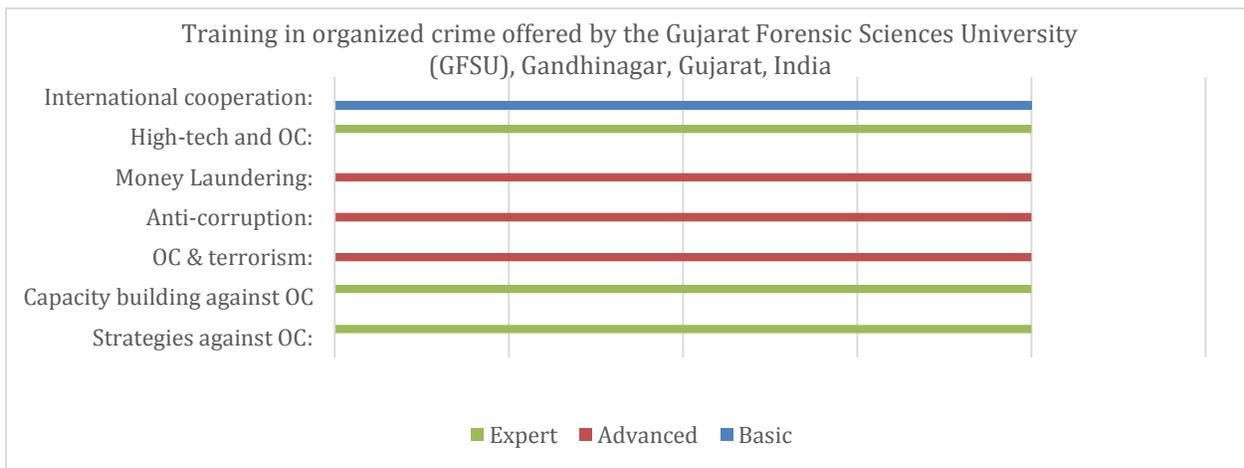
The European Commission has awarded the TNPA with the Erasmus+ Charter recognising this entity as European Higher Education Institution (EHEI) with the capability to provide Bologna accredited studies. The TNPA disposes of an international training catalogue in which countering organized crime thematic is incorporated. This training institution provides Master Studies in English language in which terrorism and organized crime are main subjects. The TNPA also reports that as specific thematic, can offer expertise in modus operandi of Turkish and Balkans organized crime groups and Russian and ex-soviet countries mafia style groups



This training institution provides trainings on basic issues of comprehensive organization and execution of the fight against organized crime being available and flexible to hold courses for CSDP civilian Missions. Specific thematic is also offered in relation to modus operandi of OC groups from Caucasus countries: Armenia, Georgia, Azerbaijan.



The DEA is a single mission agency, fighting drug trafficking at international level almost always linked with organized crime. This entity offers basic special agent training for prospective agents learn how to conduct drug trafficking investigations targeting organized crime groups. The DEA has a worldwide presence and dispose of offices in areas in which CSDP Civilian missions are deployed. Specific DEA foreign offices assist their host country counterparts in investigating these groups and could offer their training capabilities for CSDP staff and local actors.



GFSU provide training with specific reference to the Asia, Africa and Gulf Countries and offers training for CSDP Civilian missions on anti-money laundering; drug trafficking; human trafficking; use of technology for prevention of illicit traffics; artificial intelligence; psychological methods of crime investigation especially for hard core criminals.



## GAP ANALYSIS AND PROPOSED MEASURES

On the basis of the analyzed questionnaires and referenced documents, the following gap analysis and proposed measures are provided in relation to possible improvement of training activities for CSDP civilian mission training on countering organized crime.

- **Improvement of quality recruitment in CSDP mission staff in relation to countering organized crime skills.** One of the first challenges identified in relation to CSDP missions is recruitment of personnel. It would appear that at times law enforcement officials chosen to be sent abroad might not necessarily possess the relevant specialisations or qualifications on countering organized crime to perform functions in a CSDP mission, an assignment which requires a very specific set of skills. In addition, most CSDP missions are populated by multinational police, military and civilian staff with different professional cultures and ways of thinking, and therefore flexible personalities are required to be able to adapt quickly to the new work environment in general and the specificities of the mission itself. Apart from prior knowledge, skills and attitudes considered during the selection process and other horizontal competences considered in the pre-mission deployment as for example leadership, cultural awareness, communication and management skills, it is noted a certain lack of previous competences on countering organized crime at all levels, especially on skills, therefore requiring experts with experience in organized crime will facilitate pre and in- mission training on this subject.
- **No specific training on countering organized crime for CSDP Missions.** There are not specific courses providing knowledge, skills and attitudes on countering organized crime especially oriented for CSDP military or civilian missions. These matters are mainly incorporated as modules or subjects about knowledge of legal framework, international cooperation mechanism, and capacity building mainly based on each EU MS approach. It is proposed to define specific activities on countering organized crime for CSDP missions staff taking into account an EU approach; and providing knowledge, skills and attitudes oriented to real situation on CSDP missions.
- **Extension of training on organised crime to CSDP missions dealing mainly with border management.** While organized crime has often a transnational component, and some missions deal mainly with border management, more training on organized crime topics is demanded to be incorporated in order to improve the performance of CSDP Missions mainly dealing with border management.



- **Training on the need of coordination between different actors deployed in the field.** Habitually there are several international organizations and their experts providing at the same time advice and monitor activities to local authorities on strategic guidance, reforms on state structures combating organized crime and offering capacity building. This is done in some cases, in an uncontrolled way and confusing the local counterparts with their different approach. It is highly recommended to provide learning in CSDP pre-mission training in relation to the real need of coordination between different actors deployed in the field.
- **Training in skills and attitudes to avoid rejects from locals.** Some missions have the mandate to monitor judicial cases which are proceeding through the local systems of police and judiciary. This role is perceived by many locals as being a justification to follow international best practice. However, others resent the intrusion into what they see as domestic issues. Training on providing skills and attitudes to help to solve this situation should be considered in courses offered for CSDP Missions Staff.
- **Training on harmonised and EU approach in the CSDP Civilian Missions.** In some cases, advisers and experts working for CSDP missions are consultant from non EU countries; in process to exit from EU or from EU Members States who provide a unilateral or home-made approach to local authorities when advising or monitoring. It is proposed to reinforce the message in training activities that CSDP Missions are specifically an EU instrument therefore they should provide a harmonized and EU approach in their activities and not only those from the origin country of the advisors or monitors. Although successful best practices and experiences from EU MS mainly affected by organized crime should be incorporated in CSDP civilian training.
- **Training that weak implementation of countering organized crime policies is really undermining country resilience.** Analysis of resilience scores suggests that while the greatest investment appears to have been made in building up the architecture for responding to organised crime, through national policies and legal frameworks, and by acceding to international conventions, which suggests that some political will is in place, it is weak implementation that undermines country resilience. It appears that non-state actors are filling gaps in state provision and response, therefore it is recommended to improve CSDP Missions training at expert and advanced level in order to provide CSDP Staff with competences to focus in the real implementation of policy and strategies on countering organized crime in the field.



- **Training needed on specific matters related to organized crime.** CSDP Mission advisors are mainly working on legal reforms, strategic guidance and plans implementation on countering organized crimes in the countries where missions are deployed. Nevertheless, it is considered that to be able to do so, it is also essential to know and whether possible to have experience combating organized crime at command level, or at least to have previous training on specific matters related to criminal markets, mafia-style groups; criminal networks; state-embedded actors; and foreign criminal actors.
- **Training on the need to adapt CSDP staff activities to the starting point of knowledge in the field.** The knowledge and capabilities to fight against organized crime in certain areas where CSDP missions are deployed is quite a low bar. The quality of information/intelligence combating organized crime and expertise is weak and fragmented on the matter, and a common nomenclature is absent, which makes it far harder to achieve consensus and cooperation. Therefore, it is proposed to incorporate the existence of this gap in CSDP training activities in order to create awareness on this matter to guide better, advising and monitoring activities.
- **Training on factors that can contribute to a country's vulnerability to organised crime.** It has been well documented that organised-crime groups exploit certain state conditions in order to carry out their activities. (geopolitical situation, conflict, weak state institutions, corruption, porous borders, etc.). Vulnerability to organised crime indicates that not all countries are equal in their susceptibility to illicit activities, and that a number of sources of vulnerability are very difficult to be mitigated. The analysis of states' relationships to organised crime starts from an unequal foundation. By training on vulnerability patterns to CSDP mission staff, advisors and experts can more readily understand the complexity involved in an organised-crime analysis within a state context.
- **Training stressing the importance of encouraging local political will to reduce the space for organised crime.** To mitigate the negative impact of organized crime in a country is a long-term and complex endeavour that will take sustained investment and political will over numerous years by local authorities, as well as collaboration with other states well beyond any country's immediate neighbours. It is also very important to teach the CSDP head of missions and directive team that encouraging local political will to combat organized crime is crucial to change weak states.



- **Training about tailored-made solutions on countering organized crime.** There is no single resilience measure that offers a ‘one size fits all’ response to organised crime. What works in one country may prove to be ineffective in another, and therefore responses must take into account the particular organised-crime situation in a given country. Even in the same country, response measures that may have worked in the past may not fully address evolving criminal trends. In these circumstances, it is considered opportune to train at expert and advanced levels in CSDP training activities that tailored-made solutions per country must be considered.
- **Training in best practices fighting organized crime.** There are good practices who have been proved in different scenarios at international level combating organized crime. Being conscious that there is no unique solution and that these are not always applicable in different countries. The following best practices among others should be trained in CSDP civilian missions courses on countering organized crime:
  - .. The need of real political will to face organized crime, and good governance.
  - .. Creation and proper application of general and specific Rule of law.
  - .. The real implementation of policies and strategies against organized crime
  - ... Creation of strong prosecution capabilities and criminal intelligence and investigations centralised units that can work in extremely affected areas by organized crime.
  - .. Real budgetary assignment to reinforce structures to fight organized crime.
  - .. Justice based on criminal investigations and evidences at courts.
  - .. Transparency and accountability in the fight against organized crime.
  - .. Specific units to combat corruption and infiltration of organized crime in state structures.
  - .. Legal implementation of special investigation techniques.
  - .. State building safety policy and secure information channels.
  - .. Promotion of internal and international cooperation fighting organized crime
- **Training about mapping organized crime and resilience.** There is a need to learn about the specific situation of the concrete areas and activities of organized crime in which CSDP Missions are deployed. Training about mapping organized crime activities and detecting resilience factors should be incorporated to CSDP training activities on countering organized crime.
- **Training on drafting organized crime threat assessments.** There is always a need to provide capabilities that will assess, manage and understand the threat and risk from serious and organised crime in a certain country or area. This organized crime threat assessment will contribute to create a national organized crime strategy, and it is considered necessary



to train to CSDP staff at certain level how to prepare this type of documents and how to track its implementation adapted to the local situations as it has been showed that imposing EUROPOL organized crime threat assessment methodology in third countries in which CSDP Missions were deployed was not successful.

- **Training on skills and attitudes to favour implication of local authorities to fight organized crime.** There is a need to create established relationship based on trust and respect with the counterparts, a CSDP mission adviser remains to monitor, mentor and advise on the problems of implementation if they occur. However, the responsibility of the implementation of the strategy and action plan remain with the local counterparts. The art to emphasise with local counterparts and being able to have a real influence to tackle organized crime could be learnt in CSDP civilian training courses.
- **Training in lesson learnt countering organized crime in CSDP missions.** A further drawback is the high mission staff turnover in combination with the lack of thorough handovers. New officials therefore do not always have the necessary set of information and institutional memory at their disposal; this impacts on the quality of their work. In addition, the multiple thematic areas officials may be required to cover, in combination with a lack of resources, hamper the achievement of the expected results. Therefore, its considered that the experience of ex-CSDP Head of Missions, and other missions staff should be spread out in CSDP civilian missions training activities on countering organized crime. A lessons-learnt training e-platform would be beneficial.
- **Pre-deployment training on countering organized to help transition from executive to non-executive mind-set.** It has been noted that law enforcement officials in some cases are not entirely aware of the mission goals and are not ready for specific CSDP experience, especially in countries mostly affected by organized crime. Here, training could support the change in the working habits, helping the transition from an executive to a mentor-monitor-adviser mind-set.
- **Need to increase training synergies for CSDP military and civilian staff on countering organized crime.** Considering that the mandates of military and civilian missions are different, but organized crime is affecting the countries or areas in which the missions are deployed, a closer synergy offering common training on organized crime should be considered.



- **Training in risk of organized crime infiltration in CSDP missions.** The rights and obligations of mission personnel combined with anti-corruption awareness and the use of force and weapons must also find a place in training. In order to support the officials in their role as mentors/advisers, psycho-pedagogical content is recommended to be included in the training, allowing them to cascade their knowledge in a more efficient way. how to operate in a corrupt environment; governance and oversights within rule of law institutions in post-conflict countries; CPCC guidance on corruption prevention; recruitment of local staff; procurement of products and services from local or international markets. In such training how local organized crime can infiltrate in CSDP missions could also be considered.
- **Training on the peculiarities of the country and links with organized crime.** Law enforcement officials need to know the peculiarities of the country they are deployed to; therefore, cultural issues and perspective of host countries on human rights should be part of training. Furthermore, they should understand the basic principles of democratisation and good governance for the prosperity of the host country including protection of civilians, as well as prevention of and fighting against corruption.
- **Training on international sources and information systems for sharing intelligence/information against organized crime.** This could capacitate the deployed officials to support the host country in developing and using these. The use of information exchange channels, data protection, private security and the handling of sensitive information require special attention and it is essential to fight organised crime.
- **Training about existing cooperation tools in the fight against organised crime.** The dissemination of knowledge on existing cooperation tools in the fight against organised crime, and in particular with a view to seizure and confiscation, and for the prevention of criminal infiltration of the legal economy is considered imperative.
- **Training to avoid duplication on countering organized crime recommendations.** International donors often focus on the analysis of the legal framework tackling organized crime and other aspects, followed by focussing on recommendations. Thus, it is highly advisable to go through the materials prepared by other donors (e.g. the UN, the OSCE, the Council of Europe, twinning projects) and avoid duplication of work and the cost of translation. Training for CSDP mission's coordination and cooperation section or political section can help to identify and contact the relevant international partners. All EU instruments, such as CSDP missions and EU Commission-funded projects, need to be



deployed in a coherent manner so that unnecessary duplication is avoided in the host country.

- **Training in mafia-style organised crime structures.** This aspect should be moved to the top of the priority list because the non-recognition of the problem and the lack of capacity building have led to the current situation of national law enforcement structures being significantly weakened and having insufficient resources and capabilities against organised crime and mafia structures, with a particular focus on drug production and trafficking. To advise and monitor recommendations to local authorities to fight against organized crime is essential to know in deep mafia-style organized crime structures.
- **Training on real experiences of fluent inter-agency cooperation.** One of the main gap found in the fight against organized crime also in the EU is the lack of fluent inter-agency cooperation mainly at national level but also at international level. Training for developing skills to favour inter-agency cooperation countering organized crime is considered essential.
- **Training on countering organized crime based on blended learning (e-learning + residential periods).** Most of the training activities already carried out in Law enforcement institutions in relation to combatting organized crime and related topics are still based in traditional residential patterns. It is considered necessary to spread out the use of blended learning activities combining residential and distance learning periods supported by virtual learning platforms.
- **Training on countering organized crime offering active learning methodologies.** Training activities are still in many cases not prioritized by law enforcement top leaders in favour of the greater importance given to police operations against organized crime. In some cases, this situation means that training institutions do not dispose of updated teachers or trainers, who are available to apply advanced and active learning techniques that seek more student participation and usually offer the traditional one-way teacher class. It is considered essential to promote teaching staff dedicated to training on countering organized crime and to motivate them to use advanced and interactive learning techniques such as role-play, mock trial, flipped classroom chart, etc., in order to better provide skills and attitudes to students.



## CONCLUSIONS AND PROPOSALS

On the basis of the performed TRA on countering organized crime the following conclusions could be raised:

1. **Countries in which CSDP civilian mission are deployed are usually affected by organized crime and local actors are not enough efficient.** There are frequently various organized crime groups generally affiliated to terrorist groups affecting state stability. In some cases, governments are doing many efforts to control its territory but in vain due to lack of means. In other cases, no political or professional will to address the issue properly is detected. Governments are frequently controlled by external influences which undermine anti-corruption and countering organized crime strategies. The whole system could run on nepotism, and corruption provoking the perception in the population that the presence of organized crime and corruption is normal. There are potential gaps in coverage, inconsistency in performance and duplication of efforts of several LEAs at national level in combating organised crime.

Advising or mentoring should not only consist of providing knowledge on creating and developing legal reforms and structures to tackle organized crime. The EU CSDP civilian missions should have enough continuity and resources to support structural changes at local level enduring in time. Not only knowledge, but mainly skills and attitudes are considered essential for CSDP staff to really have the influence capability with local actors to change scenarios

2. **Lack of efficient multilateralism on capacity building related to tackling organized crime in countries where CSDP civilian missions are deployed.** The CSDP civilian missions are usually deployed in areas where other international and national actors are trying to provide advice, support and capacity building to local governments to fight against organized crime. In many cases local authorities are offered the same or similar support, training and advice from different actors without previous coordination.

Coordination activities should be taken into account from different actors before advising and monitoring to local authorities in third countries. Nevertheless, whether this is not always possible, CSDP civilian staff should be trained on the importance of efficient multilateralism when providing support to national actors before trying to implement reforms for tackling organized crime



3. **No specific qualified courses available on countering organized crime for CSDP missions staff before deployment.** The potential training audience for countering organized crime in pre and in-mission would be enable staff of civilian CSDP missions who will work or are working at different level engaged with local security and justice actors and populations in the host countries inter alia. This having in mind that prior knowledge and experience on countering organized crime structured groups at international level would be essential in selection procedures in CSDP missions deployed in countries where organized crime is a main threat, Moreover, it is noted that there are no structured and specific courses held by the ESDC or other EU Agencies for CSDP missions staff on countering organized crime at expert, advanced or basic levels, apart from short workshops or seminars.

The EEAS could promote and coordinate with the ESDC, EU Agencies, EU MS and third countries training institutions structured courses, (and not only workshops) on the basis of the proposed CTALO on countering organized crime for CSDP Missions at basic, advanced and expert level in the pre and in mission periods taking into account especially debrief and lesson learnt after return. The following courses could be held for CSDP staff on countering organized crime:

Basic level:	For CSDP staff in general to be held at EU MS
Advanced level:	For CSDP middle-management staff to be held at ESDC (HQ)
Expert Level:	For CSDP Head of Missions and directive team to be held at ESDC (HQ) or at EU MS by available EU Higher Education Institutions (EHEI) as the Guardia Civil University Centre, among others.

4. **Lack of structured, modern and quality assurance training on countering organized crime for CSDP Missions.** Pre and in training for CSDP civilian missions staff are mainly based in workshops or conferences where EU MS or EU Agencies are providing theory and experiences on combating organized crime from their own perspective. Quality standards from the European High education Area (EHEA) should be taken into account when holding training activities on countering organized crime. Modern pedagogic techniques such as active learning should be incorporated.

Structured courses on countering organized crime for CSDP staff should be based on quality standards of the European Higher Education Area (EHEA) from Bologna process where modern pedagogic techniques could be offered incorporating blended learning combined with active learning techniques (role-play, mock trial, flipped classroom chart, etc.) where the student is the main actor.



- 5. No synergy in training on countering organized crime for CSDP civilian and military missions.** Organized crime is affecting state structures and societies where CSDP civilian and military missions are deployed. Moreover, there are cases in which both CSDP civilian and military are acting in the same country where organized crime is a main actor. Nevertheless, no synergy and coordination are detected in training offered for CSDP missions staff on countering organized crime.

Structured courses on countering organized crime for CSDP staff should be available for both CSDP civilian and military staff.

- 6. Lack of harmonization and EU approach in advising and monitoring activities on countering organized crime in CSDP civilian missions.** In some cases, it has been noted that there are short term experts jumping from one project to another and participating in advising and monitoring activities in relation to capacity building on countering organized crime at local level who are providing their home-based approaches without taking into account that they are participating in a mission under the EU flag.

Training for CSDP missions staff and short-term experts should focus in providing attitudes provoking an EU harmonized approach when advising and monitoring for local partners.

- 7. Need for CSDP civilian staff with experience in fighting organized crime.** The combination of personnel with academic, organizational and senior management skills is considered essential to participate in the tasks of direction, advice and monitoring in CSDP missions. However, it is estimated that the performance of these tasks in the field of the fight against organized crime will be carried out more efficiently by those staff and experts providing expertise from countries that have been most affected by this criminal phenomenon and have developed appropriate and effective legal capabilities, structural and organizational reforms to fight organized crime.

The advanced and successful legal implementations, reforms, experiences, and best practices in the fight against organized crime of the Member States that have suffered mainly from this phenomenon should be shared in the training of the CSDP missions staff.



8. **No third countries training capabilities involved in CSDP Missions training on countering organized crime.** The participation of former EU experts in training activities on countering organized crime for CSDP missions is considered essential, but potential training provided by third countries experts, and hosted by training law enforcement institutions based in these countries in relation to good practices in the fight against organized crime, and especially in relation to updated information on *modus operandi* of mafia style groups should not be underestimated.

Main important training networks such INTERPA and third countries training institutions and experts should participate in CSDP Missions staff training on countering organized crime especially on providing specific competences on mafia style groups and *modus operandi* acting in the areas where CSDP missions are deployed.