

22 June 2026

Consolidated Annual Activity Report

2025

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Acronyms and abbreviations

ABAC	Accrual Based Accounting
CEPOL	European Union Agency for Law Enforcement Training
DPF	Data Protection Function
DSC	Data Subject Categorisation
EC3	European Cybercrime Centre
ECA	European Court of Auditors
ECTC	European Counter Terrorism Centre
EDPS	European Data Protection Supervisor
EEAS	European External Action Service
EFECC	European Financial and Economic Crime Centre
EIS	Europol Information System
EMPACT	European Multidisciplinary Platform against Criminal Threats
EMSC	European Migrant Smuggling Centre
EPE	Europol Platform for Experts
EPPO	European Public Prosecutor's Office
ESOCC	European Serious and Organised Crime Centre
EUIPO	European Union Intellectual Property Office
EUIRU	European Union Referral Unit
FTE	Full-Time Equivalent
HVT	High Value Target
IAC	Internal Audit Capability
IAS	Internal Audit Service
ICS	Internal Control Systems
ICT	Information and Communication Technology
JPSG	Joint Parliamentary Scrutiny Group on Europol
MS	Member State
OAC	Operational and Analysis Centre
OLAF	European Anti-Fraud Office
OTF	Operational Task Force
OSINT	Open-Source Intelligence
QUEST	QQuery Europol SysTems
SIENA	Secure Information Exchange Network Application
SNE	Seconded National Expert
TP	Third Party

Management Board's analysis and assessment

The Management Board of Europol (MB) takes note of the Consolidated Annual Activity Report (CAAR) for the year 2025, submitted by the Executive Director of Europol in accordance with Article 16(5)(g) of the Europol Regulation and Article 48 of the Financial Regulation applicable to Europol.

In analysing and assessing this Report, the MB recognises that it contains a diligent and comprehensive account of the activities carried out by the Agency in the implementation of its mandate throughout 2025.

The Board commends Europol for the significant progress achieved in implementing the ambitious priorities of its "Delivering Security in Partnership" Strategy, in particular the overall steady growth of Europol's operational activities, mostly exceeding yearly targets.

The MB praises Europol's commitment in fostering Research & Innovation and in monitoring and applying new technologies.

Further, the results achieved in implementing Europol's Information Management (IM) Strategy and its EU Interoperability Roadmap have been significant. In this context, the Board acknowledges Europol's preparedness, including with biometrics-related functionalities, for the entry into operation of the Entry/Exit System (EES), the first EU Interoperability accomplishment, on the very first day of the EES launch.

Europol's support capacity proved fundamental in assisting Member States in the implementation of the Information Exchange Directive, especially as concerns the national integration of the Secure Information Exchange Network Application (SIENA), and in adjusting and developing core systems in the context of an increasingly wide and complex IM regulatory landscape.

Besides, the MB wishes to comment on other specific Europol's endeavours.

The completion of the first Project on the newly delivered Europol's Research&Innovation Sandbox, and the approved launch of a second one, along with the steady increase in the number of tools available on the Europol Tool Repository (ETR) to Member States and Schengen Associated Countries for operational use, are the tangible results of Europol's efforts, in alignment with the related ethical and legal standards, including as concerns the protection of personal data.

Given the operational relevance of such tools for national law enforcement authorities, the MB encourages Europol to continue exploring the potential for further development of the ETR as a fully-fledged EU service for Member States.

On the other hand, the Board regrets the resource-related constraints faced by Europol, also in 2025, preventing the Agency from further stepping up its activities, including in the ICT domain.

In particular, the MB is concerned that the resource gap on the one hand, and the growing running costs on the other, may continue to leave limited room for further automation, modernisation, and transformational developments, notwithstanding Europol's endeavour towards the continued improvement and streamlining of business processes, an agile whilst robust planning, an effective performance monitoring, and a transparent reporting on demand-management and process handling.

In this context, the MB wishes to reiterate its support for the Agency's budgetary requests for 2027, and its call to the relevant EU Institutions to ensure a sustainable transition towards the next Multiannual Financial Framework 2028-2034, taking also into account the upcoming legislative reform of Europol.

The significant growth of Europol's operational activities across all Operational Centres is illustrated by tangible quantitative and qualitative results, such as the substantial increase in the overall number of supported operations (from 3,324 in 2024 to 4,112) and of Action Days (from

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432 in 2024 to 538), the increasing complexity of such operations and their impactful results, the greater number of both operational and strategic analysis reports, and the continued high level of satisfaction expressed by the national competent authorities, reaching even higher rates in specific areas.

Further, the MB commends the progress achieved in the implementation of Joint Operational Analysis, an opportunity of key operational relevance for the national competent authorities and for the Agency itself, and notes that, further to a consultation with the European Data Protection Supervisor, Joint Analysis is the first tool built on joint controllership data protection arrangements between Europol and the Member States.

Notwithstanding Europol's operational growth, the MB notes that some statistical results have slightly declined in a number of instances, thereby requiring renewed efforts from both Europol and the Member States. For instance, the number of searches through the Europol Information System (EIS) and the Querying Europol System (QUEST) stalled, falling behind the yearly target. Concerning SIENA, a smaller percentage of messages contained structured data (18% compared to 20% in 2024).

On the other hand, the MB acknowledges the increased use of SIENA, which is expected to grow significantly upon the entry into application of the Information Exchange Directive making SIENA the by-default secure communication channel for the exchange of law enforcement information within the Union.

The number of accepted SIENA contributions has exceeded the yearly target, and the overall number of messages exchanged reached 2.1 million, the highest number to date, including a noticeable increase in the number of messages exchanged by Third Parties and a significant growth in the number of new cases initiated in SIENA.

Further, the Board praises Europol's intense engagement with Third Parties and with the other Justice and Home Affairs (JHA) EU Agencies throughout 2025.

In this context, the Board recalls the completion of a Strategy on cooperation with Private Parties, which establishes a robust and actionable framework for Europol's collaboration with the private sector, a development of particular importance for law enforcement in an ever-evolving digitalised context.

Further, the MB takes note of the closer cooperation with the European Public Prosecutor Office (EPPO) and the other partners of the EU Anti-Fraud Architecture, as illustrated by the steady increase in the number of cases supported by Europol.

The successful collaboration with Eurojust within the framework of the SIRIUS Project, which entered into a new phase in 2025, is another tangible example of the instrumental value of inter-Agency cooperation, since it supports the competent national authorities in achieving their common purposes for the benefit of the EU Internal Security as a whole.

From this perspective, the Board encourages Europol to continue its engagement with the other JHA Agencies with a view to exploring synergies and complementarities, and welcomes the concrete steps made towards a new working arrangement with the European Border and Coast Guard Agency (Frontex), which is expected to be concluded during this year.

In fulfilling its mandate and managing an increased budget compared to 2024, Europol has realised most of its budgetary performance targets. As customary, such results stem from the Agency's sound use of the allocated resources and its diligent planning and monitoring processes. For instance:

- Europol achieved a commendable rate of 99.9% or €235.3M of budget execution, exceeding once again the yearly target, and an overall payment rate of 88.6%, which, although lower than in 2024, has increased in value;
- The vacancy rate reached 1.1%, marking another consecutive year of decrease (1.7% in 2023 and 1.2% in 2024).

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Further, the MB notes that the European Parliament granted discharge to the Executive Director for the implementation of the budget for the financial year 2023.

Throughout 2025, Europol maintained robust governance, internal control and compliance standards, in coordination with the relevant MB Functions, which established a close and constructive dialogue with the relevant authorities.

In this context, the Board wishes to congratulate Europol on achieving a 100% implementation rate concerning all the very important or critical audit recommendations planned for implementation in 2025. Further, the European Ombudsman did not identify any instance of maladministration by Europol.

On the other hand, the MB recognises that the activities related to assurance, supervisory and oversight bodies were deployed in an increasingly demanding, multifaceted environment. As such, they required a huge investment of human resources across the whole Agency, creating significant workload, especially as concerns data protection supervision and related assurance activities.

Therefore, the MB pleads for the need to mitigate the complexity of the current supervisory framework and, in such perspective, salutes the launch of the first so-called 'urgency' procedure under Article 39(3) of the Europol Regulation, which marks a shift from the ex-ante authorisation from the Supervisor to an internal data protection process control.

Mindful of the European Police Chiefs' Joint Statement, the 2025 Kraków Declaration, and of the conclusions of the MB Focus Discussion held in Warsaw in June 2025, the Board looks forward to the future reform of Europol and is confident that such reform, coupled with the allocation of adequate budgetary resources, will strengthen Europol's operational capabilities and will streamline current assurance and oversight processes, while maintaining the highest standards in the protection of human rights and personal data.

In this very context, the MB wishes to emphasise the importance of ensuring a suitable housing infrastructure for Europol to support the anticipated growth of the Agency's activities, the enlargement of its stakeholder communities, and the expected significant increase in staff compared to current levels.

The MB is grateful to the Host State for its commitment and is confident that current difficulties and uncertainties will be overcome, since the Future of Europol may not be put at stake by housing-related constraints.

Finally, the MB wishes to congratulate the (former) Executive Director, Ms Catherine De Bolle, on Europol's results in the last full year of her leadership of the Agency, and takes note that she had no critical issues to report that would affect the presentation of the annual accounts for the financial year 2025 to the discharge authority.

The Board hereby attaches its analysis and assessment to the CAAR 2025 for submission to the European Parliament, the Council, the Commission, the European Court of Auditors, the national parliaments and the Joint Parliamentary Scrutiny Group, in accordance with Articles 11(1)(c) and 51(3)(d) of the Europol Regulation, and Article 48(2) of the Financial Regulation applicable to Europol.

For the Management Board,



Ireneusz Sieńko
Chairperson
22 June 2026

Executive Summary

Europol Strategy
- Progress to implement the Europol Strategy 'Delivering Security in Partnership' has been made across all strategic priorities in 2025. Key developments include the adoption of the Strategy on cooperation with Private Parties by the MB, the development of a framework for enhancing cooperation with Schengen Associated Countries (SACs) under the External Relations Strategy 2025+, the successful completion of the first Research and Innovation (R&I) project, and the deployment of a secure Large Language Model (LLM) for corporate use at Europol.
Operational delivery
- Europol accepted 119,898 operational contributions in 2025 and supported 4,112 operations. - The speed of SIENA first line response averaged at 3.5 days in 2025, for a number of 22,086 first-line requests closed during the reporting period. 13,697 SIENA messages were exchanged with the SIRENE Bureaux. - Europol coordinated 538 Action Days, which led to 3,328 arrests and over € 2.8B worth of cash, cryptocurrency and assets seized. - During the reporting period, Europol provided support to 61 Operational Task Forces (OTFs). Out of these, 36 were supported by ESOC, four by EC3, nine by ECTC and 12 by EFEC. - In terms of operational products, Europol produced 21,742 operational reports in 2025, including 18,750 Cross Match Reports and SIENA hit notifications. - Furthermore, Europol produced 35 Strategic Analysis Reports and 451 Operational Analysis Reports. The user satisfaction with the Operational Support delivered by Europol reached 9.4/10; the satisfaction with the Operational Training activities organised for EU MS reached 9.8/10 during this period.
Core Operational Information capabilities
- The availability of core operational systems reached an average of 99.4% during 2025. - Over 2.1 million SIENA messages were exchanged in 2025, and over 191K SIENA cases were initiated. 18% of the SIENA messages received by Europol contained structured data. - More than 3,800 Competent Authorities from MS and TP were connected to SIENA at the end of the year. - More than 12.7M searches were performed in EIS and QUEST. - At the end of the year the ICT Work Plan project delivery reached 81%. As every year, the ICT Work Plan was complex and ambitious - its implementation was impacted by challenges in ICT, as outlined in the organisation's risk profile, including a resource gap to meet the ICT demand. - During the reporting period, Europol launched its new Corporate digital assistant, EUREKA, an on-premises Large Language Model (LLM) on the corporate network. - In February 2025, the second edition of the Industry and Research Days took place – technological advancements in the security market were presented to Europol staff and national law enforcement practitioners.

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Financial and Human resources

- At the end of 2025, the commitment rate was 99.9% or € 235M, while the overall payment rate was 88.6% or € 206.9M.
- The % of late payments in value was 1.5%, well below the 5% ceiling.
- The vacancy rate at year-end was 1.1%, under the ceiling of 2%.
- At the end of 2025, the percentage of female staff was 33%. Women represented 21% of staff in Senior Specialist / Senior Analyst positions. The percentage of female staff members in Head of Unit and equivalent or higher positions was 18%.

Risk Management, Internal Control and Audit Management

- In 2025, Europol's corporate risk profile was characterised by elevated security risks, including cyber-threats, insufficient capabilities to deliver tasks and required change, limited resource availability (human, financial, physical - office space, building limitations for data centre, IT) and compliance challenges posed by complex regulatory expansion and increased supervision (as illustrated by Europol's 2025 supervision & oversight survey). Europol's response to the risk profile is detailed in chapter 3.1.2 Risk Management.
- Europol's corporate risk profile concurs with the outcome of the Home Affairs Agencies peer review risk assessment exercise (chaired by Europol in Q4 2025 for the Home Affairs Agencies).
- The European Parliament (EP), based on recommendation by the Council, granted discharge to the Executive Director for the implementation of the budget for the financial year 2023.
- The European Court of Auditors (ECA) issued its overall assurance statement, setting out a positive opinion in relation to the reliability of the 2024 final annual accounts as well as the legality and regularity of the underlying financial transactions in all material aspects.
- Europol implemented 100% of the critical or very important Internal Audit Capability (IAC) recommendations planned to be implemented during 2025. There were no critical issues raised by the Internal Audit Service (IAS), nor any material observations by the ECA. The European Ombudsman did not identify instances of maladministration at Europol.
- Europol assessed the effectiveness of its Internal Control System (ICS) for the year and concluded that the internal control components operated together in an integrated manner. The yearly overall cost of controls represented 2.2% of the established revenue.
- Europol assessed the resource investment for responding to the various activities and requirements set by Europol's respective assurance/supervisory bodies and oversight/advisory entities with an estimated 96 Full Time Equivalents (FTEs) engaged on an annual basis.

Introduction

Europol's mission

Europol is the European Union Agency for Law Enforcement Cooperation and its main goal is to help achieve a safer Europe for the benefit of all EU citizens by supporting law enforcement authorities through the exchange of information, analysis and a number of other operational support products and services. Europol's mission is to support the Member States in preventing and combating all forms of serious international and organised crime, cybercrime and terrorism.

Europol, with its headquarters in The Hague (The Netherlands), works closely with law enforcement agencies in the EU Member States (MS) and in other non-EU partner states.

The Agency uses its unique information capabilities and the expertise of its staff to identify and track the most dangerous criminal and terrorist networks in Europe. This has led to the disruption of numerous such networks, the arrest of high-risk individuals, the recovery of millions of euros in illicit proceeds, and the protection of hundreds of victims from harm, including children trafficked for sexual exploitation. Europol also acts as a major centre of expertise in key areas of law enforcement and as the European centre for strategic intelligence on serious and organised crime.

Legal Basis

This report covers the period from **1 January to 31 December 2025** and presents the progress made to achieve the objectives deriving from Europol's Strategy through the implementation of the 2025 Annual Work Programme¹. An overview of the budget implementation and human resources, audits, risks and internal controls management activities are also included in this report.

This Consolidated Annual Activity Report (CAAR) has been prepared following the guidelines provided by the European Commission² and it is submitted on behalf of the Executive Director to the Management Board for assessment, in accordance with article 16 (5)(g) and 51 (3)(d) of the **Europol Regulation** and article 48 of the **Financial Regulation** applicable to Europol.

According to article 11 (1)(c) of the Europol Regulation, this report shall be adopted by the Management Board which shall send it, with its assessment, by 1 July 2026 to the European Parliament, the Council, the Commission, the Court of Auditors and the national parliaments. Europol shall transmit the CAAR to the Joint Parliamentary Supervisory Group (JPSG) in accordance with article 51 (3)(d). The report shall be made public and available on Europol's website.

¹ Included in Europol's Programming Document (PD) 2025-2027.

² Communication from the Commission on the strengthening of the governance of Union Bodies under Article 70 of the Financial Regulation 2018/1046 and on the guidelines for the Single Programming Document and the Consolidated Annual Activity Report, 20 April 2020, C(2020) 2297 final, Annex 2.

Part I. Achievements of the year

1.1. Multi-Annual Strategic Priorities

Europol's Strategy, "**Delivering security in partnership**", endorsed by the Management Board in June 2023, outlines the mission, vision, values and strategic priorities guiding Europol's work to address the operational needs of the Member States and the security threats they are facing while continuously improving its performance of the related support activities.



Be the EU criminal information hub, including for data acquisition



Deliver agile, real-time operational support



Be a platform for European policing solutions



Bring the relevant partners together for cross-border cooperation and joint action



Be at the forefront of law enforcement innovation and research



Be the model EU organisation for law enforcement cooperation

In 2025, the implementation of the renewed Europol Strategy progressed across all strategic priorities and initiatives.

In the area of operational analysis, Europol expanded the technical capabilities to enable Member States to perform joint operational analytical work and work was underway to enhance the analytical training portfolio.

To further enable the exchange of information between law enforcement authorities, Europol proactively supported Member States and Schengen Associated Countries (SACs) in the implementation of the Information Exchange Directive (IED), with the Europol Secure Information Exchange Network Application (SIENA) as the default channel of communication for all exchanges of information between law enforcement authorities of Member States and SACs.

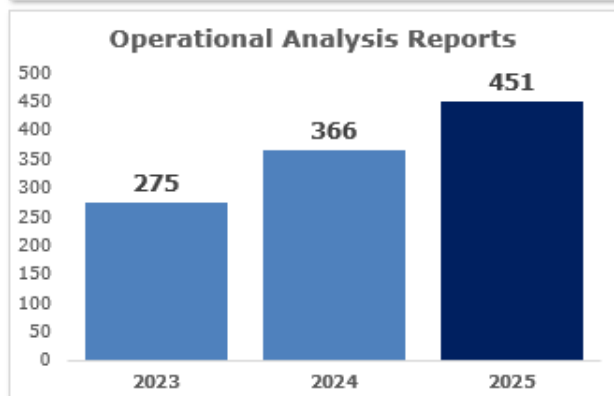
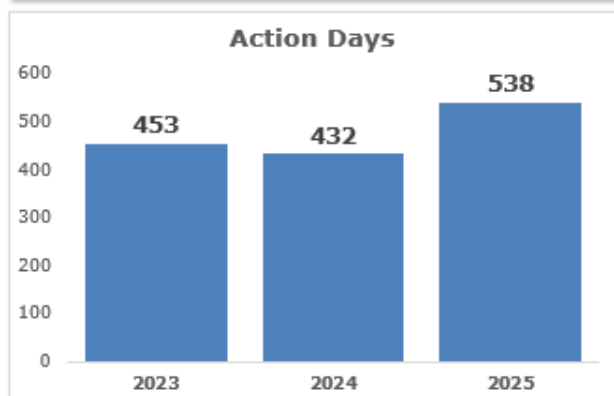
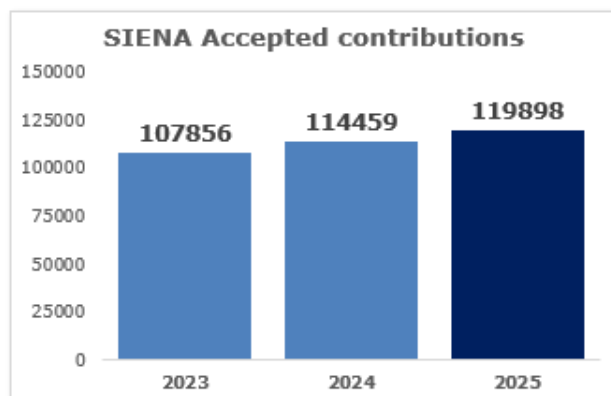
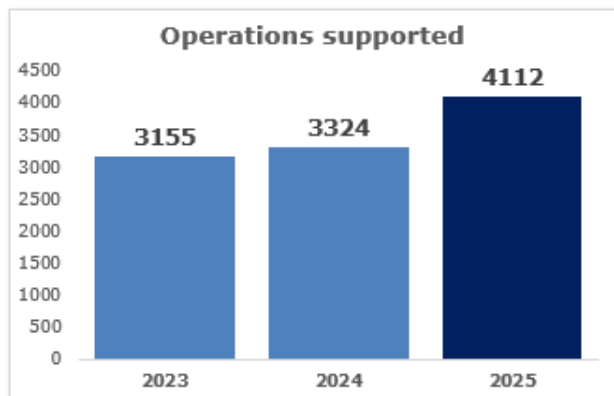
The Management Board endorsed the first strategy on cooperation with private parties, including NGOs and academia, strengthening Europol's capacity to steer its operational work in an ever-evolving landscape in support of Member States.

Initiatives to optimise the performance and output of the Agency continued with efforts to modernise the administrative collaboration environment and advance staff retention and talent mobility.

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With all the main strategic projects of the Strategy Implementation Roadmap completed or well underway and embedded in the day-to-day work of the agency, as of 2026 separate reporting on the Strategy implementation will no longer be necessary.

Evolution of key operational indicators 2023-2025



1.2. Work Programme 2025

Activity 1. Development of information technology and information management capabilities



Europol's **core systems availability** reached an average of 99.4% in 2025, above the target of 98%. In terms of the **ICT Work Plan**, implementation reached 81% at the end of 2025.

Information Exchange, Knowledge Sharing and Collaboration



The overall number of messages exchanged via **SIENA** (Secure Information Exchange Network Application) amongst Member States (MS), Third Parties (TP) and Europol grew from 2 million in 2024 to **over 2.1 million in 2025**, the highest number to date. In 2025, 191,370 new cases were initiated, a result higher than both the annual target (160,000) and the previous year's result (169,498). Over **3,800 Competent Authorities** from MS and TP were connected to SIENA, and 18% of the SIENA messages received by Europol contained structured data, representing a slight decrease compared to the 20% in 2024.

Several new SIENA versions were successfully deployed in production. In February 2025, SIENA v5.7 was released, delivering important changes at the User Interface (UI) level by introducing the so-called Dark Mode, and bringing enhancements to the Universal Message Format (UMF) support. This release also introduced changes at the technical level aimed at supporting the future **SIENA – Large File Exchange (LFE) integration**. The revised SIENA – LFE Roadmap was discussed in the dedicated workshop on the topic held at the Heads of Europol National Units (HENU) meeting of 9-10 July 2025, and was endorsed by the MB at its October 2025 meeting. With the deployment of SIENA v5.8 in September, the automated machine translation was made available to the entire SIENA community, marking the finalisation of the translation integration. SIENA now provides a secure translation service for a community of over 20,000 users with average response times of less than 3 seconds. This version of SIENA also includes a new feature for MS and TP to indicate a custom retention deadline/date when addressing Europol. In addition, SIENA v5.9 was deployed for testing on 2 December; this new version brings support to more structured data exchange, a new rich text editor and the redesign of the Case tab, improved front-end responsiveness and message database segregation.

In 2025, Europol continued its **training-related activities** to meet the needs of the MS and TP in the context of the expansion of the SIENA and the Europol Information System (EIS) user communities, with several SIENA Train the Trainer (TTT), EIS TTT and EIS Data Entry training sessions taking place. The **TTT concept** was discussed during the Heads of Single Points of Contact (SPOC) meeting organised by the Danish presidency on 11-12 November 2025, with the participants confirming the relevance of the TTT sessions in meeting the growing demand brought by the IED.

Several new versions of the **Identity and Access Management (IAM)** were released during the year (v6.8 to 6.11), bringing improvements to process efficiency and enhanced IAM governance, including bulk training management features, the ability of MS and TP IAM administrators to subscribe and to unsubscribe to IAM-related notifications and to bulk create users, as well as enhancements related to the password management processes, including the introduction of password reset by means of an SMS message. Also, additional email notifications

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were included to inform users about any missing training or security screening level dependencies they may need to address regarding their permissions.

Regarding **Secure Lines**, the establishment of the secure connection with the ICC became operational, and the first SIENA message was successfully transmitted in March 2025. The technical readiness of the secure connections between Europol and Qatar and between Europol and Chile was declared in March 2025, and the first SIENA messages were sent in May and June 2025 respectively. The technical connectivity between Europol and Ecuador and between Europol and Armenia was established in June and October 2025, respectively. The technical equipment was delivered to the United Arab Emirates (UAE) and Mexico. Finally, the secure line between Europol and Italy was successfully migrated from TESTA-ng³ to the Internet.

During the reporting period, Europol continued with the organisation of **Topic Oriented Workshops** (TOW), aimed at enabling exchanges of experiences and discussions between MS on IM-related topics and Europol developments. The kick-off meeting of the new **TOW on Biometrics** (TOW IV) was held on 4 February 2025. The meeting focussed on identifying gaps and opportunities with regard to biometric services Europol will provide to MS and TP in complementarity to the Prüm II Regulation.

The fourth meeting of the **TOW on the Information Exchange Directive (IED)** (TOW II) was held on 26 February 2025. The meeting focused on the experience of the MS and Schengen Associated Countries (SACs) on the application of the provisions of the IED, as well as on future enabling functionalities that Europol may develop in order to support MS and SACs in the implementation of the Directive. On 15 September, a fifth meeting took place – the topics discussed included the revision of the SIENA – Large File Exchange (LFE) roadmap, statistical reporting in accordance with Article 18 of the IED, potential new form requirements for exchanges not falling under the IED, and processing purposes.

The first iteration of the **TOW on EU Information Management Wider Landscape** (TOW V) was held in Bern on 26-27 May 2025, with Switzerland as co-driver. The goal of this TOW is to develop an interactive tool which compiles in a practical way the information necessary for police officers working in the area of international collaboration, supporting them in their obligation to exchange information in a compliant but also efficient manner.

On 27 November 2025, Europol and the Netherlands co-hosted a meeting of the **TOW on Standardisation and Automation** (TOW III) with the focus on Querying Europol Systems (QUEST).

During the reporting period, Europol launched an initiative to create so-called **country-specific fact sheets**, seeking to capture the current level of data sharing with Europol for all MS, and identify potential development areas, including based on criteria such as use and uptake of data. This initiative is a response to a recommendation by the European Commission Internal Audit Service (IAS), following an audit of the IM Strategy implementation at Europol in 2024. The intention is to use the fact sheets, in line with the recommendation, to promote the added value and return on investment to facilitate the update of tools and applications, focusing on a better use and integration of existing IM tools. By the end of December 2025, all MS had received their respective country-specific fact sheets.

Regarding the **Europol Platform for Experts (EPE)**, several additional releases took place in 2025, mostly fixing bugs introduced by EPE 5 (released in November 2024), as well as improving EPE governance by introducing automatic deletion of accounts with last login dates older than two years. In addition, the option to create additional user types was made possible – the user type 'Judiciary' has now been created and is available to be selected by users, upon registration.

³ TESTA (Trans European Services for Telematics between Administrations) is a communication platform to exchange electronic data between European and MS administrations in a secure, reliable and efficient way.

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The implementation of the SMS service as an integral part of the setting up of user authentication to the EPE was finalised in August. The configuration of the service in relation to certain countries outside of the EU requires additional work due to the various different national legislations related to the automated SMS services involved.



In the framework of using the EPE as a gateway to law enforcement applications, during the reporting period, Europol and Poland agreed on the Terms of Reference (ToR) for offering access through EPE to the Polish Forensic Aid for Vehicle Identification Database (FAVI).

Following two Europol internal workshops on the new EPE Roadmap, which took place in September and October, an information session co-hosted by the HENU IM Portfolio Holder was organised on 3 November to the attention of the Liaison Bureaux. In December, a session with EPE Platform Managers took place, with a focus on their respective roles and responsibilities. The new EPE Roadmap aims to future-proof the solution by addressing certain security aspects, as well as reviewing the roles and responsibilities of EPE platform managers.

Search, Cross-checking and Data Management

At the end of 2025, the number of objects in **EIS** reached 1,733,620, with 236,475 person objects among them. More than **12.7 million searches** were performed through **EIS and QUEST** with 2,046 Cross-Border Crime Checks on persons (3,378 on all types of objects).



New versions of the EIS were released during the reporting period, aiming at harmonising the EIS with other MS-facing operational web applications and providing an enhanced user experience.

The new instance of the EIS Data Loader in the BPL (Basic Protection Level) network was released into the operational environment in March 2025, allowing MS to upload data into the EIS from unclassified/BPL networks. In March, Austria became the first country to deploy the data loader based on the **UMF framework** – this was the first time that the UMF standard was used for the exchange of information in the context of the data loaders. A new version of QUEST+, v3.5, was released in the operational environment in September 2025, allowing MS to integrate into their national systems queries of person objects stored in the Counter Terrorism (CT) Analysis Projects and introducing improvements in line with the feedback received from MS on the QUEST+ pilot project. In addition, on 1 December, a new version of QUEST was successfully deployed; it introduced a new endpoint for transportation object searches (searching for motor vehicle objects) in the QUEST interface.

Roadmap to EU Interoperability and Europol's Access to Large Scale EU Systems

The **Entry/Exit System (EES)** entered into operation successfully on 12 October 2025 and the use of the EES at Europol was inaugurated by the first search with fingerprints run on the same day. The entry into operation of the EES represents an important milestone for the EU Interoperability @ Europol Programme; Europol is able to perform searches in the EES with alphanumeric data, fingerprints and facial images that will provide valuable information for its operational analysis.

Regarding the implementation of the **Prüm II Regulation**, Europol continued its efforts for the central development of the **European Police Records Index System (EPRIS)** at Europol – several meetings of the EPRIS Implementing Group (EIG) took place during the reporting period, to discuss and update MSs on different EPRIS related developments. The EIG has been established as a coordinating body for the EPRIS implementation, with the participation of Europol's EPRIS team, the MS intending to implement EPRIS, the European Commission, and the MS that have requested an observer status.

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During 2025, the **Europol Innovation Lab** continued to ensure the secretariat of the **European Clearing Board for Innovation (EuCB)**, which channels Member States' needs and operational requirements, creates and monitors core groups and coordinates efforts on agreed innovation priorities. Several EuCB plenary meetings took place during the reporting period. On 12-14 May, in Warsaw, the Polish police hosted a meeting – the event saw the confirmation of the new Governance Board for a two-year term beginning in July 2025. Sweden will chair the Governance Board, with a vice-chair from Finland and three members from Germany, Italy and Portugal. The term of office of the previous Governance Board of the EuCB ended in June 2025. On 6-8 October, Europol's Headquarters hosted a physical plenary meeting to review the progress of all Core and Strategic Groups, discuss the proposed revisions to the terms of reference for the Europol Tool Repository and address other strategic issues. At the last plenary meeting of the year on 18 December, hosted by the Portuguese Judicial Police in Lisbon, the proposed revisions to the terms of reference for the Europol Tool Repository and other strategic issues, including how to use capability mapping in order to build a more accurate picture of law enforcement agencies' technology gaps and needs, were discussed.

On 20 February, Europol published the report "**Assessing Technologies in Law Enforcement: A Method for Ethical Decision-Making**", providing a structured approach to evaluating new technologies while upholding fundamental rights and public trust. The "**Biometric vulnerabilities – Ensuring future law enforcement preparedness**" report was published on 7 April – the report highlights the collaborative efforts of Europol with external experts, to identify and address potential vulnerabilities in biometric recognition systems, and outlines the steps being taken to strengthen defences and keep citizens safe. The "**AI bias in law enforcement – a practical guide**", published on 27 June, provides a deeper understanding of the issue and explores methods to prevent, identify, and mitigate risks at various stages of AI deployment. On 18 July 2025, Europol published a concept paper on "**Policing in an Online World**" produced by the EuCB Strategic Group on Online Policing, the second EuCB report published by Europol. In December 2025, Europol published the Innovation Lab's Observatory Function report '**The unmanned future(s): The impact of robotics and unmanned systems on law enforcement**', which explores topics such as safety, privacy, data protection, regulatory challenges and the need to maintain public trust, in this context.

The first **Research and Innovation (R&I) Project** under Article 33a of the Europol Regulation (ER) was completed during the reporting period. The project focused on enhancing the quality of audio files obtained in investigations, with datasets provided by a Member State, shared under Article 18(2)(e) of the ER, and that were stored in the newly delivered **Research and Innovation Sandbox** environment (ODIN). This project is an important milestone in the implementation of Europol's strengthened mandate to support Member States' competent authorities in the field of research and innovation. The launch of a second R&I project, on the topic of deepfake detection tools, was approved in December.

The second edition of the **Industry and Research Days** was held in February 2025. This event brought Europol staff and national LE practitioners up to speed with the latest technological advancements in the security market. The **Top Contributor Award for the Europol Tool Repository** (ETR) was presented to the Norwegian Police. The **Europol Tool Repository** (ETR) continued to grow during the reporting period, reaching 52 tools at the end of 2025. Europol supported 24 MS operations with ETR tools during the year.

On 21 and 22 May 2025, the Innovation Lab in cooperation with the Digital Support Unit of EC3 organised the '**Decryptex Hackathon**' at Europol headquarters, at which several EU and Schengen competent authorities co-developed a powerful new tool for the efficient decryption of multiple cryptocurrency wallets.

On 19 November 2025, the **EU Innovation Hub for Internal Security** hosted its fifth annual meeting. The event brought together over 200 participants from EU institutions, agencies, and the research and technology sectors to discuss the latest advancements in internal security

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innovation. Europol and the EU Fundamental Rights Agency (FRA) led a session on the importance of providing clear and meaningful explanations for decisions based on high-risk AI systems, as mandated by the EU AI Act.

Activity 2. Operational Coordination

119,898

Accepted SIENA contributions

3.5 days

Speed of 1st line response to SIENA requests

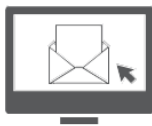
13,697

Messages exchanged with SIRENE Bureaux

11/25/32

Active deployment Countries/Stations/Operational areas supported

In 2025, Europol accepted 119,898 **operational contributions** sent via SIENA, above the annual target of 97,000 contributions, and the previous year's result of 114,459.



The **speed of first-line response** to SIENA requests, measured as the number of days to reply to 80% of the requests received, averaged at 3.5 days, compared to 3.2 days in 2024, achieving the annual target of maximum 5 days; a total of 22,086 first-line requests were closed in 2025. The **SIRENE office** reply time in 2023 was 1.7 days for 80% of the requests (1.2 days in 2024). 13,697 SIENA messages were exchanged with the **SIRENE Bureaux**.

In the area of **Travel Intelligence**, in 2025, Europol continued to provide support to travel monitoring activities and in operations to detect high risk individuals. In Northern Europe, Europol supported efforts against property crime and synthetic drug trafficking, involving multiple countries, via checks on individuals and vehicles, leading to numerous arrests and substantial seizures. Additionally, Europol provided support for travel monitoring activities and operations to identify high-risk passengers. In another coordinated effort, Europol assisted in assessing law enforcement oversight capabilities in the general aviation sector, with participation from various European authorities and agencies. Furthermore, Europol supported passenger screening for a major international sports event. The interlinked operations against organised property crime and synthetic drug trafficking saw significant collaborative efforts, resulting in extensive checks, arrests, and seizures of illicit substances and hazardous materials. Throughout the year, Europol continued to support various operations by cross-checking data on suspicious activities and high-risk individuals.



In 2025, Europol continued to exercise the functions of secretariat of the Informal Working Group (IWG) on Passenger Name Record (PNR) and supported the organisation of a number of IWG-PNR events. On 17-19 June, **Europol's Travel Intelligence** team delivered a Travel Intelligence Analysis Training in Budapest, Hungary, in cooperation with the Hungarian International Training Centre. Passenger Information Unit (PIU) staff from 23 MS, plus Norway, the United Kingdom and the United States attended the training. In addition to Europol staff, PNR experts from Germany, Denmark, Finland, Hungary, Slovakia and the United States led sessions.

In the context of the implementation of the **European Travel Information and Authorisation System** (ETIAS), during the reporting period, Europol continued its close cooperation with the ETIAS Central Unit at Frontex on various topics. On 18-20 March, Europol delivered in cooperation with Frontex a training on Manual Process and Watchlisting to operators from ETIAS national units at the ETIAS Central Unit in Warsaw, Poland. On 12 June, the fifth workshop on the ETIAS related procedures for Europol consultation and the ETIAS Watchlist was organised together with Frontex. Representatives from the ETIAS and Europol communities held discussions on the ETIAS workflow and process. At the workshop, a small-scale tabletop exercise was organised to test and discuss the full business workflow between Europol, ETIAS Central Unit, Europol National Units and ETIAS National Units. On 22 October, Europol organised the third joint Europol – ETIAS National Units meeting to discuss practical aspects of the implementation of ETIAS at Europol, and the implications at national level, in anticipation of ETIAS operationalisation.

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At the end of 2025, **Guest Officers** (GO) were deployed to 25 permanently staffed stations across 11 countries (Bulgaria, Cyprus, Greece, Hungary, Italy, Lithuania, Malta, Poland, Romania, Slovakia and Moldova), covering 32 operational areas. Furthermore, GOs in Cyprus, Greece, Italy, Moldova, Malta and Poland supported migrant smuggling and terrorism cases during the reporting period, as well as other actions.

In the area of **Special Tactics**, the “Blood on their hands” media campaign, focusing on murderers and other fugitives suspected of taking a victim’s life in the course of another crime, concluded on 27 January. During the campaign period, over 200,000 visitors accessed the **EU Most Wanted** website, maintained by the European Network of Fugitive Active Search Teams (ENFAST) and supported by Europol. 17 MS contributed to the campaign, with 24 fugitives. By the end of the campaign, one of Europe’s most wanted fugitives was arrested in the Netherlands following a direct tip submitted via the EU Most Wanted website. Since the EU Most Wanted website’s launch in 2016, it has facilitated the arrest of 172 fugitives, with 54 arrests directly resulting from public tips submitted through the platform.

In September 2025, Europol’s Witness Protection Working Groups provided expertise to a capacity-building programme for the Kenyan Witness Protection Agency, in collaboration with the EU Delegation to Kenya, United Nations Office on Drugs and Crime (UNODC), and the International Criminal Court (ICC). Between 5 and 7 November, Europol hosted the annual training of the Europe’s Most Wanted Fugitives website (eumostwanted.eu) with a focus on strengthening knowledge of managing fugitive profiles and national user access, optimising case descriptions and effective public communication.

The **Virtual Command Post** (VCP Connect) was rolled out to multiple domains supported by Europol’s Special Tactics team (e.g., fugitive active searches, witness protection, and covert human intelligence sources – CHIS).

In the area of **biometrics**, in June 2025, a new version of Bioman User Interface (Europol’s internal tool for the assessment and ingestion of biometric data) was released, strengthening the tool’s data management capabilities by introducing automated data intake filtering for cases contributed for the purposes of Art. 18(6) of the Europol Regulation. A minimum viable product (MVP) version of a video processing tool which allows the extraction of facial images from contributed videos, perform the comparison against Europol’s database of facial images and ingest relevant images into the database, was released in December 2025. The Annex II of the Europol Strategic Roadmap on Biometrics, concerning the processing of biometric data in support of Europol’s core business, was endorsed by the MB on 9 December.



Activity 3. Combating Serious and Organised Crime

The European Serious Organised Crime Centre (ESOCC) in 2025

1,378

Operations supported

327

Action Days

5,015

Operational reports

9.4/10

Satisfaction with operational support/analysis

"The operational case conducted without Europol's help would have been impossible to implement due to its territorial scope. Thanks to Europol's support, this group was dismantled, evidence was collected in various EU countries, and it was shared in ongoing investigations."

(Investigator's feedback on operational support provided by ESOCC – Europol User Survey)

The European Serious and Organised Crime Centre (ESOCC) supported 1,378 **operations** during the year, and produced 5,015 operational reports, compared to 1,187 and 4,854, respectively, in 2024. The Centre coordinated/supported a total of 327 **Action Days** (247 in 2024) leading to 2,221 arrests, and seizures of cash and assets amounting to more than EUR 630M. The **satisfaction with the operational support and analysis** provided by the Centre, measured through Europol's User Survey, was assessed at 9.4/10.

During the reporting period, the ESOCC supported 36 **Operational Task Forces** (OTFs); **High-Value Targets** (HVT) were identified in 42 operational cases.



In the area of **drug crime**, during the reporting period, Europol supported multiple high-profile operations aimed at preventing and combating criminality associated with illicit drugs production, trafficking, and large-scale distribution and other related organised crime affecting the EU internal security. This includes support to the implementation of activities developed in the framework of EMPACT Cannabis, Cocaine, and Heroin (CCH) and Synthetic Drugs (SYN). Seven drugs-related OTFs were supported during the reporting period.

Likewise, Europol continued to support the activities of the **Programme Board on drug supply reduction** and to contribute to the implementation of the EU Drugs Strategy and Action Plan 2021-2025, and the EU Roadmap to fight Drug Trafficking and Organised Crime. The Programme Board met twice this year, on 7 April and 24 September; discussions included the latest developments regarding drug crime, and the diversity of drug trafficking methods.

In order to enhance the analysis and technical support to prioritised drugs related operations in the maritime domain, to improve the operational and strategic picture of maritime trafficking and to provide a secure real-time communication platform, Europol launched the **Maritime Anti-Trafficking Coordination Hub** (MATCH). In the framework of MATCH, in 2025, Europol provided support to several operations related to large-scale cocaine trafficking.

A new operational service concerning the **Tactical Clan Lab Dismantling and Drugs Testing Equipment** was developed and offered to EU MS, aiming to support tactical activities, but also targeting criminal networks operating drugs production sites in the EU.

On 6 and 7 November, Europol hosted its 9th annual **Drug Conference**, which focused on emerging trends in synthetic drug production and trafficking, the challenges posed by cocaine trafficking, and strategies to strengthen international cooperation in combating these threats.

On 29 and 30 April, Europol's second **Waste & Pollution Crimes Conference** took place. The event saw the launch of **Custos Viridis**, a global operation focusing on waste and pollution

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crimes. The operational phase of Custos Viridis was launched in July and ran until December, with the participation of 71 countries on five continents, and 19 international organisations, aiming to disrupt criminal networks engaged in environmental crime, waste trafficking, pollution, money laundering, tax evasion, and corruption. The results of the operation include the arrest of 337 individuals and seizure of over 127K tonnes of waste, over 600 tonnes of polluting agents, including 398 tonnes of fluorinated greenhouse gases (FGas), 2.3 tonnes of mercury, nearly EUR 10 million in cash and bank accounts, vehicles, heavy machinery, firearms, apartments, and companies.

In the context of **organised crime**, in April 2025, Europol launched OTF GRIMM to tackle the rising trend of **violence-as-a-service** and the recruitment of young perpetrators into serious and organised crime. The OTF, led by Sweden, brings together LE authorities from Belgium, Denmark, Finland, France, Germany, Iceland, the Netherlands, Norway, Spain, Sweden and the United Kingdom, alongside Europol experts and online service providers. A deadly shooting in Oosterhout on 28 March, which left three men dead across two locations, marks one of many cases under OTF GRIMM. On 7 May, an attempted contract killing in Kokkedal, Denmark, triggered another coordinated investigation under OTF GRIMM. The case exposed how suspects used encrypted platforms to organise cross-border attacks, with facilitators supplying weapons, ammunition, and logistics. Key figures from the first six months of OTF GRIMM include the arrests of 63 perpetrators, 40 enablers, 84 recruiters and six instigators, including five High-Value Targets.

During the reporting period, the **European Migrant Smuggling Centre (EMSC)** supported multiple **large-scale investigations**, involving LE agencies from source, transit and destination countries. On-site support was provided by Europol with data processing and criminal intelligence, as well as with the Universal Forensic Extraction Device (UFED). Likewise, cooperation with third countries remains a priority area for engagement. Enhanced operational cooperation with Western Balkan (WB) countries is ongoing through the integration into common investigation cells and/or regional OTFs. In the framework of priority cases, special attention is given to the identification of criminal networks involved in migrant smuggling. During 2025, the EMSC coordinated 17 OTFs targeting criminal networks involved in migrant smuggling and trafficking of human beings. Support provided to OTF members included analysis, operational products, meetings, coordination, and deployments during action days.



On 25-28 February, Europol hosted an international operational action aimed at tackling online-facilitated **Trafficking of Human Beings (THB)**. At the event, which focused on the sexual exploitation of Ukrainian nationals, analytical, OSINT and investigative experts from 12 countries monitored online platforms, identified potential THB cases and cross-checked intelligence against national databases to identify and prioritise high-impact criminal networks. Some of the results of this operation include: 690 entities checked (including platforms, persons, usernames, locations and phone numbers), and 21 potential suspected human traffickers and 41 potential victims of human trafficking identified.



From 15 to 19 September 2025, Europol supported the fourth edition of the **IMPACT Trafficking in Human Beings (THB) Hackathon**, an action week against human trafficking enabled online. The action was led by Dutch authorities, with the support of Germany and the United Kingdom, and brought together 73 specialists from 26 countries across the world. The results of the action week include the identification of 33 potential victims of human trafficking and 31 potential perpetrators, and the detection of 302 URLs and 137 social networks related to THB.

In October 2025, an action day led by France and the Netherlands, and carried out by authorities from 32 countries with support from Europol and the European Labour Authority (ELA), resulted in the arrest of 54 individuals and identification of 404 potential victims of human trafficking. This recent edition of the EMPACT Joint Action Days targeted trafficking in human beings for

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labour exploitation purposes, with a special emphasis on the agricultural sector, gastronomy, and temporary work agencies.

On 27-29 October, Europol hosted the first **DigiNex Common Action Days (CADs)** targeting online content linked to migrant smuggling. The event, which gathered 36 experts from 24 MS and two operational partners, focused on identifying suspects' online footprints, mapping criminal relationships, and pinpointing key locations. The action was supported by the European Commission - DG HOME through funding under the Global Alliance to Counter Migrant Smuggling. 160 social media accounts linked to migrant smuggling were referred to concerned platforms to be taken down. Coordinated by Europol's European Migrant Smuggling Centre and Europol's EU Internet Referral Unit since its launch in January 2025, DigiNeX drives joint law-enforcement efforts to detect, analyse, investigate and remove online content linked to migrant smuggling.

Following the adoption of Regulation (EU) 2025/2611, at its meeting in December, the MB approved a proposal for the establishment of the new **European Centre Against Migrant Smuggling (ECAMS)** and the corresponding restructuring of the European Serious and Organised Crime Centre (ESOCC). The establishment of ECAMS is driven by operational, strategic, and structural needs arising from the strengthening of Europol's mandate by further reinforcing the fight against migrant smuggling.

Notable operational results of the Centre in 2025, include:

- At the end of January 2024, a French-Belgium-led investigation supported by Europol, resulted in a major hit on a 3D firearms production and trafficking network supplying 3D weapons to the EU. The joint action day in Belgium and France led to 12 arrests, including a High Value Target, the disruption of a 3D workshop in Belgium and the seizure of 20 firearms and dozens of 3D parts seized in both Belgium and France.
- In January 2025, Europol supported Spain in dismantling a large-scale drug trafficking network in an investigation involving LEAs from Bulgaria, Colombia, Costa Rica and Panama. The suspects were allegedly involved in the receipt and wholesale distribution of cocaine across the EU, as well as in money laundering. The action resulted in 22 arrests, 27 house searches, as well as seizures of approximately 7.2 tonnes of cocaine and 5 kg of 'tusi' (pink cocaine), 48 weapons, 35 vehicles, luxury watches and jewellery, and EUR 6.5 million in cash. 53 bank accounts were also frozen.
- In February, a drug trafficking network smuggling large quantities of narcotics between Spain and France was dismantled. The operation, led by France in cooperation with Spain and Europol, targeted a criminal syndicate responsible for importing cannabis resin, cocaine, and synthetic drugs into France via Spain. It resulted in the arrest of 24 individuals and the seizure of 151 kg of drugs, with an estimated street value of EUR 2.5 million.
- On 13 February, Croatia arrested 13 persons suspected of being part of an environmental crime network. The main suspects, two Croatian nationals, are considered HVTs by Europol and are believed to have orchestrated the illegal import of hazardous waste from Italy, Slovenia and Germany to Croatia. It is estimated that at least 35,000 tonnes of waste were illegally disposed, generating a profit of at least EUR 4 million.
- An action day in March, led by Ecuador, with the support of Spain, Germany and Europol, resulted in the dismantling of an Ecuadorian criminal network involved in supplying wholesale cocaine to the EU via major ports in Belgium, Germany, Spain and the Netherlands: 36 were arrested and 73 tonnes of cocaine seized.
- In March, Ireland and Spain took action against one of Ireland's high-risk criminal networks (12 suspects were arrested). The criminals were suspected of involvement in large-scale drug trafficking, mainly by transporting drugs hidden in vehicles from

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Spain to Ireland. Europol deployed two experts with mobile offices to Spain and Ireland to provide immediate support in analysing and securing evidence.

- LE from France and Spain, supported by Europol, arrested 29 members of a criminal organisation involved in environmental crime, money laundering and document fraud. The investigation revealed that the gang had sold 25 tonnes of illegal plant protection products, mainly in France. Other results of the investigation include 26 tonnes of illegal pesticides seized, 14 bank accounts frozen, and criminal assets worth EUR 350,000 frozen.
- Europol supported an operation against an international firearm trafficking network responsible for smuggling assault rifles and grenades into Western Europe. Seven suspects were arrested in France, Spain and Bosnia and Herzegovina, in connection with the gang, which is believed to have sourced high-powered weapons from illegal markets in the WB and trafficked them into France for onward distribution.
- On 15 April, coordinated raids took place in several EU countries and Türkiye, targeting four major criminal networks responsible for fuelling the flow of drugs into their territory. A total of 232 suspects were arrested, including HVTs who played a pivotal role in drug trafficking and money laundering operations, following investigations coordinated by Belgium, France, Germany, the Netherlands and Spain and supported by Europol. Over the course of the investigations, more than EUR 300 million worth of assets were seized in Türkiye and the EU, including 681 properties and 127 vehicles.
- A massive laboratory producing synthetic drugs at industrial-scale was dismantled in a coordinated operation involving Dutch and Belgian authorities, supported by Europol. The action day on 22 April led to the arrest of 3 suspects, two Dutch and one Belgian nationals.
- Europol together with Dutch and German LE tackled a Netherlands-based criminal group believed to be specialised in ATM robberies using explosives. 18 members of the group were arrested over a series of action days – six of the arrests took place in May 2025. The Dutch nationals allegedly had extensive experience in blowing up cash machines, causing at least EUR 1.5 million in damages and looted at least EUR 1.2 million. In total, EUR 360,000 in cash and over EUR 600,000 in cryptocurrencies were seized, along with gear and vehicles.
- Belgian authorities, with the support of Austria and Europol, seized 74 firearms, dismantled a synthetic drugs lab and arrested 11 individuals in action days conducted in May 2025. Over 20 locations in Belgium and Austria were searched during the operation which targeted a criminal network engaged in international firearms trafficking. Investigations have shown the suspects were trading handguns, assault rifles and even grenade launchers.
- A criminal network smuggling mainly Syrian migrants from Türkiye to Western Europe was taken down following a coordinated action led by the Bulgarian authorities and supported by Europol and officers from Greece, Romania and Moldova. On 3 June, LE carried-out raids in five major cities. In total, 18 people were arrested, including a high-value target.
- 48 suspects were arrested in a large-scale operation supported by Europol against the largest criminal network operating in the Canary Islands (Spain). The investigation was led by Spanish authorities and also involved LE from Portugal, Colombia, the UK and the USA. The results of the operation also include the seizure of 3.8 tonnes of cocaine, 69 vehicles (including 19 boats and speedboats), and six properties.
- An international operation coordinated on the European side by Europol dismantled a transnational criminal organisation trafficking large quantities of cocaine from Costa Rica to Europe via Spain and Portugal. The investigation targeted a criminal network that used companies in Costa Rica to receive cocaine from Colombia and conceal it in shipments of frozen yucca powder destined for Europe. On 11 June, Costa Rican

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authorities carried out 12 arrests, including the leader of the organisation. To date, the operation has led to seizures of 5.4 tonnes of cocaine.

- Belgium and Ecuador, supported by Europol, performed two waves of arrests and seized over 9.3 tonnes of cocaine over the course of an investigation which span from April 2020 until September 2025. The most recent action day was conducted on 3 September in Ecuador, leading to the arrest of 12 suspects. The criminal network used private security companies as a front to place personnel in Ecuador's key ports, facilitating cocaine trafficking. Three armoured vehicles, USD 27,000 in cash, five firearms and seven electronic devices were seized. In total, this operation led to 26 arrests across several countries.
- On 5 September, Austria and Colombia, supported by Europol, rescued dozens of Colombian women from violent sexual exploitation in Europe. The raids performed in Medellin, Colombia, saw the arrest of five suspected Colombian human traffickers on international arrest warrants. The criminal network exploited its victims by means of coercion, deception, and abusing their vulnerabilities. In many instances, the criminals relied on severe physical violence towards the women.
- A major investigation carried out under a Europol taskforce has led to the dismantling of an internationally active human trafficking network. Albania, Colombia and Croatia participated to this investigation which resulted in a simultaneous action day on 1 October. 54 victims originating from South America were identified and 17 individuals were arrested in Albania and Colombia.
- A highly specialised Russian-speaking criminal network responsible for the theft of more than 100 luxury hybrid cars, estimated at over EUR 3 million, has been dismantled in an international operation led by Italy with support from Europol and Eurojust. The stolen cars and their components (bodywork, battery packs, mechanical parts) were shipped through the European port of Antwerp to international illegal markets. The action day on 7 October 2025 resulted in nine arrests.
- On 1-2 October, Europol supported Colombia and Spain in targeting four key suspects responsible for whole-sale cocaine trafficking operations from South America to Europe. The joint action days in Colombia and Spain led to five arrests (2 in Colombia and 3 in Spain), two of which High Value Targets, and seizures in Colombia with an estimated value of EUR 12 million.
- On 11 November 2025, law enforcement targeted an international criminal network supplying key precursors used to produce methamphetamine and operating across Europe, in the framework of a joint investigation team between Czech, Romanian and Moldovan authorities, set up and funded by Europol. Bulgaria, and Hungary also participated in the investigation. The action day led to 16 arrests (one in Bulgaria, 11 in Czechia, two in Hungary and two in Moldova), three clandestine drugs laboratory dismantled in Hungary and Moldova, and the seizure of synthetic drugs and chemical materials to produce methamphetamine, two vehicles, electronic devices and cash.
- On 19 November 2025, a coordinated effort led by Bulgaria and supported by Europol, under the framework of a Europol operational taskforce, resulted in the dismantling of a criminal network involved in large-scale trafficking of cultural goods across Europe and beyond. The action day involved law enforcement and judicial authorities from Albania, France, Germany, Greece, Italy, and the United Kingdom. The results of the action day include: 35 arrests in Bulgaria, 131 searches including houses, vehicles and bank safes, and seizures of over 3 000 artefacts (antique golden and silver coins and other antiquities) with an estimated value of over EUR 100 million, artworks, weapons, documents, electronic equipment, over EUR 50 000 in cash, and investment gold.
- Between 28 and 29 November, Europol supported a coordinated operation carried out in Sweden and Spain targeting a violent criminal network operating in the Stockholm area. The group is believed to run extensive illegal gambling operations and launder criminal proceeds, both for its own benefit and for other criminal actors. The network is also linked to drug trafficking in Sweden and across the Nordic region. Close to 150

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police officers took part in the action which led to the arrest of five key suspects, and the seizure of several hundred thousand euros' worth of valuables, including luxury watches and cash.

- Europol supported authorities from Austria, Bosnia and Herzegovina, Croatia, Germany, and Serbia in carrying out a large-scale operation targeting several HVTs of the so-called 'Balkan Cartel'. During the action day conducted on 10 December in Germany, which saw the participation of 500 police officers, three suspects were arrested and over EUR 5 million in criminal assets were seized.

Activity 4. Combating Cyber Crime

The European Cybercrime Centre (EC3) in 2025

667

Operations supported

55

Action Days

3,872

Operational reports

9.5/10

Satisfaction with operational support/analysis

"Europol has been a great partner and has been key in facilitating important meetings between partner agencies and outlining timelines to help accomplish operational goals."

(Investigator's feedback on operational support provided by EC3 – Europol User Survey)

In 2025, the European Cybercrime Centre (EC3) provided **support** to 667 **operations**, and produced 3,872 **operational reports** (compared to 535 and 3,846, respectively, during the same period the previous year). During the year, the Centre supported four OTFs (three in 2024) and coordinated/supported 55 **Action Days** (31 in 2024), leading to 423 arrests. The **satisfaction with the operational support and analysis** provided by the Centre reached an average score of 9.5/10, measured through Europol's User Survey.

The 2025 **Internet Organised Crime Threat Assessment** (IOCTA), Europol's analysis of evolving threats and trends in the cybercrime landscape, was published on 12 June. The 2025 edition of the report, "Steal, deal and repeat: How cybercriminals trade and exploit your data", explores how cybercriminals trade and exploit illegal access to data and how they commodify these goods and services. The report highlights a rise in the use of generative AI, including Large Language Models, to supercharge social engineering attacks. Child sexual exploitation perpetrators are also using AI to scale up grooming attempts and make coercion attempts more effective.

On 14 February, Europol launched the **Advisory Group on Research & Development** (AGRD), with the goal of supporting the fight against cybercrime with the development of projects, research studies and capacity building on trends and developments. The members, coming from academia and research organisations, will advise on strategic products and initiatives, policy and regulation and contribute to forward-looking cybercrime scenario-based assessments. On 15 April, the first plenary meeting of the AGRD took place discussing the establishment of a collaborative academic and research network, aiming to develop projects that support LEAs to investigate and combat cybercrime at strategic, operational and technical levels.

During the reporting period, Europol continued to provide **forensic support** to MS investigations. Several on-the-spot deployments took place in 2025, to perform forensic analysis of criminal IT infrastructure. Likewise, Europol provided support to multiple investigations on encrypted communication networks with forensic and research and development (R&D) services, as well as support with data extraction and decryption tools, including decryption of cryptocurrency wallets, extraction of mobile devices using non-commercial methods, live forensic support, and memory analysis. In Q2 2025, the transition of the Decryption Platform to the New Forensic Environment was completed.

The **Forensic Experts Forum** (FEF), bringing together law enforcement, forensic institutes, projects and academia to exchange knowledge, expertise and experience, but also to identify new trends, developments and best practices in digital forensics, took place on 29-30 September. During this year's event, four workshops were organised with a focus on

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strengthening knowledge of seizure tactics, methodology, and decryption, as well as on writing custom decryption software and on techniques for data extraction and decryption of devices.

In 2025, Europol hosted two editions of the **Victim Identification Task Force (VIDTF)**. Between 12 and 23 May, Europol organised the 16th edition of the event with victim identification



experts from more than 30 countries, EU agencies and international organisations. The participants analysed about 250 datasets and identified the countries where the crimes were likely to have been committed for over 190 of the datasets examined during the operation. By the end of the reporting period, three of the victims had been identified and safeguarded by the relevant national authorities.

During the 17th edition of the VIDTF, between 8 and 19 September, participants analysed over 350 datasets depicting victims of child sexual exploitation (CSE), which resulted in the identification of 51 sexually abused children.

Europol, together with CENTRIC (Centre of Excellence in Terrorism, Resilience, Intelligence and Organised Crime Research), has developed a new digital platform, **Help4U**, aiming to support children and teenagers facing sexual abuse or online harm. Launched in November 2025, the platform offers clear, practical guidance for anyone under 18 who needs help, as well as information for parents, teachers, and professionals supporting them. The platform also connects young people to professionals who can listen, advise, and guide them towards safety and recovery. Help4U began as a pilot project between Belgium, Germany, Ireland, the Netherlands and Slovenia, and expanded to include Bulgaria, Cyprus, Croatia, Greece, Hungary, Italy, Portugal, Spain and Romania. More countries are expected to join in 2026 and beyond.

Europol's fourth **Annual Cybercrime Conference** took place on 2-3 October, under the theme 'Dissecting data challenges on the digital frontlines', and focused on the fast-growing challenge of data in cybercrime investigations. Case studies presented during the conference included Europol-supported Operation Eastwood, which disrupted the activities of a pro-Russian hacktivist targeting European infrastructure, and Operation Ratatouille, which saw the arrest of the alleged administrator of one of the world's most influential Russian-speaking cybercrime platforms. The Cybercrime Conference was preceded by an annual workshop with national Computer Security Incident Response Teams (CSIRTs), organised jointly between Europol and the European Union Agency for Cybersecurity (ENISA), underlining the importance of technical expertise and operational collaboration in building digital resilience. Together with other events on prevention, forensics and global cooperation, the week marked the launch of Europol's Cyber Week – bringing together communities from across Europe and beyond to strengthen collective defences.



In November 2025, Europol launched the **Europol Threat Intelligence Platform (ETIP)**, which establishes a community for MS and TP users to share and correlate LE and open-source information about cyber threats. At the launch workshop on 17-18 November, discussions also focused on the ETIP integration into the Malware Information Sharing Platform (MISP).

Between 10 and 13 November 2025, the latest phase of Operation Endgame was coordinated from Europol's headquarters in The Hague. The operation, coordinated by Europol and Eurojust, is a joint effort between law enforcement and judicial authorities of Australia, Belgium, Canada, Denmark, France, Germany, Greece, Lithuania, the Netherlands, the United Kingdom and the United States to tackle **ransomware** enablers. More than 30 national and international public and private parties supported the actions. The results of the action days in November include 1 arrest in Greece, over 1,000 servers taken down or disrupted worldwide, and 20 domains seized. The infrastructure dismantled during the action days was responsible for infecting hundreds of thousands of victims worldwide with malware.

During the reporting period, Europol continued to facilitate the multi-disciplinary interaction between partners and stakeholders for the purposes of establishing cooperation and information-sharing. Initiatives include:

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- A meeting of the Heads of Lawful Interception (HoLI), hosted by Europol on 7-8 May, focused on the most pressing challenges for lawful interception services, including those related to the ProtectEU Strategy, the new possible data retention regime, the HLG Technology Roadmap and e-evidence IT technical implementation.
- The Virtual Currency Conference, on 4-6 June – over 500 participants attended the event, focused on cryptocurrency investigations as well as public-private partnership.
- Two meetings of the European Union Cybercrime Taskforce (EUCTF) took place in 2025, in June, hosted by Europol and December, hosted by Ireland.
- From 23 to 27 June 2025, the Europol Payment Card Fraud Forensics and Investigations training course took place, in Avila, Spain, with the participation of 30 investigators from 23 countries.
- The AP Twins Annual Expert Meeting, on 9-11 September, was hosted at Europol with participants from 22 MS and TP. Speakers presented best practices and challenges in CSE investigations and emerging initiatives to strengthen the fight against these crimes.
- The EC3 Operational Summit, on 27-28 October, focused on investigations, cryptocurrency, CSE, payment fraud and related crimes.
- On 13-14 November, Europol hosted the Cyber Innovation Forum (CIF) – law enforcement, academia and private partners attended this second edition of the event, to discuss technological solutions for cyber investigation, including for ransomware detection and take-down automation, among other topics.

Notable operational results of the Centre in 2025, include:

- A Europol-supported operation, led by Germany and involving LE from eight countries, resulted in the takedown of the two largest cybercrime forums in the world. The two platforms had more than 10 million users in total and offered a quick entry point into the cybercrime scene. The sites worked as one-stop shops and marketplaces for illegal goods and cybercrime-as-a-service. The operation took place from 28 to 30 January and led to two suspects arrested, and 17 servers, over 50 electronic devices, and around EUR 300,000 of cash and cryptocurrencies seized.
- In February, a coordinated international action led to the arrest of four individuals, all Russian nationals, leading a ransomware group. They are suspected of deploying the ransomware to extort high-value payments from victims across Europe and beyond. At the same time, 27 servers linked to the criminal network were taken down. As a result of this operation, authorities were also able to warn more than 400 companies worldwide of ongoing or imminent ransomware attacks. This complex international operation, supported by Europol and Eurojust, involved LEAs from 14 countries.
- Europol supported authorities from 19 countries in a large-scale hit against child sexual exploitation that led to 25 arrests worldwide. The suspects were part of a criminal group whose members were engaged in the distribution of images of minors fully generated by AI. Most of the arrests were carried out simultaneously on 26 February during a global operation led by Denmark. The results of the operation during the reporting period, include: 273 suspects identified, 25 suspects arrested, 33 house searches and 173 electronic devices seized.
- One of the largest paedophile platforms in the world was shut down in an international operation against child sexual exploitation. The investigation, supported by Europol, and led by Germany, saw the participation of over 35 countries worldwide. On 11 March, the server, which contained around 72,000 videos at the time, was seized by German and Dutch authorities. The investigation resulted in the identification of almost 1,400 suspects worldwide. By the end of the reporting period, 79 of these individuals had been arrested for sharing and distributing child sexual abuse material (CSAM).

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- Polish authorities arrested four individuals who allegedly ran a network of platforms used to launch thousands of cyberattacks worldwide. The suspects are believed to be behind six separate stresser and booter services that enabled paying customers to flood websites and servers with malicious traffic. The arrests in Poland were part of a coordinated international action involving LEAs in four countries, with Europol providing analytical and operational support throughout the investigation.
- Europol's EC3 supported the disruption of the world's most significant infostealer threat. In May 2025, a joint operation targeted the sophisticated ecosystem that allowed criminals to exploit stolen information on a massive scale; as a result, the platform's technical infrastructure was disrupted and communications between the malicious tool and victims were cut.
- A global LE operation coordinated by Europol struck a major blow to the criminal underground, with 270 arrests of dark web vendors and buyers across ten countries. This international sweep dismantled networks trafficking in drugs, weapons, and counterfeit goods. In parallel with the arrests, officers seized over EUR 184 million in cash and cryptocurrencies, over 2 tonnes of drugs, including amphetamines, cocaine, ketamine, opioids and cannabis, over 180 firearms, and more than four tonnes of illegal tobacco.
- LE and judicial authorities, coordinated by Europol and Eurojust, dismantled key infrastructure behind a malware used to launch ransomware attacks. From 19 to 22 May, authorities took down some 300 servers worldwide, neutralised 650 domains, and issued international arrest warrants against 20 targets. In addition, EUR 3.5 million in cryptocurrency was seized during the action week. The operation focused on initial access malware – the tools cybercriminals use to infiltrate systems unnoticed before deploying ransomware. By disabling these entry points, investigators have struck at the very start of the cyberattack chain, damaging the entire cybercrime-as-a-service ecosystem.
- LEAs across Europe dismantled a dark web marketplace, following a large-scale operation involving six countries, supported by Europol and Eurojust. Between 11-13 June, a series of coordinated actions took place across Germany, the Netherlands, Romania, Spain and Sweden, targeting the platform's administrator, moderators, key vendors, and technical infrastructure. Around 300 officers were deployed to carry out enforcement actions and secure critical evidence. As a result of the action, the platform's infrastructure in the Netherlands was taken offline and its administrator – a 30-year-old German national – was arrested in Barcelona, Spain. In parallel, measures were taken in Germany and Sweden against one moderator and six of the marketplace's highest vendors, and assets worth EUR 7.8 million were seized.
- Between 14-17 July, during a joint international operation coordinated by Europol and Eurojust, law enforcement and judicial authorities from 12 countries, took simultaneous actions against offenders and infrastructure belonging to the pro-Russian cybercrime network. The actions led to two arrests and seven arrest warrants issued, as well as the disruption of an attack-infrastructure consisting of over one hundred computer systems worldwide, while a major part of the group's central server infrastructure was taken offline.
- On 22 July, a long-running investigation led by France, in cooperation with Ukraine and Europol, led to the arrest of the suspected administrator of one of the world's most influential Russian-speaking cybercrime platforms. The forum, which had more than 50,000 registered users, served as a key marketplace for stolen data, hacking tools and illicit services. It has long been a central platform for some of the most active and dangerous cybercriminal networks, used to coordinate, advertise and recruit.
- In July, a highly organised crime group involved in large-scale fraud in Western Europe was dismantled in an operation led by Romania and the UK, supported by Europol and Eurojust. Investigators believe the criminal group stole an estimated amount of EUR

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580,000 using the Transaction Reversal Fraud method. The operation resulted in two arrests, and seizure of real estate, luxury cars, electronic devices and cash.

- A high-value cybercrime suspect was identified following a complex international investigation and involving France, Germany, the Netherlands, Norway, Switzerland, Ukraine, the United Kingdom and the United States, and supported by Europol and Eurojust. The individual is believed to be a leading figure in a ransomware network causing global damages worth billions. As part of this investigation, several members of the criminal network have been arrested in Ukraine.
- An action day performed in Latvia on 10 October 2025 led to the arrest of five cybercriminals of Latvian nationality and the seizure of infrastructure used to enable crimes against thousands of victims across Europe. The online service created by the criminal network offered telephone numbers registered to people from over 80 countries, which allowed perpetrators to set up fake accounts for social media and communication platforms, subsequently used in cybercrimes while obscuring the perpetrators' true identity and location.
- From 24 to 28 November 2025, Europol supported an action week conducted by law enforcement authorities from Switzerland and Germany focused on taking down an illegal cryptocurrency mixing service, suspected of facilitating cybercrime and money laundering. The operation resulted in the confiscation of over 12 terabytes of data and more than EUR 25 million worth of the cryptocurrency Bitcoin.

Activity 5. Counter-Terrorism

European Counter Terrorism Centre (ECTC) in 2025

1,591

Operations supported

43

Action Days

2,685

Operational reports

9.6/10

Satisfaction with operational support/analysis

"Europol is a model and an amazing resource for partnership."

(Investigator's feedback on operational support provided by ECTC – Europol User Survey)

in 2025, the European Counter Terrorism Centre (ECTC) supported a total of 1,591 **operations**, and produced 2,685 **operational reports** (above the 2024 result, 1,255 and 2,383, respectively). The Centre supported nine **OTFs** (eight in 2024) and coordinated 43 **Action Days** during the year (44 in 2024), which led to 36 **arrests**. The **satisfaction with operational support and analysis** provided by the Centre was rated at 9.6/10.

At the end of 2025, the EIS contained 516,262 **objects related to terrorism** (511,634 at the end of 2024). During the reporting period, 153,682 SIENA **messages** were **related to terrorism** with 87,433 SIENA **messages exchanged by CT units** (compared to 151,982 and 82,463, respectively in 2024).

On 24 June, Europol's **European Union Terrorism Situation and Trend Report 2025** (TE-SAT), a flagship report describing the major developments and trends in the terrorism landscape in the EU in 2024 was published. According to the report, a total of 58 terrorist attacks were reported by 14 EU MS in 2024; of these, 34 were completed, five failed and 19 were foiled. Overall, 449 individuals were arrested for terrorism-related offences across 20 MS.

In the area of **Core International Crime** (CIC), AP CIC continued to be engaged in the gathering and processing of information at EU level for the facilitation of priority cases involving war crimes, genocide and crimes against humanity, with a focus on the war of aggression of Russia in Ukraine aiming to streamline the cooperation with Ukraine and EU MS dealing with such cases. Europol continued to support the joint investigation team (JIT) and the OSINT OTF aiming at providing targeted support to ongoing investigations into alleged war crimes committed in Ukraine. A joint project to collect and centralise information and intelligence on suspected war criminals of the former Syrian regime was established during the reporting period, with the participation of eight countries. On 16-17 July, a Hackathon to collect intelligence on former Syrian regime officials believed to have been involved in torture and gross human rights violations against civilians and members of the opposition in Syria since 2011, took place. The event was co-organised by Europol, Germany and the Netherlands, and saw the participation of representatives from 12 MS and TP, four civil society organisations (CSOs), two international organisations and two universities.



In 2025, Europol's **CBRN** (Chemical, Biological, Radiological, Nuclear) & **Explosives** team continued to support the Internal Security Fund (ISF) project which supports the **European Explosive Ordnance Disposal Network** (EEODN). This support includes organising and participating in various training sessions and conferences; among these, the support offered to Austria in implementing the two sessions of a training on underwater improvised explosive devices (UW IEDs), on 24-28 March and 31 March–4 April. On 17-20 June, the Explosive Threat Evolution Workshop for special intervention units and bomb technicians (ATLAS and EEODN

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networks) took place in Tallinn, Estonia. The event was organised in cooperation with DG HOME, and included presentations on Unmanned Aerial Systems, homemade explosives, Russia's war of aggression against Ukraine, AI and 3D printing.

From 30 September to 3 October, Europol gathered over 80 CBRN specialists, explosive experts and bomb technicians from MS, TP and international organisations in Prague, Czech Republic, for the **Annual EODN Conference**. The Conference provided a forum for specialists to share insights on recent incidents involving explosives and CBRN materials, as well as trends in Europe and worldwide regarding the incidents and the trafficking of hazardous materials. On 11-12 November, Europol organised a large-scale European preparedness and response tabletop exercise on bioterrorism, in Denmark, in cooperation with the European Centre for Disease Prevention and Control (ECDC), bringing together around 100 experts from across the EU/EEA, EU candidate countries, and Eastern Partnership states from both public health and LE.

Four editions of the **Terrorist Identification Task Force (TITF)**, hosted by Europol, took place in 2025. On 17-21 March, in the framework of TITF 13.0, representatives of seven MS participated in a discussion on the growing trend of minors involved in terrorism cases. On 3-6 June, six delegations from MS gathered for the TITF 14.0, to discuss trends related to suspected minors and the result of a Referral Action Day targeting minors' exploitation and radicalisation online, of few days earlier. Both editions of TITF were supported by the United States. In the framework of TITF 15.0, on 13-17 October, an action week with five MS and five private partners took place for direct engagement with the private sector, focused on financing of terrorism via crypto-assets. On 8-12 December, TITF 16.0 tackled criminal and terrorist investigations related to potential non-conventional terrorism threats.

On 1 January, Europol and Eurojust launched phase 3 of the **SIRIUS project**, which will continue to assist LE and judicial authorities in the process of requesting disclosure of data from foreign service providers and facilitating service providers' cooperation with competent authorities. This new phase will run from 2025 to 2028 and will focus on non-EU countries, contributing to the fight against organised crime and terrorism. On 13 March, SIRIUS teams at Europol and Eurojust participated, in Brussels, in a scenario-based event of the Commission for Territorial Cohesion Policy and EU Budget (COTER), focused on promoting the EU perspective on technology, cybersecurity, and cybercrime. The event hosted approximately 80 participants, including diplomats, CT experts, and EU representatives.

The sixth **SIRIUS** Single Point of Contact (SPoC) Network Meeting, organised within the framework of the Polish Presidency, took place on 11-12 June 2025 in Warsaw. The event brought together LEAs and online service providers from across Europe to address the growing complexity of cross-border access to electronic evidence. The meeting focused on the impact of the recently adopted e-Evidence legislative framework, Digital Services Act (DSA), and the Second Additional Protocol to the Budapest Convention, which together mark a major shift in how electronic evidence is exchanged and cooperation is structured. A key focus of this year's gathering was how SPoCs and LEAs can respond to emergency situations, such as imminent threats to life or public safety.

In 2025, Europol continued to develop new **SIRIUS tools** and update existing ones. Likewise, the SIRIUS team has presented the project at various international events, such as the 24/7 Network of the Budapest Convention event (The Hague, 1 October 2025), EU-ACT Special Investigations Training Module for the Iraqi Ministry of Interior (Iraq, 12-16 October 2025), Regional Network for National Coordinators (RNNC) meeting (Skopje, North Macedonia, 15 October 2025), and the Cybercrime convention Committee (T-CY): Second Meeting with industry and service providers on the implementation of the Second Protocol (Strasbourg, 12 November 2025).

On 22 January, a dedicated workshop on the **Plateforme Européenne de Retraits de Contenus Illégaux sur Internet** (PERCI) took place during the HENU meeting, including a demo of the latest functionalities. On 4 March, the 10th, and on 29 August, the 11th **PERCI Focus Group** (PFG) meetings took place; at the events, EU MS' Competent Authorities discussed the

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use and further development of the platform. Europol initiated the work on the development of a new workflow in PERCI to automate the handling of the DSA Article 18 notifications, and finalised its design by the end of the reporting period. In addition, the PERCI project team drafted the Data Protection Impact Assessment to initiate the consultation with the European Data Protection Supervisor on the new workflow.

The **ECTC Advisory Network Conference on Terrorism and Propaganda**, "Rank and file or memes and likes? Terrorist organisations, groups, networks", took place at Europol on 2-3 April. The event, attended by more than 200 participants, examined the current state of terrorist organisations in Europe and abroad together with the influence they exert on the terrorist threat in the continent, as well as activities of foreign states aimed at attacking their opponents in Europe and destabilise European countries.

On 29-30 April, the ECTC organised the first **Counter Terrorism Programme Board (CTPB)** plenary meeting of the year. The event, attended by 18 countries, focused on discussions to further develop the CTPB, enhancing its role as the steering tool for the ECTC, and on the work plan actions for 2025. The new Chair and Co-Chair, positions held by Belgium and Switzerland since the beginning of 2025, will lead the CTPB for the coming two-year period. The second plenary meeting was held on 15-16 October at Europol; the topics discussed included the way forward regarding the future of the CTPB. Portugal's request to join the Board was agreed following a written consultation of all members.



On 14-15 May, Europol hosted the annual **European Heads of Counter Terrorism** meeting, at its headquarters. The event, consisting of an operational session, restricted to CT Heads, focused on the developments of the CTPB and on the overview of the terrorist threat to Europe from both strategic and operational angles. On the second day, during the strategic session, possible threats from the situation in Syria were discussed in a roundtable. The meeting was attended by over 60 representatives from 28 countries, along with Europol staff.

Europol's **ATLAS Support Office (ASO)** continued to provide support to the ATLAS Network, facilitating the exchange of strategic and operational expertise and practices within the network, as well as connecting ATLAS entities (Expert Groups, Forums and Projects) with other relevant European and international law enforcement networks. On 1 April, Sweden took over the ATLAS Chairmanship, together with Italy as a Vice-Chair, for a period of two years. During Q4, the ASO supported the ATLAS network with the preparation and validation process of the ATLAS Annual work programme 2027.

In October 2025, Europol supported a naval exercise in Sweden, during which ten **ATLAS Network** countries deployed special intervention units (SIUs) to neutralise terrorist threats. The event's scenario focused on the deployment of SIUs and naval assets during day- and night-time, simulating terrorist and hostage incidents on cruise liners and ferries. The exercise culminated in a large-scale scenario across the archipelago with teams facing several challenges at once, such as intercepting a ship transporting weapons for a terrorist cell, and securing terrorist-controlled locations with hostages, including some requiring first-response medical attention.

Notable operational results of the Centre in 2025, include:

- On 30 January, the United States arrested two individuals for participating in a neo-Nazi child exploitation ring that groomed and then coerced minors into produce child sexual abuse material (CSAM) and images of self-harm. The group allegedly abused at least 16 minors around the world, through various means of degradation, including exposing the victims to extremist and violent content. The investigations into these individuals were supported by Europol, and involved France, the UK and, New Zealand.

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- An operation led by Moldova and Ukraine, and supported by Europol's Core International Crimes (CIC), targeted individuals suspected of having taken part in the war of aggression against Ukraine as mercenaries for the Wagner Group. The action days on 12 and 13 February led to over 50 locations searched and three arrests in Moldova, and seizures, including documents, electronic equipment, video material and picture evidence. Europol facilitated the information exchange, coordinated operational activities and provided specialised analytical support focused on the potential involvement of these individuals into war crimes committed in Ukraine.
- On 27 May, Europol coordinated a Referral Action Day (RAD) on minors' exploitation and radicalisation online. More than 2,000 links pointing to jihadist and right-wing violent extremist and terrorist propaganda targeting minors were referred during the action day. The referral day took place only a few weeks after Europol launched a new OTF to tackle the rising trend of recruiting young perpetrators into serious and organised crime.
- Europol supported Moldova and Ukraine in a second phase of war crimes investigation against members of two Russian mercenary groups, and assisted in identifying suspects allegedly involved in war crimes. Overall, the investigation led to the identification of a total of 654 members of two Russian private military companies involved in combat operations against Ukraine. These suspects include citizens of Ukraine, Moldova, Kazakhstan, Uzbekistan, Tajikistan, Turkmenistan, Azerbaijan, Armenia, and Bosnia and Herzegovina. These individuals are believed to have committed war crimes such as acts of sexual violence, executions of prisoners of war and executions of civilians.
- Europol supported eight countries in identifying and removing racist and xenophobic propaganda shared on gaming and gaming-related platforms. The Referral Action Day, on 13 November, led by Europol's EU IRU, and involving Denmark, Finland, Germany, Luxembourg, Netherlands, Portugal, Spain, and United Kingdom, led to the referral of over 5,400 links to jihadist content, over 1,000 links to violent right-wing extremist and terrorist content, and over 100 links to racist and xenophobic content. The content targeted during the Referral Action Day was found across several kinds of platforms. Some allow players to broadcast their gameplay in real-time and interact with their community via live chat, while others host video-on-demand. Illicit content was also identified on community platforms intended to facilitate the exchange of tips, news, and discussions about video games.
- Europol supported Spain in disrupting activities of a far-right terrorist group via a three-day operation which took place in Madrid and Valencia, resulting in significant seizures and the arrest of three suspected far-right extremists on 25 November 2025. In July 2024, the group, known for its neo-Nazi militant accelerationist ideology, advocating for achieving the goal of white supremacy through terrorism, was added by the Council of the European Union to the EU Terrorist List. The organisation operates as a decentralised and clandestine network of small operational cells, whose main ideological tenets are supremacism, militant accelerationism, and preparation for what they refer to as a 'racial war'.

Activity 6. Combating Financial and Economic Crime

European Financial and Economic Crime Centre (EFECC) in 2025

542

Operations supported

119

Action Days

2,436

Operational reports

9.5/10

Satisfaction with operational support/analysis

"I would like to emphasize the importance of Europol during this investigation, as it facilitated an international police cooperation that was fundamental in achieving maximum results in terms of arrests and seizures."

(Investigator's feedback on operational support provided by EFECC – Europol User Survey)



The **European Financial and Economic Crime Centre (EFECC)** provided support to 542 **operations** in 2025 and produced a total of 2,436 **operational reports**, compared to 400 and 2,585, respectively, in the previous year. The **satisfaction with operational support and analysis** provided by the Centre was assessed at a score of 9.5/10. During the year, the EFECC coordinated/supported 119 **Action Days** (same as in 2024), which led to the arrest of 687 suspects and the seizure of over EUR 1.7B in criminal assets. The EFECC also supported 12 **OTFs** during the reporting period (ten during the previous year).

In 2025, Europol continued to contribute to the work of the **Task Force 'Freeze and Seize'** established by the European Commission to coordinate MS enforcement of the adopted sanctions against Russian and Belarusian individuals and companies in the context of the war of aggression against Ukraine. The Annual Plenary of **Operation OSCAR** was held in February at Europol. The operation focuses on financial investigations targeting criminal assets owned by individuals and legal entities sanctioned in relation to the Russian invasion of Ukraine. During the reporting period, Europol reinforced its operational support to EU MS with the establishment of a **'Target Group Sanctions'**, a new team within the EFECC, dedicated to identifying and disrupting criminal networks involved in sanctions evasion. Building on the work of Operation OSCAR, the new team helps investigators uncover illicit trade routes, track financial flows and detect related criminal activities, such as money laundering, customs fraud and document forgery.

Cooperation with the **European Public Prosecutor Office (EPPO)** as well as the number, complexity and range of cases supported, continued to grow in 2025. Likewise, operational cooperation with the **European Anti-Fraud Office (OLAF)** continued during the reporting period.

In November 2025, to further reinforce the EU's response to sanctions circumvention, Europol and OLAF launched **'Project Transporter'**, a joint initiative focusing on vehicle exports to third countries for possible onward transfer to Russia and Belarus. The project brings together specialist investigators from customs, police and financial crime services to strengthen information exchange, share investigative techniques and deepen operational coordination across Europe.

In the area of **counterfeit and substandard food**, Europol, OLAF, DG SANTE and 31 countries across Europe and beyond, joined forces with food and beverage producers from the private sector in the framework of the fourteenth edition of **Operation OPSON**. The operation's goal is to protect public health and safety and to ultimately dismantle the organised criminal networks involved. Law enforcement, customs and food regulatory agencies seized over 1.4 million litres

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of beverages and 11.5 million kilograms of food, including meat and seafood. Overall, Operation OPSON XIV saw 631 individuals reported to judicial authorities, 101 arrest warrants issued, 13 organised crime groups disrupted and goods worth around EUR 95 million seized. Operation OPSON XV was launched on 15 December, in Vilnius, Lithuania, with the participation of Europol, Interpol, OLAF, EUIPO, DG SANTE and 30 countries.

In the area of **counterfeit toys**, the fifth edition of **Operation LUDUS** concluded during the reporting period. 26 countries, coordinated by Europol, co-led by France, Spain, and Romania, and supported by the EUIPO and OLAF, have led initiatives to take down the producers and importers of **fake and harmful toys**. With the global toy market valued at up to EUR 300 billion annually, this remains the second-most counterfeited industry globally. Results of Operation LUDUS V include the seizure of 8.2 million packages of toys, with an assessed value of EUR 8.7 million, 86 persons reported to judicial authorities and 194 persons reported to administrative or health authorities.

Likewise, in the area of **falsified medicines**, the kick-off of the sixth edition of **Operation SHIELD**, a global effort targeting the trafficking of counterfeit and misused medicines and illicit doping substances, took place on 25-26 March. During Operation SHIELD V, LE, judicial, customs, medical and anti-doping authorities from 30 countries across three continents joined forces, with the support from Europol, OLAF, EUIPO, Frontex, the World Anti-Doping Agency (WADA) and national medicine agencies, to investigate 52 organised crime groups. The operational results included: 418 arrested, charged or under prosecution, and seizures worth more than EUR 11 million. Four underground labs were also dismantled.

During the reporting period, Europol continued to support and host the secretariat of the **Intellectual Property (IP) Crime Network** and maintained close cooperation with EUIPO.

On 22 and 23 October 2025, the conference "**From CLICK to CRIME: Investigating Intellectual Property Crime in the Digital Age**" was held in Sofia, jointly organised by Europol, EUIPO and Bulgaria. The event brought together law enforcement agencies, policymakers, and industry experts to expose current threats and strengthen international cooperation in the fight against online intellectual property crime. This is the sixth conference co-organised by the two agencies, together with a national authority, aimed at enhancing knowledge and fostering a coordinated public-private sector response to IP crime.

Between 10 and 14 November, Europol, EUIPO and Spain organised an "**Intellectual Property Crime Cyber-Patrol Week**". 30 investigators participated in this operation to identify potential intellectual property infringements. The Cyber-Patrol Week led to 69 illicit sites identified and targeted; the combined traffic for these sites is estimated at over 11 million annual visitors. 25 illicit Internet Protocol Television (IPTV) services were referred to the participating crypto service providers for disruption. Investigators traced cryptocurrency valued at around USD 55 million (over EUR 47 million) through various accounts associated with these services.

On 5 November, in Nyon, Switzerland, Europol and **UEFA** signed a new **Memorandum of Understanding** to strengthen cooperation against various forms of crime affecting European football. The partnership will enhance joint investigations, information sharing, and expert support for UEFA's 55 member associations.

On 19 March, the **Europol Financial Intelligence Public Private Partnership (EFIPPP)** hosted an extraordinary online briefing, with over 380 participants, in cooperation with the Organised Crime and Corruption Reporting Project (OCCRP). The OCCRP, a cooperation of investigative journalists worldwide, presented their research on two massive investment fraud networks active in Europe that affected almost 33,000, mostly elderly persons – in total, over EUR 275 million have been stolen by these networks. In Q1, Europol and its private partners in the financial sector issued the EFIPPP's Practical Guide for Operational Cooperation between Investigative Authorities and Financial Institutions. The guide provides best practices and lessons learned, and seeks to build awareness among policymakers and relevant authorities about the added value of public-private cooperation. On 1 July, EFIPPP hosted its second extraordinary

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briefing, organised by the Child Sexual Abuse and Exploitation Work Stream, focused on the first public-private investigation on AI-Generated Child Sexual Abuse Material. At the event, challenges related to AI-generated imagery, public-private international cooperation, open-source intelligence, financial components of CSAM distribution were particularly highlighted.

In 2025, Europol continued to support and host the secretariat of the **Anti-Money Laundering Operational Network** (AMON) and followed the development of the **Association of Law Enforcement Forensic Accountants** (ALEFA), supporting it where appropriate. As of February 2025, the Presidency of AMON is held by France.

Likewise, during the reporting period, Europol continued to support and host the Secretariat of the **Camden Asset Recovery Inter-Agency Network** (CARIN). Several events were organised in 2025, including CARIN Steering Group meetings, the 11th **Regional Asset Recovery Inter-Agency Networks' Meeting** (14-15 May) as well as the 21st CARIN Annual General Meeting (29-31 October). On 9-10 April, Europol hosted the final conference of the KLEPTOTRACE project, aimed at strengthening EU asset recovery and sanction tracing against transnational high-level corruption; the event included a training on a toolbox supporting investigations, connecting new asset registers and data beyond firms.

With regard to contributions to the Commission's legal obligation to perform the continuous **High-Risk Third Countries** (HRTC) assessment and bi-annual **Supra-National Risk Assessment** (SNRA) on money laundering and terrorist financing, during 2025 Europol provided input to the HRTC assessment of Bolivia and the British Virgin Islands. Europol's input on the SNRA was shared with the Commission in July 2025. Engagement with the **Financial Action Task Force** (FATF) and the **Egmont Group** continued in 2025, via dedicated meetings and by providing contribution to FATF projects on International Cooperation on Money Laundering Detection, Investigation and Prosecution, and to the Strategic Review for Observers and the Comprehensive Update on Terrorism Financing Risks. On 12-13 June, Europol attended the FATF Plenary, in Strasbourg.

In the area of **crypto-enabled crime**, Europol, together with the UNODC and the Basel Institute on Governance, organised the 9th **Global Conference on Criminal Finances and Cryptoassets**, on 28-29 October, in Vienna, Austria. More than 250 in-person participants and more than 1,000 online attendees from a wide range of fields, including law enforcement, prosecutors, regulators, researchers and leading blockchain intelligence firms, gained fresh insights into the evolving ways that cryptoassets and blockchain technology are being misused for crime, and emphasised three priorities in this field: developing common standards, deepening cooperation and investing in capacity.

Notable operational results of the Centre in 2025, include:

- Over 80 financial experts participated in Project A.S.S.E.T. (Asset Search & Seize Enforcement Taskforce) at Europol's HQ, an initiative aimed at enhancing the number of criminal assets seized globally. 43 LEAs from 28 countries joined the operation, as well as authorities from EU and international organisations, including Eurojust and Interpol. From 13 to 17 January, the specialists pooled their knowledge and expertise to establish a new organisational workstream to identify, freeze and seize criminal assets through all possible means available. Throughout the operation, experts identified 53 properties, eight of which were valued at EUR 38.5 million; over 220 bank accounts, including one with a USD 5.6 million balance; 15 companies, over 20 yachts and luxury vehicles, four of which were valued at more than EUR 600,000; 83 cryptocurrency addresses and wallets. Another result of the operation was the freezing of EUR 200,000 in cryptocurrencies.
- Europol supported the takedown of a criminal parallel banking organisation, with multiple branches spread out across Europe. During an action day conducted on 14 January

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across Austria, Belgium and Spain, 17 individuals were arrested (15 in Spain, one in Austria, one in Belgium), and criminal assets worth over EUR 4.5 million, four shotguns and several electronic devices were seized. The individuals arrested are suspected of providing primarily money laundering services to criminals.

- Europol supported a cross-border operation led by Spain, and involving Portugal, against the members of a criminal network, mainly Russian nationals, who provided money-laundering services to other EU-based gangs. The action day took place on 21 January in Spain and Portugal. The operation led to 14 arrests and seizures of over EUR 1 million in cash and cryptocurrencies.
- In an action day on 2 February, supported by Eurojust and Europol via a Joint Investigation Team (JIT), North Macedonia (MK) and Serbia (RS) dismantled an illegal workshop of high-quality counterfeit euro banknotes, and made 11 arrests. The sophisticated printing equipment and large quantity of banknotes were seized (EUR 180,000 of value at the workshop in RS, and EUR 471,000 from the main suspect house in MK).
- In an investigation targeting a multimillion VAT fraud scheme in the hydrocarbon sector (nearly EUR 184 million in VAT losses), mostly orchestrated in Spain, and connected money laundering activities in Poland, an action day was carried out on 4 February. It led to 11 arrests, and the seizure/ blockage of EU 26 million in crypto, 44 cars and EUR 125,000 in cash. Links to other type of criminal activities were detected.
- As part of an EPPO-led investigation targeting a VAT fraud causing losses estimated at EUR 100 million, Italy made 13 arrests in an action day supported by Europol, Belgium, Hungary, Latvia, and Slovakia on 25 March. 54 searches were carried out in Hungary, Slovakia and Italy. The scheme involved shell companies using fraudulent invoices for non-existent sales of industrial plastic products adding up to EUR 500 million.
- On 7 April, three members of a criminal group involved in the production of high-quality counterfeit euro banknotes were arrested in a cross-border operation supported by Europol. The investigation was led by Italy and also involved authorities from Austria, Belgium, France, Germany and Spain. 600 counterfeit euro banknotes were seized and the print shop and illegal mint (stamping press) was dismantled.
- Europol supported an action led by the EPPO in Berlin, Germany, and Vilnius, Lithuania, which involved around 1,000 police, tax and customs officers carrying out 200 searches in ten countries. The investigation targeted a vast criminal organisation active in smuggling badly damaged cars from the US into the European Union, and selling them to end customers after superficial repair, while defrauding the payment of customs duties and committing large-scale value-added tax (VAT) fraud, estimated to be at least EUR 31 million. Ten suspects, including one of the suspected ringleaders of the criminal organisation, a Lithuanian citizen, were arrested.
- An organised crime group responsible for defrauding more than 100 victims of over EUR 3 million through a fake online investment platform was dismantled following an international LE operation. The investigation, led by German authorities and supported by Europol and Eurojust, saw coordinated actions in Albania, Cyprus and Israel, resulting in the dismantling of the criminal group and the arrest of a suspect in Cyprus.
- On 25 June 2025, Spain, with the support of Europol and LE from Estonia, France and the US, arrested five members of a criminal network engaged in cryptocurrency investment fraud. The investigation identified that the perpetrators had laundered EUR 460 million in illicit profits stolen through crypto investment fraud from over 5,000 victims from around the world.
- In Q3, Europol supported a joint operation, involving authorities from 18 countries, which disrupted the distribution of counterfeit currency through postal services. The action resulted in the interception of nearly one million items with an estimated value of over EUR 66 million. The operation triggered 102 new investigations targeting criminal networks engaged in currency counterfeiting.

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- On 2 July, 80 searches conducted during an action day, coordinated between Bulgaria, the Czech Republic, Germany, Croatia, Italy, Luxembourg, Latvia and Lithuania, with EPPO's and Europol's support, led to six arrests and approximately EUR 20 million seized and frozen from a large-scale VAT fraud scheme. The scheme, focussed on car trading, involving entities in Germany, Bulgaria and Italy had an impact estimated over EUR 100 million in lost VAT.
- On 29 July, Italy, supported by Europol, dismantled three illegal printshops, seizing counterfeiting equipment and raw materials used to produce EUR and CFA⁴ francs, as well as Tanzanian, Kenyan and Ugandan schillings and Albanian leks. Five suspects were referred to prosecutors, and EUR 32,000 in proceeds were seized.
- On 17 September, six arrests, including of the alleged main perpetrator, and seizures of evidence and assets, including cryptocurrencies, were made against a criminal network which defrauded hundreds of victims of at least EUR 100 million by offering them the opportunity to invest in cryptocurrencies. The investigation was led by Spain, with Europol's and Eurojust's support.
- On 24 September, Italy and France jointly dismantled a Milan-based criminal network dedicated to money laundering through underground banking networks, and a network of halawadars⁵ operating in France transporting cash to Italy. 25 searches led to 12 arrests and large seizures, including of 26 real estate properties, over 230 kg of gold, over EUR 4 million in cash, 27 luxury watches, as well as crypto wallets.
- On 4 November, an international coordinated action day, led by Germany, and supported by Europol, targeted three major fraud and money laundering networks suspected of misusing credit card data from over 4.3 million cardholders across 193 countries. In total, the estimated damage from the fraud scheme exceeds EUR 300 million, with attempted damages amounting to over EUR 750 million. On the action day, coordinated measures were taken in Germany, the USA, Canada, Singapore, Luxembourg, Cyprus, Spain, Italy, and the Netherlands, with support from Europol and Eurojust, which led to 18 arrests. Assets worth over EUR 35 million were secured in Luxembourg and Germany.
- Europol supported an international operation which successfully dismantled a large-scale cryptocurrency fraud and money laundering network that had laundered over EUR 700 million. The criminal network operated numerous fake cryptocurrency investment platforms, luring thousands of victims with promises of high returns. Once victims had transferred their cryptocurrency, the funds were stolen and laundered across various blockchains and cryptocurrency exchanges. On 27 October, coordinated police raids across Cyprus, Germany and Spain led to the arrest of nine individuals. Seizures include EUR 800,000 in bank accounts, EUR 415,000 in cryptocurrencies, EUR 300,000 in cash, digital devices and high-value watches.

⁴ Coopération financière en Afrique centrale.

⁵ Operators or agents in the hawala system, an informal, trust-based money transfer network.

Activity 7. Strategic and Analysis Coordination

35

Strategic analysis reports

324,732

SIENA messages exchanged by third parties

54

Liaison Bureaux at Europol

9.3/10

Satisfaction with operational analysis

"Everything lived up to my expectations – even more."

(Participant's feedback on operational training provided by Europol – Europol User Survey)

Europol's **EU Serious and Organised Crime Threat Assessment (EU-SOCTA) 2025** was launched on 18 March during a press conference taking place at Europol HQ and via livestream.



The EU-SOCTA provides a comprehensive analysis of the threats posed by serious organised crime to the EU's internal security. The 2025 edition of Europol's flagship report reveals how the DNA of organised crime is changing, reshaping the tactics, tools, and structures employed by criminal networks. In line with the conclusions and recommendations of the EU-SOCTA, the EU's crime priorities for the 2026-2029 EMPACT cycle were approved by the Council of the European Union in June 2025.

Several new releases of the **Data Analysis Portal** took place during the year, introducing additional features, including related to collaboration, object resolution with simultaneous searches across multiple entity types, geocoding integration and an external search functionality. Likewise, several improvements were deployed to enhance the processing of SIENA messages. Moreover, the implementation the **Joint Operational Analysis Case (JOAC)** and of the **JOAC MVP** further progressed and, in November 2025, the first training session involving analysts from six Member States took place at Europol HQ, marking an important milestone in the rollout of Joint Operational Analysis.

On 16-17 September, the sixth **European Criminal Analysis Conference**, EU CrimACon 2025, took place, with over 400 participants. The Europol's 'Criminal Analyst of the Year Award 2025' was awarded to criminal analysts from Germany and Spain for outstanding work in both strategic and operational analysis.

In 2025, Europol continued to support the **liaison officers'** community, including by facilitating the regular meetings of the Heads of Liaison Bureaux (LBx) and the newly established informal Consultation Group. Several meetings took place during the year. The Heads of Liaison Bureaux met on 15 April and 20-21 November. Two new LBx have been established during the reporting period, for Ecuador, in February, and Qatar, in October, raising the total number of LBx at Europol to 55 at the end of 2025 (26 MS, 28 TP and Interpol).

On 20-21 February, in the framework of the **Eastern Partnership (EaP) Training and Operational Partnership Against Organised Crime (TOPCOP) II** project, a study visit to Europol took place, with 15 EaP participants from Armenia, Azerbaijan, Georgia, Moldova and Ukraine, on matters related to travel intelligence. On 26-27 May 2025, TOPCOP II's first dedicated Strategic Analysis Workshop, with the participation of four EaP representatives (Armenia, Georgia, Moldova and Ukraine), took place. Besides TOPCOP II, analysts from the EUROMED Police Project also attended. On 18-19 September, six EaP representatives attended a second Strategic Analysis Workshop dedicated to preparing the first regional joint analytical product to be collaboratively drafted by the Analysis Points of Contact (ANASPOC).

On 9-10 April, the EU-MENA Expert Workshop on Serious and Organised Crime, organised in the framework of **EUROMED VI** Police Project, jointly implemented by Europol and CEPOL, was hosted by Portugal. The event brought together participants from the MS LE, EU Agencies as well as representatives of MENA countries. On 4-5 November, Europol hosted the Strategic

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Cooperation Forum. The project's progress was assessed and future initiatives discussed during the Advisory Committee (8 December) and Steering Committee (10 December).

In the framework of the **Western Balkan Partnership against Crime and Terrorism (WBPACT) II Project**, and in cooperation with the EMPACT support team, several national EMPACT awareness meetings were organised during the reporting period: on 26-27 February, in Tirana, Albania, on 2-3 June in Skopje, North Macedonia, and 9-10 December in Podgorica, Montenegro, with participants from the local representatives of LE, customs and judiciary. On 18-19 June, a regional conference on Tackling Environmental Crime in the WB through Cross-Border Cooperation took place in North Macedonia, organised in partnership between the WB PaCT II Project and the Eurojust Western Balkans Criminal Justice (WBCJ) Project. The event gathered participants from LE, prosecution offices and customs authorities from the WB region.

The WB region remains a key priority for Europol. Europol continued to participate in high-level visits of the European Commission to the region. Europol attended meetings in Albania, on 3-4 April, and Montenegro on 15 May, in the context of the visits led by DG HOME to discuss migrant smuggling and THB. The 2025 **EU-Western Balkans Senior Officials Meeting (SOM) on Justice and Home Affairs** took place on 8 April in Brussels. The Home affairs sessions included senior representatives from the six WB partners, the Council Presidency, the EU CTC Office, DG HOME, DG ENEST (Directorate-General for Enlargement and the Eastern Neighbourhood), Europol, Eurojust, Frontex, CEPOL and the European External Action Service (EEAS). The two topics on the SOM's agenda were: 1) the fight against organised crime, with a focus on follow-the-money approach and EMPACT, and 2) strengthening migration, asylum, border management and visa policy alignment through the continuous implementation of the EU Action Plan on the WB, with a focus on tackling migrant smuggling online and prevention of facilitation of irregular migration by air through engagement with civil aviation authorities and air transport operators.

In terms of **information exchanged by Third Parties (TP)**, a total of 324,732 SIENA messages were exchanged by TP, compared to 304,709 in 2024. When it comes to enhancing **cooperation with Europol's stakeholders**:

- **Cooperation with EU neighbourhood and candidate countries:** The cooperation with the European Union Advisory Mission (EUAM) Ukraine continued at strategic and operational level; in January 2025 Europol was invited to join a Strategic Working Group on LE cooperation chaired by the Ukraine Ministry of the Interior and EUAM Ukraine. The introductory session took place on 9 October. A second LO for Türkiye was deployed to Europol, in June 2025, for one year.
- **Cooperation with the MENA countries:** The Working Arrangement (WA) with the Arab Republic of Egypt, the first agreement with an African country, was signed on 9 April. In July, Europol visited **Egypt** to explore practical cooperation in line with the WA. The WA with Jordan was approved at the MB meeting in March 2025 and was signed on 10 July. In Q1, Europol participated at the 42nd Arab Interior Ministers Council (AIMC).
- **Cooperation with Latin American countries:** Europol continued to support the negotiations and implementation of international agreements between the EU and the Latin America countries. In this context, the International Agreement (IA) between the EU and Brazil, enabling the exchange of operational information, was signed on 6 March, and was approved by the European Parliament on 9 September. On 7 March, Europol hosted ministerial delegations from the Latin American Committee for Internal Security (CLASI). The WA with Argentina was approved by the MB in June; following the signing by the two parties, it entered into force on 2 December. An international agreement aimed at strengthening the cooperation against organised crime and terrorism between the EU and Ecuador was signed on 24 September. This agreement enables Europol and Ecuador to improve the exchange of information, including personal data, while guaranteeing a high level of protection of fundamental rights, including through strong data protection safeguards.



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- **Cooperation with Asian countries:** On 2 September, **Singapore** and Europol signed the SIENA MoU and the Liaison Agreement (LA). Following the Europol's Executive Director visit to Japan in May 2025, Japan has expressed interest in advancing to the negotiations of an International Agreement with the EU.
- **Cooperation with EU institutions, bodies and agencies, and international organisations:** The 16th **Joint Parliamentary Scrutiny Group** (JPSG) on Europol took place in Warsaw, on 23-24 February, to discuss Europol's work and the evolving security landscape. During the reporting period, Europol participated also in a trilateral meeting, together with **Frontex** and the **European Union Agency for Asylum** (EUAA), to discuss preparations for the implementation of the Screening Regulation, as well as the 1st Frontex Operations Roundtable. On 30 June, the senior management of Europol and **Frontex** came together for the annual Management-to-Management meeting in The Hague to discuss latest developments as well as prospects for future cooperation, including enhancing information exchange and the negotiations of a new Working Arrangement.

In 2025, Europol continued to work with **EPPO** on further developing and strengthening the EU anti-fraud architecture. Within this context, Europol together with **EPPO**, **OLAF** and **Eurojust** participated in several technical meetings during the reporting period.

Europol contributed to the European Commission's consultation for the **EU Blueprint for Cyber Crisis Management**, which was adopted by the Council in June 2025.

The WA with the **European Union Naval Force Operation ATALANTA** (EUNAVFOR ATALANTA) was signed in September 2025. On 16 September, Europol hosted the first visit of the **Anti-Money Laundering Authority (AMLA)** for preliminary discussions regarding a potential WA. With regards the **European Labour Authority** (ELA), a first meeting between ELA's and Europol's negotiation stakeholders (involving Legal, Policy and Security Risk Management) took place on 18 November to review the draft WA and prepare the approval procedure before each Agency's MB. The draft WA with the **EU Agency for Asylum** (EUAA) was under preparation at the end of 2025.

Finally, the **first Europol Strategy on cooperation with Private Parties** as well as the proposals for reporting criteria and related indicators, were adopted by the MB at its meeting in June. The goal of the Strategy is to support the MS in preventing and combating serious organised crime and terrorism through better and stronger cooperation with private parties, strengthening Europol's facilitator role in relation to cooperation with Private Parties and making full use of the possibilities stemming from the amended Europol Regulation.

Activity 8. Governance, support and administration



During the reporting period, the Europol **Diversity & Inclusion** (D&I) Advisory Group (AG) continued to coordinate and monitor the implementation of the D&I Strategy. On 20 February, the D&I AG participated in the Fundamental Rights Conference, organised at Europol, emphasising the initiatives taken within the organisation to achieve diversity at corporate level, as well as the processes that enable staff composition to reflect the communities that law enforcement serve. In March, several internal initiatives took place in recognition of International Women's Day. On 4 June, the D&I AG attended, for the first time, the EU Agencies Network (EUAN) D&I Working Group meeting. In line with the Implementation Plan of the D&I Strategy, a dedicated D&I page was launched on Europol's website, for external stakeholders to consult.

In October 2025, Europol launched the **Women Leadership Development Programme**, aimed at strengthening Europol's internal leadership pipeline with a view to enhancing gender balance in management positions. On 10 October, the Europol Diversity Day 2025 took place. Coinciding with the World Mental Health Day, the event aimed to encourage staff members to reflect on their mental health and wellbeing, and to explore ways in which Europol can continue to be an inclusive workplace that supports mindfulness, wellbeing, and digital balance.

Europol's **Fundamental Rights Officer** continued monitoring Europol's compliance with fundamental rights with respect to internal and external processes, including the weekly monitoring of guest officers' activities. Other activities included targeted training activities for staff and senior management, the assessment of working arrangements and engagement with TP, advice on fundamental rights compliance in the innovation domain, including on AI and interoperability, as well as coordination with FRA, and with the fundamental rights officers of EUAA, Frontex and CEPOL.

On 20–21 February, experts from LEAs, academia, and non-governmental organisations convened at Europol for the **first Fundamental Rights Conference**. The event gathered over 130 participants from 25 EU Member States and 11 non-EU countries, along with representatives from EU agencies. Held under the theme "Fundamental Rights at the Heart of Policing," the conference provided a platform to examine how fundamental rights can improve operational responses and reinforce the overall accountability of police and law enforcement authorities.



Concerning Europol's financial management, in 2025, Europol achieved a **budget commitment rate** of 99.9%, the same as in 2024, with a payment rate of 88.6% (89.4% in 2024). The % of **late payments** remained well below the 5% ceiling and was, at the end of the year, at 1.5% in terms of value of the payments (0.7% at the end of 2024). At the end of 2025, the **vacancy rate** was 1.1% (1.2% in 2024). When it comes to **gender balance**, female representation remains stable at 33% (same as at the end of 2024).

In 2025, Europol's **Strategic Planning and Monitoring** team participated, in the context of the EU Agencies' Performance Development Network (PDN), in two working groups: "Flexible Allocation of Resources" with the focus on efficiency gains strategies, and "CAAR and SPD (Single Programming Document) guidelines review", aiming at further streamlining and improving the governance documents of the agencies. During the reporting period:

- The draft Programming Document 2026-2028 was adopted by the MB in January 2025, and submitted to the European Commission, the Council, the Parliament, and to the JPSG.

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- The Annual report on information provided by MS in 2024 in accordance with Article 7(11) ER was shared with the MB at its meeting in June, and submitted to the European Commission, the Council, the Parliament and the JPSG.
- The Consolidated Annual Activity Report 2024 was adopted, without observations, by the MB in June and submitted to the European Commission, the Council, the Parliament, and the JPSG.

During 2025, Europol also provided input to DG HOME on the status of implementation concerning the amendments to the Europol Regulation which entered into force in June 2022. The input provided, informed the evaluation performed by the European Commission under Articles 68(3) and 68(1) of the Europol Regulation.

Between 25 and 29 August, Europol hosted the 2025 **Europol Summer School**, bringing together 34 LE Officers from 16 different MS. Over 30 staff members delivered presentations showcasing their respective units, products, and services. Topics covered ranged from Information Exchange and Criminal Analysis to Operational and Financial Support, Cybercrime, the Innovation Lab, Europol's work on Interoperability, as well as Europol's Strategic Planning and Monitoring, including the Europol User Survey.

On 23-24 September, Europol organised the annual **European Police Chiefs Convention** (EPCC) at its HQ, with more than 400 police chiefs and senior LE officials from 53 countries and 13 international organisations. This annual event brought together the heads of national police organisations, customs administrations, representatives from the EC, and international partners to discuss the most pressing threats to security in Europe. Two panels held during the event – Crime-as-a-service and Follow the Money – highlighted how criminals are exploiting digital technologies in both violent and financial crime, and how to address these threats internationally. The annual **Europol Excellence Awards in Innovation** were presented to initiatives that demonstrate outstanding creativity and effectiveness in tackling emerging threats, including digital crime, financial crime, and the protection of vulnerable populations. LEAs from Portugal, Germany and Norway were honoured for their initiatives in three categories: Ethics, D&I, Innovative Operation and Technical Innovation.

In the area of **Corporate Security**, Europol's revised **Anti-Fraud Strategy**, based on a fraud risk assessment carried out at the beginning of 2025, was adopted by the MB at its June 2025 meeting. In December 2025, the MB approved the Europol Cybersecurity Plan 2026-2027. The proposed plan, which includes measures to be implemented during 2026 and 2027, and would afterwards be subject to a review every two years, is the final deliverable required under Article 9 of the Regulation (EU) 2023/2841 on cybersecurity for Union institutions, bodies, offices and agencies.

During the reporting period, the Events Office supported the organisation of several **high-level visits and events**; among these, the visit of His Majesty the King of the Netherlands at Europol, on 24 January.

The implementation of the **Strategic Housing Roadmap** (SHR) continued during the reporting period. On 8 April 2025, a bilateral meeting between Europol and the Ministry of Justice and Security took place while the SHR Administrative Board between Europol and the Host State met on 23 May 2025. The SHR Programme Board took place on 27 May 2025. The purpose of these meetings was to pursue short-term workplace solutions, incorporating the updated Housing Analysis 2025-2045, and further elaborating on the new development initiative of a second headquarters (HQ2).



Regarding temporary housing solutions:

- On 18 December 2025, the Host State and Europol signed the extension of the lease of the **Temporary Satellite Building (TSB) 1** until 31 December 2026.

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- The development of **TSB2** was ongoing at the end of 2025 and delivery is now foreseen for Q2 2026.
- With the TSB1 lease expiring on 31 December 2026, work is ongoing to ensure that office building **TSB3** is delivered by that date to ensure business continuity. At the end of 2025, the completion date of TSB3 was forecasted for Q3 2026.
- The initiation phase of a **TSB4** is in progress to accommodate additional workplaces and meeting rooms and to free space in the HQ to be used for operational purposes.

With regard to the **permanent workplace solutions**, progress with the construction process of the **Mid-Term Housing Solution** (MTHS), the Plank Floor Slabs (PFS) in the HQ, depends on the full operational availability of TSB3. The strengthening process of the PFS of the Main Equipment Room - MERs (Data Centres) in the HQ was initiated by the Host State and the construction works were foreseen to start in Q2 2026.

The preliminary design for the **Low-Rise** of the building which will accommodate the new **Medical Centre**, and the **Gym & Fitness facilities**, after relocation from the HQ, was completed in May 2025 and the forecast delivery is Q2 2027. With regard to the **Long-Term Housing Measures**, the written procedure on the endorsement of the search criteria for a new HQ2 was concluded by the Host State and Europol in April 2025. The Initiation Phase of the project for the establishment of the permanent expansion had started and was in progress at the end of 2025.

Part II. Management

2.1. Management Board

Pursuant to Article 9 of the Europol Regulation, the **Management Board** (MB) constitutes, along with the Executive Director, the administrative and management structure of Europol. The MB is comprised of representatives of all European Union Member States and of the Commission in order to effectively supervise Europol's work. Denmark, which does not take part in the Europol Regulation, is represented in the Board in an observer capacity. As the **Agency's primary governance body**, the MB is entrusted with key strategic and oversight functions under the Europol Regulation. Amongst others, the MB is responsible for setting Europol's multiannual and annual priorities and for adopting Europol's annual budget, Europol's consolidated annual activity report, and Europol's internal rules and regulations in several areas, all instrumental to ensuring the compliant and smooth functioning of the Agency. Further, the MB provides overall strategic guidance in any matter relevant to Europol's governance, capabilities and operations, and oversees the implementation of Europol's tasks. Pursuant to the Europol Regulation, the MB takes decisions by simple majority, except for specific matters requiring a two-thirds majority, with each MB member having one vote. Based on a long-standing established practice, the MB effectively operates on a consensual basis amongst its members. The MB elects a Chairperson and a Deputy Chairperson from within the group of three Member States that have jointly prepared the Council's 18-month programme. They shall serve for the 18-month period corresponding to that Council programme. The MB Chairperson, supported by the MB Secretariat, is responsible for the efficient operation of the MB in the performance of its functions and activities.

In 2025, the MB held four ordinary meetings and one topical meeting dedicated to planning matters. Two ordinary meetings were held at Europol's Headquarters and two were hosted by the respective Presidencies of the Council of the EU, namely Poland and Denmark. The **MB Working Groups** on Information Management (WGIM) and on Corporate Matters (WGCM) met four times each. Out of such eight meetings, four were held online with the primary goal to contribute to Europol's sustainability objectives while enhancing accessibility and flexibility for the WG delegates and experts.

In the context of the scrutiny of Europol's activities by the European Parliament together with national parliaments, the MB Chairperson presented the activities of the MB to the February and November 2025 meetings of the **Joint Parliamentary Scrutiny Group** (JPSG).

Further, pursuant to Article 14(4) of the Europol Regulation, the JPSG attended, in an observer capacity, two MB meetings, in June and December 2025 respectively, for matters of strategic and political interest. On both occasions, the JPSG was represented by one of its Co-Chairs.

Annex X to the CAAR outlines the main decisions taken by the MB at each meeting and the main topics discussed. Furthermore, Annex X includes a list of the main decisions taken by the MB through written procedure.

2.3. Budgetary and financial management

2.3.1. Revenue

The revenue of Europol is almost fully covered by the Regular Contribution from the EU (fund source IC1), amounting to € 247.3M of Commitment Appropriations⁶ (CA) and € 246M of Payment Appropriations⁷ (PA) in 2025. The budget was further amended in December 2025 to

⁶ Commitment appropriations cover the total cost, in the current financial year, of the legal obligations entered into for operations to be carried out over more than one financial year. This type of appropriation constitutes the upper limit of expenditure, which can be committed during the financial year.

⁷ Payment appropriations cover expenditure arising from commitments entered into during the current financial year or preceding years.

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€ 235.6M of CA and € 233.5M of PA in relation to the late adoption of the Regulation (EU) 2025/2611 of the European Parliament and of the Council of 16 December 2025 amending Regulation (EU) 2016/794 as regards the strengthening of Europol's support and enhancing police cooperation, for preventing and combating migrant smuggling and trafficking in human beings⁸. The amended revenue also reflects the updated payment appropriations (PA) for Grants related to EMPACT and OTFs, for which an originally planned revenue of € 0.8M was not needed in 2025. The € 233.5M of PA represents the amount of cash needed in 2025 as the main financial source of revenue (European Union contribution) under fund source IC1, which was fully established and cashed by the end of the year.

An amount of € 2.7M was established as internal assigned revenue (fund source IC4/IC41) of which € 2.3M was also cashed (received). This cashed revenue was linked to expenditure budget items and the outstanding amount (non-cashed recovery orders) of € 474K was carried over to 2026⁹.

External assigned revenue (fund source IR1/IR11) was amended for an amount of € 7.6M, relating to various agreements with the European Commission and other agencies and for an amount of € 5.5M relating to the contribution to Europol from the Kingdom of Denmark¹⁰ for the budget year 2025, which was fully cashed. Also included in the revenue cashed under fund source IR1/ IR11, was an amount of € 49K relating to the Europol Pension fund.

2.3.2. Expenditure¹¹

The outcome of the main financial performance indicators for 2025 is as follows:

- The implementation of CA was 99.9% or € 235.3M, same rate and € 15.2M above 2024.
- The overall PA rate (which takes into account the budget related to PA of € 233.5M) was 88.6% or € 206.9M, +0.8pp and € 12.1M above the same period in 2024.
- The cancelled PA for Differentiated Appropriations (DA)¹² grants, amounting to € 0.9M, not implemented, lapsed at the year end and was incorporated in the final budget result.
- The cancelled CA for Non-Differentiated Appropriations (NDA)¹³, amounting to € 286K, not used, was incorporated in the final budget result.

Title 1 – Staff related expenditure

The Budget under Title 1 amounted to € 137.2M with an implementation rate for commitments of 100% (€ 12.2M more than 2024) and for payments of 99% (€ 11.3M more than 2024).

⁸ Amending Budget III 2025 - Proposal for adjustment of the Europol Budget 2025 due to the late adoption of the LFS-AMS - Cover Note and Amending Budget III 2025 - Proposal for adjustment of the Europol Budget 2025 due to the late adoption of the LFS-AMS – Accounts.

⁹ Out of this amount, € 405K (IC41) relates to the grant pre-financing paid to the Agency for European Integration and Economic Development, which was declared insolvent in 2022. Europol's claim was accepted by the Commercial Court of Vienna in 2022, but the outcome and likelihood of this claim being settled remains unclear.

¹⁰ Following the application of the Europol Regulation on 1 May 2017, Denmark is regarded as a third country with respect to Europol. This is a consequence of the application of the Protocol on the position of Denmark annexed to the Treaty on the Functioning of the European Union (TFEU), under which the Kingdom of Denmark does not take part in the adoption of measures pursuant to Title V of Part Three of the TFEU and such measures are not binding upon nor applicable in Denmark. The Agreement on Operational and Strategic Cooperation between the Kingdom of Denmark and Europol ("Denmark agreement") was signed on 29 April 2017 with the purpose to establish cooperative relations.

¹¹ Apart from Chapter 39, all other appropriations are non-differentiated (NDA), meaning that the commitment and the payment appropriations are of the same amount and comply with the principle of annuality (an annual nature). Europol uses differentiated appropriations (DA) only for Grants, for multiannual activities for which funds are fully committed in the first year, while payments follow in subsequent years.

¹² Differentiated appropriations (DA), as opposed to non-differentiated appropriations (NDA), are divided into commitment appropriations and payment appropriations. Operations extending over more than one financial year have a deadline attached, i.e., a date by which the relevant projects must be completed.

¹³ In contrast to DA, NDA have the same budget for commitment appropriations and payment appropriations because all payments made in a given year relate to expenditure arising from commitments and legal obligations entered into during the same financial year.

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€ 1.9M was carried over to 2026 as PA to cover existing commitments, which represented 1.4% of the budget under Title 1. The budget carried over was mainly related to other external services, supplementary clerical and interim services, training of staff and medical services.

An amount of € 9.8K of the actual budget remained unused and lapsed. Considering the full year, a total of € 4.9M or 3.5% of the Initial Budget in Title 1 was transferred out; the budget was further amended down by € 0.5M, as the late adoption of Regulation (EU) 2025/2611 did not allow for the implementation of the related budget in 2025.

Title 2 – Other administrative expenditure

The Budget under Title 2 amounted to € 13M with an implementation rate of 99.5% (€ 0.2M more than 2024) and for payments of 64.8% (€ 0.4M less than 2024).

An amount of € 4.5M was carried over to 2026 as PA to cover existing commitments, which represented 35% of the budget under Title 2. In this area, the payment implementation for building-related expenditure is slower as it requires the involvement of (sub)contractors before the Host State can issue invoices. This results in high amounts carried over each year. Other areas which generated some carryovers were security services, Management Board and Working Groups meetings, and some utilities and cleaning expenditure.

An amount of € 65.4K of the budget remained unused and lapsed.

As a result of all transfers made during the year, the Title 2 budget increased by 1.1%, or € 145K, versus the initial budget. There were no amendments made on the budget of this Title related to the Regulation (EU) 2025/2611.

Title 3 – Operational activities

The CA under Title 3 amounted to € 85M, with a rate of implementation of 99.8% (€ 2.9M more than 2024) and a payment rate of 75.9% (€ 12.1M more than 2024). As mentioned above, in Title 3, the payment rate takes into account the budget for PA, which was € 83.1M in 2025.

An amount of € 210K remained available at the end of the year and lapsed.

An overall amount of € 18.9M (excluding grants) was carried over to 2026, representing 22% of the budget available under Title 3. This was € 2.7M more compared to 2024. Areas with carry-over amounts were mainly, but not exclusively, operational ICT expenditure, meetings, operational training, deployments and missions.

During the year, the Title 3 budget was increased overall by +€ 4.7M or +5.2% versus the initial budget. The budget was amended down by € 11.3M due to the delayed adoption of Regulation (EU) 2025/2611.

2.3.3. Implementation of appropriations carried over to 2024 (C8)

The carryover of PA to 2025 for NDA came to a total of € 21.2M, to cover existing commitments established during 2024. The final implementation amount was € 20M, with an implementation rate of 94%. The cancelled commitments amounted to 6%. A total of € 1.3M was not used and was therefore incorporated in the final budget result. The unused funds relate to the following:

- € 95K for Title 1, which represented 9% of the amount carried over under this Title (€ 1M) - mainly related to other external services and Interim Services.
- € 249K for Title 2, which represented 6% of the total amount carried over under this Title (€ 4M) - mainly related to other building related expenditure, water and energy costs, legal expenses and MB and Working Groups (WG) meetings.
- € 921K for Title 3, which represented 6% of the amount carried over under this Title (€ 16.2M) - mainly related to ICT expenses, meetings and missions.

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2.3.4. Implementation of assigned revenue (C4, C5 and R0)

With regard to the implementation of internal assigned revenue, there is a distinction between funds established in 2025 (fund source C4) and funds carried over from 2024 (fund source C5).

C4: This type of revenue relates to refunds and other revenue, such as repayments, tax reimbursements, revenue from third parties, unspent pre-financing by Member States etc. During 2025, an overall amount of € 2.3M was cashed and inscribed to budget C4, mainly in the areas of EMPACT grants (€ 0.6M), OTF grants (€ 0.5M), Missions (€ 0.5M) and ATLAS grants (€ 0.5M). An amount of € 0.7M (32.7%) was committed in the areas of EMPACT (€ 0.4M) and OTF (€ 0.3M) however not paid by the end of 2025.

C4 funds for both EMPACT and OTF were used in order to be able to continue supporting the Member States with operational grants where regular C1 and C5 funds were already depleted. The remaining available funds of € 1.5M of CA and € 2.3M of PA were automatically carried over to the next year as C5, for further implementation. In addition, the open commitment of € 13.5K was carried forward to C8 funds.

C5: The C5 budget relates to cashed and unused assigned revenue from the previous year (under C4 funds). Appropriations carried over from 2024, amounting to € 2.2M, were carried over to fund source C5 for further implementation in 2025, mainly in the areas of basic salaries (€ 0.7M) and Grants (€ 1.3M). The implementation of CA came to € 2.2M or 99.9%. Payment implementation reached 97.7%: € 52K remained unpaid at the end of the year and carried over to fund source C8 in 2026.

R0: With regard to the implementation of external assigned revenue, there is a distinction between the funds established in 2025 (e.g., new agreements) and the funds from before 2025 for which the implementation continued into the year. Part of the funds included in fund source R0 refer to Grants which are usually committed and spent within a multi-annual period. The amount carried over in respect of R0 includes also non-committed amounts to be used in future years.

External assigned revenue included in the budgetary accounts came to € 15.2M, of which € 8.3M was carried over from 2024 and the remaining € 6.9M was established and cashed in 2025. The commitment rate came to 76% and the payment rate to 64%. The available appropriations of € 5.4M were carried over. The external assigned revenue was implemented for the following activities:

- Title 1: Following the agreement between Europol and Denmark, a contribution amounting to € 5.5M was received in 2025 and was fully implemented, while the budget for the Pensions under the Europol Convention had limited implementation and the amount of € 1.5M was carried over together with € 141K open commitments carried forward to 2026.
- Title 3: The actual budget 2025 was € 8.1M of which € 6.8M was carried over from 2024 and the rest was cashed during the year for several agreements, EUIPO (€ 1M), H2020 Starlight (€ 215K), and refunds for EAP and SIRIUS Grants. At the end of December, the committed budget for all agreements was € 5.8M (rate of 72%) and the payment reached € 4.2M (rate of 51%). The available budget (amounting to € 4M) was carried over to 2026 for the continuation of the Grants implementation, together with € 1.7M open commitment carry forward to 2026.

2.3.5. Appropriations carried over to 2026

With regard to the carryover of appropriations from 2025 to 2026, there is a distinction between the funds corresponding to carry over of payment appropriations and carry over of commitment appropriations. All appropriations have been carried over in accordance with Article 12 of the Europol Financial Regulation.

European Union contribution 2025 (fund source C1 to C8)

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An amount of € 25.4M of PA was automatically carried over to 2026 from fund source C1 to C8 covering commitments made during 2025. This represents 11% of the overall budget PA of € 233.5M. Out of the amount carried over:

- € 1.9M concerned Title 1 (Staff), which was 1.4% of the total budget PA in Title 1 (€ 137.2M), mostly relating to the consultancy services for the Strategic Housing Roadmap (SHR) program, as well as various external services such as supplementary clerical and interim services, training of staff and medical service.
- € 4.5M concerned Title 2 (Administrative Expenditure), which was 33.6% of the total budget PA in Title 2 (€ 13.1M), mostly relating to the building and utilities-related expenditure, security equipment and services, the Management Board activities, cleaning and other external consultancies.
- € 18.9M concerned Title 3 (Operational Expenditure) of NDA, which was 25.5% of the total NDA Budget in Title 3 (€ 74.3M), mostly relating to ICT operational expenditure and other operational activities.

Internal assigned revenue (fund source C4 to C8)

An amount of € 14K was automatically carried over to 2026 from fund source C4 to C8 in Title 2 in relation to the open commitment from 2025.

Internal assigned revenue (fund source C5 to C8)

An amount of € 52K was automatically carried over to 2026 from fund source C5 to C8 in Title 2, in relation to the open commitment from 2025.

Internal assigned revenue (fund sources C4 to C5)

An amount of € 1.5M of CA and € 2.3M of PA under fund source C4 were carried over to fund source C5, to be used for the implementation in 2026.

External assigned revenue (fund source R0 to R0)

An amount of € 5.4M for external assigned revenue were carried over to 2026 in order to cover € 1.7M of open commitments carried forward (CF) from 2025 and the remaining amount of € 3.6M is available for new commitments.

The carried over appropriations to 2026 related to:

- € 1.5M - Europol Pension Fund;
- € 1.4M - contribution agreement for EMPACT EaP2;
- € 0.3M - contribution agreement for SIRIUS phase3;
- € 8K - grant agreements related to Horizon 2020;
- € 237K - service level agreement for EUIPO IP Crime;
- € 0.8M - service level agreements with CEPOL;
- € 1.2M - contribution agreement for PERCI (related to Art.18 of the Digital Services Act).

2.3.6. Budget Transfers

Throughout the year, a total number of 55 transfers for fund source C1 were made, for a total amount of almost € 19M or 8% of the budget. In addition to this amount, the budget was

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amended down by € 11.8M in December 2025 due to the late adoption of Regulation (EU) 2025/2611¹⁴.

In Title 1 (Staff), a total of € 4.9M (or 3%) was transferred out due to savings realised as a consequence of a higher budgetary vacancy rate. The budget was amended down by € 0.5M in December, as part of the late adoption of Regulation (EU) 2025/2611.

In Title 2 (Other Administrative Expenditure), a total of € 145K (or 1%) was transferred in, due to additional needs in the Legal area, as well as additional expertise needed for the Strategic Housing Roadmap building project. In this budget Title there were no amendments made related to Regulation (EU) 2025/2611.

In Title 3 (Operational activities), a total of € 4.7M (or 5%) of budget was transferred in, to further support operational activities and Member States. At the end of the year, the budget was amended down by € 11.3M as part of the late adoption of Regulation (EU) 2025/2611.

All transfers were approved by the Executive Director in accordance with Article 26(1) of the of the Financial Regulation applicable to Europol, except for the transfer necessary to cover for the higher salary needs, which was approved by the Management Board in accordance with Article 26(2,4) of the Financial Regulation applicable to Europol.

2.3.7. Budget Outturn 2025

The overall budget result (surplus) for the financial year 2025 came to € 2.5M, which was € 1M less than in 2024. The surplus rate came to 1%, well below the 5% threshold for cancellation of total CA C1 and PA C8. The surplus included the following:

- € 286K of not committed and lapsed CA relating to the European Union contribution, for NDA in the 2025 budget;
- € 0.9M of not used PA relating to grants as DA in the 2025 budget;
- € 1.3M of not used PA, carried over from 2024 to 2025, which were not used and lapsed.

The exchange rate difference in 2025 was a loss of € 86.

2.3.8. Accrual rate

The accrual rate 2025 decreased to 25% (compared to 27% in 2024), with € 6.4M accrued (the amount of products/services already delivered in 2025, but not yet paid) and carry forward commitments of € 25.5M¹⁵.

2.3.9. Late payments

In 2025, Europol made a total of 4,012 payments; slightly fewer than in 2024 (4,136). When looking at the percentage of late payments by value, this went up from 0.7% in 2024 to 1.5% in 2025 (considerably under the ceiling of 5%). This was mainly the result of serious delays in the first and second quarters of 2025 due to long term absences. The number of payments being paid late increased from 3.4% in 2024 to 6% in 2025.

A total of € 1.4K (rounded) were paid to cover interest costs related to three late payments in 2025.

2.3.10. Procurement

The table below contains an overview of the different procurement procedures run by Europol in 2025, for contracts above € 15,000¹⁶:

¹⁴ EDOC# 1518403 Amending Budget III 2025 - Proposal for adjustment of the Europol Budget 2025 due to the late adoption of the LFS-AMS - Cover Note and EDOC# 1518427 Amending Budget III 2025 - Proposal for adjustment of the Europol Budget 2025 due to the late adoption of the LFS-AMS - Accounts.

¹⁵ For the purpose of calculating accruals, fund sources C1, C4 and C5 are used.

¹⁶ This overview does not include specific contracts/orders awarded under framework contracts. This overview does not include inter-institutional contracts. This overview includes only procurement procedures initiated by Europol and resulting in contracts.

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Type of procedure applied	Number of procedures resulting in contracts	Value (EUR)	% of total value
Open/ restricted	6	25,636,000	90.90%
Low / middle value	1	142,000	0.50%
Competitive with negotiation/ competitive dialogue	1	1,200,000	4.26%
Negotiated without prior publication of a contract notice based on points 11.1 (a) to (f) of Annex I of the FR	2	923,000	3.27%
Negotiated without prior publication of a contract notice based on points 11.1 (g) and (i) of Annex I of the FR	0	0	0%
Negotiated without prior publication of a contract notice based on points 11.1 (h), (j), (k), (l), and (m) of Annex I of the FR	1	300,000	1.06%
TOTAL	11	28,195,000	100%

Pursuant to Article 74(10) of the Financial Regulation (FR) applicable to Europol, each authorising officer by delegation must draw up a list of the negotiated procedures under points 11.1 (a) to (f) of Annex I FR, i.e., negotiated procedures without publication of a contract notice and, if the trend shows a significant increase of this type of procedures, to report on measures taken to reverse such a trend.

In 2025, the total number of negotiated procedures under points 11.1 (a) to (f) of Annex I FR was comparable to the average of the last four years. The value of the contracts awarded under points 11.1 (a) to (f) of Annex I FR in 2025 was much lower than the average of the previous four years (as outlined in the table below).

Year	Number of procurement procedure under points 11.1 (a) to (f) of Annex I FR	Value in Euro	Proportion (%) of the yearly value of awarded procedures
2021	1	405,000	0.69%
2022	1	411,000	2.65%
2023	4	25,898,811.88	85.11%
2024	2	114,000	0.09%
<i>Average 2021-2024</i>	2	6,707,203	22.13%
2025	2	923,000	3.27%

In addition, point 3.2 of Annex I FR stipulates that the negotiated procedures under points (g) (building contracts) and (i) (contracts to be declared secret) of point 11.1 shall be included/annexed to the Consolidated Annual Activity Report. The other grounds of negotiated procedures referred to in points 11.1 (h), (j), (k), (l), and (m) of Annex I FR are subject to separate publication (i.e., publication in the Annual List of Contractors on Europol's website). Therefore, these procedures are not included in this report.

In 2025, the following contracts were concluded under points 11.1 (a) - (f), (g) and (i) of Annex I FR:

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Point of Annex I to the FR	Brief indication of the circumstances justifying the use of procedure	Subject of the tender	Procedure ref.	Maximum value (EUR)	Contractor
point 11.1 b	Where the works, supplies or services provided only by a particular economic operator for technical reasons or for reasons connected with the protection of exclusive rights	Basic Subscriptions for Europol's portable radios	EUROPOL/2024/NP/0005	267,000	Entropia Critical Concepts BV
point 11.1 e	For new services consisting in the repetition of similar services or works entrusted to the economic operator to which the same contracting authority awarded an original contract	Additional catering services	EUROPOL/2025/NP/0011	656,000	Vermaat Bedrijfshoreca B.V.

Pursuant to Article 163(3) FR, publication of certain information on a contract award may be withheld where its release would impede law enforcement or otherwise be contrary to the public interest, would harm the legitimate commercial interest of economic operators or might prejudice fair competition between them. Europol did not identify any reason to withhold information based on Article 163(3) FR.

2.3.11. Cost and benefits of internal controls

To measure the **cost effectiveness of controls**, Europol assessed their **benefits**, level of **efficiency** and their **cost**.

With respect to benefits, the system of internal controls ensures the compliant, cost effective and efficient implementation of the budget entrusted to Europol, the mitigation of risks, and the achievement of corresponding objectives, including the compliance and reporting objectives. Europol's activities are subject to oversight, supervision and scrutiny to ensure the Agency delivers on its mandate in a compliant way.

Since Europol became an EU Agency, the ECA has issued an unqualified audit opinion on the reliability of the accounts and on the legality and regularity of the transactions underlying the accounts. The ECA observations concerning the previous financial years were addressed by the end of 2023 and to date there are no reservations with respect to the annual accounts for 2025. The European Parliament granted the Executive Director discharge on the implementation of the budget for each financial year, to date.

The established controls resulted in an adequately reduced risk of financial fraud, including based on the implementation of Europol's financial model and Europol's revised Anti-Fraud Strategy, relying on clear guidance to staff on the expected behaviour, as well as, in particular preventive and detective controls, next to reporting mechanisms and measures for the prevention of conflict-of-interest situations.

There were no critical risks identified ad hoc and no major deficiencies regarding the effectiveness, efficiency and cost of controls (economy).

In 2025, the value of exceptions and instances of non-compliance concerning Europol's financial transactions was well below the 2% materiality threshold (i.e., 1.2%), the budget commitment implementation rate reached 99.9%, the payment rate was 88.6%, the vacancy rate was below the threshold of 2% (i.e. 1.1%), and the implementation of critical and very important recommendations was above target (i.e. 100% vs. 85%). Budgetary performance remained high in 2025, in particular concerning the budget outturn and carry-forward to 2026, as a result of thorough planning and monitoring.

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Concerning the **economy of controls**, the **overall cost of controls in 2025** represented **2.2%** of the **established revenue**. The ratio is considered reasonable to uphold a compliant financial model, while mitigating the risk of financial fraud, in particular in light of Europol's position as a law enforcement authority at EU level, the renewed mandate under the Europol Regulation and renewed Europol Strategy, the complexity of (operational) activities, the evolution of the budget and the number of establishment plan posts as well as other staff financed from the funds entrusted to Europol¹⁷.

The **calculation method** to estimate the cost of controls was developed based on the guidance of the European Commission and specific guidelines developed by the Internal Control Working Group of the Performance Development Network (PDN)¹⁸, while taking into account Europol's specific situation. To calculate the cost of control, the salary costs (based on the average full time equivalent costs for each concerned staff member) were included for ex-ante and ex-post control activities concerning the implementation of the established revenue of Europol. The salary costs were estimated for the activities for financial and operational initiation and verification as well as authorisation, budget planning and monitoring, procurement and grants management, next to accounting activities. In addition, external audit costs for 2025 were taken into account. Costs for information technology controls, planning and performance, maintaining the Internal Control Framework (ICF), internal assurance (e.g. data protection, internal audit and system accreditation) and anti-fraud measures, and so-called overhead costs (e.g. building related running costs, ICT administration) were not included.

Europol continues to closely monitor the development of the **cost ratio for internal controls**, also as part of the ongoing activities to digitalise the management of EU funds with the implementation of SUMMA, replacing the Accrual Based Accounting System (ABAC) as of 2027 at Europol.

2.4. Delegation and sub-delegation of the powers of budget implementation

In accordance with the provisions of Article 59(1) of the Europol Regulation and Article 39(1) of the Financial Regulation (FR) applicable to Europol, the Executive Director performs the duties as Authorising Officer (AO) for the implementation of revenue and expenditure of the budget assigned to Europol. In 2025, the Executive Director continued to delegate the powers of budget implementation to the Deputy Executive Directors, the Head of the Corporate Affairs Bureau and the Secretary of the Management Board (MB), and their alternates, for the budget allocated to their respective areas.

Sub-delegation for the implementation of revenue and expenditure requires prior agreement by the Executive Director, in accordance with Article 41(2) of the FR. The duties and responsibilities of the Authorising Officer (AO) including the Europol controls and checks for financial transactions also apply to Authorising Officers (AOs) by delegation or sub-delegation, who possess the necessary professional skills for the implementation of budget.

The implementation of the budget is performed following the **principles of sound financial management, transparency and segregation of duties**. Arrangements and internal controls are in place for the prevention and management of conflict-of-interest situations, as well as the identification and reporting of irregular and suspected illegal activity, including instances of financial fraud, supported by ex-ante and ex-post financial controls, next to the safeguarding of records of the underlying financial transactions. The delegations and sub-delegations are not governed by a time-limit and are amended/revoked based on business needs. They are subject to an annual validation of user access rights in the Accrual Based Accounting System (ABAC), performed by Europol's Internal Audit Capability (IAC), cross-checking whether these are in line with the delegations, tasks and responsibilities entrusted to staff.

¹⁷ Contract Agents (CAs) and Seconded National Experts (SNEs)

¹⁸ The PDN is a sub-network of the EU Agencies Network (EUAN).

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The delegations and sub-delegations are maintained as part of Europol's Financial Model, last revised in December 2025. The financial model delegations, summarised in the "Delegation Matrix" of Europol – approved by the Authorising Officer (AO) and available to all staff for internal transparency, are maintained and updated on a continuous basis, with a view to ensuring efficient, effective and compliant budget implementation. Financial actors receive dedicated training for the performance of their duties.

Monthly, quarterly and yearly financial monitoring and reporting mechanisms are in place. Instances of financial exceptions and non-compliance are logged in a central record and preparations for further centralisation of verification and operational initiation activities continued in 2025.

Concerning the performance of financial delegations for implementing the revenue and expenditure at Europol, there was no information identified which would have led to the initiation of an administrative inquiry by Europol's Internal Investigation Service (IIS) or an internal investigation by OLAF.

2.5. Human Resources management

2.5.1. Staff figures and Establishment Plan

The 2025 Establishment Plan had a total number of 791 Temporary Agents (TA) posts, with 37 additional posts compared to the 2024 Establishment Plan, in line with the adopted Budget 2025. Details on the implementation of the Establishment Plan are included in Annex V.

On 31 December 2025, the total number of staff employed by Europol was 964: 727 staff in Establishment Plan post (TA posts) and 237 Contract Agents (including 10 funded by grants/agreements); the number of non-Europol staff (Seconded Experts, Liaison Officers and staff of Liaison Bureaus, Interns and Contractors) was 788.

During 2025, 109 new staff joined Europol (79 Temporary Agents and 30 Contract Agents) while 86 staff left the organisation (60 Temporary Agents and 26 Contract Agents).

2.5.2. Main changes in HR policies

On 10 December 2025, the Management Board adopted the revised Rules for the selection, extension of the term of office and removal from office of the Executive Director and Deputy Executive Directors, in order to ensure their most efficient and transparent application (e.g., introducing the possibility for candidates to submit their applications via the e-recruitment system).

In 2025, the Executive Director adopted a revised decision on the implementation of the Management Board Decision laying down general implementing provisions on the conduct of administrative inquiries and disciplinary proceedings and on the exercise of related powers conferred on the appointing authority by the staff regulations and on the authority authorised to conclude contracts of employment by the conditions of employment. The main changes consisted of providing more clarity (i) as to who is competent for requests for assistance and (pre-)disciplinary proceedings and (ii) as to the fact that the competent authority also takes decisions based on investigations conducted by OLAF.

Additionally, the Executive Director adopted a new Decision on the Europol Medical Service and repealed the previous decision establishing such service in-house. Besides bringing this legal framework up to date, the decision also aimed at introducing certain elements such as the possibility of contracting an external doctor to carry out ad hoc and specifically defined medical services.

The rules governing the election of the Staff Committee were reviewed to streamline and improve the election process by introducing EU Survey, clarifying how to proceed when there are insufficient candidates, ensuring balanced staff representation, and standardising the submission of candidatures. These rules were adopted by the Staff General Assembly on 1 December 2025.

2.5.3. Implementing rules adopted in 2025

In 2025, the Management Board agreed with the application by analogy of the following implementing rules of the **Staff Regulations**:

- The new Guide to Missions introduced several key changes aimed at promoting sustainability, strengthening ethics, and improving clarity and stricter controls. It prioritises greener travel by favouring rail over air for short distances and encourages the use of public and green local transport. It reinforces ethical safeguards, especially for mission funded by third parties, through stricter conflict-of-interest declarations and limits on personal benefits. The revision also simplified and clarified certain procedures, including rules on long-term missions and daily allowances. Finally, it introduced stricter authorisations and financial controls, requiring clearer validation and cost estimates before travel is approved.

The following **implementing rules of the Europol Regulation** were adopted in 2025 by the Management Board:

- Decision of the Management Board of Europol of 10 December 2025 defining the Europol posts that can be filled only by staff engaged from the competent authorities of the Member States ("restricted posts") (insertion in Annex I of the post of the Executive Director, which shall thus be regarded as restricted post).

2.5.4. Vacancy rate

The vacancy rate at the end of 2025 was **1.1%** (727 in post and 52 appointment letters sent), while the target at year end is a vacancy rate of maximum 2%. The vacancy rate was calculated on the basis of an effective Establishment Plan of 788 TA posts. The 3 TA posts earmarked in reserve pending the adoption of Regulation (EU) 2025/2611, which could have been used only upon entry into force of the Regulation and therefore remained unavailable throughout 2025, have been excluded from both the Establishment Plan and the vacancy count.

Accordingly, the vacancy rate by end of 2025 was calculated against 788 TA posts that Europol was effectively able to use in 2025, rather than the 791 posts formally published in the Establishment Plan.

2.5.5. Gender representation

At the end of 2025, **female staff represented 33% of all staff** working at Europol and occupied 30% of established (TA) posts filled.

Women represented 21% of staff in Senior Specialist / Senior Analyst positions (i.e., 51 out of 241 staff in these posts), compared to 20% in 2024. The percentage of female staff members in Head of Unit and equivalent or higher positions was 18% (six staff members), compared to 21% in the previous year.

The aspect of equal opportunities for women and men is emphasised by Europol in all vacancy notices. This is also highlighted in the Europol Recruitment Guidelines, published on Europol's website.

2.5.6. Member States representation

The countries with the largest representation among staff were the Netherlands, Spain, Romania, Greece, Italy, France, Germany, Portugal and Belgium.

Comparing Europol's staff nationality share to the EU MS population share, Germany, France, Poland and Italy are underrepresented while Greece, the Netherlands, Romania, Portugal and Bulgaria are overrepresented.

Detailed graphs can be found in [Annex V-d](#).

2.5.7. Annual Assessment and reclassification

The Annual Appraisal Exercise 2025 was launched on 9 January 2025 and closed on 11 April 2025, with a completion rate of 87%, the same as in the previous year.

Europol's Reclassification Exercise 2025 was launched through an Administrative Notice published on 13 May 2025, following the closure of the Annual Appraisal Exercise 2025.

The budgetary limit for the Reclassification Exercise 2025 was set at a maximum of 25% of eligible Temporary Agent staff and 25% of eligible Contract Agent staff, taking into account the Staff Establishment Plan, the budgetary resources available and the need to respect the multiplication rates for guiding average career equivalence as regards Temporary Agent staff or the average time spent in the grade for Contract Agent staff.

The exercise was completed on 10 November 2025 and the total number of staff reclassified was 115 (80 Administrators (AD), 1 Assistant (AST) and 34 Contract Agents (CA)), which is 11.9% of the staff population (posts filled at year-end).

2.6. Internal audit management

2.6.1. Internal Audit Capability (IAC)

The IAC completed the following engagements in 2025:

- **Review of the implementation of recommendations issued by the IAC during the period 2018-2023**

In 2025, the IAC assessed the implementation of recommendations issued between 2018 and 2023. Of the eleven recommendations that had remained open and the ten issued in 2023, fifteen were fully implemented to mitigate the identified risks (representing a 71% implementation rate of the recommendations reviewed in this exercise); two remained ongoing, three were partly implemented and one was no longer intended for implementation. The fully implemented recommendations delivered notable benefits, including the formalisation of the process for mobile forensic support during on-the-spot deployments, the revision of the Policy on Fixed Assets, the formalisation of training evaluations to assess the quality of learning and development interventions attended by staff; the review and update of standard operating procedures at the 24/7 Operational Centre; the improved ICT budget management following the appointment of a Budget Coordinator for the ICT budget and the strengthening of budget forecasting. These outcomes demonstrate that the implementation of IAC's recommendations has led to tangible improvements in risk management and strengthened operational effectiveness.

- **ISO 14001:2015 internal audit of Europol's Environmental Management System (EMS)**

In line with ISO 14001:2015 requirement 9.2.1, Europol is required to carry out internal audits of its Environmental Management System at planned intervals and at least annually. To meet this requirement, the IAC is tasked with conducting this audit. Based on the 2025 audit findings, the IAC concluded that EMS-related activities at Europol are conducted in a controlled manner and comply with the requirements of ISO 14001:2015 and the EMAS Regulation. Nevertheless, the IAC identified two observations highlighting shortcomings requiring corrective action by the Agency.

- **Validation of user access rights granted in the ABAC and MobileXpense systems**

In accordance with the internal rules on the implementation of the general budget of the EU, the European Commission annually requests the Executive Director to validate that the user access rights granted in the ABAC system are in line with the delegations entrusted to the staff under her responsibility. The purpose of this audit is to provide reasonable assurance regarding the compatibility between the ABAC authorisations

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granted under Europol's financial rules and the actual responsibilities entrusted to its users, as well as the adequacy of the financial roles assigned under the Guide to missions and authorised travel and the relevant authorisations in the IT system managing the mission expenses of Europol staff (MobileXpense). The IAC concluded that the controls in place for the administration of delegations/nominations under the Europol FR were managed at a strong level, the controls for implementation of delegations in MobileXpense were managed at a strong level while the management of security authorisations in the ABAC system were managed at an adequate level. The IAC issued six recommendations and reviewed the implementation status of those issued in 2024.

Finally, the IAC completed a consultancy on the **workload management and resource allocation within Europol's Analysis Projects**.

2.6.2. Data Protection Function (DPF)

In 2025, DPF activities focussed mainly on **operational data protection matters**. The workload remained high *inter alia* due to prior consultations of the EDPS according to Article 39 of the Europol Regulation (ER) including the implementation of the changes introduced to the process, as a result of the amendment of the ER (2022). 2025 marked also the year when the first urgency procedure with the EDPS was launched under Article 39(3) ER.

In 2025, the DPF saw the highest increase in both case complexity and the number of consultations with the EDPS; in the course of 2025, Europol launched ten prior consultations with the EDPS.

In the course of 2025, there were also a number of **process and template modifications**. The Article 39 process description was updated to reflect on the changes introduced by the amended Europol Regulation. These changes were also respectively reflected in the update of the Data Protection Assessment Form, containing the updated DPIA Questionnaire template. Additionally, a complementary template was created, aiming to facilitate the 'urgency' assessment on the side of the data controller in an effective and efficient way, while considering and respecting all applicable data protection rules. The DPF participated intensively in the preparation of the first version of the process description for cooperation with private parties, advising on topics such as request intake, transfer to the operational environment, logging, data retention and onward transmissions and transfers.

Additionally, in 2025, the DPF provided actionable **guidelines** to data controllers not only when supporting the controller as part of specific processing operations, but also when raising awareness on the scope of application of the prior consultation mechanism at Europol. There was a dedicated awareness session delivered to staff of Operations and Capabilities Directorate (with almost 100 participants) aiming at raising awareness and providing guidance on the scope of the applicable provisions, the legal obligations as well as the requisite documentary requirements.

Over the reporting period, the DPF recorded a sustained increase in activity in the **administrative domain**, largely driven by the application of new internal procedures in place and the resulting data protection obligations under Regulation (EU) 2018/1725. A significant part of this workload related to the coordinated handling and implementation of recommendations stemming from EDPS inspection reports, carried out by the DPF in close cooperation with all internal stakeholders. In addition, the DPF remained regularly involved in work related to the implementation of ETIAS. In parallel, the DPF continued to handle a broad range of activities, including responding to inquiries, managing personal data breaches in the administrative area, and providing support in the context of policy reviews, software renewals and data protection arrangements with data processors.

During 2025, Europol received a total of 656 **data subject access requests**, representing an increase of approximately 36% compared to the previous year. The handling of these requests remained resource-intensive for the DPF. The higher number of requests led to an increased proportion of full hits in Europol's systems, which in turn resulted in higher number of

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consultation procedures with Member States and providers of data concerned, and the necessity for the DPF to conduct in-depth data protection assessments on the cases, in particular in relation to whether the proposed limitations to access constitute a necessary and proportionate measure in a democratic society with due regard for the fundamental rights and legitimate interests of the natural person concerned. This workload was further compounded by the need to follow up on on-going EDPS complaint cases and by the overall complexity of individual cases, requiring careful coordination to ensure timely and compliant responses.

In 2025, the DPF continued to foster the data protection culture within the organisation by **training** staff members as well as addressing external stakeholders by sharing knowledge and expertise. The newcomers' induction session reinforces the knowledge acquired with the e-learning module by focusing, among others, on data protection principles and processing purposes, data subject access rights, prior consultation process, personal data breaches, transfer of personal data to third countries and international organisations and data protection supervision. Throughout 2025, the DPF provided the induction programme on data protection to 355 participants.

In 2025, one **Guest Officer (GO) Data Protection Refresher training** was provided to ten guest officers already deployed at hotspots across Europe. The aim of the training was to provide a comprehensive refresh course of the main issues at stake concerning the processing of operational personal data in the context of the migration crisis and the hotspots, as well as the changes introduced by the amended Europol Regulation. The training focused on the applicable data protection regime and the specifics of hotspots data by emphasising human rights of asylum seekers and refugees as well as the specifics of the GO role in supporting national competent authorities. The training elaborated inter alia on operational data processing activities in the hotspots including referrals, queries of Europol systems and relevant analysis projects.

The DPF has designated a contact person for the Innovation Lab to provide data protection advice and support effective AI governance, ensuring compliance with the amended Europol Regulation in **research and innovation** - data protection consultation was specifically provided for the first research and innovation projects. Regarding AI, the DPF was specifically involved in the AI Committee's subgroup on compliance, contributing to the cataloguing and review of AI models that are in use at Europol.

The **Europol Data Protection Experts Network (EDEN)**, established in 2015, is a channel allowing the sharing of knowledge, best practices, events and projects all linked to data protection and cybersecurity in a law enforcement context. Each year, EDEN organises a conference featuring speakers and participants from law enforcement, the data protection community, private industries, NGOs, academia, and other interested sectors. To date, nine large-scale EDEN events have been held in The Hague (2016, 2018, 2020, 2022, 2024), Copenhagen (2019), Rome (2021), Madrid (2023), and Valletta (2025). Additionally, EDEN has hosted panels at the International Conference on Computers, Privacy, and Data Protection (CPDP) in Brussels every year since 2020; CPDP is one of the leading data protection and privacy conferences in Europe and around the world.

In 2025, the EDEN conference took place on 21–22 October at the University of Malta's Valletta Campus. The event was jointly organised with the Academy of European Law (ERA) and co-hosted by the Maltese Police Force and the University of Malta, and was attended by 180 participants, including data protection officers, law enforcement practitioners, policymakers, academics, and representatives from EU institutions. The theme of the event, "Red Light, Green Light! Reduce Complexity, Increase Speed, Defend EU Values", reflected the need to reconcile operational effectiveness in law enforcement with the protection of fundamental rights in an increasingly complex technological environment. Over two days, the conference explored how legal, ethical and technological frameworks can evolve to support operational efficiency without compromising the protection of personal data.

2.7. External audit management

2.7.1. Internal Audit Service of the European Commission (IAS)

In 2025, the IAS performed the risk assessment of Europol's governance and administrative processes for establishing the **Strategic Internal Audit Plan (SIAP)** for Europol for the period **2026-2028**. The SIAP 2026-2028 for Europol was issued in January 2026.

Work continued to implement the remaining 'important' IAS audit recommendations on **coordination and working arrangements with DG HOME and Information Management Strategy**. (Additional details in [2.8. Follow up of recommendations and action plans for audits](#))

2.7.2. European Court of Auditors (ECA)

Europol received a **positive audit opinion** on the financial implementation for the financial year 2024, namely on the **reliability of the annual accounts** as well as the **legality** and **regularity** of the underlying financial transactions in all material aspects¹⁹.

The ECA carried out the **regular financial audit** for the **financial year 2025** in November 2025 and January 2026, including a review of a sample of financial transactions and procurement measures. The report of the ECA on EU agencies for the financial year 2025 is expected to be published in Q4 2026.

2.7.3. European Data Protection Supervisor (EDPS)

On 21 January 2025, Europol had a strategic meeting with a senior EDPS delegation to discuss on-going data protection matters. At this meeting, Europol was informed that it could expect a more immediate and direct exercise of the EDPS' supervisory role. This was triggered by a court ruling of the EU Court of Justice²⁰, which underlines the obligation for a supervisor to intervene and take corrective action whenever an infringement is identified.

The EDPS conducted its annual inspection at Europol on 2-3 July 2025. The inspection was focussed on the following topics: Europol's access to SIS, facial recognition, transfers of personal data to third countries and international organisations, and transfers of personal data to Private Parties. The report of the inspection was not yet available at the end of 2025.

The report on the EDPS annual inspection of 2024 was issued on 10 February 2025. The inspection was exclusively focussed on the handling of (administrative) personal data by the Europol Medical Service. It contained 19 recommendations, of which 14 were deemed necessary by the EDPS to ensure compliance with the applicable legal framework. Europol considers that 12 of the recommendations from the inspection of 2024 were implemented in 2025. A formal decision from the EDPS on the closure of recommendations is expected in the course of 2026.

The EDPS has confirmed that 90% of the 150 recommendations from the period of 2017-2019 have been implemented. For the remaining recommendations, Europol has defined specific actions of which most are foreseen to be delivered in the course of 2026. For the recommendations from the annual inspections of 2021-2024, 68 in total, Europol considers that 51 have been implemented, while efforts to implement the remaining ones continue.

On 4 March 2025, the EDPS provided its Opinion on the draft MB Decision specifying Europol's procedures in relation to the ETIAS Watchlist. In this Opinion, the EDPS emphasized the need to further develop the criteria to assess whether entries are adequate, accurate and important enough to be entered in the ETIAS watchlist, and to include the requirement to re-consult the data provider as part of the review procedure whether the reasons for which the data were

¹⁹ https://www.eca.europa.eu/ECAPublications/SAR-AGENCIES-2024/SAR-AGENCIES-2024_EN.pdf

²⁰ CJEU Case C768/21 - Land Hessen

- <https://curia.europa.eu/jcms/upload/docs/application/pdf/2024-09/cp240149en.pdf>;
<https://www.mccannfitzgerald.com/knowledge/data-privacy-and-cyber-risk/case-c-768-21-land-hessen-data-protection-authorities-are-not-obliged-to-exercise-corrective-powers-in-all-cases-of-infringement>

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entered continue to apply. Having considered the EDPS opinion, the Management Board adopted the referred Decision on 15 October 2025.

Based on the EDPS' guidance concerning the implementation of joint operational analysis, the MB decided to amend its Decision further specifying procedures for the processing of information in accordance with Article 20(2a) of the ER. The MB Decision, adopted on 14 October 2025, was adapted to reflect a regime of joint controllership. As such, the set-up of Joint Operational Analysis Cases (JOAC) has been brought in line with joint controllership in accordance with the EDPS position and the legal requirements of Art. 86 of Regulation 2018/1725 (EU DPR). The JOAC Order, specifying for each case the modalities of the cooperation, was turned into a model containing provisions on the division of roles and responsibilities between Europol and Member States.

The EDPS visited Europol on 13 June 2025 and on 3 December 2025 to conduct on-site verifications in Europol's systems in the context of complaint cases relating to data subject access requests (DSARs). The DPF processes around 50 DSARs per month, of which on average 10% results in a full hit in the sense that Europol processes operational personal data concerning the data subject. The total number for 2025 was 656 DSARs. In only six cases, the data subject lodged a complaint with the EDPS. At the end of 2025, all six complaint cases were still pending.

On 27 November 2025, the EDPS issued its Decision on the inquiry into non-compliance with Article 39 of the ER, i.e., prior consultation of the EDPS regarding a new type of processing operation. This inquiry was announced in the report on the annual inspection of 2021 and launched in 2023. In its Decision, the EDPS found that Europol had infringed Article 39 Regulation 2016/794 for two of the three processing operations that were investigated. On the basis of this finding, the EDPS admonished Europol in accordance with Article 43(3)(d) of the ER for not having prior consulted the EDPS in line with Article 39 of the ER. For the third processing operation, the EDPS did not perceive an infringement of Article 39 ER. The EDPS did not initiate, nor announce, any new inquiry in 2025.

The EDPS has been designated as the competent market surveillance authority for the EU Institutions, Agencies and Bodies as regards compliance with Regulation 2024-1689 (AI Act). On 19 May 2025, the AI Unit of the EDPS visited Europol Headquarters to better understand the agency's operational reality and the use of AI tools. The visit offered a valuable opportunity to build an insightful mutual understanding of the respective roles, methods and orientation on AI.

In its role as the competent market surveillance authority, the EDPS had requested EU entities to report by 31 July 2025 on the review and findings of all AI tools deployed and under development for compliance with Article 5 of the AI Act (on prohibited AI practices). On 31 July 2025, Europol responded that it had completed the review of AI tools and found none to be prohibited according to the AI Act. Europol provided further remarks, notably constraints in the mapping of systems in relation to Article 5 and 6 (High-Risk AI systems) of the AI Act in a separate letter.

2.7.4. Independent external audit of the annual accounts

The aspect of the **reliability of the information provided in the provisional accounts 2025** was audited **by an external auditor** in March 2026, as provided for in Article 104 of the FR applicable to Europol. All audit activities performed in relation to the financial year 2025 serve as input to the ECA audit activities, with a view to expressing a formal opinion on the closure of the financial year 2025, for the final accounts, including the opinion of the MB, to be issued by 1 July 2026.

At the end of 2025, **no issue of a material nature had been identified in relation to the closure of the financial year 2025 by Europol**, and the **provisional annual accounts** were issued on time before the end of February 2026.

2.8. Follow up of recommendations and action plans for audits

In 2025, Europol diligently responded to the audit findings of various assurance providers. No audit findings graded as critical or very important were pending in relation to the IAS. Concerning the IAC recommendations at the end of 2025, while no critical recommendation was open, further implementation activities were on-going to implement the remaining three 'very important' recommendations, all of which are reliant on the implementation of the Europol case management application²¹.

Overall good progress was noted in relation to the **follow-up of IAC audit recommendations** with full implementation rate of critical and very important recommendations envisaged for 2025. The three pending 'very important' IAC audit recommendations are being implemented in line with the envisaged planning for 2026. In 2025, the IAC issued two audit reports containing two observations and six new recommendations graded as 'desirable'.

As part of the **audit for the financial year 2025**, the **ECA** also reviewed the actions to respond to the observations made for the previous year, which Europol had duly addressed already in 2023²².

The **ECA** also assessed the implementation of its recommendations made in the Special Report on Europol's support to Member States to fight migrant smuggling. The ECA concluded²³ that Europol has implemented fully and timely the recommendation to use all relevant sources of information and two of the three sub-actions to enhance data exchange between Europol and its partners, by increasing in particular interoperability efforts with national databases. On the way forward, realising mutual data exchange with Frontex is ongoing. Europol has also taken further steps to improve performance monitoring and reporting for the European Migrant Smuggling Centre (EMSC) activities, including by publishing in its annual reporting detailed information on the results of its support to Member States, including on dedicated annual performance indicators. Europol also developed a more comprehensive prioritisation process for highest priority operational activities, with respect to High Value Targets (HVTs).

In relation to recommendations issued by the **IAS**, one recommendation from the report on IM Strategy and Innovation Lab, namely to improve the uptake of key operational ICT tools and applications by Europol's stakeholders has been addressed. At the end of 2025, there were three open recommendations, from the audits on coordination with the European Commission (DG HOME) and Europol's information management strategy, all graded as 'important'. The implementation of the related actions is ongoing, in line with the action plan agreed with the IAS.

2.9. Follow up of observations from the discharge authority

The **European Parliament** (EP), based on recommendation by the Council, **granted discharge** to the Executive Director of Europol with respect to the **implementation of the budget for the financial year 2023**, during its plenary meeting of 7 May 2025.

Europol followed-up on the **discharge observations** and implemented actions concerning the observations made on financial performance, EMAS registration, and the ECA's observations made to Europol in the annual report. Further activities are ongoing concerning, for example gender diversity, talent management and retention. Europol provided an update to the EP concerning the **follow-up actions taken by Europol** in relation to the **EP's discharge decision** for the financial year 2023. The full report outlining the Europol specific as well as

²¹ Three 'very important' previously issued IAC recommendations have been assessed by the IAC, during the review initiated in 2025, as ongoing (1 recommendation) and partly-implemented (2 recommendations). These three recommendations are foreseen to be implemented in 2026 with the roll-out of the Europol case management. Since 2015, Europol had addressed 149, of the 152, 'critical' and 'very important' recommendations issued by the IAC.

²² Annex XII. European Court of Auditors (ECA) observations and follow-up

²³ <https://www.eca.europa.eu/en/publications/AR-2024>

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horizontal observations made by the discharge authority and Europol's response and measures taken is publicly available on the website of the Europol Parliament²⁴.

The discharge proceedings in relation to the financial year 2024 were well underway at the end of 2025.

2.10. Environmental Strategy

In line with Europol's strategic priority²⁵ of being the model EU organisation for law enforcement cooperation, Europol commits to its **Environmental Policy**. Europol recognises its responsibility for making a positive contribution to sustainable development and is committed to protect the environment, by limiting the environmental impact of its activities and to continuously improve its environmental performance.

Europol implemented an **Environmental Management System** (EMS) in 2018, which was certified against the ISO 14001: 2015 standard in 2021. The EMS contains the environmental governance structure and process landscape, the environmental performance data, the objectives and action plan, which give Europol the reliable and consistent methodology to measure and continuously improve the environmental performance of the Agency.

In February 2022, Europol obtained the **Eco-management and Audit Scheme** (EMAS) registration to further support Europol in its commitment to contribute to the EU Green Deal's main objective of a climate neutral Europe by 2050.

In 2025, Europol's fifth Environmental Statement was developed and endorsed by the external verifier. Following a successful external audit by the certification body in November 2025, and the verification of Europol's updated Environmental Statement, continued certification for the EMAS and ISO14001 standards was recommended.

Environmental performance

Europol has implemented a systematic approach for monitoring and reviewing its environmental performance on an annual basis. The Agency focuses on its performance in the following key environmental areas reflecting the scope of its activities, defined in line with the EMAS Regulation:

- Emissions (carbon footprint);
- Energy (energy efficiency);
- Water (water consumption);
- Waste (waste generation);
- Material (paper consumption); and
- Land use respecting biodiversity (biodiversity).

In addition to the environmental areas identified under the EMAS Regulation, Europol defined environmental performance indicators related to **green public procurement**, to fully cover the areas of its environmental impact.

In 2025, the EMAS actors reported the environmental data for 2024 and the Evaluation of Environmental Performance 2024 report was developed. The evaluation of Europol's environmental performance demonstrated that, in the majority of the environmental areas, Europol achieved the targeted performance, in some cases ahead of schedule. However, in terms of materiality, the key target, resulting from the decarbonisation strategy, had not been met in 2024, for the second year in a row. Europol aims to achieve a 55% reduction in absolute

²⁴ https://www.europarl.europa.eu/cmsdata/298682/Europol%20follow-up%20report_Discharge%202023%20v02.pdf

²⁵ Europol Strategy "Delivering security in partnership", Strategic Priority 6: Be the model EU organisation for law enforcement cooperation.

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emissions by 2030 compared to baseline emissions in 2018. The decarbonisation pathway outlines the target emissions levels for each year, including the target for 2024, ultimately leading to the long-term targeted reduction in 2030.

The results of the environmental performance are presented in [Annex IX](#).

Overview of actions

During the course of 2025, the following activities and products were finalised and/or initiated:

- **EMAS and ISO14001:2015 certification activities:** EMS Internal Audit 2025 (by Europol's Internal Audit Capability); Certification audit by the accreditation body (BSI) – ISO14001:2015; EMAS registration audit by the accreditation body (BSI); Renewal of EMAS Registration with the Dutch national body; Europol's 4th (updated) Environmental Statement (performance 2023) published and available for public on Europol website (in English and Dutch); EMAS and ISO14001:2015 certification audit.
- **EMAS process descriptions and the EMS documentation were updated** as deemed appropriate. In addition, the annual activities of the Plan-Do-Check-Act (PDCA) cycle of Europol EMS were duly performed, e.g., update of the register of applicable environmental legislation, the management review, and the internal and external audits. Both the environmental performance data collection for 2024 and the environmental performance evaluation were completed.
- **Monthly reporting on Business Travel for all Directorates** to support the monitoring of the carbon emissions and future annual carbon budget allocation, once the policy has been finalised. The monthly reporting serves as a tool to provide information on Europol's progress against the target of achieving the adopted Environmental Vision 2030.
- **Mid-Year Performance evaluation** – In 2025, an interim performance evaluation was conducted to address the carbon emissions management policy requirement and provide information on Europol's progress against agreed carbon budgets and, most importantly, against the target of achieving the adopted Environmental Vision 2030. The evaluation presented an assessment of the business travel performance for the first half of 2025.
- **Revision of the current decarbonisation absolute target:** Performance evaluations for 2023–2025 show a deviation from the 2030 trajectory and interim targets, mainly due to significant staff growth. However, emissions per employee decreased by almost 40% compared to 2018. As a result, the decarbonisation target review will establish an absolute reduction target for Scope 1 and 2 emissions, alongside intensity-based targets for Scope 3, aligned with Europol's evolving operational profile.
- **Recalculation of GHG emissions for the base year 2018:** Following a review of Europol's 2018–2024 emissions calculations and their verification against the GHG Protocol, the baseline year was revised. Key changes include discontinuing the nullification of natural gas emissions and incorporating previously omitted categories, such as commuting.
- **Extension of EMS Scope:** In line with the Strategic Housing Roadmap developments, an analysis was conducted to assess a potential extension of the EMS scope. The evaluation concluded that the Temporary Satellite Buildings (TSB1, TSB2, and TSB3) and the Low-Rise of the building which will accommodate the new Medical Centre, and the Gym & Fitness facilities should be included in the EMS scope as of the EMAS Perspective 2026–2028.
- **New 2026–2028 EMAS perspective:** With the 2023–2025 perspective concluding at the end of 2025, a new EMAS Perspective was developed to guide Europol's environmental efforts and support the Environmental Vision 2030. The new perspective incorporates the updated EMS scope and the KPIs for 2026–2028, including revised decarbonisation targets.
- **Offsetting surplus CO2 emissions:** In line with Europol's Environmental Vision, carbon offsets may be used to neutralise emissions that are difficult to reduce. In 2025, an offsetting

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project was launched, including a technical assessment of potential projects, and the identified carbon surplus has now been successfully neutralised.

- **Improvement Actions (EMAS Actors):**

- Energy efficiency: Replacement of 23 refrigerators in the HQ pantries;
WKO Energy Efficiency Improvement (ongoing since July 2025): Optimized heat extraction from the WKO wells, reducing heat taken compared to 2024 (July: -24%, August: -58%, September: -61%). Adjusted heat wheel controls of AHUs with JCI to improve seasonal heating efficiency. Result: Stabilized WKO system and reduced gas and electricity consumption, supporting overall energy management goals.
 - Strategic Housing Roadmap (SHR): HQ Biodiversity and Landscape Planning; Development of a landscape design and planting plan based on the approved Biodiversity Measure Decision Matrix, reviewed by all relevant disciplines; plan under review for adjustments, with final drawings to be included in the specifications to ensure environmental considerations and biodiversity measures are implemented.
 - Waste separation: on-site physical scan of generic waste followed by a waste separation campaign to ensure better waste separation.
 - Green Procurement: Signature of the inter-institutional procurement procedure for Sustainable procurement helpdesk organised by the European Parliament.
 - Sustainable Open Day & Summer Party: Reusing recycled plates and cups already purchased for previous events; Water in cans; Book exchange fair, to swap pre-loved books; Re-use of children activities materials from previous years; Distribution of paper boxes to collect leftovers and reduce food waste.
 - EPCC 2025: Booking fewer meals than the actual number of delegates to avoid food waste.
- **Awareness activities:** Awareness campaigns to promote energy, paper, water savings and waste separation rules; ECO-POL blog – daily environmental news; Communication and awareness raising activities and articles on Europol Intranet.

Part III. Assessment of the effectiveness of the internal control systems

3.1. Effectiveness of internal control systems

3.1.1. Europol Internal Control System

Europol continuously monitors the **effectiveness of the Internal Control System (ICS)** through the regular performance monitoring framework and using both qualitative and quantitative measurements, as an integral part of the annual planning and performance reporting cycle.

Europol monitors quarterly the performance of 76 internal control indicators, including targets, for each of the 17 internal control principles. Measurements also comprise of identified instances of non-compliance, strengths and weaknesses reported internally as well as potential internal control deficiencies including from audit findings and recommendations, the application of Europol's ethics framework, and the monitoring of the implementation of the Anti-Fraud Strategy.

Europol assesses the effectiveness of its ICS in line with the Internal Control Framework (ICF). The assessment is carried out at principle and component level and the ICS as a whole. Based on the analysis of the results at component level, Europol assesses whether the components are operating together in an integrated manner. The conclusions on the assessment of the internal control system are outlined in [section 3.2 below](#).

3.1.2. Risk management

At Europol, a risk is defined as an uncertain event or set of events that, should it occur, would have an effect on the achievement of objectives related to the annual business planning (i.e., Programming Document, Work Programme) and the Europol Strategy from an overall perspective²⁶. Europol's risk management policy sets out **principles** for **corporate risk management**, with a view to identifying and managing risks in a continuous and systematic manner across the organisation. To facilitate risk management, the **corporate risk management process** provides practical guidance for managing risks, describes the roles and responsibilities, as well as the workflow for assessing and reporting risks across the organisation, which represents an integral part of Europol's quarterly performance reporting cycle. Corporate risks with an organisational-wide impact are also addressed during the quarterly reporting cycle.

In **2025**, **Europol's corporate risk profile** was in particular characterised by the following **key risk areas**:

- **Elevated security including cyber-threats**

Geo-political conflicts resulted in a complex risk profile for the EU, including hybrid threats in relation to the **cyber space** and **critical infrastructure** in Member States, as well as **infiltration** threats posed by **adversary actors** affecting the security interests of the EU. Europol's **risk response** includes developing and **continuously evaluating and upgrading** a robust physical- and cybersecurity posture with pro-active preventive monitoring. Accordingly, the implementation of a dedicated Europol **cybersecurity strategy** complements the organisational risk response in light of the requirements established with the **Cybersecurity Regulation**.

- **Insufficient capabilities to deliver tasks and required change**

Regulatory expansion resulting from the Digital Services Act (DSA) and Directive for Information Exchange (IED) **adds new tasks**, leading to an **increased operational demand** and **expectations from Member States**, generating in particular the **risk of non-compliance** with respect to **implementation delays of service**. The increasing

²⁶ Risks have two dimensions: Threats (expected negative effect on a business objective) or opportunities (expected positive effect on a business objective)

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demand on ICT delivery and increase in data volume, as well as the complexity of the demand drives the operational need for high quality, advanced ICT tools, automating manual tasks.

Responding to the risk, the Agency will continue to **strengthen its change management capabilities** and **increase automation** via **ICT** and **AI**, coupled with flexible planning and robust performance monitoring. The complexity of change requires highly efficient implementation processes and transparent **demand management**, externally towards European Commission, the Council and European Parliament on policy and legislative initiatives, Member States in terms of operational support expectations, as well as internally within the organisation. A **key risk response** is the Agency's active participation in the **evaluation by the European Commission of the Europol Regulation** initiated in Q3 2025, to shape Europol's future legal framework.

- **Inadequate resource availability: human, financial, physical, IT resources**

Shortage of resources continued to be reported **across the organisation** throughout 2025, as well as **lacking office space to meet growth and the increased demand**. In addition to operational demand, the **demand** linked to Europol's current and expanding premises has exacerbated resource needs.

In addition, it is currently projected that by **2028**, the **entire ICT budget** will be allocated to **'Run the Business'** costs, leaving **no remaining balance for new initiatives, modernisation, or digital transformation projects**, unless **significant investment** is secured beyond currently available ICT resource levels.

In 2026, there is a significant increase in financial resources in particular for ICT given that the budget of 9.9 million (rounded) originally foreseen in 2025 for the Anti-Migrant-Smuggling (AMS) amendments to the Europol Regulation is added to the 10.9 million (rounded) in 2026. This puts additional strain on the delivery capacity, due to the late adoption of the AMS amendments in 2025.

Responding to these different aspects of **resource shortage related risks**, the **agency is working externally with its stakeholders and partners** (in particular the European Commission and Europol's Host State) to **secure** and **allocate** the necessary expertise. Within the organisation, Europol continues to **automate** processes in order to **scale up capabilities** and **reduce bottle necks**.

In view of the European Commission's expressed long term political vision of doubling Europol's resources, amidst the current **shortfall of financial and staff resources for 2025** and beyond, additional efficiency gains could be explored for the next **Multiannual Financial Framework (MFF)** to ensure a **more flexible approach of allocation of resources in the annual budgetary process** (moving away from pre-set staff and budget envelopes on an annual basis, with a view to catering for emerging developments).

- **Compliance**

The regulatory expansion affecting Europol's work generates **complex compliance challenges**²⁷, coupled with **increased supervision** and **governance arrangements**, generate a risk profile which **impacts operational responsiveness** and available resources, **delaying innovation opportunities** and affecting reputational aspects. The following aspects are highlighted: the complexity of, and lead time in relation to prior consultations under the Article 39 of the Europol Regulation before operational deployment, the actionable guidance, increasing Data Subject Access Requests (DSARs) and **reporting requirements overall**.

Europol's survey, conducted in 2025, estimating **Europol's oversight and supervision resource investment** highlights that, overall, **Europol invests 115 Full Time**

²⁷ The risk of regulatory incongruence increases with the number of new regulatory instruments affecting Europol.

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Equivalents (FTEs) to respond to **supervision, audit** and **other assurance** or **advisory activities**, with a clear priority for data protection compliance (36 FTEs on a continuous basis).

Responding to the **risk**, the agency is exploring options to propose the **streamlining of governance** and **oversight provisions** (e.g., concerning prior consultation with the EDPS, reporting requirements). Given the policy objective for envisaged amendments to the **Europol Regulation (ER)** to provide “**stronger governance**” it is of key importance to translate this in **smart** and **efficient provisions**, instead of increasing the complexity and impact of oversight mechanisms.

On the side of **opportunities**, there is an enhanced public awareness of the **added value of Europol work in times of crises**, in view of:

- **Security** representing a connecting and **cohesion factor** for **citizens** in Member States;
- **Europol** (and other JHA Agencies) directly contributing to the **expectations** of **citizens**;
- Demonstrating **cooperation and synergies** with Justice & Home Affairs (JHA) Agencies;
- Envisaged strengthening of Europol on the basis of a legislative proposal of the European Commission in 2026.

From an overall perspective, **Europol’s corporate risk profile concurs** with the outcome of the **Home Affairs Agencies peer review risk assessment exercise** (chaired by Europol in Q4 2025 for the Home Affairs Agencies), concerning which **Europol’s response actions** have been taken forward from 2025²⁸ into 2026²⁹.

3.1.3. Anti-fraud strategy

The Management Board (MB) adopted the revised **Anti-Fraud Strategy** in June 2025. The revision, based on a fraud risk assessment and assessment of thirteen fraud scenarios, concluded that: the anti-fraud culture is well developed and sufficiently embedded in the daily operations, anti-fraud awareness is adequate, and the anti-fraud cycle is well implemented.

To optimise the processes in place, the revised Anti-Fraud Strategy outlines three objectives, namely to: maintain anti-fraud awareness, protect sensitive information, and implement anti-fraud process improvements. The revised Anti-Fraud Strategy also specifies dedicated actions to implement the three objectives.

To coordinate issues related to fraud or irregularities, Europol has an Internal Investigations Service (IIS) in place, which also serves as a contact point for OLAF. In 2025, there were **no instances of financial fraud** confirmed by Europol, OLAF or the ECA.

Europol has policies and procedures in place for the management of conflict of interest, including for recruitment, procurement and grant related procedures. No conflict-of-interest situations materialised during 2025.

3.2. Conclusions of the assessment of internal control systems

Based on the analysis of the five internal control components and 17 principles, monitored in the course of 2025 using both quantitative and qualitative elements and including a set of 76 internal control indicators, it is assessed that **the components of the internal control framework were present and functioning in an integrated manner across the organisation**.

Assessment of the internal control framework components:

Control environment - present and functioning well, minor improvements are needed;

²⁸ Europol Programming Document 2025-2027, Annex XIV: Risks 2025 (EDOC-#1340002)

²⁹ Europol Programming Document 2026-2028, Annex XIV: Risks 2026 (EDOC-#1418694)

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Risk assessment - present and functioning well, minor improvements are needed;

Control activities - present and functioning well, minor improvements are needed;

Information and communication - present and functioning well, minor improvements are needed;

Monitoring activities - present and functioning well, minor improvements are needed;

The assessment concluded that the internal control system effectively reduced, to an acceptable level, the risk of not achieving the (multi-) annual objectives – relating to operations, reporting, and compliance – of the organisation. Where improvements were needed, actions were devised for monitoring and implementing of dedicated measures, under the lead of senior management.

3.3. Statement of the Deputy Director in charge of risk management and internal control.

I, the undersigned, Deputy Executive Director in charge of risk management and internal control, declare that with reference to the Europol Internal Control Framework (ICF), adopted by the Management Board of Europol at the end of 2018, my assessment – on the basis of internal management reporting available to me and my professional judgement – is that the elements of the Europol Internal Control System (ICS), seen as a whole, are effective to enable Europol to achieve its objectives. On the basis of the annual assessment of the ICS on the financial year 2025, I have recorded my advice and recommendations, where relevant, on the overall state of internal control in Europol to the Executive Director.

I hereby certify that the information provided in the present Consolidated Annual Activity Report (CAAR) of Europol, and in its annexes, for the financial year 2025 is, to the best of my knowledge, accurate, reliable and complete.



Jürgen Ebner

Deputy Executive Director in charge of the Governance Directorate
The Hague, 29 June 2026

Part IV. Management assurance

4.1. Review of the elements supporting assurance

Europol's building **blocks of assurance** are founded on six key elements:

1. A **strong financial model**, integrating the principles of sound financial management, segregation of duties and transparency with: (a) up-to-date appointment authorisations of financial actors, (b) a charter for authorising officers, which promotes accountability, transparency and informed decision-making, (c) a central financial initiation function, (d) a central financial verification function, (e) independent validation of user access rights to the financial system ABAC, and (f) clear guidance to all staff on the expected behaviour (Code of Conduct etc.).
2. A robust **planning and performance monitoring capability** at corporate level, covering all aspects of Europol's delivery, including core business performance and the related stakeholder management, with regular reporting and management supervision at Directorate level.
3. **Central contact points** for ensuring that the observations and recommendations by **external assurance providers** (in particular the ECA and the IAS), the discharge authority, and the EDPS, are communicated and followed up within the organisation.
4. A **Data Protection Function** which upholds the highest standards of data protection, in particular in view of Europol's role as a law enforcement agency, alongside the **Fundamental Rights Officer**, who has a distinct role in safeguarding the respect for fundamental rights. The **Europol Security Committee** advises Europol in terms of information security assurance and related matters.
5. An experienced **Accounting Officer** who is functionally independent to perform the respective duties foreseen by the Financial Regulation applicable to Europol.
6. An **Internal Audit Capability**, which provides an additional element of assurance to the Authorising Officer of Europol throughout the year.

Europol's overall assessment is that Europol's building blocks of assurance, next to Europol's Internal Control Framework (ICF) and the related assessment of the Internal Control System (ICS) provide sufficient input for the Executive Director's statement of assurance as well as the statement of assurance of the Deputy Executive Director in charge of risk management and internal control as contained in this consolidated activity report.

4.2. Reservations

No issues requiring a reservation were identified by the end of the financial year 2025.

Part V. Declaration of Assurance

Declaration of Assurance of the Authorising Officer (AO)

I, the undersigned, the

Executive Director of the European Union Agency for Law Enforcement Cooperation (Europol), considering that my term of office, including my powers and responsibilities as Authorising Officer under the Financial Regulation applicable to Europol, comes to its regular end on 1 May 2026, and the

Deputy Executive Director of the European Union Agency for Law Enforcement Cooperation (Europol) in charge of the Governance Directorate, in my capacity to exercise the powers and responsibilities as Authorising Officer under the Financial Regulation applicable to Europol with effect from 2 May 2026,

- Declare that the information contained in this report gives a true and fair view³⁰;
- State that I have reasonable assurance that the resources assigned to the activities described in this report have been used for their intended purpose and in accordance with the principles of sound financial management, and that the Europol Internal Control System (ICS), including the control procedures put in place, gives the necessary guarantees concerning the legality and regularity of the underlying transactions;
- Confirm that I am not aware of anything not reported here which could harm the interests of Europol.

This reasonable assurance is based on my own judgement and on the information at my disposal, such as the results of the assessment of the Europol Internal Control System (ICS), performance monitoring including financial verification controls, the work of the Internal Audit Service (IAS) and the Internal Audit Capability (IAC) of Europol, the annual accounts for the financial year 2025 and the reporting of the European Court of Auditors (ECA), including for the years prior to the year of this declaration.

I hereby certify that the information provided in the present Consolidated Annual Activity Report (CAAR) of Europol, and in its annexes, for the financial year 2025 is, to the best of my knowledge, and on the basis of the assurance given to me, accurate, reliable and complete.



Catherine De Bolle
Executive Director

The Hague, 24 April 2026



Jürgen Ebner

Deputy Executive Director in charge of the Governance Directorate,
exercising the functions, powers and responsibilities as Acting Executive Director
with effect from 2 May 2026

The Hague, 29 June 2026

³⁰ True and fair in this context means a reliable, complete and correct view of the state of affairs in Europol.

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Annex I. Key Performance Indicators

The following set of indicators³¹ is used to monitor the multi-annual performance of Europol:

Indicators	Definitions	Source	2024	2025	TARGET 2025
Number of searches through EIS and QUEST	Count of automated (through the web service Querying Europol Systems - QUEST) and manual searches in the Europol Information System (EIS)	EIS & QUEST	12,795,330	12,745,492	15,500,000
Number of SIENA messages exchanged	Count of all message types (requests, answers, for information messages, cancellation messages and no information available answers) sent and received in SIENA	SIENA	2,004,956	2,145,272	2,000,000
Number of Operations Supported by Europol	Count of unique cases supported with Europol products and/or services	Internal Overview	3,324	4,112	3,250
Number of Operational Task Forces supported by Europol	Count of unique OTFs supported with Europol products and/or services	Internal Overview	65	61	36
Number of Accepted Contributions by Europol	Count of SIENA messages received by Europol and accepted for further processing	SIENA	114,459	119,898	97,000
Number of Action Days organised/supported by Europol	Count of Action Days organised and/or supported by Europol with products and services	Internal Overview	432	538	420
Number of Operational Analysis Reports produced by Europol	Count of Operational Analysis Reports produced by Europol	SIENA	366	451	280
Number of Cross Match Reports and SIENA hit notifications produced by Europol	Count of Cross Match Reports and SIENA hit notifications produced by Europol	SIENA	13,409	14,516	15,000
Number of Strategic Analysis Reports produced by Europol	Count of Strategic Analysis Reports produced by Europol	SIENA	29	35	30
Satisfaction with Operational Support delivered by Europol	Average satisfaction with Europol products and services provided during operational cases, as expressed by investigators through the User Survey	User Survey	9.4	9.4	8.5
Satisfaction with Strategic Analysis Reports produced by Europol	Average satisfaction with the Strategic Analysis Reports produced by Europol, as expressed by recipients of the reports through the User Survey	User Survey	8.5	8.9	8.5

³¹ It should be noted that some of these indicators are also used as Annual Work Programme Indicators

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Indicators	Definitions	Source	2024	2025	TARGET 2025
Satisfaction with Operational Training delivered by Europol	Average satisfaction with the Operational Training delivered by Europol, as expressed by training participants through the User Survey	User Survey	9.4	9.8	8.5
Emissions (tonnes CO2)	Total carbon dioxide equivalent (CO2eq) footprint (measured in tonnes CO2eq)	EMAS	3,387.1	n/a	2,804
Vacancy Rate	Percentage of unfilled posts relative to the total number of posts in the Europol Establishment Plan	Internal Overview	1.2%	1.1%	2%
% of Female Staff	Percentage of female staff* relative to the total of all staff working at Europol	SYSPER	33%	33%	35%
Budget Commitment Rate	Percentage of the implemented commitment appropriations	ABAC	99.9%	99.9%	95%
Implementation of Audit Recommendations	Percentage of the pending critical/very important audit recommendations implemented relative to the total number of recommendations planned for implementation during the observed period	ABAC	89%	100%	85%

* TAs, CAs, and SNEs (all categories)

Annex II. Work Programme Indicators³²

The following set of indicators is used to measure the achievement of annual performance objectives set in the Programming Document 2025-2027 – Section III. Work Programme 2025. The indicators are grouped per Work Programme Activity³³:

A.1. Development of information technology and information management capabilities

Indicators	Definitions	Source	2024	2025	TARGET 2025
ICT work plan project delivery	Percentage of ICT Work Plan implemented, as measured through ICT business value points methodology	Internal Overview	89% (85% vs Q4 rebaseline)	81%	75%
Operational Stability - Uptime of Core systems	Percentage of the time the Europol Core systems** remained operational and accessible to users (relative to the total period observed)	ICT monitoring tools	99.6%	99.4%	98%
Number of Searches through EIS and QUEST	Count of searches performed in the Europol Information System (EIS) or through the web service Querying Europol Systems (QUEST)	EIS & QUEST	12,795,330	12,745,492	15,500,000
Number of SIENA Messages Exchanged	Count of all message types (requests, answers, for information messages, cancellation messages and no information available answers) sent and received in SIENA	SIENA	2,004,956	2,145,272	2,000,000
Number of SIENA Cases Initiated	Count of new cases launched via SIENA during the observed period of time	SIENA	169,498	191,370	160,000
% of Active Users on the EPE	Percentage of the users connected at least once during the observed period relative to the total number of users.	EPE	39%	n/a	n/a

** Europol Core systems include: SIENA, PERCI, Europol Analysis System (EAS), Check-the-Web (CTW), Europol Information System (EIS), Europol Platform for Experts (EPE), Operations Network Experts Platform (ONEP), Unified Search Engine (USE), Large Files Exchange (LFE), Sirene.

³² A **new methodology** for the monitoring of **accepted contributions** was implemented as of 1 January 2025. The contributions in 2025 are reported per final assignment and not per entity addressed – as a result, the figures per Centre are not equivalent to those measured in 2024.

³³ Europol has defined a total of eight activities (A.1. to A.8.) to cluster the delivery of its operational and administrative tasks.

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A.2. Operational Coordination

Indicators	Definitions	Source	2024	2025	TARGET 2025
Speed of first-line response to MS requests (SLA 80% in days)	Average time between the receipt of requests from MS and Europol answers, measured in days, for 80% of the requests received	SIENA	3.2	3.5	5
Number of Accepted SIENA contributions by OAC	Count of SIENA messages received by Europol and accepted for further processing by OAC	SIENA	35,962	8,385	10,000
Number of deployments of Guest Officers (Number of deployment months)	Count of the number of months of Guest Officers deployments during the period observed	Internal Overview	691	618	700

A.3. Combating Serious and Organised Crime

Indicators	Definitions	Source	2024	2025	TARGET 2025
Number of Accepted contributions by ESOCC	Count of SIENA messages received by Europol and accepted for further processing by ESOCC	SIENA	31,226	53,148	40,000
Number of Operations supported by ESOCC	Count of unique cases supported with Europol products and/or services, by ESOCC	Internal Overview	1,187	1,378	1,300
Number of Operational Task Forces supported by ESOCC (where ESOCC is in the lead)	Count of unique OTFs supported with Europol products and/or services, by ESOCC, where ESOCC is in the lead	Internal Overview	44	36	20
Number of Operational Reports delivered by ESOCC	Count of operational reports (e.g., SIENA hit notifications, intelligence packages, Cross-match reports, Operational Analysis Reports, Financial Intelligence Reports, etc.) delivered by ESOCC	SIENA	4,854	5,015	4,250
Number of Action Days coordinated/supported by ESOCC	Count of Action Days organised and/or supported with products and services by ESOCC	Internal Overview	247	327	230
Satisfaction with Operational Support and Analysis provided by ESOCC	Average satisfaction with the Europol products and services, including analysis, provided by ESOCC during operational cases, as expressed by investigators through the User Survey	User Survey	9.0	9.4	8.5
Number of Operations supported by EMSC	Count of unique cases supported with Europol products and/or services, by EMSC	Internal Overview	384	311	250
Number of Operational Reports delivered by EMSC	Count of operational reports (e.g., SIENA hit notifications, intelligence packages, Cross-match reports, Operational Analysis Reports, Financial Intelligence Reports, etc.) delivered by EMSC	SIENA	1,044	1,337	1,250
Number of Action Days coordinated/supported by EMSC	Count of Action Days organised and/or supported with products and services by EMSC	Internal Overview	73	79	50
Satisfaction with Operational Support and Analysis provided by EMSC	Average satisfaction with the Europol products and services, including analysis, provided by EMSC during operational cases, as expressed by investigators through the User Survey	User Survey	9.5	9.3	8.5

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A.4. Combating Cyber Crime

Indicators	Definitions	Source	2024	2025	TARGET 2025
Number of Accepted contributions by EC3	Count of SIENA messages received by Europol and accepted for further processing by EC3	SIENA	8,333	10,081	9,000
Number of Operations supported by EC3	Count of unique cases supported with Europol products and/or services, by EC3	Internal Overview	535	667	440
Number of Operational Task Forces supported by EC3 (where EC3 is in the lead)	Count of unique OTFs supported with Europol products and/or services, by EC3, where EC3 is in the lead	Internal Overview	3	4	2
Number of Operational Reports delivered by EC3	Count of operational reports (e.g., SIENA hit notifications, intelligence packages, Cross-match reports, Operational Analysis Reports, Financial Intelligence Reports, etc.) delivered by EC3	SIENA	3,846	3,872	3,200
Number of Action Days coordinated/supported by EC3	Count of Action Days organised and/or supported with products and services by EC3	Internal Overview	31	55	50
Satisfaction with Operational Support and Analysis provided by EC3	Average satisfaction with the Europol products and services, including analysis, provided by EC3 during operational cases, as expressed by investigators through the User Survey	User Survey	9.6	9.5	8.5
Number of Decryption platform successes	Count of instances when the Decryption platform was successfully used in support of operational cases	Internal Overview	42	33	30

A.5. Counter-Terrorism

Indicators	Definitions	Source	2024	2025	TARGET 2025
Number of Accepted contributions by ECTC	Count of SIENA messages received by Europol and accepted for further processing by ECTC	SIENA	7,646	15,883	11,000
Number of Operations supported by ECTC	Count of unique cases supported with Europol products and/or services, by ECTC	Internal Overview	1,255	1,591	1,100
Number of Operational Task Forces supported by ECTC (where ECTC is in the lead)	Count of unique OTFs supported with Europol products and/or services, by ECTC, where ECTC is in the lead	Internal Overview	8	9	8
Number of Operational Reports delivered by ECTC	Count of operational reports (e.g., SIENA hit notifications, intelligence packages, Cross-match reports, Operational Analysis Reports, Financial Intelligence Reports, etc.) delivered by ECTC	SIENA	2,383	2,685	2,000
Number of Action Days coordinated/supported by ECTC	Count of Action Days organised and/or supported with products and services by ECTC	Internal Overview	44	43	40
Satisfaction with Operational Support and Analysis provided by ECTC	Average satisfaction with the Europol products and services, including analysis, provided by ECTC during operational cases, as expressed by investigators through the User Survey	User Survey	9.4	9.6	8.5
Volume of content assessed by EUIRU related to terrorism and violent extremism	Count of pieces of digital content related to terrorism and violent extremism assessed by EUIRU	IRMa	27,275	23,942	22,000

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A.6. Combatting Financial and Economic Crime

Indicators	Definitions	Source	2024	2025	TARGET 2025
Number of Accepted contributions by EFECC	Count of SIENA messages received by Europol and accepted for further processing by EFECC	SIENA	21,124	32,407	27,000
Number of Operations supported by EFECC	Count of unique cases supported with Europol products and/or services, by EFECC	Internal Overview	400	542	410
Number of Operational Task Forces supported by EFECC (where EFECC is in the lead)	Count of unique OTFs supported with Europol products and/or services, by EFECC, where EFECC is in the lead	Internal Overview	10	12	6
Number of Operational Reports delivered by EFECC	Count of operational reports (e.g., SIENA hit notifications, intelligence packages, Cross-match reports, Operational Analysis Reports, Financial Intelligence Reports, etc.) delivered by EFECC	SIENA	2,585	2,436	2,000
Number of Action Days coordinated/supported by EFECC	Count of Action Days organised and/or supported with products and services by EFECC	Internal Overview	119	119	100
Satisfaction with Operational Support and Analysis provided by EFECC	Average satisfaction with the Europol products and services, including analysis, provided by EFECC during operational cases, as expressed by investigators through the User Survey	User Survey	9.6	9.5	8.5

A.7. Strategic and Analysis Coordination

Indicators	Definitions	Source	2024	2025	TARGET 2025
Number of Strategic Analysis Reports	Count of Strategic Analysis Reports produced by Europol	SIENA	29	35	30
Satisfaction with Strategic Analysis Reports produced by Europol	Average satisfaction with the Strategic Analysis Reports produced by Europol, as expressed by recipients of the reports through the User Survey	User Survey	8.5	8.9	8.5
Satisfaction with Operational Analysis	Average satisfaction with the analysis services provided by Europol during operational cases, as expressed by investigators through the User Survey	User Survey	9.4	9.3	8.5
Satisfaction with Operational Training delivered to MS/TP	Average satisfaction with the Operational Training delivered by Europol, as expressed by training participants through the User Survey	User Survey	9.4	9.8	8.5
Number of SIENA messages exchanged by Third Parties	Count of all message types (requests, answers, for information messages, cancellation messages and no information available answers) sent and received in SIENA by Third Parties	SIENA	304,709	324,732	260,000

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A.8. Governance, support and administration

Indicators	Definitions	Source	2024	2025	TARGET 2025
Budget Outturn Rate	Percentage of the implemented budget for the financial year relative to the total budget	ABAC	1.4%	1%	5%
Budget Commitment Rate	Percentage of the implemented commitment appropriations	ABAC	99.9%	99.9%	95%
Budget Payment Rate	Percentage of the implemented payment appropriations	ABAC	89.4%	88.6%	90%
% Late Payments (in value)	Percentage of the monetary value of payments made after the legal payment terms have been exceeded, relative to the value of all payments	ABAC	0.7% ³⁴	1.5%	5%
Vacancy Rate	Percentage of unfilled posts relative to the total number of posts in the Europol Establishment Plan	Internal Overview	1.2%	1.1%	2%
% of Female Staff	Percentage of female staff* relative to the total of all staff working at Europol	SYSPER	33%	33%	35%
Emissions (tonnes CO2)	Total carbon dioxide equivalent (CO2eq) footprint (measured in tonnes CO2eq)	EMAS	3,387.1	n/a	2,804
Total number of news articles mentioning Europol (high-impact web-based media)	Count of news articles mentioning Europol, in high-impact web-based media***	Internal Overview	8,429	10,074	5,500
User Satisfaction	Average overall satisfaction with Europol, as expressed by all types of users (investigators, report recipients, general public, training participants, visitors) across all components of the User Survey (operational support, Europol added value, strategic reports, operational reports, training, visits to Europol premises)	User Survey	89%	90%	85%
% of pending critical/very important audit recommendations implemented within the timeline committed to by Europol and agreed with the auditing body	Percentage of the pending critical/very important audit recommendations implemented relative to the total number of recommendations planned for implementation during the observed period	Internal Overview	89%	100%	85%

*** A list of the most relevant media in different countries has been established using criteria such as highest reputation, most readers, most outreach, etc.

³⁴ This figure is 0.1 pp higher than the one reported in the Consolidated Annual Activity Report 2024 – the figure was updated following the closure of the 2025 annual audit.

Annex III. Budget implementation 2025

Revenue 2025

	Fund Source	Initially adopted	Amending budget	Established revenue	Cashed revenue	Open amount
A-9000 – Regular contribution from the EU	IC1	246,025,103	-12,558,000	233,467,103	233,467,103	0
A-9200 – Internal assigned revenue (Re-funds)	IC4			2,189,185	2,120,825	68,360
A-9200 – Internal assigned revenue (Carry forward (CF) re-funds)	IC31			557,449	152,022	405,427
A-9010 – External assigned revenue (Grants)	IR1		7,570,000	1,257,231	1,257,231	0
A-9010 – External assigned revenue (CF grants)	IR11			106,621	106,621	0
A-9101 – External assigned revenue (Contribution from Denmark)	IR1		5,478,264	5,478,264	5,478,264	0
A-9200 – Other external assigned revenue (Europol Pension Fund)	IR1/IR11			49,298	49,298	0
Total Revenue		246,025,103	490,264	243,105,150	242,631,363	473,787

Expenditure 2025 (C1)

	Initial budget 2025	Budget (CA)	Commitments	Commitment rate	Lapsed budget	Budget (PA)	Payments	Payment rate	CF to N+1 (NDA only)
Title 1: Staff	142,601,813	137,227,795	137,218,025	100.0%	9,770	137,227,795	135,274,623	98.6%	1,943,402
Title 2: Other Administrative Expenditure	12,950,575	13,096,004	13,030,536	99.5%	65,467	13,096,004	8,487,594	64.8%	4,542,943
Title 3: Operational Activities	91,755,215	85,225,804	85,015,324	99.8%	210,481	83,143,304	63,114,682	75.9%	18,907,463
Total	247,307,603	235,549,603	235,263,885	99.9%	285,718	233,467,103	206,876,898	88.6%	25,393,809
Difference previous year		15,319,003	15,230,824	0.0%			12,128,971	-0.8%	

Implementation of carry over to 2025 (C8)

	Carry Over PA (NDA)	Payments	Payment rate	Lapsed budget
Title 1: Staff	1,032,311	936,835	90.8%	95,475
Title 2: Other Administrative Expenditure	3,962,839	3,713,976	93.7%	248,863
Title 3: Operational Expenditure	16,246,863	15,326,218	94.3%	920,645
Total	21,242,012	19,977,030	94.0%	1,264,983
Difference to previous year	-4,258,678	-1,295,229	10.6%	-2,963,449

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Implementation of assigned revenue (C4, C5 and R0)

Internal revenue

C4

Title 1: Staff
Title 2: Other Administrative Expenditure
Title 3: Operational Activities

Budget CA	Commitments	Commitment rate	CA Carried Over to N+1	Budget PA	Payments	Payment rate	PA Carried Over to N+1
400		0.0%	400	400	0	0%	0
131,244	13,750	10.5%	117,494	131,244	0	0%	13,750
2,141,203	729,753	34.1%	1,411,449	2,141,203	0	0%	0
2,272,847	743,503	32.7%	1,529,343	2,272,847	0	0%	13,750

C5

Title 1: Staff
Title 2: Other Administrative Expenditure
Title 3: Operational Activities

Budget CA	Commitments	Commitment rate	Lapsed budget	Budget PA	Payments	Payment rate	Carry Forward to N+1 (NDA only)
696,679	696,679	100.0%	0	696,679	696,679	100.0%	0
178,021	178,020	100.0%	0	178,021	125,710	70.6%	52,310
1,282,911	1,280,677	99.8%	2,234	1,489,082	1,486,848	99.8%	0
2,157,611	2,155,376	99.9%	2,235	2,363,782	2,309,237	97.7%	52,310

R0

A-1100 Basic salaries
A-1184 Pensions under Europol convention
Total Title 1
Total Title 2
B3-600 Oper. expenditure rel. to grants
B3-700 Oper. expenditure rel. to research and develop.
Total Title 3
Total R0

Carry Over Budget	New established budget	Actual budget 2025	Comm 2025	Comm rate	Payments	Paym rate	Carry Over to N+1	Carry Forward to N+1
	5,478,264	5,478,264	5,478,264	100.0%	5,478,264	100.0%	0	0
1,545,940	49,298	1,595,238	272,903	17.1%	132,202	8.3%	1,463,036	140,701
1,545,940	5,527,562	7,073,502	5,751,167	81.3%	5,610,466	79.3%	1,463,036	140,701
0	0	0	0	0.0%	0	0.0%	0	0
3,628,310	57,280	3,685,591	2,813,384	76.3%	1,502,399	40.8%	2,183,192	1,310,985
3,146,527	1,306,572	4,453,098	3,008,307	67.6%	2,661,045	59.8%	1,792,053	347,262
6,774,837	1,363,852	8,138,689	5,821,691	71.5%	4,163,444	51.2%	3,975,245	1,658,248
8,320,777	6,891,414	15,212,190	11,572,858	76.1%	9,773,909	64.3%	5,438,281	1,798,949

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External revenue

	Carry over budget	New Established Budget	Actual budget 2025	Commitments	Commitment rate	Payments	Payment rate	CA/PA Carried Over to N+1
EUIPO - Fraud	11,191	80,000	91,191	91,191	100%	91,191	100%	0
EUIPO - IPC	100,018	950,000	1,050,018	1,050,018	100%	813,245	77%	236,773
PERCI - ICT	1,240,000	0	1,240,000	23,363	2%	9,491	1%	1,230,509
SIRIUS Phase 2	332,993	60,915	393,908	393,908	100%	393,908	100%	0
SIRIUS Phase 3	1,200,607	0	1,200,607	980,834	82%	884,216	74%	316,391
Horizon 2020 - INFINITY	225,430	0	225,430	225,430	100%	225,430	100%	0
Horizon 2020 - STARLIGHT	36,288	215,657	251,945	243,564	97%	243,564	97%	8,381
EMPACT - EAP	765,590	57,280	822,870	822,870	100%	822,870	100%	0
EMPACT - EAP2	1,800,000	0	1,800,000	977,794	54%	395,734	22%	1,404,266
CEPOL EUROMED2	369,605	0	369,605	349,605	95%	86,715	23%	282,890
CEPOL TOPCOP2	377,193	0	377,193	362,193	96%	81,863	22%	295,331
CEPOL WBPACT2	315,922	0	315,922	300,922	95%	115,217	36%	200,705
Total Grants (R0)	6,774,837	1,363,852	8,138,689	5,821,691	72%	4,163,444	51%	3,975,245

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Annex IV. Activity Based Costing (ABC)

Activity-based costing (ABC) provides in-depth analysis on how the resources (staff and budget) are used per activity as defined in the Europol Programming Document 2025-2027³⁵.

The ABC methodology assigns all direct and non-direct expenses, such as staff and overhead expenses, to Work Programme (WP) activities where costs were actually incurred. It positions Europol as a more operational organisation because of the cost transparency approach, which allocates all costs per activity, regardless of budget title and budget holder. As such, according to the ABC methodology³⁶, 82.3% of the 2024 budget was used for operational activities (Activity 1 – Activity 7) and only the remaining 17.7% for governance, support and administrative activities of Europol (Activity 8).

		Planned posts	In post	% in total	Staff impl.	Budget (in M)	Impl. (in M)	% in total	Impl. rate
A.1	Development of operational ICT and IM capabilities	229	213	20.4%	93.0%	86.83	86.81	36.9%	99.98%
A.2	Operational coordination	108	94	9.6%	87.0%	18.63	18.60	7.9%	99.85%
A.3	Combating Serious and Organised Crime	140	126	12.5%	90.0%	27.33	27.29	11.6%	99.84%
A.4	Combating cybercrime	109	96	9.7%	88.1%	17.82	17.76	7.6%	99.65%
A.5	Counter-Terrorism	112	93	10.0%	83.0%	18.54	18.49	7.9%	99.72%
A.6	Combating Financial and Economic Crime	71	69	6.3%	97.2%	12.75	12.72	5.4%	99.80%
A.7	Strategic and analysis coordination	73	69	6.5%	94.5%	11.92	11.96	5.1%	100.32%
Total operational activities		842	760	75.2%	90.3%	193.82	193.63	82.3%	99.90%
A.8	Governance, support and administration	259	244	23.1%	94.2%	38.02	37.92	16.1%	99.75%
MBF	Management Board Functions	19	15	1.7%	78.9%	3.71	3.71	1.6%	99.99%
Total Governance, Support and Administration, including MBF		278	259	24.8%	93.2%	41.73	41.63	17.7%	99.77%
Total		1,120	1,019	100.0%	91.0%	235.55	235.26	100.0%	99.88%

³⁵ EDOC # 1340002 – Europol Programming Document 2025-2027.

³⁶ Only resources from the Community subsidies are included (no external assigned revenue).

Annex V. Establishment Plan and Human Resources Management***Annex V-a. Establishment Plan*****Temporary Agents**

Grade	Establishment Plan 2025	Posts filled 31/12/2025 ³⁷	Posts vacant ³⁸	TOTAL ³⁹
AD 16	1	1		1
AD 15	2	2		2
AD 14	1	1		1
AD 13	4	3		3
AD 12	11	10	1	11
AD 11	15	8		8
AD 10	29	21		21
AD 09	62	54	1	55
AD 08	133	105		105
AD 07	246	238	4	242
AD 06	242	304	6	310
AD 05	22	9		9
AST 08	1	1		1
AST 07	3	1		1
AST 06	6	8		8
AST 05	2	1		1
AST 04	3	3		3
AST 03	4	4		4
AST 02	4	5		5
TOTAL	791	779	12	791

Contract Agents

Grade	Budget 2025	Headcount 31.12.2025	Headcount funded by Grants/Agreements	Total Headcount 31.12.2025
FG IV	84	71	8	79
FG III	118	109	2	111
FG II	58	47		47
TOTAL	260	227	10	237

³⁷ Offer letters sent counted as posts filled. Includes 52 vacant posts for which selections had been completed and appointment letters sent.

³⁸ Vacant posts are shown in the grade allocated to the vacancy or the grade allocated to the previous post holder in cases when a decision on recruitment has not been made yet.

³⁹ Discrepancies between the grades in the Establishment Plan and the grades actually filled result from the general approach to replace those staff members that leave in lower (entry) grades.

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Seconded National Experts	Authorised Budget 2025	Headcount 31.12.2025
SNE costed	132	92
SNE funded by Grants		5
SNE Guest Officers		58
SNE cost free		34
TOTAL	132	189

Annex V-b. Information on the entry level for each type of post

Types of post

Type of post	Function group / Grade	Post title
Director-General ⁴⁰	AD 15 – AD 16	Executive Director
Director ⁴¹	AD 14 – AD 15	Deputy Executive Director Principal Adviser
Adviser or equivalent	AD 13 – AD 14	Adviser Senior Expert
Head of Unit or equivalent	AD 9 – AD 14	Head of Department ⁴² Head of Unit
Administrator	AD 5 – AD 12	Senior Specialist/Senior Analyst ⁴³ Specialist/Analyst ⁴⁴
Senior Assistant	AST 10 – AST 11	Senior Assistant
Assistant	AST 1 – AST 9	Officer ⁴⁵ Support Officer ⁴⁶
Secretary/Clerk	SC 1 – SC 6	Secretary/Clerk

⁴⁰ This is without prejudice to a different classification of the head of the agency according to the founding regulation and/or the establishment plan.

⁴¹ This is without prejudice to a different classification of the deputy head of the agency according to the founding regulation and/or the establishment plan.

⁴² Posts of Head of Department are filled from grades AD 12 to AD 14.

⁴³ Posts of Senior Specialists/Senior Analysts are filled from grades AD 7 to AD 12.

⁴⁴ Posts of Specialists/Analysts are filled from grades AD 5 to AD 6.

⁴⁵ Posts of Officer are filled from grades AST 4 to AST 9.

⁴⁶ Posts of Support Officer are filled from grades AST 1 to AST 3.

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Transitional types of post

Type of post	Function group / Grade	Post title
Assistant in transition	AST 1 – AST 9	Officer in transition Support Officer in transition Technical Officer in transition
Administrative Assistant in transition	AST 1 – AST 7	Administrative Assistant in transition

Annex V-c. Benchmarking exercise

Europol continues to strive towards being a more operational EU Agency. In 2025, the results of the job screening exercise showed a stabilization in all categories, with marginal deviations compared to the previous year.

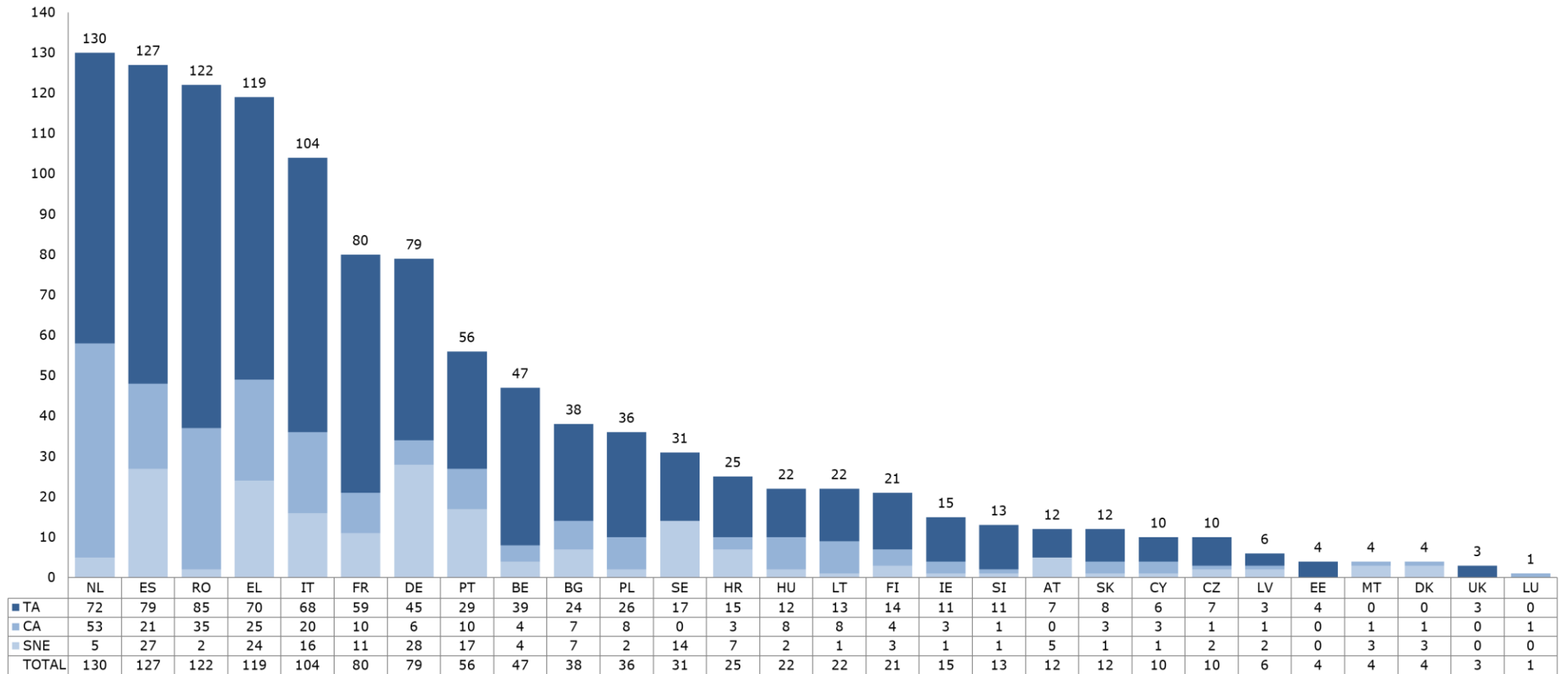
The job screening exercise was performed in December 2025, according to the guidelines defined by the EU Agencies Network and based on all personnel working at Europol premises on 15 December 2025. This not only includes Temporary Agents, Contract Agents and SNEs but also Europol Liaison Officers, Interns, Law Enforcement Trainees and external service providers based at Europol's premises.

Job Type category	2024 Jobs	2024 (%)	2025 Jobs	2025 (%)	Δ 2024
Administrative support and Coordination	259	15%	254	15%	-0.6%
Administrative support	198	12%	190	11%	-0.7%
Coordination	61	4%	64	4%	0.1%
Operational	1,357	80%	1,395	81%	0.6%
General Operational	927	55%	951	55%	0.3%
Programme Management	386	23%	395	23%	0.1%
Top level Operational Coordination	44	3%	49	3%	0.2%
Neutral	70	4%	72	4%	0.0%
Finance	70	4%	72	4%	0.0%
	1,686		1,721		

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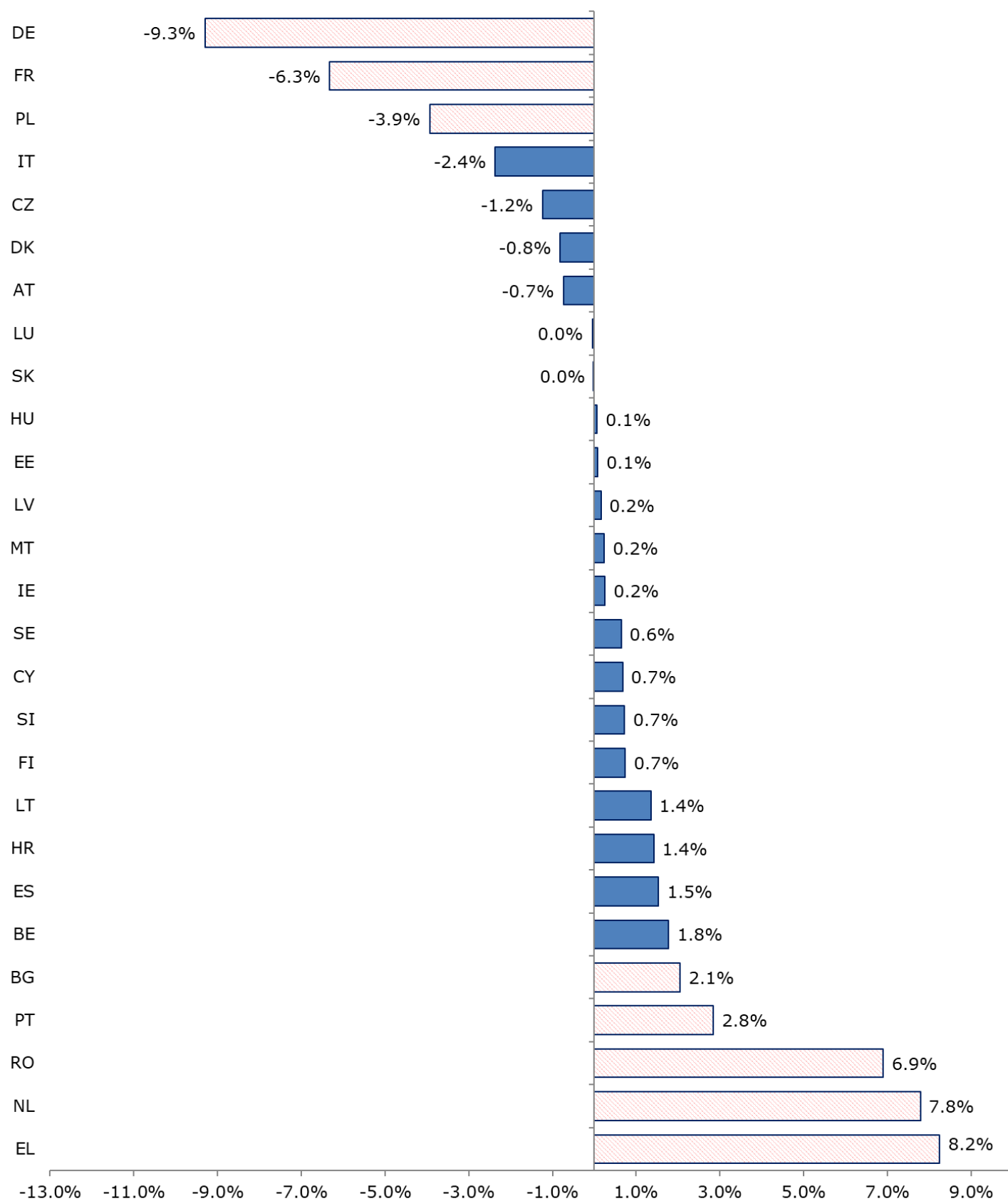
Annex V-d. Member States representation at Europol

A - Europol staff (in post) per nationality (27 Member States + UK) and type of contract

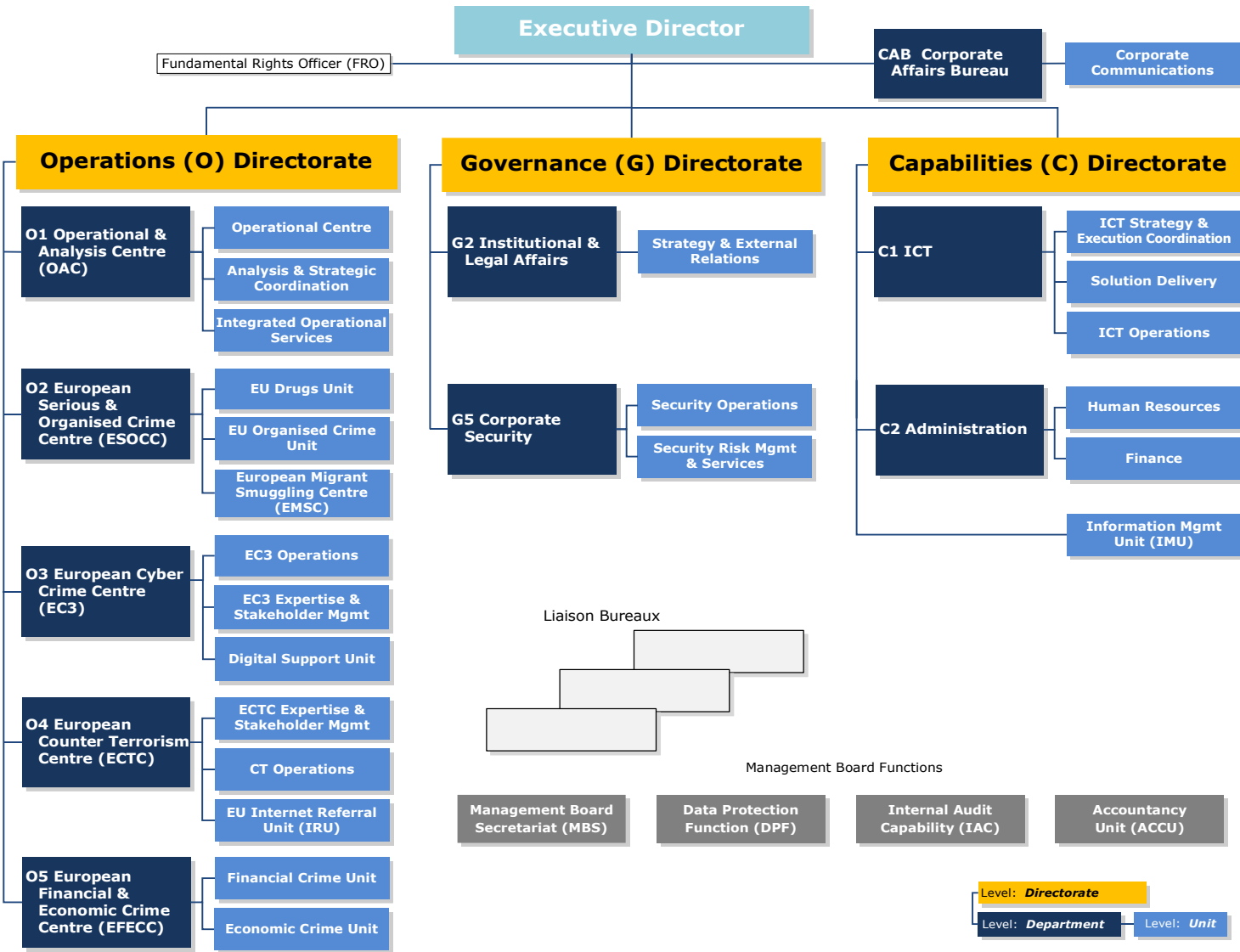


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B- Europol staff (in post) vs. EU population share per country



Annex VI. Organisational Chart 2025⁴⁷



⁴⁷ Issued on 1 July 2025.

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Annex VII. Grant and Service Level Agreements

	General information					Financial and HR impacts				
	Signature date	Total amount	Duration	Counterpart	Short description	N-1 (2024)		N (2025)		
Grant agreements										
1. H2020 - STARLIGHT 101021797 - part of consortium coordinated by CEA, FR	05/05/2021 (starting date 1/10/2021)	17,000,000 for the consortium of which 891,200 for Europol	48 months	European Commission Research Executive Agency	Sustainable Autonomy and Resilience for LEAs using AI against High priority Threats	Amount	CA	PA	CA	PA
							222,800	222,800	167,100	167,100
						Number of CAs	3		3	
						Number of SNEs	0		0	
Total grant agreements						Amount	CA	PA	CA	PA
							222,800	222,800	167,100	167,100
						Number of SNEs	0		0	
Contribution agreements										
1. EaP EMPACT ENI/2020 / 416-376	11/06/2020 (starting date 1/7/2020)	2,500,000	54 months (extension of 6 months)	European Commission DG Near	Fighting organised crime in the EaP region	Amount	CA	PA	CA	PA
							555,556	555,556		
						Number of CAs	2			
						Number of SNEs	0			
2. SIRIUS phase 2 New Agreement	21/12/2020 (starting date 1/1/2021)	3,491,891.50 (2,160,441.25 Europol, 1,331,450.25 Eurojust)	48 months (6 months extension)	European Commission Service for Foreign Policy Instruments	International Digital Cooperation - Cross border access to electronic evidence	Amount	CA	PA	CA	PA
							540,110	540,110		
						Number of CAs	7			
						Number of SNEs	0			
3. EaP EMPACT Contribution Agreement number 700002208	5/12/2024 (starting date 1/1/2025)	1,800,000	48 months	European Commission DG Near	Fighting against organised crime in the Eastern Partnership region II	Amount	CA	PA	CA	PA
									450,000	450,000
						Number of CAs			2	
						Number of SNEs			0	
4. SIRIUS phase 3 New Agreement number 700002618	6/12/2024 (starting date 1/1/2025)	3,500,000 (2,024,377.60 Europol, 1,475,622.40 Eurojust)	36 months	European Commission Service for Foreign Policy Instruments	International Digital Cooperation - Cross border access to electronic evidence	Amount	CA	PA	CA	PA
									674,793	674,793
						Number of CAs			5	
						Number of SNEs			0	
5. Perci workflow Article 18 DSA LC-03708278	19/12/2024 (starting date 1/1/2025)	1,240,000	24 months	European Commission DG CONNECT	Initiation of the development of a “Threat-to-life notifications” workflow in PERCI	Amount	CA	PA	CA	PA
									620,000	620,000
						Number of CAs			0	
						Number of SNEs			0	
Total contribution agreements						Amount	CA	PA	CA	PA
							1,095,666	1,095,666	1,744,793	1,744,793
						Number of SNEs	0		0	

Europol Public Information

		General information				Financial and HR impacts				
		Signature date	Total amount	Duration	Counterpart	Short description		N-1 (2024)		N (2025)
Service-level agreements										
1. EUIPO - IP Crime and Fraud	26/07/2023 (starting date 1/1/2024)	maximum 4,120,000 (1,030,000 per year)	48 months	The European Union Intellectual Property Office (EUIPO)	To support law enforcement authorities preventing crime and fraud related to Intellectual Property Rights	Amount	CA	PA	CA	PA
							1,030,000	1,030,000	1,030,000	1,030,000
						Number of CAs	2		2	
						Number of SNEs	8		8	
2. The European Union Agency for Law Enforcement Training (funded via Contribution Agreement with DG Near)	05/08/2020	850,000	Maximum duration until 30/9/2024	The European Union Agency for Law Enforcement Training	EUROMED POLICE V (Contract No. ENI/2020/414-940), WB PaCT (Contract No. 2019/ 413-822) and TOPCOP (Contract No. ENI/2020/415-941) projects	Amount	CA	PA	CA	PA
							100,000	100,000		
						Number of CAs	2			
						Number of SNEs	0			
3. The European Union Agency for Law Enforcement Training (funded via Contribution Agreement with DG Near)	01/04/2024	390,000	48 months	The European Union Agency for Law Enforcement Training	Western Balkans Partnership Against Crime and Terrorism - WB PACT II (Contract No. 700001863)	Amount	CA	PA	CA	PA
							73,125	73,125	97,500	97,500
						Number of CAs	1		1	
						Number of SNEs	0		0	
4. The European Union Agency for Law Enforcement Training (funded via Contribution Agreement with DG Near)	01/07/2024	390,000	48 months	The European Union Agency for Law Enforcement Training	Training and Operational Partnership against Organised Crime (TOPCOP) II (Contract No. 700001970)	Amount	CA	PA	CA	PA
							48,750	48,750	97,500	97,500
						Number of CAs	1		1	
						Number of SNEs	0		0	
5. The European Union Agency for Law Enforcement Training (funded via Contribution Agreement with DG Near)	01/10/2024	390,000	48 months	The European Union Agency for Law Enforcement Training	EUROMED Police VI (Contract No. 700002160)	Amount	CA	PA	CA	PA
							24,375	24,375	97,500	97,500
						Number of CAs	1		1	
						Number of SNEs	0		0	
Total service-level agreements						Amount	CA	PA	CA	PA
							1,276,250	1,276,250	1,322,500	1,322,500
						Number of CAs	7		5	
						Number of SNEs	8		8	
TOTAL AGREEMENTS						Amount	CA	PA	CA	PA
							2,594,716	2,594,716	3,234,393	3,234,393
						Number of CAs	19		15	
						Number of SNEs	8		8	

Annex VIII. Extract from annual accounts

BALANCE SHEET

ASSETS	31.12.2025	31.12.2024
NON-CURRENT ASSETS	99,929,490	91,963,960
Intangible assets	71,375,076	65,605,389
Computer software	46,449,388	27,538,727
Computer software under financial lease	-	-
Under construction	24,925,688	38,066,662
Tangible assets	28,530,794	26,334,951
Land and buildings	5,038,094	5,588,634
Plant and equipment	231,267	301,579
Computer hardware	17,018,942	14,964,961
Furniture and vehicles	2,718,916	2,501,371
Other fixtures and fittings	3,439,408	2,834,488
Assets under financial lease	84,167	143,918
Non-current receivables and recoverables	23,620	23,620
Long-term receivables	23,620	23,620
CURRENT ASSETS	51,146,054	50,093,264
Short-term pre-financing paid	5,127,703	4,917,911
EMPACT and other grant beneficiaries	5,100,508	4,856,569
Consolidated entities	27,194	61,342
Short-term Receivables	44,554,562	43,628,571
Current receivables	33,362,058	33,314,231
Sundry receivables	562,107	283,739
Other receivables: Accrued exchange income ⁴⁸	2,969	4,712
Accrued non-exchange income	698	303
Deferred charges ⁴⁹	10,626,729	10,025,586
Receivables with consolidated EU entities	-	-
Cash and cash equivalents	1,463,789	1,546,782
TOTAL ASSETS	151,075,544	142,057,224
LIABILITIES		
NON-CURRENT LIABILITIES	3,807,364	5,834,377
Pensions and other employee benefits	2,054,602	2,183,174
Pre-financing received from consolidated EU entities	1,596,329	3,529,587
Other liabilities	156,434	121,616
CURRENT LIABILITIES	14,034,959	15,372,886
Provisions for risks and charges	-	-
Financial liabilities	36,818	129,375

⁴⁸ Includes accrued exchange income with consolidated EU entities.

⁴⁹ Includes deferred charges with consolidated EU entities.

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Payables		13,998,141	15,243,511
Current payables		55,878	-546,364
Sundry payables		108,460	512,530
Other payables:	Accrued charges	8,795,477	8,398,173
	Deferred income	1,190	48,000
	Accrued charges with consolidated EU entities	232,320	183,697
Accounts payable with consolidated EU entities		4,804,817	6,647,475
NET ASSETS		133,233,221	120,849,961
Accumulated surplus/deficit		121,518,082	109,052,419
Accumulated re-measurements of employee benefits		-671,730	-668,121
Economic result of the year		12,386,869	12,465,663
TOTAL LIABILITIES		151,075,544	142,057,224

STATEMENT OF FINANCIAL PERFORMANCE

	31.12.2025	31.12.2024
REVENUE	239,887,970	224,378,478
Non-exchange revenue	231,423,648	214,908,272
European Union Contribution	231,003,575	214,271,880
Grants/agreements with non-consolidated entities	389,705	548,568
Other	30,368	58,929
Income taxes	-	-
Recovery of operating expenditure	-	28,895
Exchange revenue	8,464,322	9,470,205
Contribution from Denmark	5,478,264	5,305,657
Revenue from consolidated EU entities	2,795,779	3,893,133
Other	190,099	270,954
Sales revenue	-	-
Fixed asset-related	-	-
Exchange rate gains	179	461
EXPENDITURE	227,501,100	211,912,814
Operational expenditure	51,162,631	49,941,003
Administrative expenditure	176,338,470	161,971,812
Staff expenses	123,548,976	111,899,004
Finance expenses	8,248	12,386
Fixed asset-related	21,214,882	21,570,629
Expenses with consolidated EU entities	9,797,659	8,049,811
Other: Administrative and IT expenses	10,687,308	10,200,361

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External service provider (non-IT)	5,218,067	4,144,803
Rent and IT operating lease	291,696	293,861
Building – maintenance, insurance and security	5,571,369	5,800,267
Exchange rate losses	265	690
SURPLUS/DEFICIT FROM ORDINARY ACTIVITIES	12,386,869	12,465,663
Extraordinary gains	-	-
Extraordinary losses	-	-
SURPLUS/DEFICIT FROM EXTRAORDINARY ITEMS	-	-
ECONOMIC RESULT OF THE YEAR	12,386,869	12,465,663

CASH FLOW STATEMENT

	31.12.2025	31.12.2024
Economic result of the year	12,386,869	12,465,663
Operational activities		
Amortisation (intangible assets)	10,530,520	10,783,104
Depreciation (tangible assets)	10,668,935	10,775,641
Increase (-)/Decrease in provisions for risks and charges	-	-
Increase (-)/Decrease in short-term pre-financing	-243,939	-1,539,897
Increase (-)/Decrease in long-term receivables	-	20,946
Increase (-)/Decrease in short-term receivables	-925,991	1,292,003
Increase (-)/Decrease in receivables related to consolidated EU entities	34,148	325,636
Increase (-)/Decrease in other long-term liabilities	34,818	-232,530
Increase (-)/Decrease in accounts payable	597,289	-1,181,953
Increase (-)/Decrease in liabilities related to consolidated EU entities	-3,775,917	518,951
Other non-cash movements ⁵⁰	-92,557	85,548
Net cash-flow from operational activities (incl. economic result)	29,214,174	33,313,113
Investing activities		
Increase (-) of tangible and intangible assets	-29,180,413	-33,267,736
Proceeds from tangible and intangible assets	15,428	11,884
Net cash-flow from investing activities	-29,164,985	-33,255,852
Increase/decrease (-) in pension and employee benefits liability	-132,182	-194,751
Net increase/decrease (-) in cash and cash equivalents	-82,993	-137,490

⁵⁰ Financial liability for short-term leasing.

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Cash and cash equivalents at the beginning of the year	1,546,782	1,684,273
Cash and cash equivalents at year-end	1,463,789	1,546,782

STATEMENT OF CHANGES IN NET ASSETS

	Accumulated Surplus/ Deficit	Economic result of the year	Net Assets (Total)
Balance as at 31 December 2024	108,384,298	12,465,663	120,849,961
Changes in accounting policies	-	-	-
Balance as at 1 January 2025	108,384,298	12,465,663	120,849,961
Re-measurements of employee benefit liabilities ⁵¹	-3,609	-	-3,609
Allocation of the economic result of previous year	12,465,663	-12,465,663	-
Economic result of the year 2025	-	12,386,869	12,386,869
Balance as at 31 December 2025	120,846,352	12,386,869	133,233,221

RECONCILIATION BETWEEN STATEMENT OF FINANCIAL PERFORMANCE AND BUDGET RESULT

Description	Amount
Economic result (Statement of Financial Performance) 2025	12,386,869
Accruals/deferrals 2025	4,105,433
Accruals/deferrals reversed from 2024	-2,335,441
Adjustment for 2024 carry-over appropriations assigned revenue	10,684,559
Adjustment to employee benefit liability	-132,182
Cancellation of unused payment appropriations from 2024	1,264,983
Cashed balance sheet recovery orders issued in 2025 ⁵²	1,655,756
Cashed revenue recovery orders issued before 2025	1,963
Cancelled invoices from 2024	-405
Depreciation and amortisation of fixed assets	21,199,454
Fixed Asset acquisitions (excluding unpaid amounts at 31.12.2025)	-13,190,691
Internally-generated fixed assets	-16,300,207
Leasing correction	1,013
Open pre-financing paid in 2025	-9,815,593
Open pre-financing received in 2025	3,770,099
Pre-financing received surpluses paid back during 2025	-970,977
Payment appropriations carried over to 2026	-33,157,247
Payments 2025 in Statement of Financial Performance 2024	-824,027

⁵¹ This is the net result of changes to actuarial demographic and financial assumptions in accordance with EU Accounting Rule 12 (Employee benefits).

⁵² Classed as revenue in the budget result, but booked to the balance sheet rather than the statement of financial performance. For example, grant-related pre-financing claims.

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Payments made in 2025 from 2026 budget	961,064
Payments made from carry-over 2024	19,977,030
Pre-financing paid in 2024 and cleared in 2025	6,653,006
Pre-financing received before 2025 and cleared in 2025	-3,494,438
Uncashed revenue recovery orders issued in 2025	-7,024
Unpaid invoices at 31.12.2025	15,102
Value reductions ⁵³ (impact of the year)	15,428
Total = Budget result 2025	2,463,528

BUDGET RESULT

REVENUE

European Union contribution, cashed

Other revenue, cashed

TOTAL REVENUE (a)

EXPENDITURE

Title 1: Staff

Payments current year

Appropriations carried over to next year

Title 2: Administrative

Payments current year

Appropriations carried over to next year

Title 3: Operational

Payments current year

Appropriations carried over to next year

TOTAL EXPENDITURE (b)

RESULT FOR THE FINANCIAL YEAR (a-b)

Cancellation of unused PA carried over from the previous year

Adjustment for carry-over from the previous year – assigned revenue

Exchange rate differences

FINAL BUDGET RESULT

2025	2024
233,467,103	217,722,400
9,164,260	14,437,672
242,631,363	232,160,072
141,581,768	129,520,137
3,406,838	3,274,930
8,613,304	9,008,189
4,726,497	4,140,860
68,764,973	67,736,898
25,023,911	24,510,782
252,117,291	238,191,795
-9,485,928	-6,031,723
1,264,983	1,715,169
10,684,559	7,767,303
-86	-229
2,463,528	3,450,520

⁵³ Amounts written-off via Fixed Asset disposals.

Annex IX. Environmental indicators

The yearly collection of performance data for 2025 will be completed in 2026. The table below shows Europol's environmental indicators for the years 2018-2024, the performance variation (expressed in %) from 2018 (baseline year) to 2024, and the performance target for 2025 (EMAS perspective 2023-2025, with the targets set for the end of the period).

Core Indicator (Description and unit)	2018	2024	Δ 2018-2024 (%)	Target 2025	
				Δ 2018	Value
Total carbon footprint (tonnes CO₂eq)	4,128.7	3,387.1	-18%	-32.1%	2,804
Total carbon footprint (tonnes CO ₂ eq/FTE)	3.37	2.04	-39.4%		
CO ₂ eq buildings (kg CO ₂ eq/FTE)	54.86	1.88	-96.6%		
Total energy building (MWh)	9,147	9,477	+3.6%		
Energy buildings (kWh/m ²)	281	292	+3.6%		
Energy buildings (MWh/FTE)	7.47	5.72	-23.4%		
Non-renewable energy use (buildings) %	3.42%	2.35%	-31.2%		
Implement recommendations from the energy audit	-	in progress	-		
Total water consumption (m³)	14,250	10,352	-27.4%		
Water consumption (m ³ /FTE)	11.63	6.25	-46.3%	-17.5%	9.60
Total waste generation (tonnes)	91.30	93.37	+2.3%		
Waste generation (kg/FTE)	74.53	56.33	-46.3%		≤ 90
Separated waste (%)	44.1%	58.8%	+14.7 p.p.	+8.8 p.p.	52.9%
Total paper consumption (tonnes)	11.70	7.28	-37.8%		
Paper consumption (kg/FTE)	9.55	4.39	-54.04%		
Daily paper consumption (sheets/FTE/day)	9.12	4.36	-52.2%	-50.0%	4.56
Tenders/contracts >15k with GPP/environmental considerations	√	√	n/a	-	-
The proportion of total land that is nature-oriented (%)	76.4%	76.4%	0	-	≥ 66.4
Total land (m ²)	9,970	9,970	n/a	n/a	n/a
Total land per FTE (m ² /FTE)	8.1	6.0	n/a	n/a	n/a

In 2024, Europol had an overall positive environmental performance, meeting or exceeding its yearly targets in most areas besides the one of reducing its carbon footprint. Despite reducing the footprint per employee by almost 40% compared to 2018, total greenhouse gas (GHG) emissions in 2024 were 13.2% higher than the interim target level for 2024 resulting from the decarbonisation pathway.

Annex X. Main issues discussed and decisions taken by the MB

141st MB Meeting – 27 January 2025

Main decisions

- **Planning and budget matters:** the MB endorsed Europol's Draft Programming Document 2026-2028, including the provisional draft estimate of Europol's revenue and expenditure for 2026, and adopted the first Europol amending budget for 2025.

142nd MB Meeting – 18-19 March 2025

Main decisions

- **External relations and partnerships:** the MB approved the Working Arrangement with Jordan; adopted the new Model Working Arrangement as revised in view of the EDPS recommendations; and reviewed the implementation of Europol's External Strategy 2021-2024, endorsing its results.
- **Other decisions:** the MB adopted arrangements on the exchange and mutual protection of classified information with a number of partners.

Europol's flagship report, "EU Serious and Organised Crime Threat Assessment 2025" (EU-SOCTA) was launched within the framework of the MB meeting.

The MB was presented with the 2024 annual reports of the Europol Data Protection Officer and Internal Audit Capability. The Board commended their decisive support in enabling Europol to achieve and maintain the highest standards of legal compliance and governance effectiveness in the respective areas.

Further, the MB praised the outcome of the conference on "Fundamental Rights at the Heart of Policing", organised by the Europol Fundamental Rights Officer on 20-21 February 2025.

143rd MB Meeting – 25-26 June 2025

Main decisions

- **Consolidated Annual Activity Report (CAAR):** the MB adopted the CAAR 2024 and its own assessment thereof. The document was published on Europol's website following its transmission to the relevant EU Institutions and the JPSG.
- **Public Access Requests:** following the European Ombudsman inquiry on Europol's handling of a public access request concerning selected minutes of MB meetings, the Board agreed on a response to the Ombudsman's proposal for a solution. In this context, the MB decided to provide a more granular record of its proceedings in the public summaries of its meetings, while protecting the necessary confidentiality of the MB deliberations.
- **Other strategic and corporate matters:** the MB adopted an updated Europol Anti-Fraud Strategy.
- **External relations and partnerships:** the MB adopted the Strategy on Cooperation with Private Parties, as well as the quantitative and qualitative criteria for the annual report to the MB and the JPSG on the personal data exchanged with private parties. Further, the MB approved the Working Arrangements with Argentina and the EU Naval Force Operation ATALANTA. Additionally, the Board decided to extend a standing invitation to the Schengen Associated Countries to participate as observes in the meetings of the Working Group on Information Management (WGIM).
- **Other decisions:** the MB renewed the appointment of the Data Protection Officer. Further, the MB adopted a positive Opinion on Europol's final accounts for the financial year 2024, with a view to their transmission to the relevant EU institutions by 1 July 2025.

The MB was presented with the 2024 Annual Report "*Navigating ethical challenges in a transformative era*" of the Fundamental Rights Officer. The MB expressed appreciation for the work of the Fundamental Rights Officer, which enhances Europol's democratic accountability.

Europol Public Information

Further, the MB discussed the main findings of the latest TE-SAT 2025, with a special focus on the growing threat of violence-as-a-service and the rise in the number of youngsters, including minors, getting involved in terrorist and violent extremist activities across the EU.

Finally, the MB took note of the Justice and Home Affairs (JHA) priorities of the incoming Danish Presidency of the Council of the EU.

144th MB Meeting – 14-15 October 2025

Main decisions

- **Information Management:** the MB endorsed a revised SIENA Roadmap and adopted the MB Decision specifying the procedures in relation to the responsibilities and tasks of Europol as regards the ETIAS Watchlist.
- **Operational matters:** the MB adopted a revised MB Decision further specifying procedures for the processing of information in accordance with Article 20(2a) of the Europol Regulation (Joint Analysis), as well as revised Guidelines for financial support to operational meetings.
- **External relations and partnerships:** the MB approved the Working Arrangement between Europol and the Commission on migration situational awareness, early warning and forecasting through the exchange of qualitative data, information and analysis in relation to migrant smuggling.

The MB discussed the activities of the European Financial and Economic Crime Centre noting in particular the important role played by the Centre in tackling large-scale fraud against the EU's financial interests, in close partnership with the European Public Prosecutor's Office.

Further, the MB received an update from the Commission on the ongoing preparations for the envisioned legislative proposal on the Future of Europol.

145th MB Meeting – 09-10 December 2025

Main decisions

- **Strategic and corporate matters:** the MB took note that the new Regulation on strengthening Europol's support and enhancing police cooperation for preventing and combating migrant smuggling and trafficking in human beings was about to be formally adopted and published in the Official Journal of the EU. In accordance with this Regulation, and pursuant to the role and functions entrusted to it under the Europol Regulation, the MB decided upon the establishment, as well as the tasks and composition, of the European Centre Against Migrant Smuggling (ECAMS) by adopting the proposal submitted by the Executive Director. Further, the MB approved the Europol Cybersecurity Plan 2026-2027.
- **Planning and budgetary matters:** the MB adopted Europol's Programming Document 2026-2028, along with the final Europol Budget for 2026; further, the Board held a first discussion on the preliminary draft of the next Programming Document, covering the 2027-2029 period.
- **Information Management:** the MB adopted a revised version of the MB Binding Document on the general scope for Europol's research and innovation projects.
- **Personnel matters:** the MB adopted the Vacancy Notice for the selection of the next Executive Director, and drew lots to determine the Member States which, along with a representative of the European Commission, shall comprise the relevant Selection Committee.
- **Other decisions:** the MB approved the security accreditation of a number of Europol's systems.

The MB discussed the processing of biometric data in support to Europol's core business, under the framework of Europol's Biometric Roadmap.

In addition, the MB discussed Europol's proposals for further enhancing the cooperation with the Schengen Associated Countries, in the medium- and long-term.

Further, the MB took note of the priorities of the incoming Cypriot Presidency of the Council of the EU.

Written procedures

Through the written procedures held in 2025, the MB:

- Approved amending budgets; and
- Approved the Minutes and Summaries of the meetings held during the year, and agreed to the publication of such Summaries on Europol's external website in accordance with Article 65(4) of Europol Regulation.

Annex XI. Extract from the European Court of Auditors (ECA) report

ECA observations on the legality and regularity of transactions on the financial year 2024

3.33.8. In our 2022 report on EU agencies (paragraph 3.33.9), we concluded that Europol had irregularly reimbursed VAT through grants whose beneficiaries (such as police forces) were public authorities governed by public law and engaging in activities in that capacity. In 2024 Europol paid grants of €4.6 million, including VAT, and a 7 % provision for associated overheads, to fund the activities of national police forces in member states. However, under Article 186(4)(c) of the EU Financial Regulation the grants should not have included VAT, because the beneficiaries were public authorities governed by public law and acting in that capacity. We conclude, therefore, that €316 451 of the grants, corresponding to the ineligible VAT and the related portion of overheads, was irregular.

The Agency's reply

3.33.8 In relation to the ECA's observations on the eligibility of VAT, Europol considered that, under Article 186(4)(c) of the then applicable Financial Regulation 2018/1046 and the corresponding specific implementation guidance of the European Commission on grant administration, Value Added Tax (VAT) was an eligible cost in the respective operational grants initiated by Europol.

This notwithstanding, as a follow-up to the ECA's observations on the financial year 2022 which were published in October 2023, Europol decided that VAT will no longer be considered as an eligible cost for new operational grants initiated as of 1 November 2023. Accordingly, in 2023 and 2024 Europol expensed VAT for operational grants that were ongoing by 31 October 2023.

In the financial year 2024, the corresponding VAT amounts expensed in operational grants came to 316,451 Euros (rounded) in total, as per the information presented in the ECA's observations following Europol's disclosure during the audit by the ECA. By the end of 2024, all grant activities, which had been ongoing at the end of October 2023 and for which VAT was accepted as eligible costs, were closed. Therefore, the ECA observation has now been addressed in full and will not affect the presentation of the annual accounts on the way forward.

Follow-up of previous years' observations

Year	The ECA's observations	Corrective action taken and / or other relevant developments (summary)	Follow-up status
2022	In 2022, Europol paid grants to fund the activities of national police forces, including an element to reimburse VAT. Under Article 186(4)(c) of the Financial Regulation the grants should not have included VAT, because the beneficiaries were public authorities governed by public law and acting in that capacity.	Following our observation, Europol ceased to accept VAT as eligible expenditure. This applied to new grant calls launched after 1 November 2023. As a transitional measure, Europol continued to accept and reimburse VAT for activities under an ongoing procurement procedure and covered by purchase orders issued no later than 30 October 2023. In 2024 the total amount of irregular VAT reimbursements was €316 451 (paragraph 3.33.8).	Open ⁵⁴ - Corrective action taken by Europol

⁵⁴ As reported in the ECA report on the financial year 2024 (https://www.eca.europa.eu/ECAPublications/SAR-AGENCIES-2024/SAR-AGENCIES-2024_EN.pdf)