



Europol Work Programme 2016

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Executive Summary

Since becoming an EU agency in 2010, Europol has pursued an ambitious strategy to become the EU criminal information hub and the principal centre for supporting law enforcement operations in the EU, while expanding its law enforcement expertise. Substantial progress has been made towards achieving these main goals.

In 2015, Europol reviewed the strategy 2010 -2014¹ and started the development of its new multi-annual Strategy. The Strategy establishes the means by which to achieve the best collaborative ways to fight organised crime and terrorism, in an increasingly interconnected and complex environment, in support of the competent authorities of Member States.

The new Europol Strategy comes at a time when the organisation will also be preparing for the forthcoming Europol Regulation, which is expected to offer new opportunities to improve operational as well as information management capabilities.

The Europol Strategy inaugurates a period of consolidation and full-scale delivery of operational service and impact. With 2016 being the first year of the new five-year strategic framework the Work Programme 2016 must, therefore, strike a balance between preserving momentum in relation to existing priority commitments and introducing change, as demonstrated by the annual objectives to:

- Bring Europol services **closer to front-line** officers
- Pursue an **active role in coordinating operations** by offering a **comprehensive portfolio of** operational coordination **services**
- **Trigger more high-impact operations** and communicate better Europol's involvement and **added value** in them
- Identify **new services** to be provided **centrally at EU level by Europol**
- **Intensify efforts** to enhance the coordination of operational action in the EU **in the counterterrorism area**
- **Prioritise** developments related to modernising **systems architecture and interoperability**
- **Focus** analytical resources on **operational analysis and analysis of emerging threats and trends**

In some strategic areas, Member States have indicated that in 2016 Europol could seek efficiencies by:

- Limiting **training** and knowledge- sharing to **selected priority areas**
- Promoting the **use of relevant expert networks/platforms** in an **improved** and efficient **manner**

The capabilities of Europol will be enhanced through developments such as the embedment of FIU.net, the new Delegation Agreement to support the implementation of EMPACT operational action plans and the continuous enhancement of ICT tools and systems, especially for the European Cybercrime Centre (EC3). In order to realise these initiatives, Europol will receive (from 2015) additional funding; however, in order for Europol to successfully carry out its new tasks, to be able to respond effectively to the fast-moving environment of cybercrime and to strengthen its ICT architecture, interoperability and analytical capacity, an investment in additional staff will be required as well.

¹ The Strategy 2010-2014 was extended by the Management Board of Europol by one year in anticipation of the new Europol Regulation. The initial version of the Work Programme 2016 has been drafted on the basis of the Strategy 2010-2014 and was reviewed and revised in line with the new multi-annual Strategy 2016-2020.

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Cooperation with relevant third countries and other EU agencies and bodies (e.g. Eurojust, Frontex, OLAF) will remain a priority in 2016; Europol will develop an effective cooperation process with external partners and seek to increase cooperation with the private sector on the basis of new provisions in the Europol regulation.

Europol's administrative and governance services will undertake activities to support the achievement of the agency's operational goals, in particular with regard to the implementation of the Europol Regulation, the integration of administrative ICT systems, the continued management of financial and human resources in the most efficient manner and the future development of Europol's digital communication tools.

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List of Abbreviations

ARO	Asset Recovery Office
AWF	Analysis Work File
CEPOL	<i>Collège européen de police</i> (European Police College)
COM	EU Commission
CSDP	Common Security and Defence Policy
DER	Draft Europol Regulation
EAS	Europol Analysis System
EEAS	European External Action Service
ECIM	European Criminal Intelligence Model
ECAB	Europol Criminal Assets Bureau
ECD	Europol Council Decision
ECTC	European Counter Terrorism Centre
EDPS	European Data Protection Supervisor
EIS	Europol Information System
EMAS	European Malware Analysis Solutions
EMSC	European Migrant Smuggling Centre
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
EMPACT	European Multidisciplinary Platform against Criminal Threats
EPE	Europol Platform for Experts
EPPO	European Public Prosecutor's Office
EU	European Union
EUROSUR	European Border Surveillance System
FITE	Forensic IT Environment
FIU(.net)	Financial Intelligence Unit network
FP	Focal Point
IRU	Internet Referral Unit
JHA	Justice and Home Affairs
JIT	Joint Investigation Team
JOT	Joint Operational Team
KPI	Key Performance Indicator
LIBE	Civil Liberties, Justice and Home Affairs
MAOC-N	Maritime Analysis and Operations Centre - Narcotics
MB	Management Board
MFF	Multiannual Financial Framework
MS	Member States
MTIC	Excise and Missing Trader Intra Community
PIU	Passenger Information Unit
PNR	Passenger Name Records
SOCTA	Serious Organised Crime Threat Assessment
SPACE	Secure Platform for Accredited Cybercrime Experts
OLAF	<i>Office européen de Lutte Anti-fraude</i> (EU Anti-Fraud Office)
SIENA	Secure Information Exchange Network Application
TFTP	Terrorist Finance Tracking Programme

1. Introduction

The Work Programme (WP) is Europol's annual business plan. Its purposes are to translate the organisation's five-year Strategy into annual objectives and to provide the basis for budgetary planning. It is used to communicate the organisation's objectives to Europol's stakeholders in a transparent and structured manner. The WP objectives are also the basis for setting individual objectives in Europol staff development plans.

The Work Programme is produced in accordance with Article 37(10) of the Europol Council Decision (ECD) , which foresees that the Europol Management Board (MB) shall adopt the Work Programme "taking into account Member States' operational requirements and budgetary and staffing implications for Europol, after the Commission has delivered an opinion" and Article 38(4) of the ECD, in which the Work Programme is mentioned as one of the Director's responsibilities. After adoption by the MB, the document shall be submitted to the Council for endorsement.

The previous Europol Strategy covered the period 2010-2014. The forthcoming change of Europol's legal basis with the adoption of a Europol Regulation was the key driver for the development of the new organisational Strategy. As the Work Programme 2016 had to be drawn up before the outcome of the legislative process on the Europol Regulation is known, and therefore before the new Europol Strategy was adopted, the Europol MB had agreed that the Strategy 2010-2014 would be extended and used as a framework for drafting Europol's work programmes until the Regulation is in place and a new Europol Strategy drawn up. When reviewing the Work Programme 2016 an assessment of the alignment of the Work Programme 2016 with the Strategy 2016-2020 was done. This confirmed that the reviewed Work Programme 2016 supports the strategic objectives.

Chapter 2 "Methodology" summarises the process for drafting the Work Programme.

The aim of Chapter 3 "Influencing factors" is to outline the policy context in which Europol's 2016 objectives are formulated.

Chapter 4 presents and details the annual objectives for 2016.

Annex A provides an overview of resource allocation. An overview of the key risks in relation to the delivery of WP 2016 can be found at Annex B. Annex C gives an indication of the planned procurement activities in 2016 and Europol's organisation chart is shown at Annex D.

References to the operational activities of Europol in this document shall be read as those carried out commonly by the staff of Europol, the Liaison Bureaux and the national units of Member States.

Implementing the Work Programme fully is subject to availability of resources, i.e. subject to the adoption of the Draft EU Budget. Therefore, the Work Programme was modified taking into account the final resource allocation to Europol, as agreed by the Budgetary Authority.

2. Methodology

The Work Programme seeks to identify a limited number of annual objectives, aligned with the Europol Strategy and structured according to SMART principles (Specific, Measurable, Achievable, Relevant, Timed).

The objectives in the draft Work Programme 2016 have been identified as a result of a series of planning consultations with each Europol Business Area, with consideration for the influencing factors described in chapter 3 below, and taking into account planning assumptions and guidelines provided by Europol's stakeholders and senior management.

Multi-annual Key Performance Indicators (KPIs) are used to monitor Europol's performance against each of its strategic objectives. Annual targets for 2016 for these

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KPIs will be set at the end of 2015, once the relevant baseline data is available. As appropriate, the set of KPIs used may have to be amended subject to a review and in line with the new multiannual Strategy for Europol.

3. Influencing Factors

The following factors are relevant for the identification of annual objectives for 2016.

3.1. External environment

- The new **European Parliament**, including a new Chair of the LIBE Committee; the new **EU Commission**, with a new Commissioner for Migration and Home Affairs; **the Council** as well as the **Directorate General Home Affairs** will be decisive factors influencing the overall EU agenda in Home Affairs and therefore the implementation of Europol's work programmes in the coming years;
- **Draft Europol Regulation:** a number of key aspects of Europol's future work will be affected, in terms of a wider mandate, operational support, coordination functions and information exchange;
- The EU Policy Cycle and the **crime priorities** identified for the period 2014-2017 will continue to inform Europol's response to serious international and organised crime:
 - Facilitation of illegal immigration
 - Trafficking in human beings
 - Production and distribution of counterfeit goods
 - Excise and Missing Trader Intra Community (MTIC) fraud
 - Production and trafficking of synthetic drugs
 - Cocaine and heroin trafficking and distribution
 - Cybercrime (including payment card fraud, online child sexual exploitation and cyber attacks)
 - Illicit trafficking in firearms
 - Organised property crime

The Operational Action Plans (OAP) for the years 2015-2016 should have an additional emphasis on actions linked to investigations and operations, as opposed to strategic and training related actions.

The possibility of managing a delegated budget, on the basis of a **Delegation Agreement (DA) with the Commission**, to support and encourage operational cooperation between Member States in the context of EMPACT, would considerably reinforce the implementation of the Operational Action Plans and potentially increase the overall operational impact of the Policy Cycle.

The Delegation Agreement would be a bridge between the Europol Council Decision and the new Europol Regulation, which is likely to allow Europol to give grants. Going forward (beyond 2016) and after the Regulation will have entered into force, the additional funds previously foreseen in the DA should be integrated into Europol's regular budget to reflect the additional tasks.

Despite the primary role of the Policy Cycle, Europol has to remain responsive to decisions and needs expressed by the **Members States**, either in the Council or Europol's Management Board. In particular, specific priority activities proposed by the Presidency may be considered as important influencing factors.

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The interim SOCTA was issued at the end of March 2015 and presented a number of recommendations based on which it was decided to keep the EU crime priorities 2014-2017 unchanged;

- In the **counter-terrorism** domain: need for enhanced cross-border information exchange and operational cooperation especially in relation to **returning foreign fighters**. Europol has set up Focal Point Travellers in 2014, which will continue supporting EU Member State efforts in relation to this threat, in collaboration with financial intelligence Focal Points (TFTP, SUSTRANS) and FIU.net, and will strengthen other capabilities in line with shareholder requirements;
- EU directives related to **financial crime**, including: draft directives on money laundering and terrorism financing; on asset recovery offices; on the protection of EU financial interests by means of EU criminal law; on the protection of the euro against counterfeiting, etc. Some of these instruments contain explicit recommendations (e.g. for Financial Intelligence Units – FIUs) that are expected to strengthen EU MS cooperation with Europol in this area;
- The European Union's **data protection rules**: the draft directive on data protection in the field of police and justice cooperation in criminal matters and new provisions on data protection included in the Draft Europol Regulation (DER) are likely to influence Europol operating procedures in 2016 and beyond;
- The **European Agenda on Security (EAS)**² prioritises terrorism, organised crime and cybercrime as interlinked areas with a strong cross-border dimension, where EU action can make a real difference. The EAS formulates a number of expectations towards Europol such as the establishment of a European Counter-Terrorism Centre within Europol – including the Internet Referral Unit (EU-IRU), the stepping up of cross-border investigations in the area of facilitated illegal immigration and the development of Europol's European Cybercrime Centre as a central information hub for law enforcement in this area;
- The **European Agenda on Migration (EAM)**³ grants Europol an active role in the fight against illegal immigration by strengthening the JOT MARE and its Focal Point on migrant smuggling with the aim to have a single entry point for inter-agency cooperation on smuggling. Other tasks for Europol in cooperation with Frontex and Eurojust in this regard include: profiling of vessels and monitoring their movements, assisting the host Member State with investigations to dismantle the smuggling and trafficking networks. In addition, Europol is requested to identify illegal internet content used by smugglers to attract migrants and refugees, and request its removal. The EAM also calls upon Europol together with EASO and Frontex to support the 'Hotspot' approach by working on the ground with frontline Member States to swiftly identify, register and fingerprint incoming migrants;
- **The Council Conclusions on the renewed European Union Internal Security Strategy 2015-2020**⁴ set the overall direction of the EU internal security policy and will influence Europol's own strategy. The Council Conclusion confirm that the priorities for the coming years are in the area of

² Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: The European Agenda on Security, COM(2015) 185 final, Brussels, 5 May 2015.

³ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: A European Agenda on Migration, COM(2015) 240 final, Brussels, 13 May 2015.

⁴ Council Conclusions on the Renewed European Union Internal Security Strategy 2015-2020, 9798/15, Brussels, 10 June 2015.

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tackling and preventing terrorism and radicalisation, preventing and fighting serious organised crime on the basis of the EU policy cycle and preventing and fighting cybercrime;

- The **Council Conclusions on Counter-Terrorism**⁵ outline a number of measures that concern Europol, including information sharing, financing of terrorism, strengthening controls of external borders, firearms and PNR;
- **Internal Security Fund** Regulation: includes provisions to implement the budget allocated to the instrument established by the ISF Police Regulation by indirect management, which may become a new service offered by Europol. This, together with other provisions in ISF legislation offer opportunities to enhance the operational cooperation of MS with Europol (e.g. via the implementation of the EMPACT DA with the EU Commission);
- Regulatory changes in **Justice and Home Affairs (JHA) agencies and Commission services**: a number of new regulations have been recently adopted or may be adopted in the period 2015-2016: Eurojust, European Public Prosecutor's Office (EPPO), Frontex/EUROSUR, CEPOL, OLAF, etc. Some of these new or revised legal frameworks might contain fundamental changes for the functioning of agencies or will provide them with new capabilities. While recognising that some Member States might not participate in some of the regulations mentioned above, it is likely that these new legal frameworks will affect in some way the cooperation between Europol and other JHA agencies and Commission services, in particular as regards the exchange of operational, strategic or technical information. More opportunities for cooperation and coordination can be expected, also as a result of the upgrading of the cooperation agreements between Europol and other agencies (e.g. Frontex). Coordination between agencies should be ensured in order to promote synergies and to prevent fragmentation and duplication of tasks, particularly regarding analysis of data;
- New Schengen-related legislation, such as the reinforced Schengen evaluation mechanism and the Schengen Borders Code, will allow for a better cooperation across the different internal security sectors and particularly foster the interaction of border management and the fight against serious international and organised crime.
- **New cooperation partners**: depending on progress with negotiations of cooperation agreements, Europol is likely to have new operational partners in the period 2015-2016 with subsequent effects on resources and operational work. In view of political crises and increasing geo-political threats, Europol should have a flexible response in prioritising the cooperation agreements with countries currently involved in a visa liberalisation dialogue with the EU. New cooperation possibilities will be pursued with EU agencies as required and with **priority third partners**, e.g. the Western Balkan countries;
- Cooperation with **non-law enforcement partners**, and, overall, the growing importance of a **multidisciplinary approach** in the fight against serious international and organised crime: which requires the police, border guard, customs, judicial, administrative authorities and EU bodies to cooperate closely in tackling the consequences of threats to EU internal security posed by organised crime. This is particularly relevant for the functioning of the European Cybercrime Centre at Europol but is also essential in other areas, e.g. in the facilitation of illegal immigration, financial economic crime and drug-related crime, in particular the key role of the multidisciplinary approach taken by EMCDDA and Europol in the strategic analysis of drug markets;

⁵ Conclusions of the Council of the EU and of the Member States meeting within the Council on Counter-Terrorism, 14406/15, Brussels, 20 November 2015.

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- **Budgetary context:** the EU's Multiannual Financial Framework (MFF) 2014-2020 and austerity measures affecting the EU budget and those of national law enforcement administrations will continue to shape Europol's priorities and resources. In particular the decision of the European Commission and budgetary authority to award Europol with additional EUR 12.5 million on an annual basis as of 2015 will have an impact on Europol's resources and activities in the ICT and cybercrime areas. The decision to amend the 2015 budget and establishment plan with 30 additional posts will enable Europol to play an important role in the EU's response to the migration crisis and to carry out the additional tasks as stipulated in the European Agenda on Migration;
- Initiatives aimed at **strengthening the ties between external (CSDP) and internal security (FSJ)**, which will provide the opportunity for Europol to enhance cooperation with the EEAS, its crisis management structures and CSDP missions and operations;

3.2. Strategic framework

While 2016 will see the launch of a new Europol Strategy, Europol's ambition for 2016 is primarily to demonstrate maximum delivery for our customers building on the significant new developments in 2015.. 2016 will be the first year of the new five-year strategic framework of Europol. It will be a year of business continuity and preparations for a future new landscape.. It will require preserving momentum in relation to existing priority commitments and ambitions in order to position Europol well for the next chapter in its development. The Europol Strategy 2016-2020 will focus on consolidating all its capabilities and expertise in view of full-scale delivery of operational service and impact.

With this in mind, in addition to the elements mentioned under section 3.1, Europol has used the following to inform the Work Programme 2016.

3.2.1 Achievement of strategic objectives 2010-2014

In 2015 the implementation of the Europol Strategy 2010-2014 was evaluated. On the basis of results from annual activity reports 2010 – 2014, Europol evaluated the achievement of strategic objectives in the period 2010-2014 by assessing outcomes achieved, KPI targets met and benefits realised. The future outlook provided in this evaluation was taken into account in the discussions on Europol's future Strategy.

3.2.2 Importance of strategic objectives 2010-2014 for the future

Since the new Europol Strategy 2016-2020 was not yet available when elaborating this Work programme, in addition to projecting achievement, Europol established the importance of the strategic objectives 2010-2014 for 2016 and beyond by surveying Heads of Europol National Units (HENUs). HENUs were asked (via a dedicated questionnaire) to indicate how important each of the core business objectives in the 2010-2014 Europol Strategy would be for the future. Establishing the perceived importance of these strategic objectives was key to gauging the degree by which Europol users expect the agency to shift direction as of 2016.

The juxtaposition between achievement and importance of the eight core business objectives in the Europol Strategy 2010-2014 yielded the following results presented below. A matrix of this type typically results in four clusters:

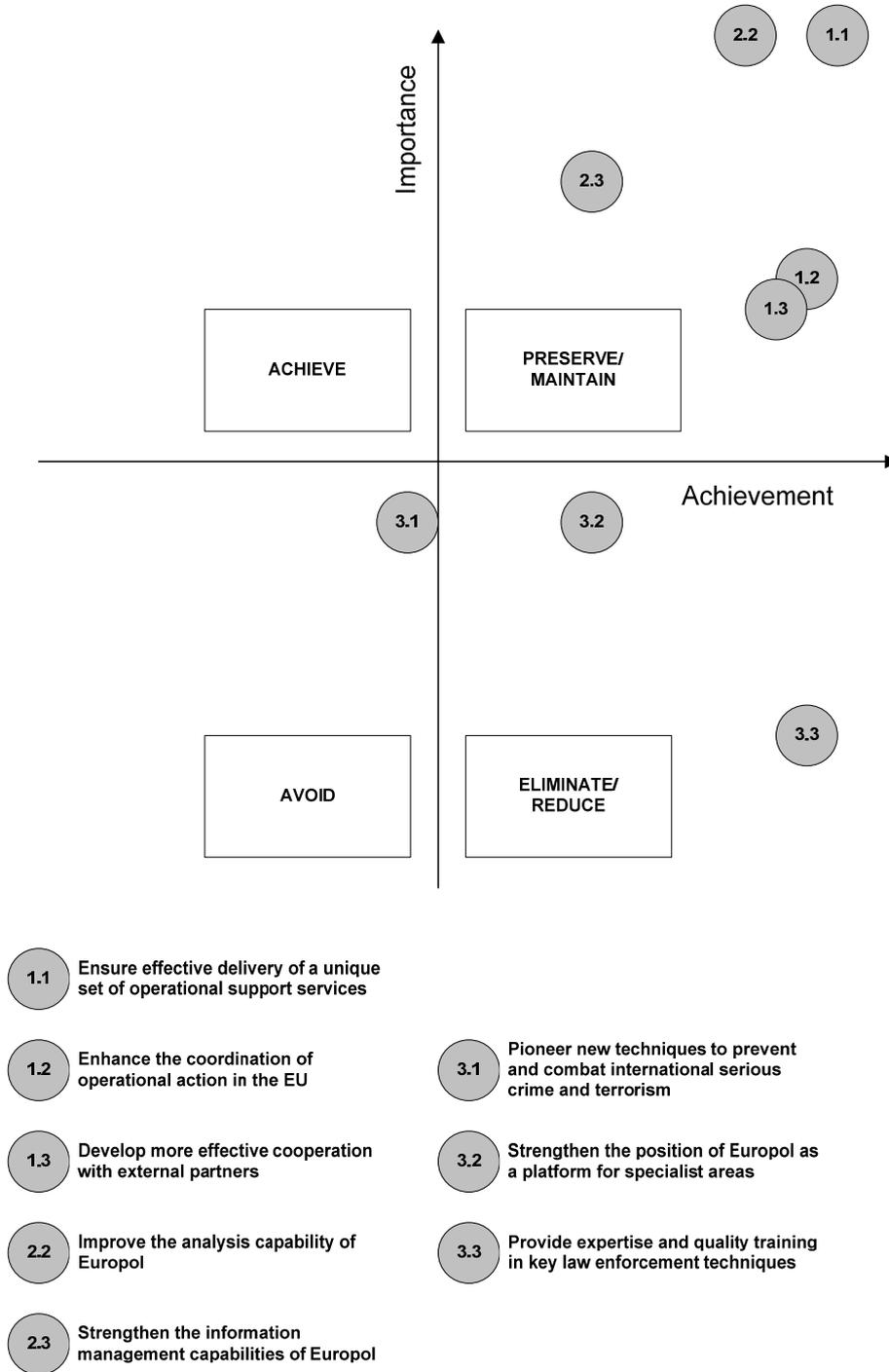
- I. ACHIEVE: items that have not been achieved and are of high importance ("missing" items)
- II. MAINTAIN: items that have (almost) been achieved and are of high importance

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III. REDUCE: items that have (almost) been achieved but are of less importance

IV. AVOID: items that have not been achieved and are of less importance

In the comparison done by Europol, however, there are no items in the first cluster (ACHIEVE), which is due to the fact that HENUs – though asked in the survey – did not identify “missing” objectives that are important but have still not been pursued.



Five core business strategic objectives (the MAINTAIN cluster) will largely have been achieved and remain very important for the future, while implementation of two objectives (REDUCE cluster) lags behind and is of less importance going forward. Only one objective (AVOID cluster) has demonstrated significantly slower progress and is also considered less important for 2016 and beyond. In the HENUs' view the three REDUCE and AVOID objectives ought to be pursued only after the five priority (MAINTAIN)

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objectives have been achieved. HENUs recommend that these three less important objectives are suitable for Europol to seek efficiencies so as to redirect resources to more important objectives. In each of the five important areas there are specific actions recommended by the HENUs for Europol to pursue in 2016 while in the three lower priority areas some efficiency improvements have been suggested. The resulting 11 actions now form the core business annual objectives of Work Programme 2016 marked in the main body of the document as “Priority objective” or “Efficiency objective”.

4. Work Programme Objectives

As mentioned in chapter 1 above, the Europol Strategy 2010-2014 was extended in line with progress made in the development of the Europol Regulation and therefore serves as a basis for the annual objectives and actions in the Work Programme 2016. As a result, Europol’s objectives for 2016 are grouped according to the multiannual goals and objectives in the Europol Strategy 2010-2014.

Each annual objective represents an improvement or a priority action beneficial to Europol’s stakeholders – the law enforcement community in the EU MS. In particular, 2016 objectives address outstanding issues in relation to Europol’s strategic objectives and build on progress implementing the Europol Strategy 2010-2014, focusing on the key elements mentioned in sub-chapters 3.1 and 3.2.

As a financing decision, the Work Programme must account for everything that Europol does, all the daily business that is done in addition to improvements and optimisation. Hence, while the annual objectives are the highlights of Europol’s work in a given year, they are always accompanied by the delivery of existing products and services.

In view of this, each annual objective is accompanied by a list of expected results for the EU MS that will occur upon achieving the objective. In addition, it is suggested which actions Europol will take to realise the annual objective. Unless stated otherwise, all annual objectives should be achieved by the end of 2016.

Given the imminent entry into force of the Europol Regulation a dedicated section below presents a short summary of the key changes introduced by Europol’s new legal basis. It is followed by four sub-chapters containing an overview of Europol’s 2016 objectives.

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The Europol Regulation

The Europol Regulation (expected to enter into force in 2016) will provide opportunities to enhance Europol's operational and strategic capabilities to support Member States in the fight against serious international and organised crime, and terrorism. Once adopted, it will positively impact activities planned by Europol and lead to better results for EU MS. At the time of finalising this Work Programme a full assessment of the implications of Europol's new legal basis has still not taken place, but an initial overview of the key changes introduced by the Europol Regulation and their impact⁶ – to be taken into account in the Work Programme 2016 – is presented below. This list is therefore preliminary and subject to change.

Key changes:	Impact on:	See:
New Integrated Data Management Concept (IDMC)	<ul style="list-style-type: none"> • Europol's role in criminal information management at EU level • Business procedures for information exchange and storage • Rules relating to Europol's core systems, which have to be revised and decided on in collaboration with the Europol MB 	Annual Objective 2.3.1 and 2.3.2 (pages 20-21)
Changes to the way Europol engages with external parties	<ul style="list-style-type: none"> • Relations with all external partners • Procedures for establishing working arrangements with partners • Cooperation agreement processes and in particular exchange of personal data 	Annual Objective 1.3.1 (page 15)
Additional oversight by the European Parliament and EU MS national parliaments	<ul style="list-style-type: none"> • Relations with the European Parliament and national parliaments 	Annual Objective 4.1.1 (page 27)
Updated data protection provisions – new data protection supervisor	<ul style="list-style-type: none"> • Interaction with data protection supervisor, which will be a new body – European Data Protection Supervisor (EDPS) • Information processing and especially implementation of data protection safeguards 	Applies to all relevant objectives in WP 2016
Better possibilities for cooperation with the private sector	<ul style="list-style-type: none"> • Operational cooperation with private parties, including a potential enhanced possibility to receive directly personal data from the private sector 	Annual Objective 1.3.2 (page 16)
Possibility to Europol to financially support EU Member State cross-border operations and investigations ⁷	<ul style="list-style-type: none"> • Scope, size and frequency of financial support for operations provided by Europol to EU MS, including number of crime areas covered • Possibility for Europol to receive and award grants • Europol's administrative capacity needed to support the implementation of this key change (staff, expertise, processes, etc.) 	Annual Objective 1.2.1, 1.2.2 and 4.3.1 (pages 13-14 and 29)

⁶ An interdepartmental taskforce to support the implementation of the regulation is envisioned, with the task – among others to assess the impact of regulatory changes on Europol (*see also Annual Objective 4.1.1, p.30*)

⁷ In the absence of the Europol Regulation as a legal basis to make the funds available to the EU MS, Europol signed a Delegation Agreement with the EU Commission for the management of the supplementary funds. Once the Regulation is in force in 2016 the extra funding for operations will form part of Europol's regular budget; making use of the opportunities offered by this key change is therefore subject to resource availability.

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4.1. Strategic Goal 1: Europol will function as the principal EU support centre for law enforcement operations

Multi-annual level (Europol Strategy)			Annual level (Europol Work Programme 2016)	
Strategic Objectives	Strategic KPIs	2016 targets ⁸	Annual Objectives	
1.1 - Ensure effective delivery of a unique set of operational support services	(i) User satisfaction with operational support (including operational analysis reports) (ii) Number of operations supported by Europol (iii) Number of prioritised operations supported by Europol (iv) Number of operational reports delivered (v) Number of cross match reports and simple answers per 100 accepted contributions ("hit rate") (vi) Average time to process a message ⁹ (vii) Speed of response to MS request ¹⁰ (viii) Number of organised criminal groups disrupted with Europol support (HQ/MS)		1.1.1 – Bring Europol services closer to front-line officers	Priority objective (HENUs)
			1.1.2 - Identify new services to be provided centrally at EU level by Europol	
			1.1.3 – Establish a European Migrant Smuggling Centre (EMSC) at Europol to support EU action against people smuggling	

⁸ 2016 targets will be set at the end of 2015, once the relevant baseline data is available.

⁹ Dependent on EAS development.

¹⁰ *Ibid.*

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Multi-annual level (Europol Strategy)			Annual level (Europol Work Programme 2016)	
Strategic Objectives	Strategic KPIs	2016 targets ⁸	Annual Objectives	
1.2 – Enhance the coordination of operational action in the EU	(i) Number of Joint Actions coordinated/supported by Europol (ii) Number of operational meetings organised and financially supported by Europol ¹¹		1.2.1 – Pursue an active role in coordinating operations by offering a comprehensive portfolio of operational coordination services	Priority objective (HENUs)
			1.2.2 – In priority crime areas where progress is slower than expected, intervene and drive forward operational action	Priority objective (HENUs)
			1.2.3 – Trigger more high-impact operations and communicate better Europol's involvement and added value in them	Priority objective (HENUs)
			1.2.4 - Establish a European Counter Terrorism Centre (ECTC) at Europol to enhance the coordination of operational action in the EU to fight terrorism and radicalisation	
1.3 – Develop more effective cooperation with external partners	(i) Number of SIENA requests and for information messages sent by Europol to external partners (ii) Number of SIENA requests and for information messages sent by external partners to Europol		1.3.1 – Develop an effective cooperation process with external partners on the basis of new provisions in the Europol Regulation	Priority objective (HENUs)
			1.3.2 – Increase cooperation with the private sector including preparing for the new provisions in the Europol Regulation	

¹¹ Including operational meetings funded via the EMPACT Delegation Agreement

1.1 - Ensure effective delivery of a unique set of operational support services

In recent years and especially in 2014-2015, effective delivery of operational support has meant: speed (providing a swift response, facilitating timely information exchange and updates if new information becomes available) and relevance (improving the quality of operational analysis reports and making sure Europol's operational support activities count). However, in 2016 and beyond emphasis will be placed on access/ direct contact, both from Europol's and a front-line officer's perspective. This change in approach may require an adjustment to operational staff allocation and distribution, including reviewing the number of Focal Points, in order to better meet MS operational needs. Another development that will inform Europol's operational delivery objectives as of 2016 is the need to consider if there are not other, new, unique services Europol could provide at EU level. These drivers for change translate into a need to:

Annual Objective 1.1.1 – Bring Europol services closer to front-line officers

**Priority objective
(HENUs)**

Expected result Needs of police in the field are better met.
Direct involvement of and contact with authorities at regional/ local level.
Current bottlenecks in the information exchange flow – removed.

Related actions

- Take initial steps towards offering direct, secure, user-friendly communication in real time during operations via:
 - SIENA (remote access solution or mobile access), or
 - another, new, dedicated tool for live data information exchange during operations as part of a virtual command post with live information exchange and case handling system functionalities
- Bring Europol databases closer to front-line officers. In 2016 Europol will continue building an integrated searches capability allowing a law enforcement officer to cross check data in Europol databases through one single action, including a solution to integrate with and run searches from national systems (system-to-system); depending on user access rights, the field officer would have direct access to the full data, partial data or receive only a hit/no hit notification
- Linked to the above, strengthen the role of SIENA by:
 - rolling it out to more users, e.g.: anti-corruption units in the EU Member States, EU agencies and regional initiatives like MAOC-N, Asset Recovery Offices, Police Customs Cooperation Centres, Passenger Information Units (PIUs), Financial Intelligence Units (FIUs)
 - providing automated translation of languages used in SIENA messages (Subject to availability of resources)
 - building interfaces with national case management systems (CMSs), i.e. further develop and support the NSI (National System Interface) of SIENA to allow Member States to connect SIENA to their case management systems (CMS)

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In this regard SIENA can also complement existing communication channels or even become the secure national communication channel for Member States

- Explore and possibly launch possibilities for 24/7 availability or shift work for certain services especially within Europol's Operational Centre
- Better engage with end users¹², including: promote Europol's operational support services amongst law enforcement officers in the field, raise awareness of Europol's information management and analytical capabilities¹³

Annual Objective 1.1.2 – Identify new services to be provided centrally at EU level by Europol

Expected result More effective levels of support leading to increased operational results in EU MS.
Europol as a “one stop shop” for cross-border European law enforcement support.

- Related actions**
- On the basis of research and analysis as well as idea generation, develop new, unique-for-the-EU services of benefit to EU Member State law enforcement authorities, e.g.:
 - provide advanced forensic support (especially in the cybercrime area):
 - new developments of Europol's forensic IT capability, including implementation of additional state-of-the-art specialised hardware and software tools for recovery and analysis of operational information extracted from computers, digital devices or digitally-stored media
 - new developments of the SPACE online collaboration platform, including a new platform for the development of shared software code, allowing law enforcement forensic experts and trusted partners to co-develop forensic tools (subject to resource availability)
 - based on thorough assessments from a legal, strategic, financial and technical perspective, act as gateway to knowledge/ technical databases of relevance, managed and hosted outside of Europol, that have been identified as important for EU MS competent authorities (current candidates are the Enforcement Database of OHIM and the European Vehicle Identification Database presently hosted on the German Police Intranet)
 - Further develop, accredit and promote the use of existing unique services like Europol's Forgery of Money Lab and the

¹² As part of a repeated process of surveying user perceptions and expectations, in 2016 Europol will also run a User Survey.

¹³ In 2015 Europol initiated the development of a concept for National AWF Contact Points/Coordinators, in association with MS. This could include: offering training, certification and identifying requirements for the role. The approach could be tested in FPs on a pilot basis.

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- concept for the European Tracking Solution
- Further develop and promote the use of financial information. The embedment of FIU.net will allow to achieve synergies between financial and criminal information therefore better serving the purpose of fighting organised crime and terrorism (subject to resource availability).

Annual Objective 1.1.3 – Establish a European Migrant Smuggling Centre (EMSC) at Europol to support EU action against people smuggling

Expected result A single entry point for inter-agency cooperation on smuggling. Increased and faster intelligence flow and timely transformation of operational knowledge into police and border guard action on the spot.
JOT Mare Task Force style response applied across the EU in a more comprehensive way.
Investigative capacity of front line Member States strengthened.
Smuggling networks dismantled.

Related actions

- Further enhance JOT Mare to increase pro-active, coordinated and intelligence driven actions against organised crime groups involved in migrant smuggling in the Mediterranean Sea using vessels and subsequent secondary movements across different transit and destination EU MS.
- Together with Eurojust, Frontex and EASO support the Hot Spot Approach through continued participation in the EU Regional Task Force on the spot: support investigations to dismantle the criminal networks of smugglers and traffickers and assist frontline Member States to swiftly identify, register and fingerprint incoming migrants.
- In close cooperation with concerned Member States, develop the concept of EU Mobile Investigation Support Teams (EMIST) and support the pilot EMIST at the hotspot in Greece by
 - deploying Europol specialists and analysts
 - delivering training to Member States' guest officers
 - financially support the secondment of MS guest officers to the EMIST (subject of additional budget).
- Building on experience gained during the pilot phase, expand the EMIST and EMASST concept to hotspots in other Member States based on previous agreements with the affected MS.
- Step up specialist and analytical support from Europol HQ to analyse the increased information flow and to support MS investigations with high quality analysis, expertise and information sharing.
- Identify and analyse links between financial crimes and facilitation of irregular migration, support financial investigation aiming at seizures and recovery of financial assets and support actions against money laundering connected to migrant smuggling through enhanced cooperation with Financial Intelligence Units.
- Identify and analyse links between facilitation of irregular migration and other crime areas (such as trafficking in human beings, drugs trafficking, trafficking in firearms).
- Identify and analyse links between facilitation of irregular migration and terrorist threats.
- Reinforce coordination and cooperation with competent

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authorities and Europol's operational partners and develop and EU wide overview of the situation from a law enforcement perspective.

- Further develop the permanent migration situation centre to collect and disseminate daily information on migratory flows within Europe/Schengen area and related criminal activities.
- In cooperation with Frontex and other partners, profile and identify vessels used by smugglers and monitor their movements.
- Provide expertise in questions related to the use of social networks by smugglers.
- Identify illegal internet content used by smugglers to attract migrants and refugees and request its removal.
- Enhance cooperation and coordinate activities with external partners incl. EUNAVFOR MED and Interpol.
- Monitor the further development of the Smart Borders initiative and Europol's role therein.

1.2 - Enhance the coordination of operational action in the EU

Operational coordination as a specific type of operational support service has been underdeveloped while it is increasingly recognised as a desirable and beneficial service to the EU Member States, especially in large-scale operations involving a large number of countries. Already in previous years Europol has set dedicated objectives for strengthening its operational coordination role. 2016 will be no exception; based on feedback from Heads of Europol National Units coordination and a more proactive role remain important for Europol to invest in.

In the area of counterterrorism, Europol can already offer solutions to many of the multilateral issues being discussed in the aftermath of the Paris terrorist attacks (January 2015). Particular elements of these attacks ("dormant cells", foreign fighters, radicalisation through internet) have increased the need for a stronger, more coordinated European response. Europol will therefore be looking to utilise its unique capabilities to intensify the efforts to enhance coordination of operational action in the counterterrorism area. Going forward, focus areas include:

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Annual Objective 1.2.1 – Pursue an active role in coordinating operations by offering a comprehensive portfolio of operational coordination services

**Priority objective
(HENUs)**

Expected result Improved coordination of action in the EU against common priorities.

Related actions

- Via a Delegation Agreement with the EU Commission manage ISF funds and finance additional operational activities within the EMPACT framework in line with identified EU MS needs.
- In line with the OHIM grant agreement undertake the following activities funded by the OHIM contribution:
 - gather information and monitor relevant trends in the field of counterfeiting and piracy of IPRs in Europe, with particular emphasis on online IPR infringement and regularly report on such developments;
 - collaborate with OHIM to prepare reports intended to inform policy makers, law enforcement authorities and other relevant stakeholders of current and emerging trends in IP infringements;
 - facilitate and support the activities of national authorities competent for the fight against IPR infringements.
 - raise awareness on instruments which Europol offers to assist in the fight against IPR infringements, particularly that perpetrated via the internet.
- Taking into account and discussing with MS the lessons learned from initiatives like J-CAT- and JOT Mare, run more activities during which investigators from participating states and Europol staff jointly work in a collaborative environment – either virtual (e.g. Virtual Joint Teams) or collocation - in which case management, case logs, shared intelligence and analysis processes are integrated. In this regard Europol will take initial steps towards offering, for instance:
 - new, complementary technical tools, including e.g. SIENA-type solution for video conferencing, operational instant messaging or operational ad hoc tools for direct, secure connectivity for any data format - *see also Annual Objective 1.1.2*
 - supportive business processes – handling of unstructured data in real time, with staff at Europol who communicate in the language and context of regional/ local authorities
 - standard operating procedures, including a refined logistical set-up available within short timeframes e.g. 36 hours (open space operational environment for live operational activities, with Liaison Bureaux staff, Europol analysts, experts and support staff put at the disposal of the ongoing operation)
- Focus on cross-crime relationships, enhancing a holistic, multidisciplinary approach to fighting crime, including proactive intelligence sharing. This should also be embedded within EMPACT, so that it influences EU MS action, opening up new lines of investigation across and among EMPACT priority areas.
- In looking across crime areas Europol should leverage all

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resources/ expertise at its disposal, e.g. making greater use of the Financial Intelligence Unit network (FIU.net) bureau which by 2016 will be integrated into Europol and to exchange information between FIUs in the EU MS. Investigations on organised crime and terrorism could benefit from synergies between financial and criminal intelligence, that will allow fast overview of Suspicious Transaction Reports and in some cases almost real time analytical results (subject to availability of resources).

Annual Objective 1.2.2 – In priority crime areas where progress is slower than expected, intervene and drive forward operational action

Priority objective
(HENU_s)

Expected result More ambitious operational actions and better operational outcomes.

Related actions

- Give direction to operational action, striving to tackle in particular the more complex cases
- Run more and targeted horizontal actions/initiatives (like the Joint Actions Days) with EU Member States and EU agencies in the framework of the EU Policy Cycle for serious and organised crime
- Assume a more active role in EMPACT support and execution (including via the Delegation Agreement) - *see also Annual Objective 1.2.2*
- Focus support and tailor services to EMPACT priority areas, including a comprehensive portfolio of forensic tools in the cybercrime area, while addressing expectations to provide support to non-EMPACT crime areas as well
- With the involvement of HENU_s, support the role of the national EMPACT coordinators and improve Europol's relationship with them, as well as other key stakeholders at national level: EMPACT drivers, co-drivers, OAP action leaders, National AWF experts – *see also Annual Objective 1.1.2*

Annual Objective 1.2.3 – Trigger more high-impact operations and communicate better Europol's involvement and added value in them

Priority objective
(HENU_s)

Expected result Europol services delivered proactively.
More high-profile operations suggested by Europol for initiation by EU Member States.

Related actions

- Implement a standardised approach to high-value target (HVT) identification across all crime areas/ Europol Business Areas; this includes creating and maintaining a Top Targets List
- Step up the work of a cross-departmental team on identifying investigations on the basis of the HVTs identified
- Proactively look for more complex cases where e.g. there are clusters of hits, carrying out in-depth follow-up analysis of the identified links at own initiative, including recommendations concerning further necessary action to progress the investigation
- Use the opportunities provided by J-CAT-like activities (*see*

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- Annual Objective 1.2.1*) to identify new high-impact operations
- Implement marketing and PR strategies around the agency's biggest operational successes, e.g.:
 - further increase press network and expand Europol's media exposure in different languages to a wider audience
 - run awareness-raising projects with the general public and EU Member StatesThese and other communication activities should be used to tap into the wider available potential users of Europol services

Annual Objective 1.2.4 – Establish a European Counter Terrorism Centre (ECTC) at Europol to enhance the coordination of operational action in the EU to fight terrorism and radicalisation (scope subject to additional resources)

Expected result Enhanced exchange of intelligence (proactively, appropriately and efficiently).
Increased efforts to track terrorist financing activities.
More targeted investigations against illegal trafficking of firearms for the purpose of terrorist activities.
Terrorist and violent extremist propaganda material on the internet countered.
Enhanced expertise and knowledge of threats involved and effective counter-measures contributing to a more effective response to terrorist threats.
Greater operational impact against suspected terrorist networks and 'foreign fighters'.

Related actions

- Based on relevant, applicable elements of the intelligence-led EMPACT model, develop a user-driven, sustainable "connect and check" approach to collaboration amongst EU MS, partners and Europol on counterterrorism issues, including arrangements for the provision of funding for operational activities and the set-up of taskforces or multinational ad-hoc teams in certain areas of common interest (e.g. returning foreign fighters)
- Maximise the value of FP Travellers and increase the use of the EIS
 - raise awareness and promote the use of FP Travellers and EIS amongst MS and TP counter terrorist experts to increase the intelligence flow on foreign terrorist fighters and related terrorist networks
 - ensure data-matching and analysis of hits with other systems and databases held at Europol, and with relevant other EU systems including SIS2 and PNR on an appropriate basis
 - provide in depth analysis to the operational cases across the EU
- Maximise the use and value of FP Firearms and the EIS to step up Europol's support in the fight against illegal trafficking of firearms for the purpose of terrorist activities:
 - monitor, via the European Cyber Crime Centre (EC3), the EU-IRU and FP Firearms, the open web and the darknet to detect illegal trade in firearms
 - produce timely knowledge products (e.g. manual for online investigations), Early Warning Notifications

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- and other strategic intelligence products on trafficking of firearms for Member States national law enforcement authorities
- support and coordinate cross-border investigations against (online) trafficking of firearms incl. those that can be subject to re-activation or conversion
- together with Frontex assist Member States bordering the Western Balkans region in increasing controls of external borders to detect smuggling of firearms
- enhance cooperation with Western Balkan countries via operational regional platforms such as the Western Balkan counter terrorism initiative
- Tailor information exchange services to the needs of the counterterrorism community, e.g. extend access to SIENA and EIS to relevant competent authorities and put in place special security/ access functionalities including SIENA upgrade to "EU Confidential".
- Further explore possibilities for implementing concepts to allow cross-checking information with Europol in an encrypted and anonymised way without revealing personal data.
- Ensure financial investigation becomes a mainstream part of all counter-terrorist cases:
 - further exploit the EU-US Terrorist Financing Tracking Programme (TFTP) through a greater number of requests of information submitted to the programme by Member States via the ECTC
 - enhance the ECTC's capabilities through the merger of the Financial Intelligence Unit (FIU.net) with Europol in 2016
- Further develop the EU Internet Referral Unit (EU IRU) into a full operational capability stage:
 - Coordinate and share the identification tasks (flagging) of terrorist and violent extremist online content with relevant partners;
 - Carry out and support referrals quickly, efficiently and effectively, in close cooperation with the industry;
 - Provide mature strategic analysis and operational analysis;
 - Act as a European Centre of Excellence for the above tasks
- Shape Europol's role in the EU PNR architecture in line with the EU Directive and develop a business concept and ICT solution concept with specific focus on SIENA as preferred platform for information exchange.
- Further enhance the capabilities, awareness and activation of the First Response Network to increase its operational and strategic value in case of a terrorist incident.
- Intensify cooperation with Crisis Management Centre of the Commission.
- Maintain the set of common risk indicators in respect of foreign terrorist fighters established by the Commission.
- Launch more capacity-building initiatives in specialised areas like EODN, CBRN, EBDS, including: training, the development of technical/ forensic solutions and new techniques, e.g. related to social media and terrorism,

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- Exploit/ follow up more systematically links between serious and organised crime and terrorism
- Boost cooperation with the US and other partners which play an important role in the activities of ECTC such as key countries in the MENA region (with the support of EEAS).

1.3 - Develop more effective cooperation with external partners

The Europol Regulation introduces a number of changes in relation to cooperation with external partners in particular the provision of data to third countries and international organisations, which forms an integral part of operational cooperation agreements. The new provisions outlined in Article 31 of the Regulation stipulate that Europol may transfer personal data to such partners: (i) on the basis of a decision of the EU Commission on the adequacy of the level of data protection (adequacy decision), or (ii) an international agreement concluded between the Union and that third country or international organisation, or (iii) a cooperation agreement concluded between Europol and the partner in question prior to the date of application of the Regulation. This calls for a new approach for cooperation with external partners to be developed in each of the three cases mentioned in the legislation. To permit Europol to exploit all opportunities from the Europol Regulation upon its entry into force, Europol will in 2016:

Annual Objective 1.3.1 – Develop an effective cooperation process with external partners on the basis of new provisions in the Europol Regulation

Priority objective
(HENUs)

Expected result Improved information exchange and task division between Europol and cooperation partners.

Related actions

- In close cooperation with all relevant EU stakeholders develop guidelines and procedures for cooperating with external partners in each separate scenario as outlined in the new legal basis
- As regards existing cooperation with key partners, identify additional, more efficient avenues for cooperation, e.g.:
 - Interpol: as a gateway to non-EU regions especially in the cybercrime area; specific joint initiatives include the creation of a platform interoperable with Europol's SPACE and deployment of a dedicated EC3 Liaison Officer in the Interpol Global Complex for Innovation
 - Eurojust: closer operational cooperation in the framework of OAPs and in the area of JITs in order to avoid duplication/ overlap e.g. in funding activities;
 - US: in all mandated areas; in addition and where appropriate assisting the European Commission in the EU-US trade negotiations by providing an assessment of possible cross-border crime risks and recommendations for mitigating measures based on Europol's experience and cooperation with the US
 - Frontex: exploit extended opportunities for cooperation and coordination resulting from the operational cooperation agreement between Europol and Frontex e.g. assess taskforcing opportunities and the possibility of liaison bureau arrangements between the two agencies, based on a cooperation agreement. These and other initiatives such as seeking for synergies with Frontex coordinated Joint Operations, commonly planned JADs and JOTs will

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demonstrate Europol and Frontex's commitment to a holistic approach to combating facilitated illegal immigration, in particular by addressing the organised crime element in illegal immigration cases as well as trafficking in human beings and other forms of cross-border crime –within the respective mandates of the parties involved.

- EEAS: Pursue synergies as agreed in 2014 exchange of letters
- Other JHA agencies: close collaboration and pursuing synergies with other JHA agencies e.g. FRA, EMCDDA, EASO, eu.LISA in areas of common interest
- Monitor the developments on a European Public Prosecutor's Office
- Cooperate more closely with customs authorities which do not have direct access to Europol services
- Consider, taking into account resource constraints and in compliance with the respective legal framework and financial rules expanding Europol's liaison network (e.g. by establishing arrangements with the EEAS for colocation in EU Delegations) to key countries in geographical areas/ continents of strategic interest (e.g. MENA countries)
- Contribute to the new Schengen evaluation mechanism by providing input to the annual evaluation programme through Europol risk assessments and by participating as observer in four on-site visits.

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Annual Objective 1.3.2 – Increase cooperation with the private sector including preparing for the new provisions in the Europol Regulation

Expected result Europol as the collective voice of European law enforcement towards the private sector in full respect and alignment with agreed EU positions.

“Smart coalitions” in place with key private sector partners.

Related actions

- Further develop existing cooperation with private sector partners, including participation of representatives of the private sector in:
 - open sessions of relevant meetings
 - advisory groups, coalitions, boards and fora
- Explore possibilities for concluding public-private partnerships or other instruments that would facilitate cooperation with non-law enforcement
- Further expand cooperation with internet service and hosting providers to address terrorist content online. This cooperation should contribute to the further development of the EU IRU
- Assess possibilities for joint action between Europol and private partners, e.g.:
 - interaction between Europol and private partners in specific operations
 - Europol drawing on resources/ unique knowledge/ expertise available in the private sector, including e.g. secondment of representatives of the private sector to Europol (in line with all applicable legal and data protection requirements and applying any safeguards necessary) and, in turn, secondment of Europol experts to the private sector.

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4.2. Strategic Goal 2: Europol will become the EU criminal information hub

Multi-annual level (Europol Strategy)			Annual level (Europol Work Programme 2016)	
Strategic Objectives	Strategic KPIs	2016 targets ¹⁴	Annual Objectives	
2.1 - Lead the further development of a European Criminal Intelligence Model and promote its principles with national and EU authorities	Performance of Europol in supporting the implementation of the EU Policy Cycle		2.1.1 – n.a. <i>With the successful launch in 2014 of a second EU Policy Cycle for serious international and organised crime on the basis of the European Criminal Intelligence Model promoted by Europol, the corresponding Strategic Objective in Europol's Strategy is considered achieved and not relevant as of 2015. The ECIM is now an integral part of the four-year Policy Cycle, maintained and developed as part of the maintenance and development of the Policy Cycle methodology. Hence there is no Annual Objective set for 2016 in this area, though Europol will continue to measure its performance in supporting the implementation of the EU Policy Cycle via a dedicated KPI.</i>	
2.2 – Improve the analysis capability of Europol	(i) Number of strategic analysis reports delivered ¹⁵ (ii) Number of operational analysis reports delivered		2.2.1 – Focus analytical resources on operational analysis and analysis of emerging threats and trends	Priority objective (HENUs)

¹⁴ 2016 targets will be set at the end of 2015, once the relevant baseline data is available.

¹⁵ Including intelligence notifications/ early warning notifications for MS on emerging threats or trends.

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Multi-annual level (Europol Strategy)			Annual level (Europol Work Programme 2016)	
Strategic Objectives	Strategic KPIs	2016 targets ¹⁶	Annual Objectives	
2.3 – Strengthen the information management capabilities of Europol	(i) Number of cross border crime checks (CBCC) in the EIS related to persons (ii) Percentage of MS which achieve their EIS targets (iii) Number of SIENA cases initiated (iv) Number of SIENA messages received (v) Percentage of all SIENA messages containing structured data sent by MS shared with Europol		2.3.1 – Strengthen capabilities related to the handling of large volumes of data	
			2.3.2 - Prioritise developments related to modernising systems architecture and interoperability	
			Priority objective (HENUs)	

¹⁶ 2016 targets will be set at the end of 2015, once the relevant baseline data is available.

2.2 – Improve the analysis capability of Europol

In the past Europol's primary objective in relation to analysis has been to improve the technical tools used (Europol Analysis System). Another feature of the evolution of Europol's analysis capability has been a focus on delivering all types of analysis (operational, strategic, emerging threats/ trends, open source, etc.) according to similar quality standards, and on constantly improving all aspects of these different analysis types. The new Europol Strategy offers a chance to re-examine Europol's distinct capabilities and confirm which analytical services are truly unique and relevant, allowing Europol to prioritise and tailor the delivery of the different type of analysis. Pending the outcome of a discussion on this topic as part of the Europol Strategy 2010-2014 review in 2015, HENUs have suggested that in 2016 Europol should:

Annual Objective 2.2.1 – Focus analytical resources on operational analysis and analysis of emerging threats and trends

Priority objective
(HENU_s)

Expected result Increased relevance of analytical reports.

Related actions

- Implement a blueprint of the analytical capabilities of Europol on the basis of an agreed vision of the future of analysis at Europol, including the future of existing specific tools
- In line with existing resources and upon consultation of the relevant services of DG HOME when relevant, prioritise which analytical products will continue to be offered and which stopped, e.g. in relation to strategic products:
 - collect EU MS requirements at the beginning of each year, assess them, and plan to do only those that meet established priority criteria
- Provide relevant and more frequent early warning/ emerging threat reports, including joint outputs with partners such as EMCDDA (e.g. on new psychoactive substances, drug supply)
- Fully exploit Europol's databases (e.g. FP GNST) to identify threats and trends
- Continue improving the quality of analytical products through quality management and training of staff
- Subject to availability of resources, enhance the relevance of analytical products by consolidating the use of DNA and fingerprints as an additional source of intelligence, as well as face recognition capabilities:
 - integration of Automated Fingerprint Identification System with other systems (in particular the EAS)
 - development of enhanced solutions for handling biometric DNA and facilitating recognition and identification of persons in images and video files
- Deliver the new Europol Analysis System facilitating intelligence analysis and initiate further evolution of analysis capability subject to availability of resources:
 - scalability improvements to enable processing of higher volumes of data, including biometrics, images and video content
 - enhanced search functionality to facilitate search and indexing of complex data formats and imported databases
 - enhancement of tools for strategic and open-source intelligence analysis
 - enhanced workflow and personalisation functionalities, including improved alerting, in order to facilitate intelligence analysis and Operational Centre processes
 - interoperability between the EAS and other tools, e.g. FITE and EMAS

2.3 - Strengthen the information management capabilities of Europol

Finalisation of new ICT systems and related consolidation activities will span most of 2015 and will continue in 2016. With drivers for change in the global technology landscape and the entry into force of the Europol Regulation (including possibilities offered by the Integrated Data Management Concept) in 2016, the information management and ICT areas will require complete rethinking. It is expected that 2016 will see both evolution of existing systems as well as new developments in response to external developments and the expanded Europol mandate. In the first instance, existing tools will be promoted and made easily accessible while ensuring speed and responsiveness on the part of Europol. For key systems delivered in 2015 such as EC3 systems and tools, processes will be defined and existing procedures adjusted or new ones created. A holistic approach to information management and a new ICT Strategy for the coming years will be initiated in 2015 in line with the new Europol Strategy (2016-2020), taking into account opportunities and challenges presented by Europol's new legal basis. In so doing, close cooperation between ICT and Operations Department is necessary to ensure business requirements are captured and to confirm development is in line with user expectations.

At time of finalising the Work Programme 2016 the details of the transition from current Information Management and ICT Strategy to future direction is not fully defined (this will be done in the course of 2016). The objectives below identify areas of development already understood to support the future Europol Regulation but the concrete scope of implementation will depend on the analysis done in 2016. The two main themes for 2016¹⁷ at this point are:

Annual Objective 2.3.1 – Strengthen capabilities related to the handling of large volumes of data

Expected result New forms of processing that enable large and complex data sets to be handled in a way that results in process optimisation, enhanced decision-making and identification of links.

Related actions

- Elaborate a concept of integrated data management/ central data repository from which data would be extracted for different purposes (cross-matching, analysis, etc.)
- In relation to the above, take first steps to develop Europol's systems to support the Integrated Data Management Concept whereby access by law enforcement officers to data is defined by the data processing purpose and therefore no longer dependent on the type of data processing system
- Ensure new EAS and other relevant tools (e.g. FITE) have processing capabilities for large volumes of data - *see also Annual Objective 2.2.1* – subject to availability of resources
- Implement changes to other core business solutions, including the Europol Information System (EIS) and the European Bomb Database System (EBDS), to facilitate integrated data handling
- Make extension and scalability improvements in the ICT infrastructure to support increased volumes of data

¹⁷ Based on a preliminary review of Europol's Information Management Strategy and a strategic reflection on the future Europol ICT model from 2014 – done to support decision-making for the prioritisation of ICT developments until a new Europol Strategy becomes available.

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Annual Objective 2.3.2 – Prioritise developments related to modernising systems architecture and interoperability

Priority objective
(HENUs)

- Expected result** Increased efficiency and flexibility of the ICT infrastructure.
Automation of data exchange through system to system communication.
Increased data quality, reduced number of errors.
Increased use of structured data.
- Related actions**
- Carry out a technical consolidation to simplify the ICT landscape
 - Consolidate an integration platform to facilitate integrated data handling between Europol systems and national systems, supporting an updated information management architecture
 - Review network connectivity principles enabling for instance:
 - Europol's secure network to be connected to more external databases (e.g. VIS, Eurodac) (subject to legal basis)
 - the use of the Internet for the transmission of operational information, i.e. an operational Internet-facing network¹⁸
 - Continue working towards maturing Europol's cybercrime-specific information management capabilities
 - Further develop and implement structured information exchange (UMF) at Europol, as well as at national level and EU level and within other partner international organisations
 - Explore possibilities for implementing concepts for:
 - anonymised/ pseudonymised cross-matching enabling the identification and prioritisation of links between data sets in various databases without the necessity of revealing the content of that information
 - multiple classification levels in SIENA allowing EU MS and Third Parties to choose the most appropriate SIENA classification level in line with national legislation, IT infrastructure and international data exchange needs. This would go hand in hand with accrediting selected Europol systems to process information up to EU Confidential level
 - based on thorough assessments from a legal, strategic, financial and technical perspective, offer gateway services (with SIENA as communication application and UMF as data format) to EU MS allowing them to give each other reciprocal access to their national databases (candidates are the Automation of Data Exchange Processes (ADEP)¹⁹ initiative and the exchange of Passenger Name Records among PNR Units)

¹⁸ This network may be disconnected from the existing secure environment, but under certain conditions allow for upload of data onto the secure network for data processing.

¹⁹ ADEP is an EU initiative aiming to improve the exchange of police records between Member States. The initiative is led by France, in close cooperation with Finland. Europol is supporting the initiative with experience and expertise, while ensuring alignment with other initiatives such as UMF3.

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4.3. Strategic Goal 3: Europol will expand its capabilities as an EU centre for law enforcement expertise

Multi-annual level (Europol Strategy)			Annual level (Europol Work Programme 2016)	
Strategic Objectives	Strategic KPIs	2016 targets ²⁰	Annual Objectives	
3.1 - Pioneer new techniques to prevent and combat international serious crime and terrorism	Number of projects launched to pioneer new techniques		3.1.1 – Focus on facilitating and promoting new technique and best practice exchange	Efficiency objective (HENUs)
3.2 – Strengthen the position of Europol as a platform for specialist areas	(i) Percentage of active users on the EPE (ii) Total number of new authorized EPE user accounts		3.2.1 – Promote the use of relevant expert networks/ platforms in an improved and efficient manner	Efficiency objective (HENUs)
3.3 - Provide expertise and quality training in key law enforcement techniques	Participant satisfaction with training provided by Europol experts		3.3.1 – Provide training and knowledge-sharing to selected priority areas	Efficiency objective (HENUs)

²⁰ 2016 targets will be set at the end of 2015, once the relevant baseline data is available.

3.1 – Pioneer new techniques to prevent and combat international serious crime and terrorism

Crime evolves, innovates and thereby disrupts traditional policing methods and techniques. For an effective crime response, law enforcement cannot afford not to innovate. On the basis of own experience and with the help of leaders and progressive thinkers from law enforcement agencies across the EU, latest trends can be monitored, good practices and new techniques developed and exchanged. Europol is committed to playing an active role in this process, but has made slow progress towards achieving its objective to pioneer new techniques to prevent and combat international serious crime and terrorism. A substantially larger resource investment is necessary if the original scope, outcome and benefits associated with this objective are to be achieved. At the time of drafting this Work Programme further analysis/ rethinking of Europol's role in police innovation still had to be done as part of the preparation of Europol's Strategy 2016-2020. In the meantime, at the proposal of Europol Heads of National Units, for 2016 Europol limited its role in this area, hence the objective below as recommended by HENUs. The limited role for Europol in pioneering new innovative techniques was confirmed by the new Strategy 2016-2020.

Annual Objective 3.1.1 – Focus on facilitating and promoting new technique and best practice exchange

Efficiency
objective
(HENUs)

Expected result Europol recognised as a single point of contact and an effective intermediary in relation to new techniques to prevent and combat international serious crime and terrorism.

Related actions

- Rather than pioneering techniques from Europol, focus on bringing together countries that need and respectively can provide specific innovative techniques
- However:
 - further invest in operational involvement/ follow-up to the application of new techniques
 - become the EU 'broker' for Special Tactics, connecting the specialists and identifying operational innovation opportunities
 - be up to date with latest research and development of new technologies, risks and threats in the Special Tactics area
 - advise on innovative techniques in the Special Tactics area, in particular to EMPACT-related priorities
 - develop new techniques in cybercrime, e.g. operational support tools built for use by EU MS (subject to availability of resources)

3.2 – Strengthen the position of Europol as a platform for specialist areas

Thanks to the significant contribution of Europol experts in cybercrime, counterterrorism, Euro counterfeiting, forensics, ect. to operational outcomes, Europol's goal has been to be(come) a centre for expertise in even more areas. This has resulted in the agency's active involvement in a wide range of expert fora, including the creation and maintenance of an ever-increasing number of expert platforms/ networks, which has proven both financial- and human- resource intensive. How to perform its role as a platform for specialist areas more efficiently is a key issue for Europol, especially given the agency's aim to boost operational activities. A proposal to address the issue was made by HENUs as part of their input to the Work Programme 2016: Europol must prioritise better its involvement in specialist platforms on the basis of an assessment of their usefulness and value-for-money, including whether they result in tangible outcomes. This focus on relevance suggests that in 2016 Europol will have to:

Annual Objective 3.2.1 – Promote the use of relevant expert networks/ platforms in an improved and efficient manner

**Efficiency
objective
(HENUs)**

Expected result Knowledge services delivered in line with prioritised needs. Set-up of new networks/ platforms and promotion of existing ones is aligned with an assessment of each network/ platform's utility and/ or value for money.

Related actions

- Better capture requirements for the creation of or involvement in expert networks and platforms
- On the basis of an approach defined and piloted in 2015, continue promoting the use of less active Europol Platforms for Experts (EPEs) that are still considered valuable and close unused ones or such that are no longer relevant
- Improve the accessibility of EPEs, including mobile access (Subject to resource availability)

3.3 – Provide expertise and quality training in key law enforcement techniques

Over the years Europol has established itself as a preferred training provider in a few specialised areas, e.g. analysis, euro counterfeiting and cybercrime, while trying to accommodate a stable number of requests for training in multiple other areas. Training delivery remains part of the agency’s mandate but is another service where further efficiencies could be sought. This seems to be in line with Europol user expectations: in the survey run with the 28 Heads of Europol National Units to inform priorities for the Work Programme 2016 HENUs clearly signal that Europol should limit its training activities to a few priority areas in which Europol has unique expertise, and not try to cover the entire spectrum of possible training areas. In order to meet its ambition to be more operational than ever in the forthcoming period, Europol must therefore prioritise better all training requests received. As a result, in 2016 Europol will:

Annual Objective 3.3.1 – Provide training and knowledge-sharing to selected priority areas

Efficiency objective (HENUs)

Expected result Training services delivered in line with prioritised needs and in coordination with CEPOL.

Related actions

- Establish an overall concept as to which priority areas Europol should provide training and knowledge-sharing services in, e.g.:
 - limit the service to areas where the agency has real state-of-the-art expertise
 - collect EU MS requirements for training courses at the beginning of each year, assess them, and plan to do only those that meet the priority criteria
- Prioritise training of National Contact Points and EMPACT actors at EU MS level (drivers, co-drivers, action leaders, coordinators) - *see also Annual Objective 1.2.2*
- Make delivery more efficient, e.g.: inviting external speakers, organising train-the-trainer and multi-national group training courses, making use of an eLearning platform and CEPOL-hosted webinars

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4.4. Strategic Goal 4: Europol will grow as a modern, efficient organisation with the best resources, effective governance arrangements and a positive reputation

Multi-annual level (Europol Strategy)			Annual level (Europol Work Programme 2016)
Strategic Objectives	Strategic KPIs	2016 targets ²¹	Annual Objectives
4.1 – Strengthen Europol’s accountability arrangements	Percentage of audit recommendations graded as critical/ very important addressed within six months		4.1.1 - Implement the Europol Regulation
4.2 – Strengthen ICT and business alignment	(i) Delivery of ICT projects and programmes according to agreed targets		4.2.1 - Improve the integration of administrative ICT systems leveraging collaboration with other agencies and cloud services, taking into account opportunities offered by developments at the EU institutions (e.g. eProcurement)
	(ii) Delivery of services and products in line with agreed SLAs		4.2.2 - Improve ICT capabilities to support organisational goals and business objectives
4.3 – Improve the management of Europol’s human and financial resources	(i) Vacancy index at the end of the year (ii) Budgetary outturn (iii) Accrual rate of carry overs		4.3.1 – Meet resource level targets while maintaining high productivity, efficiency and motivation amongst staff
4.4 – Build a strong and positive Europol culture and image	(i) Europol User Survey results on overall satisfaction (ii) Europol User Survey results on image		4.4.1 - Ensure Europol is up to speed with developments related to digital and e-government policies and assess new media options

²¹ 2016 targets will be set at the end of 2015, once the relevant baseline data is available.

4.1 - Strengthen Europol's accountability arrangements

The EU Commission's proposal for a new legal basis for Europol – expected to come into force in 2016 – constitutes Europol's future accountability framework. Under the Regulation Europol will assume responsibility for newly-defined tasks and actions. A taskforce to support the implementation of the Europol Regulation will be created in 2016 with the dual purpose of: defining how Europol can best explore opportunities and minimise potential risks related to its role, and overseeing the introduction of new/innovative approaches to core business operations (e.g. data input and throughput to Europol). The preparatory work done by the taskforce will allow Europol in 2016 to smoothly and efficiently:

Annual Objective 4.1.1 – Implement the Europol Regulation

Expected result New arrangements in place to enhance Europol's operational and strategic capabilities to support Member States.

Related actions

- Set up an interdepartmental taskforce to support the implementation of the Regulation; in concrete terms the taskforce will be:
 - assessing the impact of regulatory changes on Europol, including operational efficiency, cooperation with private parties and external relations
 - revising Europol's acquis
 - drafting implementing rules for adoption by the Europol MB
 - reviewing relevant processes and procedures impacted by the Europol Regulation
 - assisting in related technical and organisational changes
- Launch a new multiannual Europol Strategy 2016-2020 and a multiannual strategy implementation plan, including an accompanying External Strategy and Information Management and ICT strategies
- Implement new work planning arrangements in line with the new Financial Regulation and provisions in the Europol Regulation
- Implement interaction with the European Parliament and national parliaments of the Member States

4.2 - Strengthen ICT and business alignment

With information management and advanced ICT capabilities forming an integral part of Europol's core business, how ICT positions itself to support organisational goals and business objectives is crucial to Europol's success. A new ICT Strategy will be launched in 2016 and one of its key elements is expected to be flexibility, i.e. offering agile services which make sure that ICT remains relevant in an organisation with changing needs both due to external requirements or lessons learned from service delivery. There will be high expectations of an increased investment in ICT (a substantial growth in ICT budget is planned in the period 2015-2020) for the future benefit of Europol and its users. In operational areas ICT will align with business priorities to enable the core business to: exploit new technology, implement new operational initiatives, sustain good service levels and facilitate growth (*see also annual objectives 2.3.1 and 2.3.2*).

ICT will support Europol's administration as well, in particular to: reduce cost and enhance productivity. In relation to administrative and governance ICT systems, there are certain external developments that Europol must respond to, e.g. EU Commission requirements for agencies to:

Annual Objective 4.2.1 – Improve the integration of administrative ICT systems leveraging collaboration with other agencies and cloud services, taking into account opportunities offered by developments at the EU institutions (e.g. eProcurement)

Expected result The number and use of administrative systems is streamlined. Opportunities explored for using shared resources or services.

Related actions

- Further implement IT tools to support the administration, e.g. introduction of e-procurement in ABAC according to EU Commission requirements
- Reinforce asset management exploring possibilities for the implementation of more integrated asset management solutions
- Further develop the HR System and Facilities Management Information System
- Kick off the development of a new Contract Management & Procurement Solutions
- Assess the feasibility and added value of using private, secure cloud services (subject to resource availability)

Depending on decisions taken in relation to cloud service use, explore the possibility to develop common data protection/ data security standards for agencies when outsourcing services or when using external services (e.g. cloud services)

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Annual Objective 4.2.2 – Improve ICT capabilities to support organisational goals and business objectives

Expected result Timely and effective technical solutions for prioritised business needs.
ICT capability aligned with strategy.

Related actions

- Initiate network changes to support improved alignment of network connectivity to business needs, depending on strategic direction for connectivity to be defined in 2015
- Consolidate an integration platform to facilitate integrated data handling between Europol systems and with national systems
- Extend of ICT infrastructure and scalability improvements to support increased volumes of data
- Technical consolidation to simplify ICT landscape
- Business intelligence platform evolution and integration to other systems
- ICT security improvements, including accreditation and penetration testing activities
- Continue ICT operational improvements to increase efficiency and flexibility of ICT services

4.3 - Improve the management of Europol's human and financial resources

Europol's workforce is set to decrease by approximately 10% by 2018 in line with resource programming rules adopted by the European Commission for the financial period 2014-2020²². Downsizing on such a scale represents a fundamental challenge in times when Europol's workload and tasks expand. More importantly, it has broader implications for Europol staff's experience in terms of workplace culture, conditions and perception of management. Not surprisingly, the main challenge before Europol's administration in this period will be to cope with resource pressures. This would not be possible without repeated efforts to: (i) fully exploit efficiency opportunities (ii) integrate certain new tasks effectively and (iii) guarantee a stimulating working environment for staff. Therefore, in 2016, related initiatives will continue and expand further to:

Annual Objective 4.3.1 – Meet resource level targets while maintaining high productivity, efficiency and motivation amongst staff

Expected result Europol's resources are managed in a way which enables: (i) responding to current operational needs and (ii) meeting the challenges of resources limitations

Related actions

- Implement staff savings according to the Multiannual Financial Framework and improve the efficiency of the staff allocation, taking into account the outcome of an annual benchmark with other agencies
- Integrate seamlessly the management of the Europol Pension Fund and the Delegation Agreement in Europol
- Implement the recommendations of a strategic housing analysis in view of optimising the use of the building
- Develop an Environmental Performance Management Programme (EPMP) based on the EMAS concept of the Commission Implement recommendations from latest Europol Staff Survey and run a new Staff Survey
- Further develop the application of activity based management principles in line with EU Commission and Network of Agencies initiatives
- Set up and implement an awareness programme on administrative policies and processes for Europol staff, including offering e-learning and self-service opportunities
- Develop a competency framework in recruitment, resource allocation and professional development
- Explore inter-agency mobility and possibilities provided by the new Staff Regulations

²² Communication "Programming of human and financial resources for decentralised agencies 2014-2020" (COM(2013) 519 Final)

4.4 - Build a strong and positive Europol culture and image

Europol strives to market itself better in order to reach potential new users that can benefit from its support in the future. Increasingly, public sector entities that communicate with users and the public most successfully are those that pursue a digital communications strategy to realise the benefits of social media and latest technology allowing collaboration and mobile access to media in real time. In 2016 Europol will aim to keep up with a growing trend towards digitalisation, enabling the agency to profit from more efficient communication processes and targeted investment of communication resources, while also being able to expand its traditional target audiences and change the way in which it uses conventional media. This process has already started: with Europol having an active social media presence, producing a number of digital publications and allowing mobile access to its website. It is complemented by dedicated initiatives to engage certain target audiences better. But in a dynamically changing digital and technological landscape, in 2016 the agency will in particular have to:

Annual Objective 4.4.1 – Ensure Europol is up to speed with developments related to the digital and e-government policies and assess new media options

Expected result Europol's communication tools are fit for purpose in a digital environment in order to enable users to fully benefit from digital distribution of relevant content.

Related actions

- Complete a full transition to online/ digital publications addressing interoperability, portability and availability issues. This would make Europol's publications more mobile-friendly as well, in particular suitable for access via portable devices (smartphones, e-readers, tablets, etc.)
- Explore innovative communication tools suited for use with latest technologies and by digital society users

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Annex A – Detailed overview of resource allocation²³

	Number of staff (TA,CA,SNE)	% of total staff	Budget allocation (incl. salary) €'000	% of total budget
Implementation of priority actions				
Additional SNE (20) and CA (up to 15) posts ²⁴	35	5.2	2,000	2.0
Additional request of TA posts ²⁵	0	0	0	0
I. Europol as the principal EU support centre for law enforcement operations:	322	48.1	45,630	45.5
1.1 – Ensure effective delivery of a unique set of operational support services	185 ²⁶	27.6	25,252	25.2
1.2 – Enhance the coordination of operational action in the EU	45 ²⁷	6.7	9,196	9.2
1.3 – Develop more effective cooperation with external partners	92	13.7	11,182	11.2
II. Europol as the EU criminal information hub:	82	12.2	16,047	16.0
2.1 – Monitor the implementation of the European Criminal Intelligence Model and promote its principles with national authorities in the MS	n.a.	n.a.	n.a.	n.a.
2.2 – Improve the analysis capability of Europol	53	7.9	8,302	8.3
2.3 – Strengthen the information management capabilities of Europol	29	4.3	7,745	7.7
III. Europol as an EU centre for law enforcement expertise:	94	14.0	12,219	12.2
3.1 – Pioneer new techniques to prevent and combat serious crime and terrorism	15	2.2	2,504	2.5

²³ Due to applied rounding, there may be decimal deviations between the sum of % of posts/ budget allocated to individual objectives and the % of posts/ budget allocated to the respective strategic goals in the table below.

²⁴ Europol envisaged that throughout 2015 a small part of the additional funds received, would be used to increase the number of SNEs and CAs. These SNE and CA posts are expected to continue throughout 2016.

²⁵ From an original request of 29 posts, 5 were granted in 2016 as part of the MFF. The request for the remaining 24 posts remains valid for 2017.

²⁶ These include 3 additional posts granted in 2015 for JOT Mare + 25 out of 30 additional posts granted following the amended budget 2015 for EMSC. The allocated budget includes the related additional salary and activity costs.

²⁷ These exclude the additional 6 posts for FIU.net that were requested but not granted in 2016. These include the additional post that was granted in 2015 to Europol for the Agency's reinforcement and 5 out of the 30 additional posts granted in 2015 following the amended budget 2015 for EMSC that are allocated to the EU-IRU. The allocated budget includes the additional budget for ICT developments related to the ECTC and additional activity costs.

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	Number of staff (TA,CA,SNE)	% of total staff	Budget allocation (incl. salary) €'000	% of total budget
3.2 – Strengthen the position of Europol as a platform for specialist areas	71	10.6	8,468	8.4
3.3 – Provide expertise and quality training in key law enforcement techniques	8	1.2	1,247	1.2
IV. Europol as a modern, efficient organisation:	67	10.0	9,745	9.7
4.1 – Strengthen Europol's accountability arrangements	22	3.3	2,868	2.9
4.2 – Strengthen ICT and business alignment	7	1.0	844	0.8
4.3 – Improve the management of Europol's human and financial resources	25	3.7	4,094	4.1
4.4 – Build a strong and positive Europol culture and image	13	1.9	1,939	1.9
Management and support services²⁸				
<i>These include: administrative support; facilities; ICT services; management; security; HR and finance services</i>	53	7.9	11,923	11.9
Other				
Data Protection Office	7	1.0	671	0.7
Internal Audit Function	3	0.4	281	0.3
Joint Supervisory Body	-	-	390	0.4
Management Board	4	0.6	1,052	1.0
Accounting Office	3	0.4	284	0.3
TOTAL (IT +I +II +III +IV +management and support +DPO +IAF +JSB +MB +ACCO)	670²⁹	100	100,242	100

²⁸ Part of management and support services has been allocated proportionally to the implementation of priority actions. Therefore this row only reflects the residual resources needed to support administrative, facilities, ICT service, management, security, HR and finance functions.

²⁹ The total number of staff excludes the number of: (i) structural service providers and (ii) external staff for occasional replacement as these categories of staff are used to fulfil unplanned-for short-term needs in a given year arising from e.g. increased workload, maternity leave, long-term sick leave or part-time work. An estimate based on current trends is, however, included in the total budget allocation.

Annex B – Overview of critical risks and mitigating measures

Europol's corporate risk management process aggregates risks (including the related responses) at organisational level. In doing so, Europol expands risk management from a vertical (e.g. in business area or projects) to a horizontal perspective (corporate, organisational wide view), thus meeting the Internal Control Standard (ICS) N° 6 of the Commission, "Risk Management Process". In line with this, corporate risks are considered internally by Europol at regular intervals throughout the year and on an immediate ad hoc basis in the event of the identification of time-critical or high impact risks.

For Europol, a risk is 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. Work Programme and the related internal Work Plan). Risks are understood in two dimensions: **Threats** (expected negative effect on a business objective) or **opportunities** (expected positive effect on a business objective). Both types of risk – those identified as threats and opportunities – are listed below. The overview only shows critical risks.

A **critical risk** is defined as a potential event or set of events in the future where the **impact** of the risk concerned is assessed as **severe** (meaning the concerned objective could not be reached at all (threat) or easily be achieved (opportunity) in comparison with the given planning) and the **probability** is considered to be **high** (i.e. the risk event – threat or opportunity – is likely to occur).

Given the current risk exposure concerning the business planning, the following critical risks (threats) are identified for the 2016 planning:

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(i) Overview of threats (risks which could have a negative effect on the annual business planning)

Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
01	<p>Europol, following the delivery of the Europol Analysis System (EAS) in 2015, may fail to meet the operational demand and financial support needs, thus may not deliver a unique set of operational support services, according to expectations of Member States and cooperation partners, including the needs of front-line investigators, due to the lack of:</p> <ul style="list-style-type: none"> • Speed, relevance as well as quality of operational response and analysis provided; • Capabilities which allow for direct, secure and user-friendly communication, in real time, during operations; • Firsthand and live access – at federal, regional and local levels – to organised crime and terrorism related investigative data during operations supported by Europol; • Member States’ preparedness to share live, high quality investigative data with Europol, reflecting sufficient awareness of, or trust in, Europol’s capabilities as an operational partner; • Europol’s capability to effectively and efficiently process and analyse contributions; • Effective coordination of law enforcement activities against cross-border organised crime affecting the EU, based on an accurate and thorough understanding of priority crime areas and emerging (regional) threats; • Availability of human resources at Europol, in Member States and within authorities of cooperation partners; • Budget use to support operational action (in view of the complexity of the EMPACT related grant funding); • Enhanced operational cooperation with source countries for key crime areas and relevant countries/bodies on a global scale, given new cooperation agreement mechanisms under the Europol Regulation; 	<p>1.1-1.3 1.2.1</p>	Share	<ul style="list-style-type: none"> • Involving federal, regional and local law enforcement authorities in relevant operational activities, to bring Europol’s support closer to front-line investigators (objective 1.1.1), while strengthening capabilities to handle large volumes of data (objective 2.3.1); • Pursuing an active role in operational coordination while offering a more collaborative environment to run high impact operations, supported by EMPACT related funding (objectives 1.2.1-1.2.3); • Prioritising developments related to modernising systems architecture and interoperability (objective 2.3.2), including the promotion of new technique and best practice exchange (objective 3.1.1), combined with the alignment of ICT and business requirements (objective 4.2.2); • Building a strong and positive Europol culture and image (objective 4.1.1); • Developing more effective external cooperation with external partners, including the private sector (objectives 1.3.1-1.3.2); • Continuous strategic analysis to reduce information gaps and to identify up-to-date regional crime trends (objective 2.2.1);

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Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
	<ul style="list-style-type: none"> • Access to non-law enforcement expertise and relevant information, in particular from the private sector in the area of EC3; • Adequate (human) resources in 2016 for joint investigation activities, EMPACT related support and other related initiatives (e.g. J-CAT³⁰, JOT MARE); • Appropriate capabilities of Europol's cooperation partners to protect the integrity and confidentiality of information exchange and operational (analysis) data, provided by or through Europol; • Clear responsibilities and participation of other EU agencies involved in the concerned operational work. 			<ul style="list-style-type: none"> • Promoting the position of Europol as platform for specialist areas (objective 3.2.1); • Engaging with Europol Liaison Bureaux, as a backbone for Europol's operational engagement, in particular through the 24/7 Operational Centre capabilities (objective 1.1.1); • Specific satisfaction surveys on analysis and/or operational support received by MS and key partners; • Member States take up responsibility to submit and facilitate live investigative data flow from federal, regional and local levels to and communicate the opportunities Europol can offer at national levels to Europol (objective 1.1.1).

³⁰ Joint Cybercrime Action Task Force (J-CAT), Joint Operational Team (JOT) MARE

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Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
02	<p>The further development of, in particular, core systems in 2016 and the related (support) activities, may lead, in times of continuous human resource scarcity, especially in infrastructure areas, to a critical risk profile regarding the production of deliverables on time, within budget margins and against compliance requirements, especially in view of (the):</p> <ul style="list-style-type: none"> • Key refinements planned for the EAS; • Consolidation of the use of DNA and Automated Fingerprint Identification System – AFIS, including enhanced solutions for face recognition in images and video files, as well as the Forensic IT Environment (FITE); • EIS and SIENA developments, including possible interfaces with national case management systems, remote access solutions and automated translation of SIENA communication messages; • Improved interoperability between core applications of Europol (EAS, SIENA, EIS, EPE), and external databases (VIS, Eurodac) reaching out towards Member States and other cooperation partners; • Advanced forensic IT capabilities in the area of EC3 and regarding the accredited forgery of Euro currency laboratory; • Increased technical support to manage access to and the handling of operational live data, resulting from elevated operational cooperation needs (by making use, for instance of standardised information exchange (UMF) and Automation of Data Exchange Processes – ADEP); • Tight human resource levels in infrastructure and ICT areas (given priority staffing in the core operational business); • Heightened audit, security as well as data protection requirements, in particular in light of the expected governance provisions in the Europol Regulation; • De-prioritised development and maintenance of non-core systems and applications in the past years (e.g. in the area of asset and contract management); • Expanded ICT support services in general. 	<p>1.1.1 1.1.2 1.2.3 2.2.1 2.3.1 2.3.2 3.2.1 4.2.1 4.2.2</p>	<p>Reduce</p>	<ul style="list-style-type: none"> • Guiding business delivery in 2015 by the principles of unification, conjunction and simplification, thus aiming to provide a healthy starting point for the changes planned in 2016 (e.g. through the integration of administrative ICT systems – objective 4.2.1); • Monitoring of business plans closely, in order to identify deviations from the planning and budget availability in a pro-active manner; • Exploring outsourcing possibilities, with a view to coping with increasing budgetary means and decreasing human resource levels in infrastructure/support areas; • Continuous optimisation of data handling systems, work processes and (resource) service management, in particular concerning efficiency, data quality (structured data flows) and flexibility (objective 2.3.2).

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Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
03	<p>Europol is approached by various key stakeholders, including the political level, to implement ad hoc requests. Performing the resulting tasks reduces the resources available for the achievement of the objectives in the agreed Work Programme for 2016.</p> <p>Accordingly, the new Europol Strategy (which will cover the organisational objectives beyond 2015) may not be focussed enough to provide realistic targets, given high stakeholder expectations.</p>	All objectives	Reduce	<ul style="list-style-type: none"> • Performing robust planning as well as performance measurement processes, close monitoring the annual Europol Work Plan, based on along the quarterly performance reporting; • Operating, on a continuous basis, an organisational demand management process which contributes to ensure appropriate re-prioritisation within the organisational mandate and reflecting the principle of an efficient and effective use of available resources, in consultation with relevant stakeholders and assurance providers (such as the Europol MB); • Establishing a new Europol Strategy 2016–2020 during 2015, in close cooperation with the Europol MB and relevant partners.

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(ii) Overview of opportunities (risks which could have a positive effect on the annual business planning)

Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
01	<p>The expected entry into force and implementation of the Europol Regulation, the European Security Agenda 2015-2020 (EU Internal Security Strategy – ISS), the Multiannual Financial Framework (MFF) 2014-2020, the Internal Security Fund (ISF) and the envisaged changes to the institutional legal bases of Justice and Home Affairs (JHA) agencies may set an overall framework which does take full advantage of:</p> <ul style="list-style-type: none"> • An enhanced security architecture across the EU JHA landscape, ascribing Europol a central information hub, analysis as well as operational support role for law enforcement agencies in the EU and beyond, concerning the fight against organised crime and terrorism; • A framework to allow parliamentary oversight of Europol's work (including the handling of sensitive and classified information) in a controlled environment, in line with best (practice) standards adopted at national and EU levels; • An Integrated Data Management Concept (IDMC) at Europol, to realise a balanced approach between data protection and effective achievement of annual objectives and long-term strategy goals, taking due care of the trust invested by Member States and other partners regarding the secure handling of information and intelligence; • An adequate level of financial and human resource allocation, to correspond with Europol's specific business objectives and mandate, while also securing the financing of operational action in Member States through Europol. 	All Objectives	Exploit	<ul style="list-style-type: none"> • Finalising the Europol Regulation by 2015 on the basis of the key objective to reflect Europol's unique operational role, promoted by the European Commission during the negotiation process on the final text of the Europol Regulation; • Providing the IDMC as an integral part of the Europol Regulation, to provide for a flexible, future-proof framework to manage information flows in an efficient and effective manner, meeting highest security standards, while reflecting equitable and fit-for-purpose governance and data protection principles that allow for efficient governance mechanisms and automated data handling (in contrast to single transaction and ad hoc data management); • Implementing of the changes envisaged by the Europol Regulation in a thorough and pro-active manner (objectives 1.3.1, 2.3, 4.1.1); • Allocating of human resources (established posts) is considered based on the mandate and operational delivery, allowing for adjustments of financial programming where justified and required.

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Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
02	The European Security Agenda 2015-2020, the maturing EU policy cycle (implementation of the EMPACT priorities of the EU SOCTA), based on direct operational funding, and the consolidation of EC3 at Europol can result in a further profile and awareness boost for Europol as the key agency in the EU's internal security architecture, supported by the new Europol Regulation and the organisation's leading information technology capabilities.	All objectives	Enhance	<ul style="list-style-type: none"> • Building a strong and positive culture and image is supported by all stakeholders and partners of Europol, taking part in realising a further increase of Europol's profile and awareness about the unique capabilities the organisation can offer (objective 4.4); • Establishing a permanent funding role of operational action by Europol is promoted by Europol's stakeholders.

It should be noted that the critical risks, in terms of threats and opportunities, represent a "snapshot" moment in time. The risks described will be integrated into the risk register as part of the corporate risk management process during 2015 (prior to the start of the WP 2016). This will ensure that the risks are regularly assessed and amended where required. The Europol MB will be informed of any significant change to the risks presented with this document.

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Annex C – Overview of planned procurement activities³¹

In 2016, Europol estimates that the global budgetary envelope reserved for procurements will be approximately **€ 38.5 million**, or **38%** of the agency's overall expenditure.

Within the global budgetary envelope reserved for procurements, Europol purchases its goods and/or services via procurement channels as appropriate, including Direct Contracts, (European) Framework Contracts, Specific Contracts, Purchase Orders (Order Forms) and Service Level Agreements.

In respect of the following table:

- The first column presents an indicative list of the major procurement initiatives and services described in generic terms;
- The amounts presented in the second column reflect (in euro) the estimated effect on the budget 2016 and thus not the total value of the relevant (framework) contracts;
- The indicative timeframe in the third column refers to launching the procurement and is understood as purchasing the goods and/or services.

Main procurement initiatives (services, goods and other initiatives)	Value (in Euro)	Contracts		Expected tenders		
		Number of main contracts valid in 2016 ³²	Type of contracts	Number of tenders	Indicative time frame for tender initiation	Indicative time frame for tender completion
Administrative purchase and maintenance of Hardware and Software	707,000	9 contracts	FWC: 9	1	Q2 2016	Q4 2016
Administrative ICT consultancy	126,500	6 contracts	FWC: 6			
Administrative ICT External Service Provision including development and maintenance of solutions	689,000	2 contracts	FWC: 2	1	Q2 2016	Q4 2016
Administrative Telecommunications costs	464,000	3 contracts	FWC: 3			

³¹ This annex is compiled according to the requirements set out in Article 68 (3) of the Financial Regulation (FR) applicable to Europol ("Decision of the Europol Management Board on the adoption of the Financial Regulation applicable to Europol, Europol file no. 701427v3, published on the website of Europol, 10 January 2014")

³² Some contracts might be counted more than one time across several initiatives.

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Operational training	190,000	3 contracts	FWC: 3			
Operational purchase and maintenance of Hardware and Software (Same as Administrative)	12,306,000	9 contracts	FWC: 9			
Operational ICT External Service provision including development and maintenance of solutions	6,488,300	10 contracts	FWC: 10	3	Q1 2016(x1) Q2 2016(x2)	Q3 2016(x1) Q4 2016(x2)
Other telecommunications costs including management of network to member states	1,140,000	2 contracts	FWC: 2	1	Q1 2016	Q2 2016
Total	22,110,800	44		6		

Main procurement initiatives (services, goods and other initiatives)	Value (in Euro)	Contracts		Expected tenders		
		Number of main contracts valid in 2016	Type of contracts	Number of tenders	Indicative time frame for tender initiation	Indicative time frame for tender completion
Staff-related expenditure, excluding salaries or allowances (medical services, training, etc.)	3,045,010	13 (3 expire in 2016)	FWC: 8 Direct: 1 Other: 4	4 ³³ (EU inter-institutional) (1) ³⁴	Q1 2016 (x2) Q2 2016 (x2) Q4 2015 (x1)	Q2 2016 (x2) Q4 2016 (x2) Q3 2016 (x1)
Building-related contracts, agreements, SLA and MoU (e.g. rent, energy, cleaning, maintenance, furniture, security, hospitality, etc.)	5,613,750	12 (none expire in 2016)	FWC: 7 Direct: 2 Other: 3	0	NA	NA

³³ All EU inter-institutional tenders with PMO, DG ADM, DG BUDG

³⁴ One (Europol) Contract under this category expires in Q3 2017 but there is a need to initiate a tender procedure in Q1 2016 due to full consumption prior terms (anticipated to be in Q3 2016).

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Various administrative contracts (e.g. postal services, stationary, open source, library, catering, insurance, publication, uniform, legal, PR items, etc.)	1,835,000	19 (3 expire in 2016, 6 new initiatives)	FWC: 15 Direct: 4 Other: 0	9	Q1 2016 (x5) Q2 2016 (x4)	Q3 2016 (x6) Q4 2016 (x3)
Travel, Hotels, Interpretations, Translations	5,907,420	4 (1 expires in 2016)	FWC: 2 Direct: 0 Other: 2	1 ³⁵	Q4 2015 (x1)	Q2.2016 (x1)
Total	16,401,180	48		14 (+1)		

³⁵ One (Europol) contract under this category expires in Q2 2016 but a tender procedure had to be initiated in Q4 2015 and has been reflected in 2015 tender planning.

Annex D – Key Performance Indicators for the Director

1. KPIs in relation to Operational Objectives

a. Level of achievement of the Agency's objectives

Criteria	KPI
Is the work programme fully implemented throughout the year and such implementation reflected in the Annual Report for such a year?	i) Percentage of Work Programme objectives showing good progress

b. Customers' satisfaction with the Agency's products and services

Criteria	KPI
Are Member States competent authorities satisfied with the amount and quality of Europol's operational support?	i) Average score of user satisfaction with operational support (incl. operational analysis reports) ii) Average score of overall user satisfaction with Europol (User survey)

2. KPIs in relation to Management of Financial and Human Resources

c. Swift, timely, effective and full use of the financial resources allocated by the budgetary authorities

Criteria	KPI
Does the Agency work in full budgetary and financial discipline, in line with the applicable financial regulation?	i) Implementation rate (%) of commitment appropriations ii) Rate (%) of cancellation of payment appropriations iii) Budget outturn rate (%) iv) Rate (%) of late payments
Does the Agency use the financial resources affectively to achieve its objectives?	Breakdown of financial resources according to objectives (%)

d. Timely improvements in the adequacy and effectiveness of internal control systems

Criteria	KPI
How is the timely improvement in the adequacy and effectiveness of internal control systems demonstrated in various audit reports? Does the Agency give an appropriate follow up to the audit reports' recommendations?	Implementation rate (%) of critical/very important audit recommendations

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e. Swift and timely fulfilment of the Agency's establishment plan, effective use of human resources

Criteria	KPI
Are the available resources efficiently used?	i) Average vacancy rate (%)
Does the agency use the human resources effectively to achieve its objectives?	ii) Breakdown of human resources according to objectives (%) iii) Up-to-date job description for each staff member

f. Evidence of the level of staff well-being

Criteria	KPI
Is the staff supervised, guided and motivated?	i) Organisation of a biennial staff survey ii) Overall engagement index

g. Gender balance

Criteria	KPI
Is the Agency actively striving to improve gender balance at all levels of the organisation?	i) Rate (%) of female candidates to Europol vacancies ii) Rate (%) of successful female candidates to Europol vacancies iii) Rate (%) of female candidates for senior specialists/analysts posts, middle management and senior management (Business Manager posts and above) iv) Rate (%) of successful female candidates for senior specialists/analysts posts, middle management and senior management (Business Manager posts and above)

Annex E – Europol Organisational Chart

