



## Europol Work Programme 2012

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### Executive Summary

Building on the further implementation of Europol's Strategy 2010-2014 and important structural changes in 2011, the aim of the Work Programme 2012 is to deliver more of the envisaged benefits of the Strategy for Europol's stakeholders. This Work Programme describes Europol's commitments and ambitions for 2012 with the necessary flexibility to respond to emerging threats and new responsibilities stemming from strategic decisions at EU level. With a "zero growth" budget in 2011, Europol has to implement significant efficiency savings to achieve improvements without further growth. In 2012, the allocation of resources will be in line with prioritised crime threats and strategic initiatives.

**Goal 1** of the Strategy foresees the delivery of **increased support for law enforcement operations**. In 2012, Europol will more proactively support Member States' investigations. Operational resources will be aligned with priority crime areas and the capabilities of Europol's New Headquarters will be fully utilised. To enhance the coordination of operational action in the EU, Europol will coordinate the implementation of operational action plans e.g. stemming from the EU Policy Cycle and extend operational cooperation arrangements with other relevant EU Agencies.

Under **Goal 2** – to develop as the **EU criminal information hub** – Europol will finalise the methodology for the new Serious and Organised Crime Threat Assessment (SOCTA). Based on 2011 OCTA findings and an improved AWF framework, Europol will disseminate a comprehensive overview of the most significant criminal networks and highlight future trends so that Member States' and Europol's efforts can be focused on key operations and investigations. Europol will improve links between money laundering and other serious and organised crime-investigations. The new AWF framework will greatly impact on the level of exploitation of the financial intelligence collected. Europol's information management capabilities will be further strengthened with a focus on exploring the possibility for automated cross-matching, automated interaction between SIENA and case management solutions in Member States and the establishment of a "Prüm Helpdesk" at Europol.

In support of **Goal 3** to expand its capabilities as an **EU centre for law enforcement expertise**, Europol will continue to enhance its cyber-crime and financial intelligence capability. This will include the development of the Internet Crime Online System (ICROS) as well as strengthening Europol's Criminal Assets Bureau (ECAB) for criminal assets tracing. A stable network of partnerships with the private sector will be developed to support the fight against cybercrime. To strengthen Europol as a platform for specialist areas, Europol will help select R&D projects, based on identified needs of Member States. Europol will pioneer the use of "forensic intelligence" by enabling the processing of forensic (DNA) data in Europol's main information management tools. The usage of the Europol Platform for Experts (EPE) will be further supported. In close cooperation with CEPOL, Europol will develop and deliver training and awareness activities, including modules on ECIM and cybercrime. Furthermore Europol will maintain its role in the EU-US TFTP agreement and support any future equivalent system in the EU.

**Goal 4** covers activities needed to ensure that Europol has the right capabilities to achieve its operational goals. Optimisation of ICT support such as electronic workflows, automation of records and Human Resource management will increase efficiency. Necessary measures will be implemented to ensure business continuity and highest appropriate levels of security and data protection. Improved external communication via the new Europol website will create more awareness of Europol's work throughout the EU law enforcement community. A major police conference will be organised, taking advantage of the improved facilities and capabilities provided by Europol's New Headquarters.

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### List of Abbreviations

ARO	Asset Recovery Office
AWF	Analytical Work File
CBCC	Cross Border Crime Check
CEPOL	<i>Collège européen de police</i> (European Police College)
COM	EU Commission
COSI	Comité opérationnel de sécurité intérieure (Standing Committee on operational cooperation on internal security)
COSPOL	Comprehensive, Operational, Strategic Planning for the Police
CSDP	Common Security and Defence Policy
EAS	Europol Analysis System
EEAS	European External Action Service
ECA	European Court of Auditors
ECAB	Europol Criminal Assets Bureau
ECD	Europol Council Decision
ECIM	European Criminal Intelligence Model
ECTEG	European Cybercrime Training and Education Group
EDPS	European Data Protection Supervisor
EIS	Europol Information System
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
EPE	Europol Platform for Experts
EPSI	European Performance Satisfaction Index
EU ISS	European Union Internal Security Strategy
FCIC	Financial Crime Intelligence Centre
FIU	Financial Intelligence Unit
IAS	Internal Audit Service of the Commission
ICROS	Internet Crime Reporting Online System
JHA	Justice and Home Affairs
JIT	Joint Investigation Team
KPI	Key Performance Indicator
MB	Management Board
MS	Member States
OC	Organised Crime
OCTA	Organised Crime Threat Assessment
OLAF	<i>Office européen de Lutte Anti-fraude</i> (EU Anti-Fraud Office)
SIENA	Secure Information Exchange Network Application
SOCTA	Serious Organised Crime Threat Assessment
TFEU	Treaty on the Functioning of the European Union
TFTP	Terrorist Finance Tracking Programme

### 1. Introduction

The Work Programme is Europol's annual business plan. Its purpose is to translate the Organisation's strategy<sup>1</sup> into annual objectives and to provide the basis for budgetary planning. It is used to communicate Europol's annual objectives to the Member States in a transparent and structured manner.<sup>2</sup>

The Work Programme is produced in accordance with Article 38(4) of the Europol Council Decision (ECD), in which it is mentioned as one of the Director's responsibilities, and Article 37(10), which foresees that the 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". After adoption by the MB, the document shall be submitted to the Council for endorsement. The Council shall forward the Work Programme to the European Parliament for information.

Chapter 2 of this document summarises the steps that were taken to prepare the Work Programme 2012. Chapter 3 summarises the main factors which have influenced Europol's planning for 2012. Chapter 4 explains and details the annual objectives for 2012 and includes one-page overviews of the objectives supporting each strategic goal, as well as an estimated allocation of human and financial resources to those objectives.

An overview of resource allocation and a strategic risk register are provided in Annexes A and B respectively. Annex C gives an indication of the planned procurement activities in 2012. Europol's organisation chart is shown in 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.

### 2. Methodology

Based on the relevant requirements<sup>3</sup> and guidelines<sup>4</sup>, the Work Programme identifies a limited number of annual objectives, aligned with the Europol Strategy 2010-2014 and structured accordingly to SMART principles (Specific, Measurable, Achievable, Relevant, Timed).

The Work Programme 2012 reflects extensive analysis and planning work which has taken place in the course of 2010 to support the implementation of Europol's strategy. The 32 annual objectives highlight the areas where, based on strategic multi-annual planning, Europol expects to focus its efforts in 2012. Emerging organised crime and terrorist threats and influencing factors described in chapters 3 and 4 below were also taken into account and external developments will be carefully monitored in the course of 2011 to ascertain whether any adjustments will be needed. In line with the Council Conclusions on the creation and implementation

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<sup>1</sup> "Europol Strategy 2010-2014", File no. 1424-73r1, The Hague, 2 November 2009

<sup>2</sup> In addition, and as the Commission noted in its opinion of 14/06/2011 on Europol's preliminary Annual Work Programme 2012, the Work programme offers an appropriate framework for Europol to contribute to the strengthening of ties between the Common Security and Defence Policy (CSDP) and Freedom, Security and Justice (JFS) actors (C(2011) 3968 final)

<sup>3</sup> "Internal Control Standards and underlying Framework, Commission of the European Communities, 16 October 2007; "Financial Regulation applicable to Europol", Official Journal of the European Union, 2010/C 281/01, 16 October 2010

<sup>4</sup> "European union's Agencies getting results", European Court of Auditors, Special Report no. 5, 2008

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of an EU Policy Cycle for organised and serious international crime, Europol should integrate the actions developed within the policy cycle into its yearly Work Programme.

A detailed report on how Europol intends to integrate the priority actions identified by COSI under the EU policy cycle will be submitted to the MB before the implementation of the Work Programme 2012.

Key Performance Indicators (KPIs) are used to monitor Europol's performance against each of its strategic objectives. These KPIs are multi-annual and are reviewed every year in order to validate their relevance<sup>5</sup>. The tables contained in chapter 5 of this document list the strategic objectives set out in the Europol Strategy 2010-2014 and the relevant KPIs<sup>6</sup>. Annual targets for 2012 for these KPIs will be communicated to the Management Board in the course of 2011, once baseline performance data is available. This approach was used for the first time with the Work Programme 2011, where annual KPI targets were communicated to the Management Board in December 2010, allowing for more accurate targets to be set. The annual objectives of the Work Programme 2012 thus take into account 2010 achievements and trends measured through the KPIs and reported quarterly. Europol's Six month Activity report January – June 2010 provides further analysis on performance of Strategy implementation and Work Programme 2010. Final adjustments will also be made against Europol's full year 2010 performance detailed in the Annual Activity Report 2010, produced January-February 2011. In addition, Europol's biennial User Survey measures Europol's satisfaction amongst key users in the Member States. For example the KPIs on user satisfaction inform progress towards annual objectives 4.4.1 and 4.4.2 for further strengthening Europol's culture and image.

### 3. Influencing Factors

The Europol Strategy 2010-2014 provides a clear framework for the strategic development of the Organisation. In addition, the following factors were the most influential in the preparation of the Work Programme 2012:

- **Entry into force of the Treaty of Lisbon:** The co-decision procedure (Council and European Parliament) means that Europol is directly accountable to a wider group of stakeholders. Its activities are scrutinised by the European Parliament and national parliaments. The Lisbon Treaty also allows for the creation of a European Public Prosecutor's Office. Most importantly of all, the Treaty has triggered the process to replace the Europol Council Decision (ECD) with a new Europol Regulation. This should be seen as an opportunity to provide Europol with a legal framework which reflects the evolving crime threats and allows it to develop innovative responses to crime.
- **"The Stockholm Programme – An open and secure Europe serving and protecting the citizens"**<sup>7</sup> and subsequent **Commission Action Plan**<sup>8</sup>: A

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<sup>5</sup> This annual KPI review is in line with the Commission's recommendation, given in its opinion of 14/06/2011 on Europol's preliminary Annual Work Programme 2012, to verify "when assessing performance and results for 2012 whether these KPIs provide a satisfactory measurement of progress achieved and of impacts obtained" (C (2011) 3968 final)

<sup>6</sup> "KPI Review October 2010: Outcomes", File no. 1422-92, The Hague, 25 November 2010

<sup>7</sup> "The Stockholm Programme - An open and secure Europe serving and protecting citizens", Council of the European Union, 5731/10, CO EUR-PREP 2 JAI 81 POLGEN 8, Brussels, 3 March 2010

<sup>8</sup> "Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the regions: Delivering an area of freedom,

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wide range of measures are foreseen which require, either the involvement of Europol or will have an impact on Europol's operating environment. In the Commission Action Plan Europol, Eurojust, Frontex and OLAF are encouraged to cooperate better.

- **The Internal Security Strategy for the European Union: "Towards a European Security Model"**<sup>9</sup> (EU ISS): The EU ISS defines – at a high level – the three main areas to be handled by the EU Internal Security Architecture, namely organised crime, terrorism and crisis management, of which the first two are the core elements of Europol's mandate.
- **Communication from the Commission to the European Parliament and the Council: "The EU Internal Security Strategy in Action: Five steps towards a more secure Europe"**<sup>10</sup>: With a time-span equal to that of the Europol Strategy, this Communication sets out concrete actions contributing towards the implementation of the EU ISS, including in the areas of cybercrime and border security. Of particular importance for Europol are:
  - the focus on identifying and disrupting the most significant organised crime networks active in Europe
  - the foreseen increased efforts to deprive criminals of their assets. The COM will in 2011 propose legislation to strengthen the EU legal framework on confiscation, in particular to allow more third-party confiscation and extended confiscation and to facilitate mutual recognition of non-conviction-based confiscation orders between Member States.
  - the possible creation of an EU Cybercrime Centre in 2013, possibly to be hosted by Europol (subject to the COM's feasibility study 2011);
  - the possible establishment of an EU equivalent to the US Terrorist Finance Tracking Programme (TFTP) in 2012-2013;
  - concerted action to tackle organised crime before it reaches the EU, and at its borders, and in particular the envisaged strengthening of cooperation with FRONTEX
- **Council Conclusions on the Commission Communication "The EU Internal Security Strategy in Action"**<sup>11</sup>: The EU JHA Ministers welcomed the Commission's communication as contributing to the implementation of the ISS. The Council Conclusions underline that the relevant strategic objectives developed by the Commission regarding the fight against serious and organised crime should remain consistent with the priorities defined by the Council on the basis of the OCTA report 2011 and the SOCTA reports from 2013 onwards.
- **Council Conclusions on the creation and implementation of a EU policy cycle for organised and serious international crime**<sup>12</sup>: The EU JHA Ministers

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security and justice for Europe's citizens - Action Plan Implementing the Stockholm Programme", 8895/10, JAI 335, Brussels, 22 April 2010

<sup>9</sup> "Draft Internal Security Strategy for the European Union: Towards a European Security Model", Council of the European Union, 7120/10, CO EUR-PREP8 JAI182, Brussels, 8 March 2010

<sup>10</sup> COM (2010) 673 of 22 November 2010

<sup>11</sup> "Council conclusions on the Commission communication on the European Union internal security strategy in action", 6699/11 JAI 124, Brussels, 24 February 2011

<sup>12</sup> "Council Conclusions on the creation and implementation of a EU policy cycle for organised and serious international crime", Council of the European Union, 15358/10, COSI 69 ENFOPOL 298 CRIMORG 185 ENFOCUSTOM 94, Brussels, 25 October 2010

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have agreed on a policy cycle which foresees important responsibilities for Europol, in particular:

- the drafting of an EU Serious Organised Crime Threat Assessment (SOCTA) as of 2013, replacing the current OCTA, which should form the basis for multi-annual political priorities;
  - assisting the Commission and MS in preparing the Multi-Annual Strategic Plans to address those priorities;
  - supporting and actively contributing to the preparation of Operational Action Plans for EU law enforcement;
  - coordinating operational action in the EU, via COSPOL and other operational initiatives;
  - developing, and supporting the Member States in establishing, best practices.
- **Council Conclusions on EU serious and organised crime priorities:** Based on the cycle described above, Europol's OCTA 2011 will lead to the agreement of EU priorities which will be the basis for Europol's operational planning thereafter, within the context of Europol's work programmes for 2011, 2012 and later.
- **COSI Work Programme<sup>13</sup> and EU action plans:** Europol is closely involved in the implementation of several projects coordinated by COSI and Council Working Groups. Of particular significance are the projects Fight against arms trafficking and Reinforcing the protection of external borders and combating illegal immigration. Regarding the EU action plans, *the EU Pact to combat international drug trafficking* and the *EU action plan on Enhancing the Security of Explosives (EU-APESE)* can also be noted to be of particular significance to Europol.
- **EU Information Management Strategy** and related action points: Europol actively contributes to the implementation of the EU Information Strategy, in particular related to three action points:
- Action point 4 - information exchange platform for law enforcement agencies;
  - Action point 9 - standards and guidelines for product management;
  - Action point 10 - target information management architecture
- To address identified business needs and to increase Europol's operational capabilities in support of the Member States, Europol will also in 2012 further explore new opportunities created by the Europol Council Decision such as the possibility to establish new systems processing personal data.
- Also taken into account was the nature of the current and emerging threats from organised crime and terrorism affecting the internal security of the EU. These threats were surveyed in a joint report by Europol, Eurojust and Frontex in 2010<sup>14</sup>, highlighting in particular the growing significance of cybercrime, threats generated externally in key feeder locations and channelled to the EU via violence, corruption, money laundering and terrorism. The OCTA 2011, to be published during Q2, 2011, will provide a more up-to-date and extensive

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<sup>13</sup> "COSI's Work Programme", Council of the European Union, DS 1488/3/10 REV 3 LIMITE, Brussels, 22 October 2010

<sup>14</sup> The Joint Report by EUROPOL, EUROJUST and FRONTEX on the State of Internal Security in the EU, 8849/10 JAI 323 COSI 21 + COR 1, 7 May 2010

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analysis of these threats, the findings of which will also be taken into account in shaping Europol's operational activities in 2012 and beyond.

- In the wake of the attacks in Norway in July 2011, Europol activated its First Response Network (FRN) to allow for a quick, concerted response by concerned competent authorities to this major incident. The organisation will continue to offer its support capabilities also in 2012 and beyond in the fight against EU right-wing extremism and xenophobia.

### 4. Work Programme Objectives

The annual objectives are structured according to the multi-annual goals and objectives in the Europol Strategy that each annual objective supports most directly. The overview table for each strategic goal lists the relevant strategic (multi-annual) objectives and associated KPI. Draft annual targets for 2012 will be communicated separately, once baseline data for the first part of 2011 is available (see chapter 2 above).

The annual Work Programme objectives highlight specific activities to be performed and milestones to be achieved in the course of 2012. Unless stated otherwise, all such objectives should be achieved by the end of 2012.

The allocation of resources is indicative and reflects the human and financial resources which Europol plans to expend in the areas described. While the Work Programme annual objectives focus on developmental activities, the resource allocation also includes the delivery of ongoing services in each area of work.

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

Multi-annual level (Europol Strategy 2010-2014)		Annual level (Europol Work Programme 2012)			
Strategic Objectives	Strategic KPIs	Annual Objectives	% of total posts <sup>15</sup>	% of total budget	Responsible Units <sup>16</sup>
1.1 - Ensure effective delivery of a unique set of operational support services	(i) User satisfaction with operational support provided within the AWF framework  (ii) Proportion of all SIENA messages sent by MS that involve Europol  (iii) Number of investigations initiated or actively supported by Europol  (iv) Number of cross match and operational analysis reports produced	1.1.1 – Proactively support Member States' investigations, prioritising the most significant criminal networks	20.1	14.3	All O Units, C1, C3
		1.1.2 – Improve service delivery by realigning operational resources to priority crime areas identified in the 2011 OCTA			
		1.1.3 – Utilise the capabilities of Europol's New Headquarters to coordinate more the high profile international operations from Europol			
1.2 – Enhance the coordination of operational action in the EU	Number of Joint Investigation Teams (JITs) supported by Europol	1.2.1 – Actively contribute to the development and implementation of the relevant operational action plans (including COSPOL projects) agreed by COSI	3.5	2.7	All O Units, G2
		1.2.2 – Extend operational cooperation arrangements with other relevant EU Agencies and bodies.			

<sup>15</sup> Temporary Agents, Contract Agents and operational Seconded National Experts

<sup>16</sup> See Annex D - Europol Organisation Chart

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Multi-annual level (Europol Strategy 2010-2014)		Annual level (Europol Work Programme 2012)			
Strategic Objectives	Strategic KPIs	Annual Objectives	% of total posts <sup>15</sup>	% of total budget	Responsible Units <sup>16</sup>
1.3 – Develop more effective cooperation with external partners	Number of SIENA <i>requests and for information</i> messages sent between Europol and external partners	1.3.1 – Intensify cooperation efforts with the United States, EU Candidate and Potential Candidate Countries and Russia	1.1	1.2	O1, O2, G2, G3, C1
		1.3.2 – Intensify cooperation efforts with Interpol			
		1.3.3 – Strengthen working relationships with the European External Action Service (EEAS) within the overall inter-institutional framework of cooperation being developed by the Commission			

### **Annual Objective 1.1.1: Proactively support Member States' investigations, prioritising the most significant criminal networks**

Europol's analytical and specialist operational support services are the most visible examples of the support it provides to Member States (MS). These services will be maintained and developed with adequate equipment and expertise, and increasingly deployed in a coordinated way via the Operational Centre. Based on continuously enhanced intelligence gathering and analysis Europol will gradually become more proactive in supporting the Member States by requesting more the initiation of investigations, in particular by targeting the most significant criminal networks through a 'Top 100' project to be implemented with Member States. This project name is not meant to imply that only 100 criminal groups will be targeted but that, through a dedicated intelligence project in line with the principles of the new EU policy cycle, Europol will bring a sharper and more dedicated approach to responding to the highest priority threats.

Building on the Monitoring Function that will be established in 2011, Europol will further optimise the monitoring and evaluation of its operational support services including operational analysis, mobile office deployment, support to JITs, coordination of investigations, forensic analysis, financial support to investigations and technical expertise. This will enable Europol to demonstrate in 2012 the increased and improved impact of Europol's operational support to Member States' investigations based on baseline measurements in 2011.

### **Annual Objective 1.1.2: Improve service delivery by realigning operational resources to priority crime areas identified in the 2011 OCTA**

Following the adoption of the roadmap annexed to the Council Conclusions on the EU Policy Cycle, new Council Conclusions on EU priorities in tackling serious and organised crime are expected in Spring/Summer 2011 based on the OCTA 2011 findings. These priorities should be translated into Multi-Annual Strategic and Operational Action Plans by the end of 2011. Thereafter, Europol will ensure the alignment of its operational activities with the relevant plans, and align its operational objective setting and performance measurement with those foreseen at EU level in the area of serious and organised crime as well as in the field of terrorism.

### **Annual Objective 1.1.3: Utilise the capabilities of Europol's New Headquarters to coordinate more the high profile international operations from Europol**

Following the move and transition of all services to the NHQ in 2011, the Member States should experience more and more the benefits of the new capabilities of Europol's NHQ in 2012. By fully exploiting the potential of the improved Operational Centre and Monitoring Room, Europol will be in a privileged position to coordinate more and better high profile international operations from the Europol headquarters. Furthermore Member States will receive enhanced operational support through newly established facilities in the NHQ such as the Computer Forensics lab.

### **Annual Objective 1.2.1: Actively contribute to the development and implementation of the relevant operational action plans (including COSPOL projects) agreed by COSI**

Another important responsibility for Europol under the new EU policy cycle for serious and organised crime will be to actively contribute to the development of

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annual operational action plans for the implementation of priorities. The first such plans should be developed at the end of 2011 and implemented in 2012. As well as helping the relevant MS to develop the plans themselves, Europol will provide the platform for the operational meetings and deliver analysis and specialist support (see 1.1.2 above).

### **Annual Objective 1.2.2: Extend operational cooperation arrangements with other relevant EU Agencies and bodies**

In 2012 Europol will continue its efforts to extend its cooperation with other EU Agencies such as including, but not necessarily limited to – Eurojust<sup>17</sup> and Frontex – or the Commission's Antifraud Office OLAF to further improve the bilateral and multilateral operational cooperation against common priorities. Existing cooperation arrangements will be made more effective and new areas of cooperation will be developed where needed. While acknowledging each others specific mandate and distinctive responsibilities the successful cooperation between the EU JHA Agencies enables them to jointly support Member States in the fight against serious international crime and terrorism in a coordinated and effective way. Such a co-operation should be based on the identification of common denominators of the Agencies as regards the trans-national fight against crime, within the limits of their respective mandates. These common denominators could thereafter lay the foundations for operational projects, co-ordinated by Europol or together with Europol, where each Agency would be responsible for the operational work within their mandate.

### **Annual Objective 1.3.1: Intensify cooperation efforts with the United States, EU Candidate and Potential Candidate Countries and Russia**

Europol will explore opportunities to improve its cooperation with key non-EU states and relevant regional initiatives and platforms (e.g. MAOC-N and CeCLAD). In 2012 particular attention will be given to strengthen its operational engagement with the US, EU Candidate and Potential Candidate Countries and Russia. The aim will be to better align the activities as part of an overall approach (including the other EU agencies) to operational action. This should include further promoting SIENA as the channel of choice for exchanging operational information, making better use of existing regional structures to engage with key partners, and also putting the Europol "platform" at the disposal of regional initiatives to assist them in their work. This should lead to greater fulfilment of the potential of regional initiatives and Europol's cooperation agreements with non-EU states.

### **Annual Objective 1.3.2: Intensify cooperation efforts with Interpol**

Europol will explore opportunities to further improve its cooperation with international organisations. In 2012 particular attention will be given to strengthen its operational engagement with Interpol. The aim will be to better align the activities as part of an overall approach (including the other EU agencies) to operational action. This should include further increasing the exchange of

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<sup>17</sup> In the case of Eurojust, this will continue to be done through the work of the Steering Committee and the Task Force specifically set up for the purpose. A Europol/Eurojust exchange programme has piloted in 2011 and is expected to contribute to the further implementation of the provisions of the Europol/Eurojust cooperation agreement also in 2012 and beyond, as underlined by the Commission in its opinion of 14/06/2011 on Europol's preliminary Annual Work Programme 2012 (C(2011) 3968 final)

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operational information and should lead to optimal fulfilment of Europol's cooperation agreement with Interpol.

### **Annual Objective 1.3.3: Strengthen working relationships with the European External Action Service (EEAS) within the overall inter-institutional framework of cooperation being developed by the Commission**

Supporting the need for the increased integration of the external and internal security policy, as called for in the Stockholm Programme, Europol shall ensure that priorities in the European Union's external relations policy inform and guide the prioritisation of Europol's future work. In this respect, Europol will in 2012 implement the necessary arrangements to reflect its priorities in developing its external relations e.g. with SECI and its contribution to and cooperation with Common Security and Defence Policy (CSDP) police missions in the activities of the European External Action Service (EEAS). Relations and working arrangements with the EEAS will be dealt with primarily by DG HOME. Europol will operate within that framework.

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

Multi-annual level (Europol Strategy 2010-2014)		Annual level (Europol Work Programme 2012)			
Strategic Objectives	Strategic KPIs	Annual Objectives	% of total posts	% of total budget	Responsible Units
2.1 - Lead the further development of a European Criminal Intelligence Model and promote its principles with national and EU authorities	% of Europol actions in the "Roadmap for the Council Conclusions on the EU Policy Cycle" actually implemented by Europol	2.1.1 – Finalise the methodology for the new Serious and Organised Crime Threat Assessment (SOCTA)	0.1	0.1	O1, O2, G2
2.2 – Improve the analysis capability of Europol	User satisfaction with analytical reports used to support operations via AWFs	2.2.1 – Disseminate a timely and accurate picture of the most significant criminal networks on a regional and pan-European basis and highlight future trends	6.7	5.7	All O Units, C1, C2, C3, C4
		2.2.2 – Further develop Europol's financial intelligence capability and improve links between money laundering and other serious and organised crime investigations			
		2.2.3 – Implement a new AWF concept with realisable improvements in data handling and operational utility			
2.3 – Strengthen the information management capabilities of Europol	(i) Number of EIS searches by MS (ii) Number of cross border crime checks (CBCC) (iii) Number of SIENA cases initiated (iv) Number of SIENA messages received (by Europol, MS and External partners)	2.3.1 – Automate the existing manual processes for cross-matching, including a swift follow-up mechanism for validation and information exchange	9.0	6.3	All O Units, C1, C2, C3, C4
		2.3.2 – Explore the possibility to establish automated interaction between SIENA and national case management tools as part of the UMF2 interoperability programme			

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Multi-annual level (Europol Strategy 2010-2014)		Annual level (Europol Work Programme 2012)			
Strategic Objectives	Strategic KPIs	Annual Objectives	% of total posts	% of total budget	Responsible Units
	(v) Number of objects in the EIS	2.3.3 – Expand the interoperability between the Europol core systems for structured information exchange between these tools			
		2.3.4 – Establish a “Prüm Helpdesk” at Europol			

### **Annual Objective 2.1.1: Finalise the methodology for the new Serious and Organised Crime Threat Assessment (SOCTA)**

The first step in the multi-annual policy cycle for serious international and organised crime that will be established as of 2011 is to develop a policy on the basis of a European Union Serious and Organised Crime Threat Assessment (EU SOCTA) that must provide for a complete and thorough picture of criminal threats impacting the European Union<sup>18</sup>.

In 2011 Europol will start gathering and analysing the customer requirements for the new EU SOCTA. On the basis of the requirements endorsed by COSI and in close cooperation with the relevant experts, Europol will finalise the methodology in 2012 in time for the production of the first EU SOCTA by March 2013.

### **Annual Objective 2.2.1: Disseminate a timely and accurate picture of the most significant criminal networks on a regional and pan-European basis and highlight future trends<sup>19</sup>**

Building on the 2011 OCTA findings and on the improvements to Europol's AWF framework, a comprehensive overview of the main organised crime activities, criminal patterns and trends will be developed within each hub. This will provide the possibility to focus Europol's and Member States' efforts on key operations and investigations.

Using improved analysis processes, Europol will create a picture of the overall serious and organised crime situation, rather than focusing on a particular commodity-related trend to the exclusion of others. Skills and knowledge can then be usefully transferred to where they are needed most. These process improvements as well as improvements to the Europol Analysis System will shorten response times, increase the quality of Europol's analytical output and reduce the bureaucratic burden.

The new EU Intelligence Requirement on the strategic and operational information that Member States should provide to Europol, which will be developed in 2011, will result in enhanced holistic intelligence collection. Based on this, Europol will provide the Member States with improved strategic assessments in line with Member States' requirements and prioritised threats. In parallel Europol will continue to scan those OC activities that lie outside the main priority areas and address these by SCAN Threat Notices that quickly, effectively and proactively highlight new developments in internal security threats.

Also in relation to right-wing extremism and xenophobia, Europol will be part of all EU efforts to assess the threat posed by the phenomenon, offering its support in preventing any future events similar to those in Norway in July 2011.

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<sup>18</sup> "Draft Council Conclusions on the creation and implementation of a EU policy cycle for organised and serious international crime", Council of the European Union, 15358/10, COSI 69 ENFOPOL 298 CRIMORG 185 ENFOCUSTOM 94, Brussels, 25 October 2010

<sup>19</sup> As the Commission commented in its opinion of 14/06/2011 on Europol's preliminary Annual Work Programme 2012, this is a key issue for future work in the fight against organised crime networks, for the interface between internal and external security (C(2011) 3968 final)

### **Annual Objective 2.2.2: Further develop Europol's financial intelligence capability and improve links between money laundering and other serious and organised crime investigations**

In accordance with findings in the 2010 joint report by Europol, Eurojust, and Frontex<sup>20</sup> Europol will address the growing threat to EU citizens via links between illicit proceeds generated by organised crime, money laundering and financing of terrorism.

To further improve the Europol financial intelligence capability the implementation of a new AWF concept (as described under objective 2.2.3) will greatly impact on the level of exploitation of the financial intelligence collected and analysed at and by Europol.

Another factor that would positively influence Europol's financial intelligence capability would be the establishment of a database on suspicious transactions. The Stockholm Programme foresees the possibility of such a database at Europol. Europol will support the further developments and decisions in this regard and undertake, if relevant, all the necessary preparatory work in 2012 in terms of resource and technical requirements.

Furthermore Europol has been identified by FIU.NET, the network connecting the Financial Intelligence Units (FIUs) at national level, as a potential solution to facilitate the exchange of information between FIUs in the long-term and thus to support the collection and analysis of financial information to prevent and combat money laundering. The full integration of the FIU.NET within the Europol framework is foreseen to be finalised by 2014. In 2012 Europol will continue the preparatory work for the transition together with the FIU.NET Bureau and the FIUs. To facilitate a safe and efficient communication between FIUs the possibility of using SIENA for the information exchange between the FIUs and for contributions to AWFs and the EIS will be further explored.

Through SIENA Europol will offer the possibility to swiftly exchange information between FIUs, regardless of the organisational structure in which they are embedded. Europol will also support the endeavours of the FIUs to enhance the identification of suspicious activities from the data they are entrusted with. Such data can subsequently be used for law enforcement purposes, including the involvement of ENUs and Europol.

Europol will also continue to develop its financial intelligence capability in line with the Strategy and related guidelines that the Commission will develop in 2012 in order to investigate effectively criminal financial transactions.

### **Annual Objective 2.2.3: Implement a new AWF concept with realisable improvements in data handling and operational activity**

A new AWF concept will be designed and implemented from 2011. Once fully implemented in 2012, the envisaged benefits of the new concept will become more and more tangible for the Member States. The more efficient opening and closure procedures and the foreseen improvements in the routing and cross-checking of operational information will result in faster and more effective responses to Member States' needs. The improved prioritisation mechanism and the optimised allocation of resources within the new AWF concept will enable Europol to focus its efforts effectively on key operations and investigations.

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<sup>20</sup> The Joint Report by EUROPOL, EUROJUST and FRONTEX on the State of Internal Security in the EU, 9359/10 JAI 390 COSI 29, 7 May 2010

### **Annual Objective 2.3.1: Automate the existing manual processes for cross-matching, including a swift follow-up mechanism for validation and information exchange**

Cross-matching facilitates the identification of relevant links at operational level. To increase effectiveness, Europol will explore the possibility to automate the standard processes that are currently performed by default by human intervention in such a way that the nature, the scope and the result of the processing remain unchanged, provided that human intervention is not specifically required by the legal framework.

Specific thresholds will be defined and implemented for the cross-matching to ensure that only relevant and reliable notifications are generated. These notifications will be provided through SIENA to enable a swift mechanism for the validation of the results and the exchange of information between the parties involved with full respect of data confidentiality rules.

### **Annual Objective 2.3.2: Explore the possibility to establish automated interaction between SIENA and national case management tools as part of the Universal Message Format (UMF) 2 interoperability programme.**

Without affecting any national system, the UMF2 interoperability programme aims to establish a common framework for structured information exchange. It will offer an additional service for those Member States that wish to automate parts of the workflows of international law enforcement cooperation. UMF2 is meant to support any EU law enforcement data processing systems being case management, reference, information, analysis systems - especially those intended to exchange crime related data at the international level, such as SIENA, SIRENE and Interpol. The framework will enable the automated exchange of information between data processing systems. The programme consists of three elements: the definition of an information model, the technical specifications for the Universal Message Format (UMF II) and a proposal for the governance structure for the maintenance and further development of the common framework for structured information exchange.

The practical application of the UMF standards is of particular relevance for the further development of SIENA. It will facilitate the interaction with processing systems in the Member States and as such contribute to the scalability of future law enforcement cooperation. The development of UMF2 will go hand in hand with the development of SIENA to ensure that the results will work in practice. The interconnection between SIENA and case management solutions in the Member States is therefore an important factor to ensure the output of the programme will be tangible. The pilot with SIENA in 2011-2012 is aimed to provide concrete feedback on the needs for the interoperability with national systems. This will ensure that UMF2 can offer concrete results that actually work in practice. The existing SIENA functionality will continue to be offered in the current way: as a web application without any need for national adjustment of systems.

### **Annual Objective 2.3.3: Expand the interoperability between the Europol core systems for structured information exchange between these tools**

Data is processed in various applications, depending on the purpose of the processing. Quite often data is of relevance for various purposes. It is therefore essential that, in accordance with the conditions imposed by the data owner and the legal framework, data can be easily transferred from one tool to the other. That

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way the available tools can complement each other in accordance with the concrete business needs. As examples can be mentioned

- injecting data directly into the EIS and the (workflow of the) EAS;
- exporting strategic data from the EAS for publication on an expert platform (EPE);
- the transfer of data from the EIS to the EAS for analytical purposes;
- the transfer of data from the EAS to the EIS for storage and sharing

### **Annual Objective 2.3.4: Establish a Prüm Helpdesk at Europol**

The “Prüm” Council Decision transposes the exchange mechanisms for DNA, fingerprint and vehicle registration data of the “Prüm Treaty” into the legal framework of the EU.

The purpose of Europol’s Prüm Helpdesk will be to:

- Technically support Member States to implement the Prüm decisions (e.g. network connections, access management);
- Provide support for DNA and fingerprints (e.g. first line technical support, training, advice on standards) for Member States having implemented the decisions;
- Technically support further development of the network (e.g. contribute to a review of the exchange mechanisms, support for software upgrades).

The main beneficiaries of the helpdesk will be the Member States. The running of these cross-border information exchange instruments will benefit from the coordinated technical support to be provided by Europol. Also the availability of a central focal point will facilitate the resolution of any issues that may exist.

Europol can support the follow-up of identified matches by supporting the exchange of information between Member States. In addition, results can be shared with Europol for analytical support and operational coordination.

The active involvement of Europol can enhance its future involvement in the exchange of DNA, fingerprint or vehicle registration data in relation to international serious and organised crime.

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

Multi-annual level (Europol Strategy 2010-2014)		Annual level (Europol Work Programme 2012)			
Strategic Objectives	Strategic KPIs	Annual Objectives	% of total posts	% of total budget	Responsible Units
3.1 – Pioneer new techniques to prevent and combat international serious crime and terrorism	Satisfaction rating with relevant knowledge products and intelligence notifications	3.1.1 – Propose research and development projects in line with law enforcement end users' requirements	0.5	0.5	O2, O5, O6, C2
		3.1.2 – Develop a stable network of partnerships with the private sector in specialist areas and engage with industry to tackle organised crime and terrorism, in particular cybercrime			
		3.1.3 – Enable the processing of forensic data in Europol's main information management tools			
3.2 – Strengthen the position of Europol as a platform for specialist areas	Number of expert areas covered by Europol Platform for Experts	3.2.1 – Further strengthen Europol's cybercrime capability, including Internet Crime Online Reporting System (ICROS), in preparation to support a foreseen European Cyber Crime Centre	4.4	4.4	All O Units, C1, C2, C3, C4
		3.2.2 – Strengthen the role of Europol's Criminal Assets Bureau (ECAB) and support the MS in developing their national Asset Recovery Offices (AROs)			
		3.2.3 – Maintain Europol's role in the EU-US TFTP agreement, and prepare to support any future equivalent system in the EU			
		3.2.4 – Further develop the Europol Platform for Experts (EPE) as the principal experts' forum for the EU law enforcement community			

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Multi-annual level (Europol Strategy 2010-2014)		Annual level (Europol Work Programme 2012)			
Strategic Objectives	Strategic KPIs	Annual Objectives	% of total posts	% of total budget	Responsible Units
3.3 – Provide expertise and quality training in key law enforcement techniques	Satisfaction of training participants	3.3.1 – Develop and deliver training and awareness activities with CEPOL, including modules on ECIM, COSPOL and cybercrime	2.4	1.9	All O Units, C2

### **Annual Objective 3.1.1: Propose research and development projects in line with law enforcement end users' requirements**

Europol will continue to reflect the law enforcement community's requirements and will further deliver its expert input as a member of the Security Advisory Board for the Framework Programme 7 of the European Commission to advise on the prioritisation of research topics for the Work Programme in the area of Security. In addition Europol will increase its involvement by becoming part of the Expert Group, which decides about the incoming applications for specific Security Calls. Also the possibility will be explored to become member of the Project Advisory Board for Projects, which appears of special interest for Europol to assess the results/milestones along the lifespan of projects. In 2012 Europol will also help select R&D projects, based on the identified needs of Member States or Europol in this area and thereby bringing end-user needs into this R&D environment.

### **Annual Objective 3.1.2: Develop a stable network of partnerships with private sector in specialist areas and engage with industry to tackle organised crime and terrorism, in particular cybercrime**

Building on the envisaged establishment of cooperation arrangements with key private sector partners in 2011, Europol will in 2012 extend its reach beyond formal official law enforcement channels of cooperation through a dedicated Outreach Programme. The purpose of this approach is to build collaborative arrangements with a variety of partners in academia, private industry and other organisations of both national and international nature to support better detection, prevention and investigation of security threats. Europol and the Member States will benefit from the knowledge, information, research and resources held outside the law enforcement community. It will allow European Law Enforcement to identify and develop the latest techniques available in combating crime and terrorism and to be better informed about current security concerns, phenomena and trends.

In particular the area of cybercrime is dependant on effective public-private cooperation. Europol will prioritise this area focusing on

- o Influencing private institutions to enhance the response to cybercrime, including the "crime-proofing" of their products and services;
- o Establishing a feedback loop whereby public and private entities can mutually benefit from shared expertise in their respective domains;
- o Cooperating in ad hoc multi-disciplinary task forces to effectively tackle specific cybercriminal groups, attacks or phenomena;

### **Annual Objective 3.1.3: Enable the processing of forensic data in Europol's main information management tools**

One of the key developments of Europol's information management tools in 2012 will be the possibility to process DNA data in the Europol Analysis System (EAS) and SIENA, to process fingerprint data in the Europol Information System (EIS), EAS and SIENA and to build up the EU drug profiling capability. This will be an important step in allowing Europol to pioneer the use of "forensic intelligence" – using forensic information to develop intelligence and not only in its traditional function in the prosecution phase.

### **Annual Objective 3.2.1: Further strengthen Europol's cybercrime capability, including Internet Crime Online Reporting System**

### **(ICROS), in preparation to support a foreseen European Cyber Crime Centre**

To tackle cybercrime Europol will step up its analytical and digital forensic support to cross-border cybercrime investigations based on pro-active and integrated analysis of complex cybercrime cases and by means of improved forensic tools to handle digital evidence (e.g. specialised computer equipment, forensic kit with specialised equipment, forensics laboratory).

Building on an improved information position in this area, Europol will provide detailed analysis of the cybercrime phenomenon in order to support policy making and operational action.

The Internet Crime Reporting Online System (ICROS) will be developed at the end of 2012. The platform will collect all internet crime reported online at the domestic level in a harmonised way across the EU. ICROS will provide a thorough cross-check alert system to notify law enforcement about potential inter-jurisdictional crimes.

In cooperation with CEPOL, expert trainers from Europol will contribute to the production, delivery and dissemination of training on cybercrime. In addition to traditional training, Europol will further develop the IFOREX platform under the umbrella of Europol's Platforms for Experts (EPE) to facilitate the exchange of knowledge and best practice and the collaboration on technical issues in cybercrime investigations. The possibility to widen the IFOREX's user base beyond the law enforcement community will be explored.

### **Annual Objective 3.2.2: Strengthen the role of Europol's Criminal Assets Bureau (ECAB) and support the MS in developing their national Asset Recovery Offices (AROs)**

The Europol Criminal Asset Bureau (ECAB) will continue to support asset tracing and financial profiling for the purposes of confiscation, both within Europol AWFs, and directly to financial investigators in the Member States, via the Europol Liaison Bureaux channels and in support of Joint Investigation Teams (JITs).

With a view to confiscate criminal assets more efficiently and to better coordinate the AROs, the importance of ECAB as a European Platform for asset recovery will grow further.

All Member States must<sup>21</sup> by 2014 establish AROs equipped with the necessary resources, powers and training, and the ability to exchange information. Also in 2012 an important aspect of ECAB's work will be to support the establishment of Asset Recovery Offices in the Member States and to coordinate a stronger cooperation at European level. At the same time Europol will continue to support the Member States in ensuring that their national AROs are provided with adequate training to carry out their tasks effectively.

An important aspect of enhanced international cooperation which is indispensable for the successful identification, seizure and confiscation of criminal assets is to improve and intensify exchange of data while ensuring the highest security standards for exchanging sensitive financial information.

To facilitate the exchange of operational information between AROs and Europol, all Asset Recovery Offices should be linked to SIENA by the end of 2012. This enables direct communication between the AROs via a secure communication channel and it

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<sup>21</sup>Council Decision 2007/845/JHA requires each Member State to set up at least one Asset Recovery Office on its territory.

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also offers the possibility to forward operational information via the Liaison Bureaux to Europol. ECAB will then be in a position to cross-check the data with Europol data in order to support the asset tracing investigations of the Member States.

Europol will continue to support the MS in better exploiting financial information related to serious international crime. To that end, financial investigations should be initiated by the MS on a regular basis in serious transnational crime cases. The results of these financial investigations should be shared with Europol with a view to supporting the MS in establishing leads to dismantle the criminal organisations and in order to trace and seize the proceeds of crime.

ECAB will continue to support the Camden Asset Recovery Inter-Agency Network (CARIN), as its permanent secretariat. CARIN is the European expert practitioners' network in the field of asset recovery. In addition, CARIN will assist in the development of other regional CARIN style networks globally for the benefit of the EU.

### **Annual Objective 3.2.3: Maintain Europol's role in the EU-US TFTP agreement, and prepare to support any future equivalent system in the EU**

Taking into consideration the outcome of the evaluation of the TFTP in 2011, Europol will maintain and improve as necessary its role in support of the EU-US TFTP Agreement.

Without prejudicing the outcome of the feasibility study by the Commission on the development of an EU system equivalent to the TFTP and the possible role of Europol in this regard, Europol will also in 2012 deliver the necessary preparatory work to support the implementation of a future equivalent EU system.

### **Annual Objective 3.2.4: Optimise the usage of the Europol Platform for Experts (EPE) as the principal experts' forum for the EU law enforcement community**

The Europol Platform for Experts (EPE) will be further developed to become the main instrument to address the need for Law Enforcement specialists to share and exchange knowledge and expertise, as well as non-personal crime-related data, and to cooperate both within and beyond the Law Enforcement community.

In 2012 additional platforms will be made available in line with prioritised crime threats and user requirements. Continuous efforts will be made to optimise the content and usage of the platforms. The EPE, currently available on the internet only, will also be implemented on the Europol Secure Network.

As of 2012, work will be undertaken to establish functional links between the EPE and other systems of Europol used for the storing or processing of information and intelligence (EIS, AWFs, SIENA). These functional links between systems will increase the efficiency and user-friendliness without affecting the access rights. The combination of functionalities of the different systems would enable for instance to extract strategic data about outlaw motorcycle gangs or synthetic drugs from a workfile and to make this non-personal data available to the experts via an expert platform. That way modus operandi and other knowledge derived from AWF data can be shared without allowing the experts access to the AWF or the personal data stored in there. In addition, confidentiality, handling codes and access rights are fully observed.

**Annual Objective 3.3.1: Develop and deliver training and awareness activities with CEPOL, including modules on ECIM, COSPOL and cybercrime**

Europol's strategic cooperation with CEPOL as primary training partner will be further strengthened as a result of planned improvement initiatives in 2011.

Europol will support CEPOL in delivering training on COSPOL and ECIM, as foreseen in the EU Policy Cycle for Organised and Serious International Crime. In addition e-learning solutions will be explored to provide expertise and training in key Law Enforcement techniques.

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4.4. 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 2010-2014)		Annual level (Europol Work Programme 2012)			
Strategic Objectives	Strategic KPIs	Annual Objectives	% of total posts	% of total budget	Responsible Units
4.1 – Strengthen Europol's accountability arrangements	Audit findings from all assurance providers addressed by improvement measures within twelve months	4.1.1 – Ensure implementation of all recommendations from auditors and other assurance providers	4.6	3.0	All G Units, C1, C4
4.2 – Strengthen ICT and business alignment	(i) Delivery of services and products in line with agreed SLAs	4.2.1 - Improve ICT support services to deliver timely and effective technical solutions for prioritised business needs	10.9	23.4	C1, C3, C4
	(ii) Delivery of projects and programmes according to targets	4.2.2 – Implement first phase of disaster recovery capabilities, focusing on key critical systems			
4.3 – Improve the management of Europol's human and financial resources	(i) Overall level of job satisfaction and staff engagement (measured in the annual staff survey) (ii) Overall level of staff engagement (iii) Implementation rate of budget commitments (iv) Vacancy rate at the end of the year	4.3.1 – Implement tools and processes for improved resource management	1.5	1.2	O1, G2, All C Units
4.4 – Build a strong and positive Europol culture and image	(i) Europol user survey results on image (Image index rating) (ii) Europol user survey results on overall satisfaction (EPSI)	4.4.1 - Implement integrated approach for external media networks	2.4	2.4	G4, G5, C1, C3
		4.4.2 – Improve internal communication via new intranet			

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Multi-annual level (Europol Strategy 2010-2014)		Annual level (Europol Work Programme 2012)			
Strategic Objectives	Strategic KPIs	Annual Objectives	% of total posts	% of total budget	Responsible Units
	index rating)	<p>4.4.3 – Consolidate Europol’s New Headquarters as the identifiable home for European law enforcement through hosting of large scale conferences and other activities</p> <p>4.4.4 - Ensure the highest appropriate level of security on a 24/7 basis of Europol personnel, information and New Headquarters infrastructure against existing and emerging types of threats</p>			

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### **Annual Objective 4.1.1: Ensure implementation of all recommendations from auditors and other assurance providers**

During 2010 Europol has been subject to initial audit visits by IAS and ECA as a consequence of Europol's new status in the EU. New organisational structures and processes have been put in place to ensure the implementation of Internal Control Standards of the COM. In the 2010 annual review of strategic KPIs, Europol clarified the scope in the revised KPI definition to mean all audit findings identified by all the different assurance providers (audit bodies). The KPI now reads Audit findings from all assurance providers addressed by improvement measures within twelve months (previously it read Audit findings addressed by improvement measures within twelve months). Based on 2010 performance, the 2011 KPI target was raised from 80 % in 2010 to 95 % in 2011. This is an ambitious target and reflects that Europol is becoming a mature organisation.

### **Annual Objective 4.2.1: Optimise ICT support services to deliver timely and effective technical solutions for prioritised business needs**

During 2012 Europol will continue to develop and maintain its ICT infrastructure and supporting systems to increase efficiency and to enable the achievement of strategic business priorities.

The demands of the new regulatory framework and the strategic objective of modernising the organisation will drive a major upgrade of the Europol Document Management Systems (DMS), enabling the automation of records management and the introduction of electronic workflows. In the same spirit of enhancing the efficiency, productivity and flexibility of the organisation, developments are foreseen in new capabilities for HR management and in the corporate-wide introduction of a tool for effective resource management and time tracking.

In 2012 the network transformation programme plans to achieve a crucial milestone by implementing the new Office Network concept. By separating core business activities from administrative ones at the network level, this initiative is a pre-condition for achieving the highest levels of security on the Europol Secure Network, on the roadmap towards being ready for processing information at higher classification levels. The security improvements programme will continue, with important developments in particular on the Identity and Access Management platform, including strong authentication, and with the development of integrated audit logging capabilities at the application level, for both improved security and for better compliance with data protection requirements. Finally, the replacement of all deployed encryptors with a new, more reliable and efficient, technical solution, already started in 2011, will complete in 2012.

### **Annual Objective 4.2.2: Implement first phase of business continuity arrangements, focusing on key critical systems**

Disaster recovery arrangements have been recognised as the cornerstone of Europol's business continuity arrangements. The solution for the implementation of disaster recovery capabilities covers all of the required capabilities, which are in summary:

- IT back-up data centre;
- Alternative office accommodation;
- Alternative telecommunication facilities to staff.

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Europol has tabled a proposal that can deliver acceptable recovery times in line with business stakeholders' requirements, at an affordable cost.

Emphasis would go on implementing recoverability measures for a limited subset of functions and systems. In particular, the 2012 implementation would focus on ensuring a basic support and the necessary overhead (resumption of Europol Governance; Finance; Payroll); the functioning of SIENA; the Europol Analysis System (EAS) and the operational functioning of the Liaison Bureaux Network.

### **Annual Objective 4.3.1: Implement tools and processes for improved resource management**

Once fully implemented, the structural initiatives (new organisational structure, new AWF concept, new releases of Europol's core systems and ICT infrastructure) that were developed in 2010 are planned to result in efficiency savings in 2011 and beyond.

In 2012 Europol will continue to explore measures to increase levels of efficiency, in particular in regard to support services. Consideration will be made of making use of centralised services and sharing services with other agencies.

Furthermore in 2012 the necessary processes and supporting tools to improve resource management and flexitime management will be implemented.

This should facilitate the improved allocation of resources in line with the priorities of Europol. Europol will optimise the balance between analysts and experts in the operations department and consider the increased engagement of Seconded National Experts in line with business needs to strengthen the link of knowledge between the Member States and Europol.

### **Annual Objective 4.4.1: Implement integrated approach for external media networks**

Following the planned implementation of Europol's new website in 2011, Europol will create a single network for communications experts in the Member State law enforcement community. The network will incorporate the existing press speakers' network and the European Law Enforcement Magazine Editors Network (ELEMENT), with the addition of webmasters. Since these functions are closely related in most Member States, the creation of a single network will increase efficiency while also creating more opportunities to raise awareness of Europol's work throughout the EU law enforcement community.

### **Annual Objective 4.4.2: Improve internal communication via new intranet**

The replacement of Europol's Intranet EurOPs with a modern intranet solution will create significant opportunities to improve Europol's internal functioning, particularly in terms of knowledge management and transparency between management and staff and between Units/Departments. A more user-friendly system will be much easier to maintain and manage, allowing more dynamic content, updated by a wider user group. The exact user requirements and technical specifications will be developed in 2011, for implementation in 2012.

### **Annual Objective 4.4.3: Consolidate Europol's New Headquarters as the identifiable home for European law enforcement through hosting of large scale conferences and other activities**

In 2012 the facilities of the New Headquarters will be fully exploited to strengthen Europol's identity as the European Law Enforcement Agency and partner of all Member States in their fight against serious organised crime and terrorism. This will not only be realised by using the improved infrastructure and equipment to initiate and support operations in the Member states, but also by organising large scale conferences at Europol's New Headquarters for a broader law enforcement public. A major annual European police conference will become an important public event to raise Europol's profile.

### **Annual Objective 4.4.4: Ensure the highest appropriate level of security on a 24/7 basis of Europol personnel, information and New Headquarters infrastructure against existing and emerging types of threats**

In order to ensure personnel safety and information security in an efficient and effective way, Europol will monitor and proactively adapt to existing and emerging threats as well as technological developments. Security procedures will be continually reviewed, improved and simplified in order to provide maximum safety and security in a smooth way to all staff and visitors as well as providing the necessary confidentiality regime and handling of information security.

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### Annex A – Overview of Resource Allocation

Goal / Activity	% of total posts <sup>22</sup>	% of total budget	
Goal 1: Europol will function as the principal EU support centre for law enforcement operations	24.7	18.2	
Goal 2: Europol will become the EU criminal information hub	15.8	12.1	
Goal 3: Europol will expand its capabilities as an EU centre for law enforcement expertise	7.3	6.8	
Goal 4: Europol will grow as a modern, efficient organisation with the best resources, effective governance arrangements and a positive reputation	19.4	30.0	
Ongoing management and support activities for Goal 1–2–3-4	Directorate and assistants	2.3	1.7
	Training of staff	0.9	1.1
	Facilities management	1.3	5.7
	Security	5.5	3.7
	Governance, management and administration	10.4	7.4
	Finance, HR and other support activities	9.9	9.2
	DPO	1.3	0.9
	IAF	0.5	0.3
	Joint Supervisory Body	0.0	0.7
	Management Board meetings, Working Groups and MB Secretariat	0.7	2.4
<b>TOTAL</b>	<b>100</b>	<b>100</b>	

<sup>22</sup> Temporary Agents, Contract Agents and operational Seconded National Experts

### Annex B – Overview of critical risks and mitigating measures

In line with Europol's business planning for 2010 and 2011, Europol has developed an organisational wide, corporate risk management process. This aims to aggregate risks (including the related responses) at organisational level. In doing so, Europol seeks to expand risk management from a vertical (e.g. in units 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", which foresees that an organisation should at least once a year, as part of the annual business planning, consider risks (including the related responses). The process, of course, does not exclude an approach whereby time-critical or high impact risks are addressed immediately by the organisation.

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), therefore having influence on the delivery of the Europol Strategy 2010 – 2014. This means that risks can be 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).

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

Given the current risk exposure concerning the business planning, the following critical risks (threats) are identified for the 2012 planning:

Ref. n°	Risk description (cause, event and effect)	Objectives concerned	Response type <sup>23</sup>	Response measures
01	<p>Europol, and in particular the 24/7 Operational Centre as well as the re-design of the structure of Analysis Work Files (AWFs) and regional support activities, will not deliver a unique set of operational support services according to MS' expectations and needs, due to the lack of:</p> <ul style="list-style-type: none"> <li>• Member States' (MS) preparedness to share live investigative data on a daily basis with Europol, reflecting a negative perception of Europol's capabilities as an operational partner;</li> <li>• A clear definition of the intended output(s), because core processes, in particular concerning the 24/7 Operational Centre, re-designed AWFs and regional support activities, are not fully established or embedded in daily work;</li> <li>• Required automated search capabilities across relevant Europol systems in Europol (given budget and capacity constraints);</li> <li>• Adequate resources in 2012 (no new posts will be available in 2012 and budget-levels will not grow);</li> <li>• Awareness of, or sufficient trust in, Europol's services, given a re-design of AWFs and related information flows;</li> <li>• Clear responsibilities and participation of other EU agencies involved in the concerned operational work.</li> </ul>	<p>1.1 1.2 2.2 2.2.1 2.2.3 2.3 2.3.1 2.3.2 2.3.3 2.3.4</p>	Share	<ul style="list-style-type: none"> <li>• Core processes are continuously being defined , detailing standardised outputs (products and services) – this also includes Europol's 24/7 capabilities, AWFs and 'mobile office' services;</li> <li>• Europol carries out specific satisfaction surveys on analysis and/or operational support received by MS;</li> <li>• Promotion and dissemination of Europol's key products and services;</li> <li>• Reinforcement of Liaison Bureaux involvement through the 24/7 Operational Centre;</li> <li>• Europol will expand the interoperability between the Europol core systems and seeks to automate the existing manual processes for cross-matching, including a swift follow-up mechanism for validation and information exchange;</li> <li>• Further implementation and development of SIENA, including automated interaction between SIENA and national case management tools;</li> <li>• Europol seeks to establish a Prüm Helpdesk to support information exchange;</li> <li>• Dedicated awareness sessions will be instigated by Europol to ensure that all relevant stakeholders understand the benefits and opportunities of the re-designed AWFs;</li> <li>• MS take up responsibility to submit live investigative data and communicate the opportunities Europol can offer at national level;</li> <li>• The close cooperation among the Justice and Home Affairs (JHA) agencies, currently monitored via a scoreboard mechanism, will be expanded further.</li> </ul>

<sup>23</sup> Threat risk type responses are: Reduce (pro-active actions are undertaken to minimise the probability or impact; the responsibility for the risk effect(s) and response measure(s) stay with Europol); Remove (changing the scope of the business objective concerned); Transfer (a third party takes responsibility for the risk); Retain (conscious and deliberate decision to accept the risk and, especially, the possible effect(s) on the business objective); Share (the responsibility for the risk effect(s) and risk response measure(s) are shared between the involved parties, i.e. Europol and Member States take responsibility for certain aspects of the risk)

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Ref. n°	Risk description (cause, event and effect)	Objectives concerned	Response type <sup>24</sup>	Response measures
02	<p>The methodology for the new Serious Organised Crime Threat Assessment (SOCTA) will not be finalised in time throughout 2012, for Europol to deliver the first EU SOCTA by March 2013, thus leading to an incomplete picture of the most significant criminal threats impacting the EU and related fragmented operational plans, given that:</p> <ul style="list-style-type: none"> <li>• The new policy cycle and the implied change activities to arrive at the SOCTA, as agreed by the Council in November 2010<sup>25</sup>, are delayed regarding their overall implementation;</li> <li>• The customer requirements, to be agreed in 2011, are not specific enough to deliver a SOCTA which is 'fit for purpose';</li> <li>• The change from the Organised Crime Threat Assessment (OCTA), established in 2005, to the SOCTA policy cycle takes longer than envisaged.</li> </ul>	<p>2.1 2.1.1 2.2 2.2.1</p>	Share	<ul style="list-style-type: none"> <li>• The Council agreed a clear plan in November 2010 which is closely monitored by COSI and MS;</li> <li>• Europol is aware of the change impact, focussing its annual objectives (2.3.2 and 2.3.3) for 2012 on the SOCTA and related aspects;</li> <li>• The Europol Work Plan for 2011 sets out detailed objectives to integrate the activities to be delivered by Europol for the new SOCTA.</li> </ul>
03	<p>The design of the new Europol Regulation in 2012 does not realise the expected change benefits for Europol beyond the Europol Strategy 2010–2014, due to a lack of a complete or systematic collection of change requirements and changing timelines for the evaluation on Europol.</p>	<p>4.1 4.1.2</p>	Share	<ul style="list-style-type: none"> <li>• The planning for the evaluation of Europol, according to Article 37 (11) of the Europol Council Decision (ECD), is closely monitored by the Europol MB and will constitute a key input for the Commission to elaborate a Europol Regulation proposal for the Council and the EU Parliament (following Articles 289 etc. of the Treaty on the Functioning of the European Union – TFEU).</li> <li>• Europol is closely involved in the work undertaken by the various stakeholders and supports the activities as a matter of priority.</li> </ul>

<sup>24</sup> Threat risk type responses are: Reduce (pro-active actions are undertaken to minimise the probability or impact; the responsibility for the risk effect(s) and response measure(s) stay with Europol); Remove (changing the scope of the business objective concerned); Transfer (a third party takes responsibility for the risk); Retain (conscious and deliberate decision to accept the risk and, especially, the possible effect(s) on the business objective); Share (the responsibility for the risk effect(s) and risk response measure(s) are shared between the involved parties, i.e. Europol and Member States take responsibility for certain aspects of the risk)

<sup>25</sup> Council Secretariat file n° 15358/10 COSI 69 ENFOPOL 298

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Ref. n°	Risk description (cause, event and effect)	Objectives concerned	Response type <sup>26</sup>	Response measures
04	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 2012 and the Europol Strategy 2010 – 2014.	All objectives	Reduce	<ul style="list-style-type: none"> <li>• Europol establishes robust planning as well as performance measurement processes, the annual Europol Work Plan is closely monitored along the quarterly performance reporting.</li> <li>• Europol seeks to establish an organisational demand management process which will contribute to ensure appropriate reprioritisation where required, in consultation with the concerned stakeholders and assurance providers (such as the Europol MB).</li> </ul>

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<sup>26</sup> Threat risk type responses are: Reduce (pro-active actions are undertaken to minimise the probability or impact; the responsibility for the risk effect(s) and response measure(s) stay with Europol); Remove (changing the scope of the business objective concerned); Transfer (a third party takes responsibility for the risk); Retain (conscious and deliberate decision to accept the risk and, especially, the possible effect(s) on the business objective); Share (the responsibility for the risk effect(s) and risk response measure(s) are shared between the involved parties, i.e. Europol and Member States take responsibility for certain aspects of the risk)

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

Given the current risk exposure concerning the business planning, the following critical risks (opportunities) are identified for the 2012 planning:

Ref. n°	Risk description (cause, event and effect)	Objectives concerned	Response type <sup>27</sup>	Response measures
01	COSI will continue to coordinate MS' demand for operational support more effectively. As a result of this, Europol will become the key agency in the EU's improved internal security architecture which will be developed by COSI throughout 2011 and 2012, making best use of its improved information capabilities and unique legal framework to process personal data in analysis work files.	Goals 1 – 3	Enhance	<ul style="list-style-type: none"> <li>• Europol will continue to be closely associated to the COSI meetings in 2011 and 2012 with a standard observer status.</li> <li>• The SOCTA methodology supports a central role of COSI and Europol.</li> </ul>

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 2011 and 2012. 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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<sup>27</sup> Threat risk type responses are: Reduce (pro-active actions are undertaken to minimise the probability or impact; the responsibility for the risk effect(s) and response measure(s) stay with Europol); Remove (changing the scope of the business objective concerned); Transfer (a third party takes responsibility for the risk); Retain (conscious and deliberate decision to accept the risk and, especially, the possible effect(s) on the business objective); Share (the responsibility for the risk effect(s) and risk response measure(s) are shared between the involved parties, i.e. Europol and Member States take responsibility for certain aspects of the risk)

## Annex C – Overview of planned procurement activities

In 2012, Europol estimates that the global budgetary envelope reserved for procurements will be approximately € 24.5 million, or 29% of the agency's overall expenditure.

It will not be necessary to conduct tender procedures during 2012 for all the budget chapters, since many related activities will be covered by multi-annual contracts. **Meanwhile some tender procedures to be conducted in 2012 may also be for multi-annual contracts, meaning that the total value of the contracts tendered in 2012 may be higher than the amount that will be committed from the 2012 budget.** Taking these considerations into account, it should be understood that the tables below present different perspectives on procurement activity.

Within the global budgetary envelope reserved for procurements, the following budget chapters are likely to include **procurement expenditure** in excess of €1 million in 2012:

Budget chapter	Overall planned expenditure (€)	Expected procurement expenditure (€)	Expenditure by procurement (%)
1.3 – Socio-medical infrastructure	1,360,000	1,280,000	94%
2.0 – Rental of buildings and associated costs	3,919,000	2,489,000	64%
2.1 – Administrative information technology	1,504,000	1,504,000	100%
3.1 – Operational information technology	11,174,000	11,174,000	100%
3.2 – Telecommunications costs for operational activities	3,750,000	3,750,000	100%

The following table provides an indicative list of the major **tender procedures** (in excess of 125,000€) anticipated during 2012:

Subject	Expected value of contract (€)	Budget chapter	Type of contract	Estimated lifetime of contract	Contract to be in place by (date)
Business continuity (incl. office space for disaster recovery)	2,000,000	32	Framework Contract Single Supplier	4 years	01/02/2012
Security software, hardware and maintenance frameworks	9,000,000	31	Framework Contract Single Supplier	4 years	01/03/2012
Managed Internet Access Services	560,000	32; 24	Multi-annual	4 years	01/06/2012

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Subject	Expected value of contract (€)	Budget chapter	Type of contract	Estimated lifetime of contract	Contract to be in place by (date)
sTesta connectivity	8,000,000	32	Framework Contract Single Supplier	4 years	01/09/2012
IT consumables and small equipment	1,000,000	21; 31	Framework contract multiple suppliers	4 years	01/09/2012
Administrative DMS	2,500,000	21	Multi-annual	4 years	01/01/2012
EAS Development - GIS solution	160,000	31	One year	1 year	01/08/2012
EAS portal software for supporting the opening of projects	200,000	31	Multi-annual	4 years	01/03/2012
Search and cross matching pilot / implementation	300,000	31	Multi-annual	4 years	01/09/2012
Facility Management Information System (FMIS)	200,000		Multi-annual	4 years	31/12/2012
Implementation of new Office network	400,000	31	Multi-annual	4 years	01/03/2012
Network security improvements implementation	350,000	31	Framework Contract Single Supplier	4 years	01/05/2012
Travel Agent	3,000,000	12; 30	Framework Contract Single Supplier	3 + 1 years	31/12/2012
Heavy duty printers	1,500,000	21	Framework Contract Single Supplier	4 years	31/12/2012
Back-up ICT recovery site	800,000	To be confirmed	Multi-annual	8 years	01/12/2012
Outsourcing of IBM equipment	> 125,000	To be confirmed	Multi-annual	3 + 1 years	31/12/2012

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Subject	Expected value of contract (€)	Budget chapter	Type of contract	Estimated lifetime of contract	Contract to be in place by (date)
Outsourcing of AV and repro room	> 125,000	To be confirmed	Multi-annual	4 years	31/12/2012
Architectural and Technical NHQ	150,000	22	To be confirmed	1 year	31/12/2012
Architectural and technical adjustments NHQ for print-shop O department	250,000	20	To be confirmed	1 year	31/12/2012
Project costs - shared service environment	250,000	21	To be confirmed	4 years	31/12/2012
Changes to security installations	180,000	20	Framework single supplier	3 + 1 years	30/06/2012

A more detailed procurement plan will be completed in the course of 2011 in order to ensure the timely procurement of all necessary goods and services in line with the principles of sound financial management. Thus, the estimates presented in this Annex to the Work Programme 2012 are indicative and subject to change.

Annex D – Europol Organisation Chart

