



## Europol Work Programme 2014

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### Executive Summary

2014 will be an ambitious year of development for Europol.

In 2013, the European Cybercrime Centre will be established, a new Analysis Work File concept fully realised and further advances made in the area of Europol's core services with the launch of the new Europol Analysis System. Europol will also be at the centre of preparations for the next four-year period of the EU Policy Cycle for serious international and organised crime, which begins with the publication of the European Union's Serious and Organised Crime Threat Assessment by Europol.

Important further changes will follow in 2014. The focus of the organisation will lie on making its core capabilities in the areas of operational support (details under Goal 1 below) and analysis (Goal 2) more tailored and responsive to the new EMPACT priorities, as well as ensuring a more proactive role for Europol in supporting Member State criminal investigations. New services that allow "doing more with less" (Goal 3) will contribute to the achievement of Europol's ambition to expand its capabilities as a centre for law enforcement expertise within an optimum resource base. In all aspects of its work in 2014, Europol will also continue to grow as an accountable, efficient and modern organisation (details under Goal 4).

Based on progress in 2013, the **European Cybercrime Centre** will further develop its services, offering:

- Improved analysis of cybercrime information;
- Advanced technical support on the spot;
- An overview of significant cybercrime cases;
- Open source intelligence;
- Cybercrime threat assessments;
- A forensic capability;
- Training and capacity-building in close cooperation with CEPOL.

**Goal 1** of the Europol Strategy foresees the delivery of increased **support for law enforcement operations**. In 2014, this will be ensured by providing operational support services tailored to the new EU Policy Cycle priorities, initiating a growing number of high-profile international operations from Europol headquarters and via a commitment to identify high-value targets for all 2014 Operational Action Plans. Work will also continue to promote the capacities of the Europol National Units and the Liaison Bureaux in coordinating operational action, as well as to stimulate the use of Europol's real-time operational support capabilities to coordinate simultaneous Member State investigative measures. In the external domain, Europol will conclude cooperation agreements with more countries in the Balkan region and advance negotiations with new countries on the Council list, whilst developing its existing cooperation with Eurojust, Frontex, OLAF, the EEAS and other EU bodies.

As part of the objectives within **Goal 2** – to develop as the **EU criminal information hub** – Europol will monitor the implementation and evolution of the European Criminal Intelligence Model as a concept for tackling serious international and organised crime. Europol's analysis capability will be strengthened during 2013 and 2014, so that crime analysis grows as a discipline amongst Europol's workforce and the Europol Analysis System. Financial intelligence will also be used more extensively to identify links between different crime areas or investigations in multiple Member States. Recognising that Europol's strategic and operational output is largely reliant on the information it receives and processes, Europol will optimise data handling systems and work processes to ensure maximum exploitation of information with available resources. Existing information exchange systems will be enhanced with new toolsets for supporting investigations directly.

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While information exchange, analysis and support to operations lie at the heart of Europol's core business, the organisation's mandate also foresees the **development of new techniques and expertise**, and the promulgation of these among the EU law enforcement community. **Goal 3** of the strategy addresses this role. In 2014 the focus will be on collecting, assessing and disseminating innovative new techniques and other best practices in law enforcement, and sharing and developing expertise in key like cybercrime, counter terrorism and euro counterfeiting. At the same time, strategic and operational analysis training to the law enforcement community, and cybercrime training to competent MS authorities and the private sector will be delivered.

Finally, **Goal 4** of the Strategy covers organisational activities that ensure Europol has the right **administrative capabilities** to achieve its operational goals. In this area, 2014 will see progress with negotiations on the new Europol Regulation, the development of ICT solutions supporting a modern, efficient and effective administration, the implementation of additional resource management processes and tools and the development of a Europol *alumni* network in the Member State law enforcement community.

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### List of Abbreviations

ARINWA	Asset Recovery Informal Network for West Africa
ARO	Asset Recovery Office
AWF	Analysis Work File
CARIN	Camden Asset Recovery Interagency Network
CBRN	Chemical, Biological, Radioactive and Nuclear
CEPOL	<i>Collège européen de police</i> (European Police College)
CERT	Computer Emergency Response Team
COM	EU Commission
CSDP	Common Security and Defence Policy
EAS	Europol Analysis System
EEAS	European External Action Service
EC3	European Cybercrime Centre
ECIM	European Criminal Intelligence Model
ECAB	Europol Criminal Assets Bureau
ECD	Europol Council Decision
EDPS	European Data Protection Supervisor
EIS	Europol Information System
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
EMPACT	European Multidisciplinary Platform against Criminal Threats
ENISA	European Network Information Security Agency
ENU	Europol National Unit
EPE	Europol Platform for Experts
EPSI	European Performance Satisfaction Index
JHA	Justice and Home Affairs
JIT	Joint Investigation Team
KPI	Key Performance Indicator
LBx	Liaison Bureaux
MAOC-N	Maritime Analysis and Operations Centre - Narcotics
MB	Management Board
MFF	Multiannual Financial Framework
MS	Member States
SOCTA	Serious Organised Crime Threat Assessment
OLAF	<i>Office européen de Lutte Anti-fraude</i> (EU Anti-Fraud Office)
SIENA	Secure Information Exchange Network Application
SPACE	Secure Platform for Accredited Cybercrime Experts
TFTP	Terrorist Finance Tracking Programme

### 1. Introduction

The Work Programme 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 Work Programme is produced in accordance with 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" and Article 38(4) of the Europol Council Decision (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.

Chapter 2 "Methodology" summarises the process followed to draft the Work Programme.

The aim of Chapter 3 "Influencing factors" is to outline the policy context in which Europol's 2014 objectives are formulated.

Chapter 4 presents and details the annual objectives for 2014.

Annex A provides an overview of resource allocation. A strategic risk register can be found at Annex B. Annex C gives an indication of the planned procurement activities in 2014 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 and the Multiannual Financial Framework by the Budgetary Authority. Therefore, the Work Programme shall be modified as appropriate to take into account the final resource allocation to Europol, as agreed by the Budgetary Authority.

### 2. Methodology

Based on relevant requirements<sup>1</sup> and recommendations<sup>2</sup>, the Work Programme seeks to identify a limited number of annual objectives, aligned with the Europol Strategy 2010-2014 and structured according to SMART principles (Specific, Measurable, Achievable, Relevant, Timed).

The objectives in the draft Work Programme 2014 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 senior management.

Multi-annual Key Performance Indicators (KPIs) are used to monitor Europol's performance against each of its strategic objectives. Annual targets for 2014 for these KPIs are included, as appropriate; any missing targets will be communicated in the last quarter of 2013, once the relevant baseline data is available.

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<sup>1</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; "Performance Budgeting and Decentralised Agencies: Guidelines", DG BUDGET. A.1, September 2012; Recommendations from the Internal Audit Service of the European Commission.

<sup>2</sup> "European union's Agencies getting results", European Court of Auditors, Special Report no. 5, 2008.

### 3. Influencing Factors

The Europol Strategy 2010-2014 provides the framework for the strategic development of the organisation. In addition, the following factors are relevant for the identification of annual objectives for 2014:

- Europol's contribution to the establishment and implementation of a **multiannual EU Policy Cycle** with regard to serious international and organised crime 2014-2017:
  - The cycle consists of four key steps: 1) a Serious and Organised Crime Threat Assessment (SOCTA) will deliver in March 2013 a set of recommendations based on an in-depth analysis of major crime threats facing the EU. The JHA Council will use these recommendations to define priorities for the period 2014-2017. 2) Multiannual Strategic Plans (MASP) will be developed from the priorities and will define the strategic goals for combating each priority threat. 3) EMPACT – European Multidisciplinary Platform against Criminal Threats – will set out concrete Operational Action Plans (OAPs) for combating the priority threats. OAPs will include targeted analysis followed by investigations. 4) Review and assessment – the effectiveness of the OAPs and their impact on the priority threats will be reviewed by COSI. In 2015, an interim assessment (SOCTA) will be prepared by Europol to evaluate, monitor and adjust (if required) the efforts to tackle priority threats. In the next cycle, Europol's work will be increasingly aligned with the Policy Cycle priorities. There will be a need to ensure that MS engagement mirrors the threats identified at EU and national level;
- Alongside the process to establish the priorities in the next cycle, and subject to budget opportunities, new perspectives on organised crime (OC) should also be taken into account, including renewed emphasis on:
  - **economic and financial crime** in the EU context: tax fraud, identity theft, money laundering and corruption. A proposed Directive on **freezing, confiscation and recovery of proceeds** of crime will be adopted in 2013. The establishment of National Asset Recovery Offices in all MS may reinforce cooperation in this area. In addition, a Commission communication on a European Strategy for financial investigation and financial and criminal analysis is planned for 2013, which will set **EU standards on financial investigations**;
  - EU action against **illicit trafficking of firearms**. In relation to this, a Commission communication is expected in autumn 2013;
  - **social tolerance towards criminal activities**, as well as the effects of OC in political and social terms. In particular, SOCTA 2013 should improve overall understanding of the impact that the financial and economic crisis is having on internal security;
- The planned **Europol Regulation**, which is likely to already influence Europol's work in 2014;
- EU-level initiatives aimed at strengthening the ties between external (**Common Security and Defence Policy - CSDP**) and internal (**Freedom, Security and Justice**) security<sup>3</sup>, in which Europol is expected to work more closely with CSDP police missions;
- **Information exchange**: expected Commission communication on European Information Exchange Model (EIXM) in 2013;

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<sup>3</sup> "Strengthening Ties between CSDP and FSJ: Draft Road Map", 17962/1/11, Brussels, 5 December 2011.

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- **Funding:** discussions on the EU's Multiannual Financial Framework (MFF) 2014-2020 will clearly shape Europol's budgetary environment and priorities. The Commission proposal to establish an Internal Security Fund (ISF) – including "instrument for financial support for police cooperation, preventing and combating crime, and crisis management" ("the **ISF Police**") – should provide opportunities to enhance the operational cooperation of MS with Europol;
- **Enlargement:** Croatia in 2013; in addition, the new Commission enlargement strategy for the Western Balkans will put more emphasis on rule of law aspects and the fight against organised crime. Europol might be called to play a more prominent role;
- **JHA Agencies and bodies:** the next two to three years will see changes in the legal frameworks of Eurojust, Europol, CEPOL, OLAF; also new capabilities (e.g. Frontex with EUROSUR) or institutions (e.g. European Public Prosecutor's Office). This creates strategic opportunities for cooperation and for reducing the risk of potential duplications and overlaps. Active contribution to the work of the JHA Agencies Contact Group<sup>4</sup> will be important in this regard. So will the continuation of common initiatives with all JHA agencies that demonstrate concerted efforts to reduce unnecessary duplication<sup>5</sup>;
- EU approach to the use of **Passenger Name Record (PNR)** data for investigating specific crimes and criminal networks<sup>6</sup>;
- As appropriate, establishment of working arrangements with new **European Asylum Support Office (EASO)**, **EU Agency for Large-scale IT Systems (eu-LISA)** and **European Network and Information Security Agency (ENISA)**, in close collaboration with the COM;
- **Cybercrime** will be a clear priority, not just for Europol but also in the entire law enforcement domain, where three strategic drivers are relevant: 1) increased law enforcement cooperation; 2) public-private partnerships; and 3) international cooperation (Interpol, US and others). Another priority in this area is the **reinforcement of the EU legislative framework** (e.g. proposed Directive on attacks against information systems under discussion);
- The **Common Approach on EU decentralised agencies** endorsed by the European Parliament, the Council and the Commission in July 2012 represents the first political agreement on EU decentralised agencies of its kind. Although legally non-binding, it will serve to guide future horizontal initiatives and reforms of individual EU agencies. In line with it, the Commission has prepared a **Roadmap on the follow-up to the Common Approach** with concrete actions and timetables, which may require an adaptation of the founding acts of existing agencies, as well as non-legislative measures. Europol will consider all relevant measures outlined in the Common Approach, with a view to increasing its efficiency and accountability, taking into account the flexibility foreseen for existing agencies and the specific tasks of a law enforcement agency.

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<sup>4</sup> Europol's partners in the JHA Agencies Contact Group are: CEPOL, EASO, EMCDDA, Eurojust, FRA, Frontex, OLAF and the European Commission.

<sup>5</sup> For instance joint reports (such as the Europol-EMCDDA joint report on the EU drugs market), joint contributions to Commission initiatives (e.g. consolidated Europol-EASO-Frontex factsheets on migration) and the implementation of joint actions under EU strategies/ action plans in the home affairs domain (for example combined Europol-EMCDDA efforts to develop key indicators to improve monitoring of drugs supply and drug reduction).

<sup>6</sup> "Communication from the Commission to the European parliament, the Council, the European Economic and Social Committee and the Committee of the Regions of 20 April 2010 – Delivering an area of freedom, security and justice for Europe's citizens - Action Plan Implementing the Stockholm Programme," COM (2010) 171 final.

### 4. Work Programme Objectives

Europol's objectives for 2014 are grouped according to the multiannual goals and objectives in the Europol Strategy 2010-2014. Each annual objective should represent an improvement or a priority action beneficial to Europol's stakeholders, in particular the law enforcement community in the MS, and must contribute to the achievement of the organisational Strategy.

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 below is accompanied by a list of expected results for the MS that will occur upon achieving the objective. In addition, it is suggested which Europol products and services MS can anticipate as part of the delivery of an annual objective. Unless stated otherwise, all objectives should be achieved by the end of 2014.

The entry into force of the new Europol Regulation will provide opportunities to enhance further Europol's operational and strategic capabilities to support MS in the fight against serious international and organised crime, and terrorism. This will positively impact activities planned by Europol once the proposal for a Europol Regulation is adopted and lead to better results for MS.

The establishment of the European Cybercrime Centre (EC3) at Europol is the most significant recent development impacting Europol's resources and activities. Given the importance and effect of this new task on the organisation, a dedicated first section below presents the background and plans about the EC3's functioning in the second year of its existence, followed by four sub-chapters containing an overview of Europol's 2014 objectives per strategic goal.

## The European Cybercrime Centre at Europol<sup>7</sup>

The Europol Strategy 2010-2014 approved by the Management Board in 2009 already envisaged strengthening Europol's capabilities in disrupting cybercrime by: establishing a horizontal cybercrime focus across different crime areas and supporting collective cybercrime capacity-building in the Member States. Mindful of the increasing threat posed by cybercrime to the EU, signalled in several EU strategies for the Justice and Home Affairs area<sup>8</sup>, the European Commission proposed on 28 March 2012 the establishment of a European Cybercrime Centre (EC3) at Europol – a task confirmed by the JHA Council on 4 June 2012. The EC3 is to be opened in 2013, initially focusing on strengthening Europol's existing analytical and forensic support, as well as operational coordination services.<sup>9</sup>

Adequate staff and funding will be necessary in order for the EC3 to complete its establishment in 2015. If so, EC3 will be able to further develop its products and services in 2014<sup>10</sup>, based on progress achieved in 2013. They are presented below next to Europol's strategic objectives that each product/service supports most directly, with resource requirements (staff and budget) indicated in Annex A - Detailed overview of resource allocation<sup>11</sup>:

Strategic Objectives	EC3 Products and Services 2014
1.1 Ensure effective delivery of a unique set of operational support services	<ul style="list-style-type: none"> <li>• Improved analysis of EC3 information in order to support MS operations and to facilitate the delivery of operational intelligence supporting high-profile investigations, complex transnational cases and Joint Investigation Teams;</li> <li>• Improved technical support delivered on-the-spot or from Europol Headquarters to MS. This will be done through the use of a mobile toolkit, allowing analysts and/or specialists to provide direct forensic support to ongoing investigations, or through the use of the Cyber Forensic Lab at Europol;</li> <li>• Improved reporting requirements in force, enabling comprehensive assessment and optimum response measures.</li> </ul>
1.2 Enhance the coordination of operational action in the EU	<ul style="list-style-type: none"> <li>• An overview for Member States on significant cases and investigations in the EU to enable preventive or investigative coordination to maximize outcome and minimize the investment of resources, singling out high-value targets operating in cyberspace in order to achieve maximum result.</li> </ul>

<sup>7</sup> This section is based on the assumption of a best-case scenario for resources for EC3, i.e. that Europol will receive sufficient additional funding and staff in 2014 to be in a position to deliver EC3 products and services as planned. In this scenario, the realisation of EC3's full mandate can be expected in 2015.

<sup>8</sup> "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". COM (2010) 673 of 22 November 2010; "Communication from the Commission to the European parliament, the Council, the European Economic and Social Committee and the Committee of the Regions of 20 April 2010 – Delivering an area of freedom, security and justice for Europe's citizens - Action Plan Implementing the Stockholm Programme," COM (2010) 171 final.

<sup>9</sup> Existing strategic KPIs with specific targets for EC3 will be used to measure the Centre's performance.

<sup>10</sup> Based on expectations from the European Commission as expressed in its communication on the EC3: "Tackling Crime in our Digital Age: Establishing a European Cybercrime Centre".

<sup>11</sup> This is done as EC3 services span the entire Europol Strategy – from operational support and key partnerships through analysis and expertise to training.

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Strategic Objectives	EC3 Products and Services 2014
1.3 Develop more effective cooperation with external partners	<ul style="list-style-type: none"><li>• Open source intelligence: provision of tailored newsfeeds on cybercrime trends, technological developments and other relevant information by means of an EC3 Secure Platform for Accredited Cybercrime Experts (EC3 SPACE).</li></ul>
2.2 Improve the analysis capability of Europol	<ul style="list-style-type: none"><li>• Strategic analysis: production of the EU's threat assessment on cybercrime, online child sexual exploitation, payment card fraud and related online threats; specialised thematic assessments on emerging trends, criminal methods and facilitators; future-oriented scanning of technological and other external developments, with a view to identifying potential risks, vulnerabilities and key issues for policy makers and legislators.</li></ul>
3.2 Strengthen the position of Europol as a platform for specialist areas	<ul style="list-style-type: none"><li>• Improved central gathering of MS requirements for forensic tools, pooling this information in order to explore EU funding possibilities (e.g. Horizon 2020 programme) to develop these much needed tools and distribute them to MS competent authorities together with a training package;</li><li>• Information-sharing platforms with Commission-funded centres of excellence in the area of cybercrime.</li></ul>
3.3 Provide expertise and quality training in key law enforcement techniques	<ul style="list-style-type: none"><li>• In close cooperation with CEPOL, design and plan cybercrime training courses to equip law enforcement with the knowledge and expertise to effectively tackle cybercrime.</li></ul>

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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 2010-2014)			Annual level (Europol Work Programme 2014)		
Strategic Objectives	Strategic KPIs	2014 targets <sup>12</sup>	Annual Objectives	% of total posts	% of total budget
1.1 - Ensure effective delivery of a unique set of operational support services	(i) User satisfaction with operational support provided to high profile operations  (ii) Percentage of all SIENA messages sent by MS shared with Europol  (iii) Number of operations supported by Europol  (iv) Number of criminal networks disrupted or dismantled  (v) Number of operational analysis reports delivered	(i) 8.0  (ii) To be set  (iii) NA  (iv) NA  (v) NA	1.1.1 – Provide operational support services tailored to EU Policy Cycle priorities and key regions	16.6	12.4
			1.1.2 - Initiate a growing number of high-profile international operations		
			1.1.3 – Identify high-value targets for all 2014 Operational Action Plans		
1.2 – Enhance the coordination of operational action in the EU	Number of joint operations supported by Europol	NA	1.2.1 – Utilise Europol’s real-time operational support capabilities to support the coordination of simultaneous Member State investigative measures	2.5	2.0
			1.2.2 - Promote the capacities of the Europol National Units and the Liaison Bureaux in coordinating operational action		

<sup>12</sup> Missing targets will be set at the end of 2013.

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Multi-annual level (Europol Strategy 2010-2014)			Annual level (Europol Work Programme 2014)		
Strategic Objectives	Strategic KPIs	2014 targets <sup>13</sup>	Annual Objectives	% of total posts	% of total budget
1.3 – Develop more effective cooperation with external partners	(i) Number of SIENA “requests” and “for information” messages sent by Europol to external partners	(i) To be set	1.3.1 – Conclude cooperation agreements with remaining Balkan countries and progress with negotiations with new countries on the Council list	5.6	4.2
	(ii) Number of SIENA “requests” and “for information” messages sent by external partners to Europol	(ii) To be set	1.3.2 – Cooperate effectively with Eurojust, Frontex, OLAF and EEAS based on synergies and complementarity		

<sup>13</sup> Missing targets will be set at the end of 2013.

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

The EU Policy Cycle is THE framework for fighting serious and organised crime in the EU and will be the basis for organising operational work at Europol in 2014. One of the objectives of the organisational restructuring at Europol in 2012-2013, for instance, is to align better Europol's operational activities with the EU Policy Cycle priorities. As a result, a level of maturity of operational support services will be achieved. The launch of the new four-year Policy Cycle for serious international and organised crime in 2014 will present new challenges. Europol is expected to strengthen its role in contributing to targeted, relevant Operational Action Plans that are operationally actionable for the MS. Also, Europol must re-assess its operational support services, modifying its service catalogue to cover all priority areas identified in the Policy Cycle and refocusing again on a limited number of operational support services of choice and benefit to MS. This will ensure Europol is in a position to:

#### **Annual Objective 1.1.1 - Provide operational support services tailored to EU Policy Cycle priorities and key regions**

**Expected result** Member State-driven choice of unique support services offered by Europol, which are aligned with EU priorities and that serve both geographical and functional regions.

**Related products and services**

- Customised products for each EMPACT priority crime area or region, including:
  - Operational analysis
  - Support on-the-spot with technical or forensic toolkits
  - Financial support to operational meetings, including financial support to witness protection in Euro counterfeiting investigations
  - Faster first line of response to contributions
  - Technical and forensic support tools from Europol HQ for specific criminal investigations, e.g.: drugs, forgery of money, payment card fraud, cybercrime, maritime crime
  - Information management on behalf of third parties (EIS)

Europol will focus on EMPACT priorities but will nonetheless maintain sufficient flexibility to support MS also in those cases where they need assistance in crime areas currently outside the scope of the EU Policy Cycle (e.g. euro counterfeiting, counterterrorism). Indeed, a balance will be sought between helping MS fight non-EMPACT or emerging threats and addressing EMPACT priorities.

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As regards supporting MS in EMPACT priority areas, Europol will also take other steps – in addition to customising its operational services – to effectively help national authorities combat priority threats. For instance, based on Europol's unique information capabilities, it could identify opportunities for joint action, indicating which investigations could be started in the framework of the Policy Cycle and suggesting which MS could be involved, especially in cases when the scope of a proposed investigation would be significant. This will come as a natural consequence of the new Analysis Work File structure at Europol, which through improved data handling and cross-matching allows Europol to make unique observations that no single MS can make. Based on them, in 2014 Europol will be able to ask or suggest to MS to:

### **Annual Objective 1.1.2 - Initiate a growing number of high-profile international operations**

**Expected result** Better, more proactive service from Europol to MS in relation to operational coordination, whereby initiative comes from Europol before Member States themselves have identified an opportunity for joint action with a significant scope.  
All-time-high in number of opportunities identified for international operations in the EU, with focus on all types of operations, not only Joint Investigation Teams.

**Related products and services**

- Enhanced tools for data handling
- Comprehensive data cross-matching
- New intelligence products that identify opportunities for follow-up action/ operations based on tactical exploitation of operational datasets

Targeted collection of information for the SOCTA 2013 and integrated analysis in the new AWF structure will also make it possible to identify priority targets. In concrete terms, for 2014 this means that Europol will be able to:

### **Annual Objective 1.1.3 – Identify high-value targets for all 2014 Operational Action Plans**

**Expected result** Targeted collection and sharing via Europol of key criminal information.  
Principles of intelligence-led policing are implemented.  
Successful implementation of 2014 OAPs as Europol's support is relevant and leads to a greater impact on concrete criminal targets.  
All MS participating in the 'Bad Boys' EIS project.

**Related products and services**

- Criminal Target Identification Programme, i.e. identification of top networks/ persons of interest within the framework of the Policy Cycle
- Plans to target the most significant criminal targets identified by Europol in each EU priority area and proposed to EMPACT drivers in the MS
- Improved financial support function of the EMPACT support unit, including:
  - Funding offered for meetings in each priority area to support an operation from Europol HQ
  - Subject to legislative developments, assistance to MS in using funds under the ISF

### 1.2 - Enhance the coordination of operational action in the EU

While in 2013 Europol will aim to increase the number of joint investigations and coordinate more operations in support of 2013 OAPs, more efforts are needed to achieve the organisational goal of becoming the principal EU support centre for law enforcement operations. This is an area where also in 2014 Europol will continue to:

#### **Annual Objective 1.2.1 - Utilise Europol's real-time operational support capabilities to support the coordination of simultaneous Member State investigative measures**

**Expected result** Representatives of police forces involved in an international operation having direct contact with officers deployed on-the-spot to exchange information and provide intelligence to be used during arrests, seizures and interrogations.

**Related products and services**

- High-security Operations Rooms available 24/7
- Cooperation with other coordination centres, e.g. MAOC-N
- Multidisciplinary Centre for Cybercrime Innovation

The Europol National Units and the Liaison Bureaux network form a crucial part of Europol. As the role of Europol's HQ in supporting high-profile international operations is strengthened, the capacities of ENUs and the LBx to enhance coordination of operational action in the EU should be exploited, as well. In accordance with this principle, in 2014 Europol plans to:

#### **Annual Objective 1.2.2 - Promote the capacities of the Europol National Units and the Liaison Bureaux in coordinating operational action**

**Expected result** Possibilities for bespoke coordination of operations under the leadership of ENUs, and with full support from Europol HQ. More cases in which temporary operational centres are set up at an ENU location during an operation involving e.g. neighbouring countries.

**Related products and services**

- Operational support products and services, including: equipment, funding, on-the-spot expertise
- Support for any initiative to improve the set-up and work of ENUs, e.g.:
  - Identification and sharing of best practice
  - Renewed discussions on an "Ideal Model for ENUs"
  - Performance reviews

### 1.3 - Develop more effective cooperation with external partners

Several venues for strengthening cooperation with key partners – non-EU states, other EU agencies and international organisations – are being pursued in 2012 and 2013. Cooperation agreements with a number of countries, including several Balkan countries, will be signed and progress made with negotiations with other countries. Discussions will advance on working arrangements with several of the JHA agencies, where tangible results can be expected in 2014. Closer collaboration will be sought with Interpol via a joint operational plan and with the US in the framework of the Terrorist Finance Tracking Programme and maritime piracy. Also, an enlargement project will be completed to prepare Croatia for its accession to the EU and relationship with Europol as an EU MS. Building on this work and taking into account the EU's strategic priorities in the Home Affairs area, in 2014 Europol should be able to:

#### **Annual Objective 1.3.1 - Conclude cooperation agreements with remaining Balkan countries and progress with negotiations with new countries on the Council list**

**Expected result** Cooperation established according to MS needs and EU requirements.  
Improved support to MS and partners as a result of information exchange with new cooperation partners.

**Related products and services**

- Subject to data protection requirements, cooperation agreements in place with remaining Balkan countries
- Subject to them being added to the Council list and to resource prioritisation, negotiation process underway with other countries
- SIENA links with cooperation partners

#### **Annual Objective 1.3.2 - Cooperate effectively with Eurojust, Frontex, OLAF and EEAS based on synergies and complementarity**

**Expected result** Synergies between Europol and other EU agencies and bodies.  
Better delineation of mandates and no overlaps.

**Related products and services**

- Eurojust staff member seconded to Europol
- Eurojust involvement in the EC3 Programme Board
- A Joint Steering Committee governing Europol-Eurojust cooperation in strategic matters
- Europol as an observer to the evaluation of the implementation of the Eurojust Council Decision
- Europol monitoring any developments regarding the EPPO
- Negotiations on an operational cooperation agreement with Frontex, allowing for the sharing of personal data
- Agreed and communicated division of tasks with OLAF in relevant areas resulting from the work of a joint working group
- Agreed framework for cooperation between Europol and EEAS, covering enhanced information exchange with CSDP missions and cooperation with Intcen

## Europol Public Information

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

Multi-annual level (Europol Strategy 2010-2014)			Annual level (Europol Work Programme 2014)		
Strategic Objectives	Strategic KPIs	2014 targets <sup>14</sup>	Annual Objectives	% of total posts	% of total budget
2.1 - Lead the further development of a European Criminal Intelligence Model and promote its principles with national and EU authorities	Percentage of Europol actions defined in the Operational Action Plans implemented by Europol	100%	2.1.1 - Monitor the implementation and evolution of the European Criminal Intelligence Model as a concept for tackling serious international and organised crime	2.0	1.6
2.2 – Improve the analysis capability of Europol	User satisfaction with operational analysis reports provided to high-profile operations	8.5	2.2.1 - Deliver enhancements to the new Europol Analysis System	5.3	6.0
			2.2.2 - Develop crime analysis as a discipline amongst Europol's workforce, thereby strengthening Europol's analytical capability		
			2.2.3 - Use financial intelligence to identify links between different crime areas or investigations in multiple Member States		
			2.2.4 – Build a comprehensive picture of internal security threats in the EU incorporating future-forecasting and scenario management techniques		

<sup>14</sup> Missing targets will be set at the end of 2013.

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Multi-annual level (Europol Strategy 2010-2014)			Annual level (Europol Work Programme 2014)		
Strategic Objectives	Strategic KPIs	2014 targets <sup>15</sup>	Annual Objectives	% of total posts	% of total budget
2.3 – Strengthen the information management capabilities of Europol	(i) Number of SIENA cases initiated <sup>16</sup> (ii) Number of SIENA messages received <sup>17</sup> (iii) Percentage of SIENA messages accepted, processed by Europol <sup>18</sup> (iv) Number of cross border crime checks (CBCC) in the EIS (v) Number of objects in the EIS (vi) Percentage of MS which achieve their target number of EIS searches <sup>19</sup> (vii) Percentage of MS which achieve their target number of objects in the EIS (viii) Percentage of MS which achieve their target number of persons in the EIS	To be set	2.3.1 - Enhance existing information exchange systems with new toolsets for supporting investigations directly	1.4	3.9
			2.3.2 – Optimise data handling systems and work processes to ensure maximum exploitation of information with available resources		

<sup>15</sup> Missing targets will be set at the end of 2013.

<sup>16</sup> Defined as the sum of all cases created in SIENA by MS, Europol and TP.

<sup>17</sup> Defined as the sum of all messages received by Europol, MS and TP of type: "requests", "Swedish initiative requests" and "for information" received in SIENA.

<sup>18</sup> Defined as number of SIENA messages processed in EAS, out of total number of SIENA messages to be processed in EAS.

<sup>19</sup> KPIs (v) to (vii) developed in response to the conclusions adopted by the JHA Council on 07 June 2012 on "Increased and more effective use of the Europol Information System (EIS) in the fight against cross-border crime" (taken note of by MB June 2012).

## 2.1 - Lead the further development of a European Criminal Intelligence Model and promote its principles with national and EU authorities

The ECIM is the model on which the EU Policy Cycle for serious international and organised crime is based. As policy development in the EU Policy Cycle is in turn based on the European Union Serious and Organised Crime Threat Assessment (EU SOCTA), it is essential for the successful implementation of the ECIM that the SOCTA is fit-for-purpose. In addition, the success of the ECIM relies on a continuous, critical scrutiny of performance at other steps in the Policy Cycle, e.g. implementation of Operational Action Plans (OAPs), and addressing lessons learned from year to year. Last but not least, it is important that, wherever relevant, Europol raises awareness about the ECIM, promoting its alignment of relevant national models.

Therefore, aside from the development of the European Criminal Intelligence Model (ECIM) now embedded in the EU Policy Cycle, Europol has yet another responsibility in this regard, which it will continue to fulfil in 2014, as well, namely to:

### Annual Objective 2.1.1 – Monitor the implementation and evolution of the European Criminal Intelligence Model as a concept for tackling serious international and organised crime

**Expected result** Lessons learned are followed-up.  
Principles of intelligence-led policing are promoted with national and EU authorities.

**Related products and services**

- Elaborated methodology and process for an interim EU SOCTA
- Closely monitored implementation of OAPs to identify lessons learned and good practices, including:
  - A compilation of “good practices”/lessons learned for the implementation of MS’ National Intelligence Models aligned with ECIM
- Further development of methodology for reporting on emerging threats
- Assistance in developing OAPs that are sufficiently operationally focused through:
  - Provision of professional process facilitators during the drafting of OAPs
  - Provision of tailored analysis for each priority in advance of the drafting of the OAPs
  - Providing a timely and critical implementation report with regard to OAPs to EMPACT Coordinators and COSI meetings

### 2.2 – Improve the analysis capability of Europol

The Europol Strategy identifies two major benefits as a result of an improved analysis capability: the dissemination of knowledge on most significant criminal networks and markets and the highlighting of future trends. During 2013 Europol will focus on implementing a new AWF structure and optimising the operational impact of this change. This includes the storing and manipulating the entire wealth of serious and organised crime information at Europol's disposal in a single repository, with improved information processing and analytical resource allocation. As a result, in 2014 Europol will be in a position to identify information gaps and inform MS of what "missing" information is required with view to being able to initiate investigations. This will be facilitated by the exploitation of horizontal intelligence, e.g. cybercrime or financial intelligence ("following the money"), which enhances the understanding of criminal activities, facilitates links with other criminal activities, and increases the potential for an effective response. After establishing a horizontal focus across crime areas in 2013, in 2014 Europol will start developing new analysis services for the MS in this area. To continue improving its analysis capability and meet MS demand for an increased operational analysis output in 2014 Europol has also recognised the need to invest further in its tools and people. In addition, future trends analysis and long-term horizon scanning are specialised fields that must be explored further, where there are possibilities for Europol to become a single service provider at EU level.

Thus, to realise the full potential of its analysis capability, in 2014 Europol sets for itself the following four priority objectives:

#### **Annual Objective 2.2.1 – Deliver enhancements to the new Europol Analysis System**

**Expected result** Higher quality and faster delivery of analysis products.  
Improved analytical information management capabilities.  
Improved data access control, user management, processing capabilities and analytical resource management.

**Related products and services**

- Stable and expendable platform for analytical data
- Workflow and tasking functionality
- Integration with different information management systems, e.g. SIENA and EIS
- Functional modules, including GIS (geographical analysis functionality) module and advanced features, e.g. text analytics integration

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### Annual Objective 2.2.2 – Develop crime analysis as a discipline amongst Europol’s workforce, thereby strengthening Europol’s analytical capability

**Expected result** Europol analysts have unique skills and expertise developed in line with latest methods and techniques.  
State-of-the-art analysis produced.

**Related products and services**

- A re-definition of core competences in Operations Department leading to a stronger and clearer analytical discipline supported by appropriate resource levels
- A process in place for collecting analysis best practices on an ongoing basis
- Analysts with enhanced skills as a result of yearly training plans

### Annual Objective 2.2.3 – Use financial intelligence to identify links between different crime areas or investigations in multiple Member States

**Expected result** Proactive exploitation of financial intelligence in order to trace connection from the ‘money trail’ to serious and organised crime or terrorism, enhancing MS’ law enforcement ability to identify criminal networks and their facilitators with a view to expose new trends, patterns in economic and financial crime, proceeds of crime or financing of terrorism.

**Related products and services**

- New tactical and operational products, for instance Financial Intelligence Notifications, identifying targets linked to suspicious transactions and suggesting how to investigate them
- Support for capacity-building initiatives in other regions, e.g. ARINWA (Asset Recovery Informal Network for West Africa) based on the CARIN model
- Financial Intelligence SCAN Notifications identifying new trends, patterns and modus operandi in this complex area

### Annual Objective 2.2.4 – Build a comprehensive picture of internal security threats in the EU incorporating future-forecasting and scenario management techniques

**Expected result** Improved strategic analysis, which takes into account different possible futures for internal security in the EU.  
Reduced information gaps.  
Adapted services from Europol to MS based on an informed awareness about possible futures or scenarios.

**Related products and services**

- Situation reports and threat assessments
- Intelligence notifications, e.g. OC SCAN Notices
- Future forecasts and scenarios
- A Focal Point GNST (General Nature and Strategic Type information) and 10.4 data handling as a source of information for the delivery of different strategic products for trend and pattern detection
- New permanent Open Source scanning capability

### 2.3 - Strengthen the information management capabilities of Europol

Secure information exchange and information handling are amongst Europol's core activities, and staged improvements have consistently been undertaken to improve the organisation's information management capability over the years. The Europol Information System (EIS), data handling tools, SIENA, access to relevant databases and interoperability are the priority components of Europol's information management architecture, which will continue to be developed also in 2014, when it is planned to:

#### Annual Objective 2.3.1 - Enhance existing information exchange systems with new toolsets for supporting investigations directly

**Expected result** Functionalities developed that are of immediate interest to those involved in international investigations.

**Related products and services**

- SIENA technical improvements, including multilingual support
- EIS improved as a result of user change requests, in addition to data loader performance improvements and improved integration
- Access to other systems and databases - Schengen Information System (SIS II)
- Improved interconnection between Europol's systems – rollout of Unified Search Engine within Europol
- Alignment with Universal Messaging Format (UMF) standard/framework, including use of SIENA as a pilot
- Adequate processing capabilities, especially for large volumes of cybercrime data
- Interoperability with US Fusion Centres and Interpol in Singapore; SIENA link to the US Treasury
- Further assessment and analysis in relation to a European Tracking Solution (ETS): an interoperability mechanism for carrying out surveillance by monitoring or recording the geographical location or movement of a subject

With a 100% increase in the amount of information provided to Europol each year by the MS over the last three years but no corresponding increase in staff, Europol needs to ensure that it is in a position to handle this and projected further increases in 2014. Efficiency improvement initiatives such as the New AWF Concept and centralising data processing have helped manage growing volumes, but more needs to be done in 2014, namely:

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### **Annual Objective 2.3.2 – Optimise data handling systems and work processes to ensure maximum exploitation of information with available resources**

**Expected result** MS expectations met for timeliness and quality of Europol's operational response.

More efficient data processing.

Improved process to identify relevant information in MS.

**Related products and services**

- SLA for data handling agreed with MS and monitored on an ongoing basis
- Criteria for prioritisation of information to be processed and a corresponding flexible allocation of resources
- First line of response within pre-defined timeframes
- Tailored cross-match and operational analysis reporting

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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 2010-2014)			Annual level (Europol Work Programme 2014)		
Strategic Objectives	Strategic KPIs	2014 targets <sup>20</sup>	Annual Objectives	% of total posts	% of total budget
3.1 - Pioneer new techniques to prevent and combat international serious crime and terrorism	User satisfaction <sup>21</sup> of key knowledge products, including Europol Platform for Experts	NA	3.1.1 – Collect, assess and disseminate innovative technical and legal best practices in law enforcement and serious and organised crime prevention	0.5	2.2
3.2 – Strengthen the position of Europol as a platform for specialist areas	(i) Number of active users of Europol Platform for Experts <sup>22</sup> (ii) Average number of visits per day to the EPE	To be set	3.2.1 – Share and develop expertise in specialist areas, including cybercrime, counter terrorism and euro counterfeiting	3.2	3.6
3.3 - Provide expertise and quality training in key law enforcement techniques	Satisfaction of participants with training provided by Europol experts <sup>23</sup>	8.5	3.3.1 – Deliver strategic and operational analysis training to the law enforcement community, cybercrime training to competent MS authorities and awareness briefings to the private sector	2.0	1.6

<sup>20</sup> Missing targets will be set at the end of 2013.

<sup>21</sup> User satisfaction measured via Europol User Survey or dedicated survey.

<sup>22</sup> This KPI is added to reflect the MS perceived relevance of EPE.

<sup>23</sup> This includes training organised by Europol and does not include training organised by CEPOL.

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

Article 5(4) of the Europol Council Decision invites Europol to assist Member States through support, advice and research in the areas of training, technical support, crime prevention, technical and forensic methods and analysis, and investigative procedures. Further work is necessary for Europol to fulfil this role, which has so far focused on efforts to establish partnerships with the private sector. With the establishment of the EC3 in 2013, private sector cooperation and R&D efforts will be focused on the cybercrime area in the first instance. This offers an opportunity for Europol to carry out the wider mandate given by Article 5(4) ECD: focusing on innovation, best practice and advice in preventing serious and organised crime, and in particular in 2014 to:

#### **Annual Objective 3.1.1 - Collect, assess and disseminate innovative technical and legal best practices in law enforcement and serious and organised crime prevention**

**Expected result**      Sharing of law enforcement and crime prevention techniques based on innovation at Europol and identification of best practice in MS and elsewhere.

**Related products and services**

- Regular dissemination of relevant techniques and practices
- Subject to legislative developments, provide assistance to MS in using funds under the Internal Security Fund for implementing innovative law enforcement techniques
- Enable sharing of expertise on EU, national or administrative instruments with view to reducing opportunities for crime, as well as provide expert advice on these matters, e.g. crime vulnerability checks performed on relevant new EU legislation, advice on criminal vs. administrative sanctions

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

The position of Europol as a platform for specialist areas has become stronger in 2012 and will be strengthened further in 2013 with the launch of a number of initiatives to enhance law enforcement expertise in areas like: euro counterfeiting, violent right-wing extremism, cybercrime, terrorist finance tracking, asset recovery and money laundering. A strong central platform – the Europol Platform for Experts (EPE) – has been built and now allows collective capacity-building by bringing together experts in the above-mentioned areas from across the EU and beyond. Europol will aim to offer the same variety of expert platforms in 2014 together with other, conventional means of expertise-sharing, for instance exchange programmes, expert meetings and diverse knowledge products from Europol to MS, and specifically work to:

#### Annual Objective 3.2.1 – Share and develop expertise in specialist areas, including cybercrime, counter terrorism and euro counterfeiting

**Expected result** Increased expertise in key areas such as combating cybercrime, counter terrorism, euro counterfeiting.  
Reduced knowledge gaps.

**Related products and services**

- Early warning systems on explosives, CBRN, firearms and new psychoactive substances
- Counterterrorism experts exchange programme with the Western Balkans
- Virtual task force on violent right wing extremism using the EPE as a platform
- Updated indicators for violent right wing extremism in the EU
- Awareness-raising about Europol's role and possibilities for MS in relation to terrorist finance tracking, asset recovery and money laundering
- Central Office for Euro Counterfeiting with accredited technical and forensic capabilities in the area of forgery of money and other means of payment
- EC3 as a focal point for cybercrime investigations:
  - providing analysis, intelligence, high-level forensics
  - supporting investigations
  - facilitating cooperation
  - creating channels for information sharing with Member States, Third Countries, the private sector and other stakeholders, and
  - gradually serving as a voice for the law enforcement community
- Expert meetings, conferences, talks and awareness days in specialist areas
- A wide variety of knowledge products aimed at sharing expert knowledge available at Europol about specific crime areas

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

Over time, CEPOL has taken up a leading role in training delivery for the European law enforcement community, with Europol providing expertise. Europol's objectives around training for the past three years - develop and deliver training in cooperation with CEPOL - reflect this trend. 2014 will be no exception, however, Europol will also take the lead in providing training in a couple of priority areas and seek different ways to train and improve the expertise of law enforcement officials in the MS, as follows:

#### **Annual Objective 3.3.1 - Deliver strategic and operational analysis training to the law enforcement community, cybercrime training to competent MS authorities and awareness briefings to the private sector**

**Expected result** Training provided by Europol is in accordance with MS demand and EU priorities.  
Streamlined cooperation with CEPOL, which manages all other types of training.

**Related products and services**

- Course curricula, common curricula, training manuals and e-learning modules developed in cooperation with CEPOL
- Cybercrime and analysis training offered at Europol HQ

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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 2010-2014)			Annual level (Europol Work Programme 2014)		
Strategic Objectives	Strategic KPIs	2014 targets <sup>24</sup>	Annual Objectives	% of total posts	% of total budget
4.1 – Strengthen Europol's accountability arrangements	Audit recommendations graded as critical implemented by improvement measures within twelve months <sup>25</sup>	75%	4.1.1 - Follow up adoption and plan implementation of the Europol Regulation	4.4	3.1
4.2 – Strengthen ICT and business alignment	(i) Delivery of services and products in line with agreed SLAs <sup>26</sup> (ii) Delivery of projects and programmes according to targets <sup>27</sup>	(i) 95%  (ii) 77%	4.2.1 - Develop ICT solutions supporting a modern, efficient and effective administration	3.1	6.4
4.3 – Improve the management of Europol's human and financial resources	(i) Overall level of staff engagement (ii) Vacancy index at the end of the year <sup>28</sup> (iii) Budgetary outturn <sup>29</sup>	(i) NA  (ii) 2.5%  (iii) ≤5%	4.3.1 - Implement additional resource management processes and tools	10.4	7.6

<sup>24</sup> Missing targets will be set at the end of 2013.

<sup>25</sup> 100 % of "critical" recommendations should be implemented within agreed timeline.

<sup>26</sup> This KPI combines availability of core systems with Europol's ability to handle incidents related to core systems

<sup>27</sup> This KPI measures Europol's capability to manage and deliver projects according to agreed objectives, budget and timeline.

<sup>28</sup> Calculated on the basis of the ratio of end of year vacancy rate divided by the rate of vacancies generated during the calendar year.

<sup>29</sup> Defined as: the sum of unspent commitment appropriations and unspent payment appropriations on carry-forward from one year to the next.

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Multi-annual level (Europol Strategy 2010-2014)			Annual level (Europol Work Programme 2014)		
Strategic Objectives	Strategic KPIs	2014 targets <sup>30</sup>	Annual Objectives	% of total posts	% of total budget
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 rating)	≥ result 2012	4.4.1 - Develop an <i>alumni</i> network in the Member State law enforcement community	2.2	1.9

<sup>30</sup> Missing targets will be set at the end of 2013.

### 4.1 - Strengthen Europol's accountability arrangements

Europol continues to strengthen its accountability in line with the requirements of being an EU agency. Recommendations received from the Internal Audit Service of the Commission, the Court of Auditors and the Joint Supervisory Body, and scrutiny by the European Parliament has strengthened Europol's control arrangements for audit, security and data protection, as well as performance measurement and reporting. Further improvements to product and service management and performance reporting will also take place.

2014 will present a major challenge in this area with the possible adoption of the new Europol Regulation. Europol has a particular responsibility to deliver results in line with its new legal basis as soon as possible. Clear accountability to stakeholders is expected on how Europol handles this task.

#### **Annual Objective 4.1.1 – Follow up adoption and plan implementation of the Europol Regulation**

**Expected result** Readiness to make full use of opportunities offered by the new legal basis.

**Related products and services**

- Assess impact of regulatory changes on Europol, including operational efficiency, cooperation with private parties, external relations and information management systems
- Based on a process agreed by the MB in the second half of 2013: final preparations and approval of a new organisational strategy based on the Europol Regulation
- A Multiannual Implementation Plan linked to the new strategy, which would outline a staged approach for capitalising on the opportunities offered by the Regulation
- User and Staff Surveys run with a clear link/focus on expectations from the new legal basis

### 4.2 - Strengthen ICT and business alignment

Europol has grown in size and taken on new tasks over the previous years. The demand for its services is at a peak and expectations for delivery are high. For it to be able to function effectively, the organisation needs advanced ICT support. Core system improvements as described under Strategic Objective 2.3 above are a prerequisite for successful operational delivery. In addition to that, Europol requires a highly developed administrative ICT capability, i.e. tools supporting its administration, governance and data protection services. In 2013, relevant initiatives in this respect are: the Facilities Management System, the HR system, Identity and Access Management tool and network security improvements. In 2014, there will be these and other projects to:

#### **Annual Objective 4.2.1 – Develop ICT solutions supporting a modern, efficient and effective administration**

**Expected result** Reduced bureaucracy.  
Efficient processes.  
Modern, secure ways of working.

**Related products and services**

- First release of Enterprise Content Management System, including electronic approval of high-priority documents
- Extension of Identity and Access Management tool to cover more systems in order to enhance security
- Network security improvements

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

Efficiency and cost savings have been necessary in 2012 and 2013 to offset the pressure on the EU budget as a result of the economic crisis. Europol has already undertaken several initiatives and planned additional ones to optimise resource allocation, making it more efficient, and to find cost savings in as many areas as possible. However, improving the management of human and financial resources is not a task that should end in a given year. Work towards improved human resource management and budget efficiency will continue in 2014, as well, when Europol will:

#### Annual Objective 4.3.1 – Implement additional resource management processes and tools

**Expected result** Increased staff engagement.  
Full potential of staff is realised.  
Higher levels of efficiency in the implementation of the budget.  
Optimum allocation of posts to priority areas.

**Related products and services**

- Staff Survey 2014 conclusions and recommendations
- Human resource management in line with the new EU Staff Regulations and General Implementing Rules from the European Commission, especially:
  - Improved staff contract management
  - Reclassification process in place
  - Internal mobility policy
- Advanced tools available for mature and efficient resource management, including: HR system, Facilities Management Information System, conference and event management, improved activity-based reporting

### 4.4 - Build a strong and positive Europol culture and image

In line with a general direction towards electronic internal and external communication, in 2013 Europol will explore the possibilities offered by social media to raise awareness of its added value, targeting the law enforcement community in the EU. This will continue in 2014, as well, next to planned awareness tours in MS and the recurring annual European Police Chiefs Convention, which will be run in a new format allowing for Working Groups chaired by MS volunteers to prepare the discussion on different topics before the event itself. Building on work starting the year before, in 2014 Europol will also:

#### **Annual Objective 4.4.1 – Develop an *alumni* network in the Member State law enforcement community**

**Expected result** Opportunities to increase awareness and visibility of Europol's work in MS competent authorities.  
Positive image and raised profile of Europol amongst law enforcement officials.

**Related products and services**

- Former Europol employees are members of an *alumni* network and act as Europol 'ambassadors' in the MS
- Dedicated social media community available for all former Europol staff

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### Annex A – Detailed overview of resource allocation

	Number of posts (TA,CA,SNE)	% of total posts	Budget allocation (incl. salary)	% of total budget
<b>Implementation of priority actions</b>				
Establish and run European Cybercrime Centre	60	10.2	6,437,000	7.1
I. Europol as the principal EU support centre for law enforcement operations:	146	24.8	16,789,000	18.6
1.1 – Ensure effective delivery of a unique set of operational support services	98	16.6	11,187,000	12.4
1.2 – Enhance the coordination of operational action in the EU	15	2.5	1,823,000	2.0
1.3 – Develop more effective cooperation with external partners	33	5.6	3,779,000	4.2
II. Europol as the EU criminal information hub:	51	8.7	10,389,000	11.5
2.1 – Monitor the implementation of the European Criminal Intelligence Model and promote its principles with national authorities in the MS	12	2.0	1,465,000	1.6
2.2 – Improve the analysis capability of Europol	31	5.3	5,419,000	6.0
2.3 – Strengthen the information management capabilities of Europol	8	1.4	3,505,000	3.9
III. Europol as an EU centre for law enforcement expertise:	34	5.8	6,679,000	7.4
3.1 – Pioneer new techniques to prevent and combat serious crime and terrorism	3	0.5	1,990,000	2.2
3.2 – Strengthen the position of Europol as a platform for specialist areas	19	3.2	3,274,000	3.6
3.3 – Provide expertise and quality training in key law enforcement techniques	12	2.0	1,415,000	1.6
IV. Europol as a modern, efficient organisation:	118	20.1	17,106,000	19.0
4.1 – Strengthen Europol’s accountability arrangements	26	4.4	2,765,000	3.1
4.2 – Strengthen ICT and business alignment	18	3.1	5,809,000	6.4
4.3 – Improve the management of Europol’s human and financial resources	61	10.4	6,864,000	7.6
4.4 – Build a strong and positive Europol culture and image	13	2.2	1,668,000	1.9

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	<b>Number of posts (TA,CA,SNE)</b>	<b>% of total posts</b>	<b>Budget allocation (incl. salary)</b>	<b>% of total budget</b>
<b>Management and support services</b>				
Administrative support	28	4.8	2,945,000	3.3
Facilities	13	2.2	5,800,000	6.4
ICT services	75	12.8	16,183,000	18.0
Management	10	1.7	1,097,000	1.2
Security	39	6.6	4,164,000	4.6
Data Protection Office	7	1.2	689,000	0.8
Internal Audit Function	3	0.5	288,000	0.3
Joint Supervisory Body	n.a.	n.a.	460,000	0.5
Management Board	4	0.7	1,066,000	1.2
<b>TOTAL (EC3 + I + II + III + IV + management and support)<sup>31</sup></b>	<b>588<sup>32</sup></b>	<b>100</b>	<b>90,092,000</b>	<b>100</b>

<sup>31</sup> Due to the applied rounding, the sum of resource percentages of total budget estimated for: EC3, actions under I, II, III and IV, and management and support services may have decimal deviations from the total percentage indicated in the last row of the table.

<sup>32</sup> The total number of posts required for EC3, priority actions and management and support services 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). 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).

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).

Opportunity risk type responses are: **Realise** (identifying and seizing a chance to realise the concerned business objective with less resources or earlier than planned); **Enhance** (seizing and improving on an identified opportunity, thus achieving additional gains of relevance to more than one concerned business objective); **Exploit** (expanding the scope of business objectives by taking advantage of multiple benefits).

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

Given current risk exposure, the following critical risks (threats) are identified for the 2014 planning:

Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
01	<p>Resource constraints in the context of the establishment of EC3 lead to a critical risk exposure concerning an adequate and compliant service and product delivery by Europol in 2014, in view of the following aspects:</p> <ul style="list-style-type: none"> <li>• No additional resources were assigned for the EC3 in 2013; accordingly, related products and services of the EC3 will not be realised in full in 2013, leading to a delay of the full EC3 implementation to 2015 (with an increased demand in this area) and the risk of failing to meet stakeholder expectations;</li> <li>• The full range of EC3 products and services is expected to be implemented in 2015, while at the same time a 1% cut of human resources is supposed to be enacted;</li> <li>• Re-assignments in 2013 to EC3 will impact on Europol's cross-organisational service activities, in particular in the areas of planning, external affairs, as well as compliance and governance services, but also in some operational areas (e.g. overall analysis processing capability, prevention, security upgrade of the Operations Network to confidential level);</li> <li>• In view of the budget 2013, budget savings in 2012 were used to re-allocate funds to the work of EC3, followed by relevant budget commitments near the year end and thus leading to an increased level of budget carry-forward from 2012 to 2013 (16.3 M Euro), compared to the previous year (2011 to 2012: 15 M Euro), thereby exposing the organisation to the risk of criticism (concerning the principle of budget annuality) by the ECA in the annual statement of assurance to the discharge authority for the relevant budget years;</li> <li>• The establishment of EC3 at Europol also significantly increases the overall risk profile of the organisation, resulting in the business need to build up a 24/7 response capability to maintain the security of Europol's data processing systems.</li> </ul>	All Objectives	Share	<ul style="list-style-type: none"> <li>• By the end of 2012, Europol committed 31 posts to EC3, 13 of which had been transferred from other areas internally;</li> <li>• In 2013, 12 further posts will be internally re-assigned. This will increase the EC3 workforce to 43 staff by the end of 2013;</li> <li>• By the beginning of 2013, 3 vacant posts have been re-assigned to strengthen Europol's Information Technology Operations Centre (ITOC);</li> <li>• Minimum standards of service will be realised in the Business Areas affected by re-assignments of posts to EC3;</li> <li>• Europol is in close contact with its governance stakeholders to consider assigning additional financial as well as human resources to Europol. Regarding the risks in view of the principles of aspect of compliance critique in terms of budget annuality, Europol will ask for understanding given the challenges the organisation is facing. Furthermore, Europol will analyse the budget carry-forward to 2013, specifically in terms of the necessity to meet expectations in respect of EC3 and financial compliance principles.</li> </ul>

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Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
02	<p>Europol, in particular through the re-design of the Analysis Work File (AWF) concept, may fail to meet growing operational demand and may not deliver a unique set of operational support services according to Member States' expectations and needs of frontline investigators, due to the lack of:</p> <ul style="list-style-type: none"> <li>• Availability of human resources to Europol and Member States;</li> <li>• Europol's capability to effectively and efficiently process and analyse contributions from Member States, against the background that the number of high-profile Member State operations supported by Europol increased by 67% between 2010 and 2011, while preliminary figures for 2012 indicate a similar trend;</li> <li>• A successful delivery of a new Europol Analysis System (EAS) in 2013;</li> <li>• Member States' preparedness to share live investigative data with Europol, reflecting a negative perception of Europol's capabilities as an operational partner;</li> <li>• Adequate resources in 2013 for joint investigation activities and Europol ("zero-growth" period);</li> <li>• Awareness of, or sufficient trust in, Europol's services, given the redesign of AWFs and related information flows;</li> <li>• Adequate capabilities of Europol's cooperation partners to protect the integrity and confidentiality of operational (analysis) data, provided by or through Europol;</li> <li>• Clear responsibilities and participation of other EU agencies involved in the concerned operational work.</li> </ul>	<p>1.1 1.2 1.3 2.3</p>	Share	<ul style="list-style-type: none"> <li>• Specific satisfaction surveys on analysis and/or operational support received by MS and key partners;</li> <li>• Promotion and dissemination of Europol's key products and services, reinforced quality focus for AWF support;</li> <li>• Strong Liaison Bureaux involvement through the 24/7 Operational Centre;</li> <li>• Efforts to achieve increased efficiency through the Info Hub Business Area;</li> <li>• Focus of activities following the delivery of the EU SOCTA in 2013 and related OAPs;</li> <li>• Specific training on law enforcement techniques, also making use of online communication tools;</li> <li>• A dedicated objective in 2013 will ensure improved product and service management; core processes are continuously refined, detailing standardised outputs (products and services) – this also includes Europol's cybercrime and financial intelligence capabilities, AWFs and 'mobile office' services (see also objective 2.3.2);</li> <li>• Member States take up responsibility to submit live investigative data and communicate the opportunities Europol can offer at national level (see also objective 1.2.2);</li> <li>• The close cooperation among the Justice and Home Affairs (JHA) agencies is clearly promoted by a specific objective in the Work Programme (1.3.2).</li> </ul>

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Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
03	<p>The further development of core systems in 2013 and related activities, in times of budget austerity, leads to a risk profile regarding the production of the deliverables on time (thus a delay to 2014) and within the budget margins, especially in view of the:</p> <ul style="list-style-type: none"> <li>• Delivery of enhancements to the new EAS;</li> <li>• Formal integration of the FIU.NET Bureau into Europol;</li> <li>• Further development of SIENA (in particular advanced case management) and the EIS;</li> <li>• Improved interoperability between the data processing systems of Europol, MS, Interpol and EU bodies;</li> <li>• Increased technical support and data flow resulting from operational cooperation with third parties;</li> <li>• Automation of compliance and audit management;</li> <li>• Expanded ICT support services in general.</li> </ul>	2.3	Reduce	<ul style="list-style-type: none"> <li>• The ICT project portfolio of Europol is closely monitored, in order to identify deviations from the planning and budget availability in a proactive manner;</li> <li>• Continuous optimisation of data handling systems, work processes and (resource) service management (objectives 2.3.2 and 4.2.1).</li> </ul>
04	<ul style="list-style-type: none"> <li>• 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 2014 and the Europol Strategy 2010 – 2014. A political decision in 2013 regarding the future role of CEPOL could significantly impact the work of Europol;</li> <li>• Accordingly, the new Europol Strategy to cover the organisational objectives as of 2015 may not be focussed enough to provide realistic targets based on high stakeholder expectations.</li> </ul>	All Objectives	Reduce	<ul style="list-style-type: none"> <li>• Europol performs robust planning as well as performance measurement processes;</li> <li>• As part of its improved product and service management (objective 4.1.2 in 2013), Europol seeks to define a process, which will ensure appropriate reprioritisation where required, in consultation with the concerned stakeholders and assurance providers (such as the Europol MB). The benefits will support the Work Programme implementation in 2014;</li> <li>• Europol will initiate the revision of the current Europol Strategy 2010 – 2014, in close cooperation with its partners and the Europol MB.</li> </ul>

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

Given current risk exposure, the following critical risks (opportunities) are identified for the 2014 planning:

Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
01	The establishment of EC3 and the maturing EU Policy Cycle (implementation of the priorities of the EU SOCTA in 2014), could result in a profile and awareness boost for Europol as the key agency in the EU's Internal Security Architecture, supported by Europol's leading information technology capabilities and its unique legal framework to process personal data in Analysis Work Files.	All Objectives	Enhance	<ul style="list-style-type: none"><li>• Europol will continue to be closely associated to the COSI meetings;</li><li>• The SOCTA methodology supports a central role of COSI and Europol;</li><li>• Development of an Internal Security Fund (ISF) under the auspices of the Commission.</li></ul>

It should be noted that the critical risks described in this annex, 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 2013. 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.

### Annex C – Overview of planned procurement activities<sup>33</sup>

In 2014, Europol estimates that the global budgetary envelope reserved for procurements will be approximately **€ 29.5365 million**, or **32.8%** 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 2014 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.

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<sup>33</sup> This annex is compiled according to the requirements set out in Article 90 of the Implementing Rules applicable to the Europol Financial Regulation.

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Main procurement initiatives	Value	Indicative timeframe	Type of contracts
<b>EC3</b>			
ICT-related expenditure	2.88M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
<b>ICT initiatives</b>			
SIENA	0.75M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Europol Analysis System	0.8M	Q1-Q4	Framework contract EAS and specific agreements
Europol Platform for Experts	0.455M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Interoperability and cross-matching	0.5075M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Tooling for Operational Centre	0.25M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Open source access solution	0.3M	Q1-Q4	Framework contract ICT consultancy
Identity and Access Management	0.925M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Mobility support improvements	0.16M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Business Intelligence platform	0.06M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Europol Tracking System	0.3M	Q1-Q4	Framework contract ICT consultancy and other specific contracts

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Main procurement initiatives	Value	Indicative timeframe	Type of contracts
Upgrade network to handle confidential information	1.05M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Data Archiving Solution infrastructure upgrades	0.21M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Operating system and platform migrations	0.472M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Business Continuity Management	0.3M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Internet Protocol v6 upgrade	0.5M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Integration platform	0.160M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Network security improvements	0.51M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Enterprise Content Management system improvements	0.52M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Replacement of Infra-system	0.2M	Q1-Q4	Framework contract ICT consultancy and other specific contracts
<b>ICT Services</b>			
Network and telecoms	3.303M	Q1-Q4	Framework contracts ICT and ICT consultancy, and other specific contracts
Data Centre	0.92M	Q1-Q4	Framework contracts ICT and ICT consultancy, and other specific contracts
ICT security	0.02M	Q1-Q4	Framework contracts ICT and ICT consultancy, and other specific contracts
IT Operations Centre	0.045M	Q1-Q4	Framework contracts ICT and ICT consultancy, and other specific contracts

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Main procurement initiatives	Value	Indicative timeframe	Type of contracts
Hardware and software maintenance	3.33M	Q1-Q4	Framework contracts ICT and ICT consultancy, and other specific contracts
Service Desk	0.28M	Q1-Q4	Framework contracts ICT and ICT consultancy, and other specific contracts
Service management	0.02M	Q1-Q4	Framework contracts ICT and ICT consultancy, and other specific contracts
Client computing	0.75M	Q1-Q4	Framework contracts ICT and ICT consultancy, and other specific contracts
ICT governance facilitation	0.145M	Q1-Q4	Framework contracts ICT and ICT consultancy, and other specific contracts
<b>Other initiatives and services</b>			
Staff-related expenditure, excluding salaries or allowances (e.g. medical services, PMO, etc.)	2M	Q1	Various framework and specific contracts
Building-related expenditure (e.g. energy, rent, cleaning, maintenance, furniture, etc.)	3.6M	Q1-Q4	Various framework and specific contracts
Various administrative services (e.g. postal services, transportation services, etc.)	0.3M	Q1-Q4	Various framework and specific contracts
External service providers (e.g. security, helpdesk, reception desk, conference, etc.)	0.7M	Q1-Q4	Various framework and specific contracts
Car park, including operational van (purchase, maintenance, insurance, etc.)	0.164M	Q1-Q4	Various specific contracts
Reimbursement for travel expenditure to operational and governance meetings	1.3M	Q1-Q4	Specific contract
Interpretation in operational and governance meetings	0.7M	Q1-Q4	Specific contract
Translation of documents	0.25M	Q1-Q4	Specific contract
Documentation and open sources	0.4M	Q1-Q4	Various specific contracts

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## Annex D – Europol organisational chart

