

Europol Work Programme 2015

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Executive Summary

2015 will be a year of transition for Europol, in which a chapter of the agency's development will be completed, giving way to a new phase of growth, improvement and change, facilitated by a modified legal framework.

This is mirrored in the EU's overall Justice and Home Affairs domain, in which a new multiannual programme (post-Stockholm programme) and an interim threat assessment (Serious and Organised Crime Threat Assessment) expected in 2015 will confirm the crime priorities and policy direction to be followed in the years to come.

During its five years (2010-2014) as an EU agency so far, Europol pursued an ambitious strategy to become the EU criminal information hub and a principal centre for supporting law enforcement operations in the EU, while expanding its law enforcement expertise. Substantial progress has been made towards achieving these main goals and one of the features of 2015 will be addressing outstanding issues in relation to Europol's 2010-2014 strategic objectives, in particular:

- Establishing a **horizontal focus** across crime areas
- Strengthening cooperation between law-enforcement and other actors
- Improving the quality of operational analysis
- Ensuring better **interoperability** between Europol and Member States ICT systems
- Developing **new tools and techniques** in different crime areas

In other areas of the current strategy, Member States have indicated that in 2015 Europol should focus on:

- Improving the **speed** of operational response
- Offering services more proactively
- **Providing** support to investigations on a case-by-case basis (i.e. maintaining sufficient flexibility to assist Member States both within EMPACT priority crime areas and in relation to non-EMPACT or emerging crime threats)
- Providing a full intelligence picture (more strategic analysis) in priority crime areas
- Facilitating the **sharing of expertise** in specialist areas

While implementing these priority objectives, Europol will also be preparing for the new phase in its development, inaugurated by the forthcoming Europol Regulation, which is expected to offer new opportunities to improve Europol's operational as well as information management capabilities. Key initiatives will be undertaken in 2015 to exploit these opportunities, including a sizeable investment in enhancing Europol's ICT capability:

- Additional, new ICT systems, tools and infrastructure at the European Cybercrime Centre
- New systems supporting real-time communication and information exchange
- New systems facilitating biometric intelligence handling
- New advanced tools for **integrated data handling**, **intelligence analysis**, including strategic analysis and open-sources analysis
- Interfaces between Europol ICT systems and national systems, including provide funding for helping MS develop interfaces to Europol systems

Cooperation with relevant third countries (e.g. in the Western Balkans) and other EU agencies and bodies (e.g. Eurojust, Frontex, OLAF) will remain a priority in 2015. So will the evolution of Europol's core systems: SIENA, EAS, EIS, EPE and – resources allowing – the expansion of the core functions of the European Cybercrime Centre. Europol, in cooperation with CEPOL, will continue to deliver training to law enforcement officials, as well.

Europol's administrative and governance services will undertake the following activities to support the achievement of the agency's operational goals: follow up adoption and plan implementation of the Europol Regulation; complete assessment and plan implementation of changes in ICT stemming from the Europol Regulation; align the management of Europol's human and financial resources with regulatory changes and the budgetary context; develop Europol's digital communication tools.

List of Abbreviations

ADEP Automated Data Exchange Platform

AFIS Automatic Fingerprints Information System

AWF Analysis Work File

CEPOL Collège européen de police (European Police College)

CERT Computer Emergency Response Team
CSDP Common Security and Defence Policy

EAS Europol Analysis System

EASO European Asylum Support Office
EEAS European External Action Service
EC3 European Cybercrime Centre

ECIM European Criminal Intelligence Model

ECD Europol Council Decision

ECDC European Centre for Disease Control

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

EPPO European Public Prosecutor's Office
eu-LISA EU Agency for Large-scale IT Systems
FIU(.net) Financial Intelligence Unit (network)

FRA Fundamental Rights Agency
FSJ Freedom, Security, Justice
HENU Head of Europol National Unit

HQ Headquarters

ISF Internal Security Fund

JHA Justice and Home Affairs

JIT Joint Investigation Team

KPI Key Performance Indicator

LBx Liaison Bureaux

MFF Multiannual Financial Framework

OCG Organised Crime Group
PNR Passenger Name Record

SOCTA Serious Organised Crime Threat Assessment
OHIM Office for Harmonisation in the Internal market

OLAF Office européen de Lutte Anti-fraude (EU Anti-Fraud Office)

SIENA Secure Information Exchange Network Application
SPACE Secure Platform for Accredited Cybercrime Experts

TFTP Terrorist Finance Tracking Programme

UMF Unified Messaging Format
USE Unified Search Engine

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 objectives are also the basis for setting individual objectives in Europol staff development plans.

The Work Programme is produced in accordance with Article 37(10), 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.

The current Europol Strategy covers the period 2010-2014. The forthcoming change of Europol's legal basis with the adoption of a Europol Regulation is the key driver for the development of the next organisational Strategy. As the Work Programme 2015 has to be drawn up before the outcome of the legislative process on the Europol Regulation is known, and therefore before a new Europol Strategy is developed, the MB has agreed that the current Strategy would be extended by one year and be used as a framework for drafting the Work Programme 2015.

Chapter 2 "Methodology" summarises the Work Programme development process.

The aim of Chapter 3 "Influencing factors" is to outline the context in which Europol's 2015 objectives are formulated.

Chapter 4 presents and details the annual objectives for 2015.

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 2015 and Europol's organisation chart is shown at Annex D.

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 to take into account the final resource allocation to Europol by the Budgetary Authority.

2. Methodology

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

The objectives in the draft Work Programme 2015 have been identified as a result of a series of planning consultations with each Europol Business Area, with consideration for the influencing factors described in chapter 3 below, and taking into account planning assumptions and guidelines provided by Europol's stakeholders and senior management.

Multi-annual Key Performance Indicators (KPIs) are used to monitor Europol's performance against each of its strategic objectives. Annual targets for 2015 for these KPIs will be set at the end of 2014, once the relevant baseline data is available.

3. Influencing Factors

The following factors are relevant for the identification of annual objectives for 2015.

3.1. External environment

- The new **Europol Regulation**: influencing aspects of Europol's work in terms of operational support, coordination functions and information exchange;
- The EU Policy Cycle and the organized **crime priorities** identified for the period 2014-2017 will continue to inform Europol's response to serious international and organised crime:
 - o Facilitation of illegal immigration
 - o Trafficking in human beings
 - Production and distribution of counterfeit goods
 - o Excise and Missing Trader Intra Community (MTIC) fraud
 - Production and trafficking of synthetic drugs
 - Cocaine and heroin trafficking and distribution
 - Cybercrime (including payment card fraud, online child sexual exploitation and cyber attacks)
 - Illicit trafficking in firearms
 - o Organised property crime

As part of the implementation of the Policy Cycle, in 2015 Europol will draw up an interim Serious and Organised Crime Threat Assessment (SOCTA) to evaluate, monitor and adjust, if required, the efforts to tackle priority threats;

- EU directives related to **financial crime**, including: draft directives on money laundering and terrorism financing; on asset recovery offices; on the protection of EU financial interests by means of EU criminal law; on the protection of the euro against counterfeiting, etc. Some of these instruments contain explicit recommendations (e.g. for Financial Intelligence Units FIUs) that are expected to strengthen MS cooperation with Europol in this area;
- The European Commission's data protection package: the draft directive on data protection in the field of police and justice cooperation in criminal matters and new provisions on data protection included in the draft Europol Regulation (DER) are likely to influence Europol operating procedures in 2015 and beyond;
- Post-Stockholm process: to be prepared during the second half of 2014 and adopted in 2015. The new programme, including a new Internal Security Strategy, will set the overall direction of EU internal security policy and will be taken into account in drafting the next multiannual strategy of Europol. As appropriate, Europol's Work Programme 2015 should also be re-examined to make sure it is aligned with the post-Stockholm programme;
- The Internal Security Fund Regulation: includes a legal basis for agencies to directly manage funds, which may therefore become a new service offered by Europol to MS. This, together with other provisions in ISF legislation offer opportunities to enhance the operational cooperation of MS with Europol;
- Regulatory changes in the area of Justice and Home Affairs (JHA): a
 number of new regulations have recently been adopted or may be adopted by
 the end of 2015, concerning a number of EU agencies and services: Eurojust,
 European Public Prosecutor's Office (EPPO), Frontex/EUROSUR, OLAF, etc.
 Some contain fundamental changes for the functioning of agencies and

services or will provide them with new capabilities. It is likely that these new legal frameworks will affect in some way the cooperation between Europol and JHA agencies and EU services, in particular as regards the exchange of operational, strategic or technical information. More opportunities for cooperation and coordination can be expected;

- New cooperation partners: depending on progress with negotiations of cooperation agreements, Europol is likely to have new operational partners in 2015, with subsequent effect on resources and operational work. New working arrangements may be established with EU agencies and bodies as required (eu-LISA, Frontex, OLAF, other) and with priority third partners, e.g. the Western Balkan countries;
- Cooperation with **non-law enforcement partners**, and, overall, the growing importance of a **multidisciplinary approach** in the fight against serious international and organised crime: which requires the police, border guard, customs, judicial, administrative authorities and EU bodies to cooperate closely in tackling the consequences of threats to EU internal security posed by organised crime. This is particularly relevant for the future functioning of the European Cybercrime Centre (EC3) at Europol but is also essential in other areas, e.g. drug-related crime, in particular the key role of the multidisciplinary approach taken by the EMCDDA and Europol in the strategic analysis of drug markets;
- **Budgetary context:** the EU's Multiannual Financial Framework (MFF) 2014-2020 and austerity measures affecting the EU budget and those of national law enforcement administrations will continue to shape Europol's priorities and resources;
- Uncertainties regarding the application of the Europol Regulation following the expiry of the transitional period foreseen by the Treaty of Lisbon may, should they materialise, impact on certain aspects of cooperation;
- EU level initiatives aimed at strengthening the ties between external (CSDP) and internal security (FSJ), which will provide the opportunity for Europol to enhance cooperation with crisis management structures and CSDP missions and operations.

3.2. Strategy implementation

As the current Europol Strategy expires in 2014, an indicative assessment of its implementation is used to inform the Work Programme 2015. In the first instance, the achievement of strategic objectives in the period 2010-2012 has been evaluated by assessing:

- Main outcomes achieved;
- o Benefits realised;
- o Key Performance Indicator targets met.

Based on the scorecard of achievement presented below, five strategic objectives (marked by orange/ red colour) required further attention at the end of 2012, meaning that the rate of progress was not as planned. The colour-coding indicates overall level of achievement in the implementation of the Strategy, for example green with orange centre suggests the objective was mostly being achieved as planned compared with an all green colour that suggests more complete achievement in line with annual objectives and performance targets set between 2010 and 2012.

Scorecard of achievement of strategic objectives per goal area (progress 2010-2012)



The scorecard covers the period 2010 to 2012 only because at the time of drafting the Work Programme 2015 only the annual activity reports for these three years are available and can be used for a reliable and objective evaluation of progress. However, based on the available work programmes 2013 and 2014, one can project what progress will be achieved and what remaining elements should then be taken up in 2015 in these areas of slower progress to meet the ambitions set in the 2010-2014 Strategy.

Strategic objective requiring attention	Expected progress in 2013-2014:	Key elements for 2015:
1.2 Enhance the coordination of operational action in the EU	 Increasing the number of joint operations Coordinating an increasing number of operations Supporting the coordination of operations from Europol HQ Promoting capacities of Europol National Units and Liaison Bureaux 	Horizontal focus across crime areas

1.3 Develop more effective cooperation with external partners	 Cooperation with regional initiatives Cooperation agreements Cooperating with other agencies and relevant EU Institutions, as well as the EEAS 	Cooperation between law enforcement and other actors
2.2 Improve the analysis capability of Europol	 Embedding New AWF Concept New, enhanced Europol Analysis System Developing analysis as a discipline Incorporating future-forecasting and scenario techniques in analysis 	Quality of analysis
2.3 Strengthen the information management capabilities of Europol	 Further developing SIENA Improving integration between Europol systems Optimising data handling systems 	Interoperability between Europol and MS
3.1 Pioneer new techniques to prevent and combat international serious crime and terrorism	Collecting, assessing and disseminating innovative techniques	Developing new tools and techniques

In all other areas, the aims of the Strategy would be achieved by the end of 2014 if good progress is made in 2013-2014 as planned. Therefore, in these areas the Work Programme 2015 sets out how they would logically evolve in the future after the achievement of the current strategic objectives, as follows:

Strategic objective making good progress	Expected progress in 2013-2014:	Key elements for 2015:
1.1 Ensure effective delivery of a unique set of operational support services	 Delivering services in line with needs of investigators on the frontline Tailoring services to priority crime areas Initiating a growing number of high-profile operations 	Fast response and proactive delivery
2.1 Lead the further development of a European Criminal Intelligence Model and promote its principles with national and EU authorities	 Contributing to the preparations and launch of the EU Policy Cycle Implementation of the ECIM as part of the EU Policy Cycle 	N.A not relevant for 2015
3.2 Strengthen the position of Europol as a platform for specialist areas	Europol as <u>the</u> EU centre for euro counterfeiting and cybercrime	Europol as the centre for more specialist areas
3.3 Provide expertise and quality training in key law enforcement techniques	 In conjunction with CEPOL, delivering training in priority areas Delivering additional training in analysis and cybercrime 	Training MS in applying latest techniques
4.1 – 4.4 Enabling objectives that ensure Europol will grow	 Improving product, service and resource management Developing advanced administrative ICT tools 	Preparation for new legal framework
as a modern, efficient organisation	 Continuing to identify and implement efficiency and cost savings Europol joining social media and setting up an <i>alumni</i> network 	Digital communication tools

4. Work Programme Objectives

As outlined in chapter 1 above, the Europol Strategy 2010-2014 is extended by one year and serves as a basis for the annual objectives and actions in the Work Programme 2015. Europol's objectives for 2015 are therefore grouped according to the multiannual goals and objectives in the Europol Strategy 2010-2014.

Each annual objective represents an improvement or a priority action beneficial to Europol's stakeholders – the law enforcement community in the MS. In particular, 2015 objectives address outstanding issues in relation to Europol's strategic objectives and build on progress implementing the Europol Strategy 2010-2014, focusing on the key elements mentioned in sub-chapter 3.2.

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

In view of this, each annual objective is accompanied by a list of expected results for the MS that will occur upon achieving the objective. In addition, it is suggested which actions Europol will take to realise the annual objective. Unless stated otherwise, all annual objectives should be achieved by the end of 2015.

It is uncertain at the time of drafting the Work Programme 2015 whether the Europol Regulation will be available in 2015. It should be noted however that the entry into force of the Regulation would provide opportunities to enhance Europol's operational and strategic capabilities to support MS in the fight against serious international and organised crime, and terrorism. Once adopted, it will positively impact activities planned by Europol and lead to better results for MS. If necessary, the Work Programme 2015 shall be modified at a later stage to take into account the outcome of the legislative process on the Europol Regulation.

The decision of the European Commission and budgetary authority (see below) to award Europol with additional EUR 12,5 million¹ on an annual basis as of 2015 will have an impact Europol's resources and activities, in particular in the ICT area. Given scale of the increase a dedicated section below presents the background and plans for investing these additional funds in 2015. It is followed by four sub-chapters containing an overview of Europol's 2015 objectives per strategic goal.

1

¹ Compared to the 2013 budget. This is an increase of EUR 10,8 M compared to Europol's 2014 budget.

Europol's ICT capability

The expiry of Europol's Strategy 2010-2014, including the accompanying ICT Strategy, calls for a new set of strategic guidelines for the future development of Europol's ICT capability, which is an integral part of the agency's core business and a key service to the Member States. A number of factors influence the direction in which ICT will develop e.g.: a growing need for automation, the processing of higher volumes of data, the higher risk profile of Europol and last but not least the opportunities offered by the forthcoming Europol Regulation. Mindful of the need to upgrade Europol's ICT tools, the European Commission proposed in July 2013 an increase in the EU contribution to Europol by EUR 12,5 million in 2015² "to further develop the IT tools necessary to carry out its extended mandate, both for data collection and treatment and for cybercrime related ICT tools"³. This has also been endorsed by the budgetary authority.

An overview is provided below of possible areas of ICT development in 2015, with a focus on supporting the future Europol Regulation. The concrete scope of implementation for each initiative is dependent on the increase in the EU contribution to Europol.

Initiative

Suggested scope

New advanced tools for integrated data handling, intelligence analysis, including strategic analysis and open-sources analysis

- Finalise implementation of the new Europol Analysis System (EAS) to include the newly defined scope such as versioning, extensions to the communication helper with SIENA, enhanced malware scanning and enhancements of features.
- Delivery of search functionality through the Europol Analysis System (EAS) to facilitate search and indexing of complex data formats and imported databases, in order to facilitate intelligence analysis.
- Delivery of workflow and personalisation functionalities through the Europol Analysis System (EAS), including full alerting, in order to facilitate intelligence analysis and operational centre processes.

Interfaces between Europol ICT systems and national systems, including provide funding for helping MS develop interfaces to Europol systems

- Explore how SIENA could support the integrated data management concept whereas the access of the law enforcement officer to the data is defined by the data processing purpose and therefore no longer dependent upon the type of data processing system.
- Explore the development of enhanced interoperability between National case management systems and SIENA, allowing more actions in SIENA to be performed from the National System interface.
- Look into the extension and further development of interfaces with National case management systems in Member States, including provision of Europol support for Member States developments of interfaces between their National case management system and SIENA, based on the Universal Message Format (UMF) standard.
- Explore the integration between Unified Search Engine (USE) and SIENA and further development of web services

Compared to the 2013 budget. This is an increase of EUR 10,8 M compared to Europol's 2014 budget.

[&]quot;Communication from the Commission to the European Parliament and the Council: Programming of human and financial resources for decentralised agencies 2014-2020", COM(2013) 519 final, Brussels, 10.7.2013.

Initiative	Suggested scope
Additional, new ICT systems, tools and infrastructure at the European Cybercrime Centre	in order to enable the concept of integrated searches allowing a law enforcement officer to cross check data in the Europol databases through one single action. Look into the development of SIENA to support a decentralized national database concept, whereas Member States give each other reciprocal access to their national databases. Development of the concept of multiple classification levels in order for SIENA to support BPL, EU Restricted and EU Confidential data exchange while giving the option to Member States and online Third Parties to use the most appropriate SIENA classification level according to their national needs on classified data exchange, national legislation and national technical infrastructure. Extension and new developments of the forensic IT capability, including implementation of additional state-of-the-art specialised hardware and software tools for recovery and analysis of operational information extracted from computers, digital devices or digitally-stored media. Forensic tools will support compliance with ISO standards to maximise the reliability of the processes and their outcomes. New developments of the SPACE online collaboration platform to facilitate the sharing of strategic and technical knowledge and expertise, including e-Learning capabilities and a new platform for the development of shared software code, allowing Law Enforcement forensic experts and trusted partners to co-develop forensic tools. This platform will also enable the publication of ready-to-use forensic tools and training material available for law enforcement authorities.
New systems supporting real-time communication and information exchange	• Development of real-time information exchange capabilities to support the European Tracking System, where Europol will host a central gateway capable of receiving the Member States and Third Parties tracking devices' output data in a standardised format and making the standardised output data available for immediate operational use at the designated receiver's end in real time.
New systems facilitating biometric intelligence handling	 Start the implementation of an Automated Fingerprint Identification System (AFIS) and integration with the Europol Analysis System (EAS) in order to facilitate processing of fingerprints in the intelligence analysis process. Development of enhanced solutions to facilitate recognition and identification of persons in images and video files.

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

Multi-annual level (Europol Strategy)		Annual level (Europol Work Programme 2015)		
Strategic Objectives	Strategic KPIs ⁴	Annual Objectives	% of total posts	% of total budget
1.1 - Ensure effective delivery of a unique set of operational	(i) User satisfaction with operational support (including operational analysis reports)	1.1.1 – Improve the speed, relevance and quality of operational response		
support services	(ii) Number of operations supported by Europol			
	(iii) Number of high-profile operations supported by Europol			
	(iv) Number of operational analysis reports delivered			44.5
	(v) Number of cross match reports per 100 accepted contributions ("hit rate")	1.1.2 – Proactively offer unique services in areas where Europol could add most value		16.5
	(vi) Average time to process a message ⁵			
	(vii) Speed of response to MS request ⁶			
	(viii) Number of organised criminal groups disrupted			
1.2 – Enhance the coordination of operational action in	Number of operations initiated by Europol	1.2.1 – Focus on horizontal and functional aspects across crime areas	5.9	4.7

Targets will be set at the end of 2014, once the relevant baseline data is available.

Dependent on EAS development.

bid.

Multi-annual level (Europol Strategy)		Annual level (Europol Work Programme 2015)		
Strategic Objectives	Strategic KPIs ⁴	Annual Objectives	% of total posts	% of total budget
the EU		1.2.2 – Enhance the role of Europol National Units, MS competent authorities and Liaison Officers at Europol		
1.3 – Develop more effective cooperation	for information messages sent by Europol to external partners (ii) Number of SIENA requests and	1.3.1 – Strengthen cooperation with third partners		
with external partners		1.3.2 – Ensure better coordination with agencies and other EU bodies	13.4	10.5
for information messages sent by external partners to Europol	1.3.3 – Enhance multidisciplinary cooperation			

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

Europol is committed to providing operational support services within a responsive and flexible regime capable of meeting better the requirements of MS. In 2013 Europol is doing that by investing in those services that best attend to the immediate needs of MS investigators (e.g. financial support, facilities at Europol Headquarters, analysis, technical/ forensic expertise). The focus in 2014 will be on tailoring operational services to priority crime areas, including identifying high-value targets and opportunities for joint action. This will go hand in hand with optimising data handling arrangements and improving the information flow within Europol to ensure maximum exploitation of information with available resources. Finally, defining and agreeing service level agreements with the Member States in 2014 will allow Europol to:

Annual Objective 1.1.1 – Improve the speed, relevance and quality of operational response

Expected result

Quick cross-check of information and response back to concerned MS, especially at the beginning of a case.

Prioritisation of cases.

High-quality, in-depth support to prioritised operations.

Related actions

- "Industrialise" the processing of the majority of data passing through Europol, including cybercrime data, so that higher volumes can be managed with greater efficiency
- Implement a mechanism for prioritising operational support to investigations, focusing on prominent Organised Crime Groups (OCGs) and their criminal infrastructure and assets
- In the cybercrime area, offer an overview of significant cybercrime cases and investigations in the EU and use this overview as a basis to prioritise support to operations
- Increase data handling and analytical capabilities including the appropriate resource investment
- Ensure flexible resource allocation

Operational support will be provided on a case-by-case basis to meet MS expectations that Europol should support a broad range of crime areas. In doing so, Europol will strive to better assess what services are most relevant in an operation as this can vary greatly: funding, technical expertise, getting all actors together, thorough debriefing, etc. The aim will be to engage in operations where Europol is uniquely qualified to make a difference. This will require Europol to:

Annual Objective 1.1.2 – Proactively offer unique services in areas where Europol could add most value

Expected result

Increase the extent to which Europol contributes to operational outcomes in the MS and the perceived added value of the Europol.

- Provide a comprehensive toolbox of operational support services, especially at the early stages of an investigation, including: funding, coordination, facilities, operational equipment, on-the-spot support, technical/ forensic expertise and examination
- Identify new high-value targets for further investigation by MS
- Identify greater opportunities for supporting Member States' operational action, including recommend investigations for initiation and draft interim reports in the course of a running investigation
- Serve as a coordination and communication platform for all parties involved in an operation
- Offer new services in line with developments in crime and MS demand, e.g.:
 - Support MS in dealing with the EU Commission regarding funding for operational activities or to acquire forensic/ technical expertise and pursue opportunities to administer funding on behalf of the EU (Horizon 2020 programmes, Internal Security Fund)
 - Based on an operational concept agreed by the MS, make available standard operating procedures, e.g.: "how to handle a cross-border case", "terms of reference for international operations, including definition of roles"
 - Make available dynamic and flexible ICT solutions that can be changed for the purpose of specific types of operation (e.g. cybercrime)

1.2 - Enhance the coordination of operational action in the EU

Europol's role as a coordination centre in support of cross-border operations adds value in many important cases. Indeed, this seems to be one of the services which MS appreciate most and which Europol will provide more proactively in the years to come (as outlined above). More joint operations and EMPACT actions will benefit from it in 2014 and 2015, in a three-step approach: (i) opportunity identified by Europol, (ii) Europol taking the lead in bringing all relevant actors together, (iii) Europol's full operational support toolbox made available for those involved – financing, facilities, analysis, tools. At the same time, there is room to explore opportunities for coordination of operational action in a different sense, namely where different types of crime are involved by looking at cross-cutting issues and where different types of crime converge by targeting areas of multiple criminal activity. This calls for Europol to:

Annual Objective 1.2.1 – Focus on horizontal and functional aspects across crime areas

Expected result

Improved understanding of links between different crime phenomena.

More effective response to crime by exploiting horizontal intelligence (e.g. money flows, assets, cybercrime).

- Support a growing number of money laundering investigations
- Assist in putting together special teams for asset recovery
- Fulfil Europol's role the Terrorist Finance Tracking Programme agreement between the EU and the United States
- Support MS in targeting criminal "hot spots", e.g. airports, ports
- Ensure coordination of joint operational activity at the borders (e.g. THB operations, drug trafficking operations)
- Focus on cyber-facilitated crime, multi-commodity OCGs and poly trafficking
- Prepare the embedment of the Financial Intelligence Unit network bureau (FIU.net) into Europol by January 2016

Better coordination of cross-border operational action across the EU is a shared responsibility between MS and EU agencies. Working in partnership towards shared goals requires stronger capacities both in EU agencies and their counterparts in the MS. As MS Europol National Units (ENUs) and the Liaison Bureaux (LBx) network form a crucial part of Europol, in 2014 Europol plans to support all ENU and LB initiatives for improving their set-up and work, as well as actively involve them in a dialogue on addressing common problems. Going forward, MSs have also identified a number of actions, listed below, to:

Annual Objective 1.2.2 – Enhance the role of Europol National Units, MS competent authorities and Liaison Officers at Europol

Expected result

Active engagement from the MS (HENUs, ENUs, competent authorities and LBx) in achieving common priority objectives. Improved coordination of action in the EU.

- Europol to support MS in their efforts to:
 - Communicate requirements and expectations towards Europol
 - Ensure greater involvement of ELOs in operational activities
 - Coordinate the various actors at national level, so that there is better engagement with Europol and better cooperation across jurisdictions
 - Contribute to the qualitative and timely implementation of activities within their competence
 - "Sell" the message and identify opportunities for collaboration
 - Share and exchange valuable information and intelligence via Europol, including best practices at national level in tackling certain types of crime
 - Support the establishment of a national and international multidisciplinary cooperation
 - Ensure that Europol is a preferred point of entry for highquality criminal information exchange and communication related to cross-border serious and organised crime cases in mandated areas
 - Similar to the way Europol will prioritise support to operations, MS analytical teams to prioritise those ongoing operations that require common action and support from Europol

1.3 - Develop more effective cooperation with external partners

Cooperation with countries from key priority regions (e.g. Western Balkans) and cooperation with partner EU bodies and agencies based on synergies and complementarity drive Europol's activities in the external relations area in 2013 and 2014. The development of structured bilateral relations or the upgrade of existing frameworks for cooperation with a number of partners remains a priority and will require continued attention in 2015, together with arrangements for stronger cooperation between law enforcement and other actors. To achieve strong partnerships at strategic and operational level in accordance with MS demand and EU priorities, in 2015 Europol sets for itself the following priority objectives:

Annual Objective 1.3.1 – Strengthen cooperation with third partners

Expected result

Enhanced cooperation with source countries for particular types of crime (e.g. illegal immigration, trafficking in human beings, drugs, asset recovery, firearms, money laundering).

- Progress with and finalise remaining cooperation agreements with: remaining Western Balkan countries, Turkey, Russia (depending on political developments), Israel, Ukraine
- As part of the enlargement process, participate in rule of law peer review missions to the Western Balkans and Turkey (on a case-by-case basis and in response to requests from the European Commission services)
- Start or progress with negotiations on cooperation with other third countries, e.g.: Brazil, Georgia, Mexico, United Arab Emirates
- Cooperate with regional initiatives and other key non-EU states, including: South East Europe, West Africa, the Mediterranean (Morocco), North Africa, the United States of America

Annual Objective 1.3.2 – Ensure better coordination with other EU agencies and bodies

Expected result

Increased volume of high-quality information shared amongst agencies.

More joint operations.

- Enhance cooperation with OHIM in the field of counterfeiting and piracy of Intellectual Property Rights (IPRs) in line with the Amendment to the Agreement on Strategic Co-operation between OHIM and Europol⁷
- Continue to support the activities of the Task Force Mediterranean, in particular through JOT Mare
- Collaborate closely with the following priority institutional partners:
 - Frontex: operational cooperation agreement and cooperation e.g. in the EUROSUR framework
 - OLAF: cooperation along the lines of the Memorandum of Understanding and agreed division of tasks
 - Eurojust: close cooperation in joint investigation teams, as well as cross-checking of information, and an assessment of future cooperation
 - Interpol: joint action plan
 - EEAS: pursue synergies and implement initiatives as agreed in 2014 exchange of letters aiming to bring closer internal and external EU security (including IntCen)
 - DG Home on crisis management and on the further expansion of the activities of the European Cybercrime Centre
- Continue collaboration with:
 - Other EU agencies: ENISA, CEPOL, EMCDDA, FRA, ECDC, EASO
 - EU Counter Terrorism Coordinator
 - European Firearms Experts (EFE)
 - CERT-EU and the entire CERT community

First Amendment to the Agreement on Strategic Co-operation between the Office for Harmonisation in the Internal Market and the European Police Office, The Hague, 3 December 2014, EDOC#719958v5.

Annual Objective 1.3.3 - Enhance multidisciplinary cooperation

Expected result

Access to expertise from non-law enforcement, in particular the private sector.

Involvement of all relevant actors (judicial authorities, private sector, customs, border authorities, academia, NGOs).

Improved customs-police and customs-police-border authorities cooperation through joint operations, including JITs.

- Involve non-law enforcement actors in operational cooperation and the drafting of annual Operational Action Plans in relevant priority crime areas (e.g. cybercrime, counterfeit goods distribution, illegal immigration)
- Whenever beneficial, plan open sessions during high-level expert meetings to allow participation of non-law enforcement experts (and third partners)
- Create public-private partnerships or other instruments that would facilitate cooperation with non-law enforcement
- Whenever beneficial, promote the use of expert platforms (e.g. on cybercrime or terrorism) by non-law enforcement
- Organise exchange programmes to stimulate cooperation (e.g. Western Balkan exchange programme) and attend training to allow knowledge transfer (e.g. SWIFT training)

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

Multi-annual level (Europol Strategy)		Annual level (Europol Work Pr	ogramme 201	5)
Strategic Objectives	Strategic KPIs ⁸	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	Performance of Europol in supporting the implementation of the EU Policy Cycle	2.1.1 – n.a. With the successful launch in 2014 of a second EU Policy Cycle for serious international and organised crime on the basis of the European Criminal Intelligence Model promoted by Europol, the corresponding Strategic Objective in Europol's Strategy is considered achieved and not relevant for 2015 and beyond. The ECIM is now an integral part of the four-year Policy Cycle, maintained and developed as part of the maintenance and development of the Policy Cycle methodology. Hence there is no Annual Objective set for 2015 in this area, though Europol will continue to measure its performance in supporting the implementation of the EU Policy Cycle via a dedicated KPI.	n.a.	n.a.
2.2 – Improve the analysis capability of Europol	(i) Number of operational analysis reports delivered(ii) Number of strategic analysis reports delivered	2.2.1 - Deliver relevant strategic analysis and specialised reports		
	(iii) User satisfaction with operational support (including operational analysis reports)	2.2.2 – Increase the quality of operational and strategic analysis	8.4	7.9
		2.2.3 – Enhance the Europol Analysis System (EAS) with new functionalities		

Targets will be set at the end of 2014, once the relevant baseline data is available.

Multi-annua	l level (Europol Strategy)	Annual level (Europol Work Pr	ogramme 201	5)
Strategic Objectives	Strategic KPIs ⁸	Annual Objectives	% of total posts	% of total budget
2.3 – Strengthen the information management	(i) Number of cross border crime checks (CBCC) in the EIS related to persons	2.3.1 - Improve interoperability, stability and performance between the data processing systems of Europol and MS		
capabilities of Europol	(ii) Percentage of MS which achieve their EIS targets			
	(iii) Number of SIENA cases initiated		2.0	2.3
	(iv) Number of SIENA messages received	2.3.2 – Deliver improvements to the Secure Information Exchange Network Application (SIENA) and the Europol Information		
	(v) Percentage of all SIENA messages containing structured data sent by MS shared with Europol	System (EIS)		

2.2 – Improve the analysis capability of Europol

Strategic and operational analysis are core services of Europol. Their further improvement is a priority requirement of MS. A new analysis concept has recently been implemented to optimise the service and further investments are planned in 2014 in related tools (notably a new generation of the Europol Analysis System), people (analysts) and techniques. Building on these developments, 2015 should see an increase in both quantity and quality of analysis. In particular, Europol will:

Annual Objective 2.2.1 – Deliver relevant strategic analysis and specialised reports

Expected result

Reduced information gaps, especially in relation to new or emerging priority crime areas.

Better understanding of specific aspects of priority crime threats, e.g. emerging regional threats.

- Draft an interim EU Serious and Organised Crime Threat Assessment (SOCTA) to evaluate, monitor and adjust, if required, the efforts to tackle priority threats in the EU Policy Cycle for serious and organised crime 2014-2015
- Enhance the intelligence picture in each EU priority crime area enabling a better understanding of, e.g.: links between crime areas and facilitators to different types of crime, including legal business structures, assets, money laundering, the Internet
- Increase the number of intelligence notifications/ early warning notices on new phenomena, ensuring their timely delivery to MS, and initiate operational follow-up
- As appropriate, focus on specific regions or networks
- Meet Member State demand for strategic products
- In selected cases, draft long-term future oriented reports or studies
- Whenever beneficial, produce more joint reports with partners, in particular with:
 - OHIM: Joint report on Counterfeit Goods in the EU
 - Frontex: Joint report on Secondary Movements in the EU (facilitation of illegal immigration)
 - Eurojust: Joint report on Online Trade
 - Pending approval of the EU's 4th Directive on money laundering/ terrorist financing in 2014, draft a joint "EU Risk Assessment on Money Laundering and Terrorist Financing" with European Securities and Markets Authority, European Banking Authority and the European Insurance and Occupational Pension Authority
 - ENISA
 - EMCDDA: EU drug markets report

Annual Objective 2.2.2 – Increase the quality of operational and strategic analysis

Expected result

Europol's operational analysis reports provide MS with information capable of facilitating and supporting investigative action. Strategic reports signal new trends, allowing to identify gaps, adapt priorities and reallocate resources.

- Improve quality of operational analysis:
 - Include more context (e.g. links between individuals and groups, OCGs composition and hierarchy) and actionable recommendations in operational analysis reports
 - Highlight modi operandi, new trends and patterns and routes, together with ways suggested to address them
 - Include information from all relevant sources, including external databases, open sources, information from non-law enforcement partners
 - Provide information on assets/ finances and online activity of high-value targets and prominent OCG
 - Strengthen contact between MS investigators/ competent authorities and Europol, thereby enhancing understanding of cases and how operational analysis can be tailored to support them
 - Improve internal practices, including training of data handlers and analysts and a stronger quality management function, which would apply standards and ensure quality of the entirety of analytical output
- Improve quality of strategic output, including the process of drafting strategic products:
 - Update strategic products regularly, making use of new available knowledge
 - Include information on: OCGs implicated, regional differences, crime-enabling factors, SWOT, relevant legislative considerations, relevant developments in third countries and (possibly) non-operational data from ongoing investigations
 - Draft major strategic reports (e.g. SOCTA) in a collaborative dialogue with MS and involve non-law enforcement (e.g. private sector) whenever beneficial

Annual Objective 2.2.3 – Enhance the Europol Analysis System (EAS) with new functionalities

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.

- Implement phase 1 of the EAS release plan, including newly defined scope:
 - 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
 - Improved analytical features
 - Versioning
 - Extensions to the communication helper with Siena
 - Enhanced malware scanning
 - Enhancements of features

2.3 - Strengthen the information management capabilities of Europol

Europol's unique information management capabilities provide an opportunity for the agency to become a central criminal "information powerhouse" in the EU. To grow into this role, Europol has built a number of tools, e.g. the Secure Information Exchange Network Application (SIENA) and the Europol Information System (EIS), capable of facilitating a more effective, secure access, exchange and processing of operational information between all EU Member States and selected third parties. Strengthening interoperability between systems has gained importance parallel to adding new functionalities and improving user experience of SIENA and EIS. Ongoing work towards establishing a common framework for structured information exchange (Universal Message Format – UMF programme), for instance, holds high potential for promoting interoperability. Its expected added value for MS calls for continued efforts in 2015 led by Europol to:

Annual Objective 2.3.1 – Improve interoperability, stability and performance between the data processing systems of Europol and MS

Expected result

Enhanced cross-matching between the data processing systems of Europol, MS, Interpol.

Exploited potential for strengthening police information exchange wherever Europol is involved.

- Progress with integration of systems within Europol, working towards full interoperability between core applications (EAS, SIENA, EIS, EPE)
- Start implementing a search web service allowing frontline officers in Member State competent authorities to automatically search Europol's operational databases from their national systems on a hit/ no-hit basis
- In follow-up to the UMF programme, continue working on UMF standardisation as a basis for support to any future information exchange projects at EU level
- Contribute to new EU information management initiatives, e.g. Automated Data Exchange Platform (ADEP)
- Ensure connectivity with Fusion Centres in the United States and Interpol in Singapore
- Support MS with the implementation of relevant new procedures, including basic and advanced training
- Support the ISEC funded project "SIENA for Anti-Corruption Authorities"

Year on year improvements to the functionality of SIENA and EIS need to continue via new releases focused on improving the usefulness, quality and in particular the usage of the systems, with corresponding targets for MS. Therefore also in 2015 Europol will:

Annual Objective 2.3.2 – Deliver improvements to the Secure Information Exchange Network Application (SIENA) and the Europol Information System (EIS)

Expected result

Improved user experience.

Maximum exploitation of system possibilities.

Stronger position of Europol's systems as primary reference sources and communication channels between MS.

- Finalise SIENA v.2, including:
 - SIENA statistics
 - Architectural improvements
 - EAS and UAS integration
 - Mandatory technical consolidation
 - Documentation page
 - Convert UMF to human readable format
 - Convert csv file with person data to UMF
 - Improve front-end responsiveness
- Support to real-time communication
- Prepare the embedment of FIUs into SIENA
- Explore the upgrading of SIENA to carry CONFIDENTIAL material, in the context of a strategic study on network security accreditation
- Analyse business needs, objectives and technical feasibility for integrated case management, define target concept and high level implementation roadmap
- In relation to the EIS:
 - Stimulate usage of the system
 - Improve data loader performance
 - Improve integration and explore notification of hits via SIENA and integration with USE in the context of a strategic study on cross matching

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

Multi-annual level (Europol Strategy)		Annual level (Europol Work Pr	ogramme 201	5)
Strategic Objectives	Strategic KPIs ⁹	Annual Objectives	% of total posts	% of total budget
3.1 - Pioneer new techniques to prevent and combat international serious crime and terrorism	Number of projects launched to pioneer new techniques	3.1.1 – Develop new tools and techniques based on innovation at Europol and the identification of best practice in MS and elsewhere	3.4	3.2
3.2 – Strengthen the position of Europol as a platform for specialist areas	(i) Number of unique visitors on the EPE per month (ii) Total number of authorized EPE user accounts	3.2.1 – Further develop as the EU centre for specialist areas, including money laundering, drugs and counterterrorism 3.2.2 – Expand the core functions of the	16.0	13.2
		European Cybercrime Centre at Europol		
3.3 - Provide expertise and quality training in key law enforcement techniques	Participant satisfaction with training provided by Europol experts	3.3.1 – Regularly train MS law enforcement officers in the application of new and innovative tools and techniques in prioritised types of crime	1.7	1.5

Targets will be set at the end of 2014, once the relevant baseline data is available.

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

Various initiatives have been undertaken in relation to this objective. An Outreach programme was established in 2011, which gave some practical added value within Europol and increased the visibility of Europol to non-law enforcement partners, the European Commission and other European agencies active in partnership management, crime prevention, knowledge management and research and development (R&D). In accordance with the reorganisation of 2012, the programme activities were incorporated into the EC3. Building on good progress in 2013, when indeed focus lies on private sector cooperation and R&D in the cybercrime area, in 2014 Europol will be in a position to finalise a common concept for pioneering new techniques and innovation. In line with MS renewed emphasis on innovation and crime prevention, rolling out this concept to more crime areas is expected in 2015 when Europol plans to step up efforts to:

Annual Objective 3.1.1 – Develop new tools and techniques based on innovation at Europol and the identification of best practice in MS and elsewhere

Expected result

New techniques and innovative approaches in enforcement and prevention in more crime areas are identified and exchanged (e.g. special tactics, cyber security, biometrics/ forensics).

More activities aimed at crime prevention take place.

Related actions

• Encourage usage of Europol's High Risk Informant Database for improved risk mitigation in the use of informants

• Raise awareness and develop measures for the prevention of extortion

 Prepare the implementation of a European Tracking Solution for supporting cross-border covert surveillance operations

Establish a Europol fugitive cross-matching capability

 Research technological opportunities and threats in the use of biometric data in relation to special tactics e.g. witness protection, informant handling, active fugitive search

• (provisional)¹⁰ Implement R&D projects in the area of cyber attacks that focus on developing tools and knowledge about how to identify and handle, for instance Botnets, on the basis of a survey, threat analysis or best practice in relevant MS

 Where beneficial, involve non-law enforcement actors, including European universities to help develop applications in support of, for instance, payment card fraud investigations

• Start the implementation of an Automatic Fingerprints Information System (AFIS) to enhance Europol's analytical capability

 Monitor technological developments, informing of their impact on crime and advising on opportunities for law enforcement to respond with preventive measures

 Provide expert advice on (EU) legislation, in particular in 2015: money laundering, cash movements and confiscation

• Subject to availability of resources, assist MS in using funds from the EU's Internal Security Fund for implementing innovative law enforcement/ crime prevention techniques

The currently forecasted EC3 staff and budget for 2015 include additional resources foreseen in the Multiannual Financial Framework 2014-2020, linked to the forthcoming Europol Regulation. This action, as well as actions under annuals objective 3.2.2 and the EC3 section of Annex B marked as "(provisional)" will not be implemented unless the additional resources become available.

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

Since the launch of its latest Strategy in 2010, Europol has demonstrated strong commitment to collective capacity building in different specialist areas, e.g. cybercrime, forgery of money, terrorist financing, terrorism, violent extremism, etc. This is achieved by bringing experts together at Europol Headquarters, offering knowledge products and a growing number of online platforms (Europol Platforms for Experts - EPEs) for sharing and developing expertise in a wide range of crime-related subjects. The high attendance rate and number of users of these services indicate their perceived added value. Driven by MS demand, in 2015 Europol will ensure an even wider variety of expert meetings, expert platforms and knowledge products. In certain areas like cybercrime Europol is established as the focal point in the fight against this type of crime in the EU and a primary support centre for MS in building operational and analytical capacity for cybercrime investigations, as well as cooperation with international partners. However, it should further develop its capabilities to act as a key enabler in the EU to fight all forms of serious international crime. In particular, Europol should do more in 2015 to:

Annual Objective 3.2.1 – Further develop as the EU centre for specialist areas, including money laundering, drugs and counterterrorism

Expected result

Law enforcement authorities in the MS integrated better as part of the network of experts dealing with different crime phenomena. Experts are up to date with latest developments. More intensive exchange of good practice.

- Serve as an information focal point, pool expertise and advise MS to support capacity building in expertise areas falling under Europol's mandate
- Meet Member State demand for expert meetings, knowledge products and platforms
- Where beneficial, involve non-law enforcement actors, including as speakers at expert meetings, conferences or seminars
- In relation to the Europol Platforms for Experts (EPEs):
 - Stimulate usage of existing platforms by MS, including: for disseminating new strategic products made by the MS amongst other relevant stakeholders via EPEs, for notifying other MS of relevant international events and making attendance possible
 - Ensure an expert platform is available for each EU priority crime area
 - Promote the existing EPE on administrative approach as a platform for sharing innovative law enforcement techniques and best practices for addressing issues of common concern ("Innovation EPE")
 - Make EPEs accessible from mobile/ handheld devices

The EC3 will continue to develop, building on an objective analysis of workload at present and a continuous focus on the operational needs of the MS. Planned activities in 2015 are aligned with the Communication of the Commission, the EU Cyber security Strategy and the Directive on Network and Information Security. These legislative instruments clearly indicate that, alongside its primary duties of providing operational support, EC3 has a requirement and responsibility to follow a multi-dimensional approach to effectively address the increased proliferation and sophistication of cyber threats across the Union. In order to perform related additional tasks, contributing towards calibrating multi-layered protective measures and response mechanism to cybercrime, in 2015 Europol will:

Annual Objective 3.2.2 – Expand the core functions of the European Cybercrime centre at Europol¹¹

Expected result

Optimum response measures in place to support MS in tackling new phenomena in a rapidly-developing crime area. Possibilities for preventive or investigative coordination. Improved overall readiness to respond to cyber threats in the EU.

Related actions

- Further improve Europol's capability to analyse cybercrime information, including from seized computers, digital devices or digitally-stored media
- Stimulate usage on-the-spot of the cyber mobile toolkit, and the Cyber Forensic Lab at Europol HQ
- (provisional) Coordinate a growing number of cybercrime operations as part of the implementation of EMPACT priorities
- (provisional) Fill gaps in the information available from communities responsible for providing cyber security and tackling cybercrime
- Pro-actively scan the environment, identifying new threats as they emerge, updating stakeholders accordingly
- Offer an accredited forensic capability providing state-of-the-art solutions, e.g. high-end decryption, to a broad audience of law enforcement officers in different crime areas
- (provisional) In cooperation with CEPOL, support capacity building in MS, upgrading both basic and advanced knowledge of investigative tools, procedures and trends
- (provisional) Promote existing and contribute to developing preventive and awareness-raising initiatives in the field of cybercrime
- Establish and maintain multi-sector networks involving law enforcement, industry, academia and civil society organisations
- Collect expert input that influences policy and legislative change and coordinate EU law enforcement's input to Internet governance, promoting standardisation of approaches and adoption of good practice in the field of cybercrime
- Improve Europol's online cybercrime collaboration platform (SPACE)

-

See previous footnote.

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

Strong synergies have developed over time between Europol and CEPOL as training providers to the EU MS law enforcement community in: international police cooperation, combating different forms of cross-border serious organised crime and terrorism, criminal investigation methods. In addition to providing expertise in a wide range of joint CEPOL - Europol courses, Europol has been organising a number of own trainings over the years, as well. The same approach will be followed in 2015, when Europol experts will:

Annual Objective 3.3.1 – Regularly train MS law enforcement officers in the application of new and innovative tools and techniques in prioritised types of crime

Expected result Increased capability in the MS to tackle crime phenomena.

- Deliver joint CEPOL Europol training courses
- Offer additional training courses on:
 - Analysis methods
 - Forgery of money
 - Financial intelligence
 - Combating child sexual exploitation on the Internet
 - IT forensics and network investigation
 - Payment card fraud
 - A cyber managers course
- With the help of external experts, improve the learning tools and training methodology used in certain courses

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

Multi-annual level (Europol Strategy)		Annual level (Europol Work Programme 2015)		
Strategic Objectives	Strategic KPIs ¹²	Annual Objectives	% of total posts	% of total budget
4.1 – Strengthen Europol's accountability arrangements	Percentage of audit recommendations graded as critical/ very important addressed within six months	4.1.1 - Follow up adoption and plan implementation of the Europol Regulation	6.6	5.6
4.2 – Strengthen ICT and business alignment	(i) Delivery of ICT projects and programmes according to agreed targets(ii) Delivery of services and products in line with agreed SLAs	4.2.1 – Complete assessment and plan implementation of changes in ICT stemming from the Europol Regulation	5.0	6.5
4.3 – Improve the management of Europol's human and financial resources	(i) Vacancy index at the end of the year(ii) Budgetary outturn(iii) Accrual rate of carry overs	4.3.1 - Align the management of Europol's human and financial resources with regulatory changes and the budgetary context	4.0	3.4
4.4 – Build a strong and positive Europol culture and image	(i) Europol User Survey results on overall satisfaction(ii) Europol User Survey results on image	4.4.1 – Develop Europol's digital communication tools	2.7	2.6

Targets will be set at the end of 2014, once the relevant baseline data is available.

4.1 - Strengthen Europol's accountability arrangements

As an EU agency Europol has a particular responsibility towards MS to implement its mandate in a transparent and accountable manner. Starting with an open and inclusive process of transition to EU agency status with the Europol Council Decision and implementation of related Implementing Rules, Europol has continuously demonstrated a high level of accountability and compliance. Initiatives for strengthening compliance arrangements in the past few years include: establishment of an Internal Audit and Control Coordination functions, putting in place key control processes (e.g. a risk management process) and systems (e.g. ABAC), improvements to product and service management. Further compliance process improvements will take place in 2014-2015, as well, alongside the development of a Data Archiving Solution ensuring allowing data deleted from Europol's systems to be stored for a fixed retention period. The next few years will also see the achievement of a key milestone in Europol's development as an organisation with the possible adoption of the new Europol Regulation. In relation to this, in 2015 Europol will be expected to:

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

Expected result

New concepts available to be implemented, making use of opportunities brought forward by the Europol Regulation.

- Assess impact of regulatory changes on Europol, including operational efficiency, cooperation with private parties and external relations
- Revise Europol's aquis following adoption of the new Europol Regulation
- Review relevant processes impacted by the new Europol Regulation
- Prepare a new organisational strategy (subject to adoption of the Europol Regulation)

4.2 - Strengthen ICT and business alignment

Alongside the main operational systems (EAS, SIENA, EIS, EPE), a number of technical solutions for supporting the administrative needs of Europol are being developed and continuously enhanced: an HR system, Identity and Access Management tool, an Enterprise Content Management system — ECM (formerly Document Management System and internal Europol website). Budgetary austerity, EC3's reliance on Europol's existing ICT resources, the imminent entry into force of the new Europol Regulation and the need to finalise the above-mentioned ongoing ICT initiatives, call for a period of consolidation in the ICT area in 2014. Once ICT initiatives in progress are finalised and introduced into use in 2015, Europol will:

Annual Objective 4.2.1 – Assess and plan implementation of changes in ICT stemming from the Europol Regulation

Expected result Fresh integrated data management concept in line with modern demands of fighting organised crime and terrorism.

Related actions

- Identify change needs in Europol's ICT architecture and systems
- Prepare a new ICT Strategy (subject to progress with the new Europol Strategy and adoption of the Europol Regulation)

An overview of possible areas of ICT development expected to support the future Europol Regulation is provided in a dedicated section – "Europol's ICT capability" above (pages 11-12).

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

In 2012-2013 Europol reviewed its organisational structure with the aim of reducing costs and complexity through implementing a leaner administration and simplified procedures. This is expected to progressively result in the more effective and efficient allocation of resources towards the delivery of priority services to Member States. With the possible entry into force of the Europol Regulation, a new Europol Strategy, multiannual financial framework, newly-adopted Staff Regulations and Financial Regulation, 2015 offers a chance to:

Annual Objective 4.3.1 – Align the management of Europol's human and financial resources with regulatory changes and the budgetary context

Expected result Resources aligned with strategy.

Related actions

- Finalise pending implementing decisions following the entry into force of the new EU Staff Regulations and Europol Financial Regulation and implement related new policies and procedures
- As part of Europol's new multiannual strategy, establish a multiannual resource plan deriving from Europol's multiannual objectives and the EU's Multiannual Financial Framework
- Initiate the development of a competency framework: develop the strategic lines of a competency framework in view of its further development and potential implementation in 2016
- Implement Staff Survey and User Survey 2014 recommendations
- Explore IT tools for monitoring more closely resource implementation:
 - Management Information System a tool offering key management information (e.g. organisational performance, resource implementation, risks, organisational successes, "live" statistics) in a user-friendly, interactive way via dashboards
 - Contract management and procurement tool

4.4 - Build a strong and positive Europol culture and image

The success of improved awareness and visibility of Europol can be shown in the increase in demand for Europol support and increase in expectations of Europol. Steadily increasing user satisfaction and image ratings also demonstrate that Europol is perceived as a reliable and valuable partner. After joining social media in 2013, in 2014 Europol plans to set up an *alumni* network in the MS law enforcement community composed of former staff members. The annual European Police Chiefs Convention will continue to be run in its new format allowing for Working Groups chaired by MS volunteers to prepare the discussion on different topics before the event itself. The current approach to outreach and awareness-raising events ("road shows") will be assessed and reviewed, as well. But given the reach and impact of digital media, in 2015 there will be more initiatives to:

Annual Objective 4.4.1 – Develop Europol's digital communication tools

Expected result

A broader range of target audiences is aware of Europol's activities and added value.

Related actions

- Launch a new, partially multilingual Europol website
- Increase Europol's presence on social networks
- Disseminate audio-video material for prevention campaigns on different subjects

Annex A – Detailed overview of resource allocation ¹³

	Number of posts (TA,CA,SNE)	% of total posts	Budget allocation (incl. salary)	% of total budget
Implementation of priority actions				
Further develop the IT tools necessary to carry out Europol's extended mandate	n.a.	n.a.	3,538,427 ¹⁴	3.7
Additional SNE and CA posts	35 ¹⁵	5.5	840,000	0.9
I. Europol as the principal EU support centre for law enforcement operations:	237	37.3	33,502,312	35.5
1.1 – Ensure effective delivery of a unique set of operational support services	122	19.2	17,176,670	18.2
1.2 - Enhance the coordination of operational action in the EU	35	5.6	6,557,818	6.9
1.3 – Develop more effective cooperation with external partners	80	12.6	9,767,824	10.3
II. Europol as the EU criminal information hub:	62	9.8	10,544,028	11.2
2.1 – Monitor the implementation of the European Criminal Intelligence Model and promote its principles with national authorities in the MS	n.a.	n.a.	n.a.	n.a.
2.2 – Improve the analysis capability of Europol	50	7.9	8,382,017	8.9
2.3 – Strengthen the information management capabilities of Europol	12	1.9	2,162,011	2.3
III. Europol as an EU centre for law enforcement expertise:	124	19.5	16,208,107	17.2
3.1 – Pioneer new techniques to prevent and combat serious crime and terrorism	20	3.2	2,821,759	3.0
3.2 – Strengthen the position of Europol as a platform for specialist areas	95	14.9	11,977,621	12.7

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

The Budget 2015 was adopted on 17 December 2014. Part of the additional subsidy will be used for ICT staff augmentation (consultancy) and has not been allocated yet to specific initiatives.

Europol envisages throughout 2015 to use a small part of the additional funds received, to increase SNEs (20 additional SNEs are foreseen for Operations Department) and up to 15 CAs (5 for the area of ICT and another 10 may be allocated further if the need arises in other areas).

	Number of posts (TA,CA,SNE)	% of total posts	Budget allocation (incl. salary)	% of total budget
3.3 - Provide expertise and quality training in key law enforcement techniques	9	1.5	1,408,728	1.5
IV. Europol as a modern, efficient organisation:	108	17.0	17,067,522	18.1
4.1 – Strengthen Europol's accountability arrangements	39	6.1	5,367,867	5.7
4.2 – Strengthen ICT and business alignment	30	4.7	6,231,613	6.6
4.3 – Improve the management of Europol's human and financial resources	24	3.7	3,023,379	3.2
4.4 – Build a strong and positive Europol culture and image	16	2.5	2,444,665	2.6
Management and support services ¹⁶				
These include: administrative support; facilities; ICT services; management; security; HR and finance services	55	8.6	10,329,503	10.9
Other				
Data Protection Office	7	1.1	684,506	0.7
Internal Audit Function	3	0.5	286,860	0.3
Joint Supervisory Body	n.a.	n.a.	423,000	0.4
Management Board	4	0.7	1,012,146	1.1
TOTAL (IT + I + II + III + IV + management and support + DPO + IAF +JSB + MB)	635 ¹⁷	100	94,436,410	100

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

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

Annex B – Overview of critical risks and mitigating measures

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

For Europol, a risk is an uncertain event or set of events that, should it occur, would have an effect on the achievement of objectives related to the annual business planning (i.e. Work Programme and the related internal Work Plan). Risks are understood in two dimensions: **Threats** (expected negative effect on a business objective) or **opportunities** (expected positive effect on a business objective). Both types of risk – those identified as threats and opportunities – are listed below. The overview only shows critical risks.

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

(i) 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 2015 planning:

Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
01	Europol, following the delivery of the Europol Analysis System (EAS) in 2014, may fail to meet growing operational demand and may not deliver a unique set of operational support services, according to expectations of Member States and cooperation partners, including the needs of frontline investigators, due to the lack of: • Speed, relevance as well as quality of operational response and analysis provided; • Effective coordination law enforcement activities against cross-border organised crime affecting the EU, based on an accurate and thorough understanding of priority crime areas and	1.2.1-2 1.3.1-3 2.2.1-3 2.3.1-2	Share	 Focus of crime fighting activities following the launch of the second EU Policy Cycle and related OAPs in 2014; Continuous strategic analysis to reduce information gaps and to identify up-to-date regional crime trends (objectives 2.2.1, 2.2.2); Promotion and dissemination of Europol's key products and services, reinforced quality focus for AWF support and a positive Europol image (objectives 4.4.1, 4.4.2); Strong Liaison Bureaux involvement through the 24/7 Operational Centre (objective 1.2.2); Continuous efforts to achieve increased

Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
	 emerging regional threats; Europol's capability to effectively and efficiently process and analyse contributions; Availability of human resources at Europol, in Member States and within authorities of cooperation partners; Member States' preparedness to share live, high quality investigative data with Europol, reflecting doubts in relation to Europol's capabilities as an operational partner; Adequate resources in 2014 for joint investigation activities; Enhanced operational cooperation with source countries for key crime areas given, delayed negotiation of cooperation agreements; Access to non-law enforcement expertise, in particular from the private sector in the area of EC3; Awareness of, or sufficient trust in, Europol's services, given the re-design of AWFs and related information flows in a new EAS; Adequate capabilities of Europol's cooperation partners to protect the integrity and confidentiality of operational (analysis) data, provided by or through Europol; Clear responsibilities and participation of other EU agencies involved in the concerned operational work. 			 efficiency through the Info-Hub business area; Enhancement of the EAS with new functionalities (objective 2.2.3); Improvements to SIENA and the EIS (objective 2.3.2); Promotion of innovative crime fighting approaches and techniques (objective 3.1.1); Expansion of the core functions of EC3 (objective 3.2.2); Specific training on law enforcement techniques, also making use of online communication tools (objective 3.3.1); Specific satisfaction surveys on analysis and/or operational support received by MS and key partners; Member States take up responsibility to submit live investigative data and communicate the opportunities Europol can offer at national level (objective 1.2.2); Enhanced cooperation with key third countries and among the Justice and Home Affairs (JHA) agencies (objectives 1.3.1, 1.3.2).

Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
02	The further development of, in particular, core systems in 2015 and the related (support) activities, leads, in times of continuous budget austerity, to a critical risk profile regarding the production of the deliverables on time, within budget margins and against compliance requirements, especially in view of (the): • Key releases planned for the Europol Analysis System (EAS); • Important SIENA (Version 3) and EIS developments; • Improved interoperability between core applications of Europol (EAS, SIENA, EIS, EPE), reaching out towards Member States and other cooperation partners; • Increased technical support and data flows, resulting from elevated operational cooperation needs (e.g. re-design of the High Risk Informants Database, European Tracking Solution for covert surveillance operations, R&D in the area of EC3); • Tight human resource levels in infrastructure and ICT areas (given priority staffing in the core operational business in the last two years); • Heightened audit, security as well as data protection requirements; • Significant changes resulting from the new EU Staff Regulations and Framework Financial Regulation for EU agencies (and Europol's own Financial Regulation), applicable as of 2014, given that business and financial planning for 2014 and 2015 were prepared under the previous regulatory framework without transitional change processes in between;	2.2.3 2.3.1 2.3.2 3.1.1	Reduce	 In 2014, business delivery, especially for ICT, is guided by the principle of consolidation, aiming to provide a healthy starting point for the changes planned in 2015; Business plans are closely monitored, in order to identify deviations from the planning and budget availability in a pro-active manner; Explore outsourcing possibilities in order to cope with increasing budgetary means and decreasing human resource levels in infra-structure/support areas; Continuous optimisation of data handling systems, work processes and (resource) service management, in particular on view of the Europol Regulation (objectives 4.2.1, 4.3.1).

Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
	 De-prioritised development and maintenance of non-core systems and applications in the past years (e.g. in the area of asset and contract management); Expanded ICT support services in general. 			
03	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 2015. Accordingly, the new Europol Strategy (which will cover the organisational objectives beyond 2015) may not be focussed enough to provide realistic targets, given high stakeholder expectations.	objectives	Reduce	 Europol performs robust planning as well as performance measurement processes, the annual Europol Work Plan is closely monitored along the quarterly performance reporting; Europol continuously operates an organisational demand management process which contributes to ensure appropriate re-prioritisation within the organisational mandate and reflecting the principle of an efficient and effective use of available resources, in consultation with relevant stakeholders and assurance providers (such as the Europol MB); Europol will initiate the revision of the current Europol Strategy, in close cooperation with its partners and the Europol MB.

(ii) 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 2015 planning:

Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
01	The expected entry into force and implementation of the Europol Regulation, the Post Stockholm		Exploit	The currently expected finalisation of the Europol Regulation by 2015 will reflect
	Programme, the Multiannual Financial Framework			Europol's unique operational role;
	(MFF), the Internal Security Fund (ISF) and the changes to the institutional legal bases of Justice and Home Affairs (JHA) agencies may set an overall			 The IDMC, embedded in the Europol Regulation, will provide for a flexible, future- proof framework to manage information flows

Ref.	Risk description (cause, event and effect)	Objectives	Response	Response measures
	framework which does take full advantage of: • An enhanced security architecture across the EU JHA landscape, ascribing Europol a central information hub, analysis as well as operational support role for law enforcement agencies in the EU and beyond;			 in an efficient and effective manner, meeting highest security standards while reflecting data protection principles; The implementation of the Europol Regulation will be thoroughly planned (objectives 4.1.1, 4.2.1, 4.2.2).
	• An Integrated Data Management Concept (IDMC) at Europol, to realise a balanced approach between data protection and effective achievement of annual objectives and long-term strategy goals, taking due care of the trust invested by Member States and other partners regarding the secure handling of information and intelligence;			
	 An adequate level of financial and human resource allocation, to correspond with Europol's specific business objectives and mandate. 			
02	The maturing EU policy cycle (implementation of the EMPACT priorities of the EU SOCTA) and the expansion of the EC3 at Europol could result in a further profile and awareness boost for Europol as the key agency in the EU's internal security architecture, supported by the new Europol Regulation and the organisation's leading	1.2.1-2 2.2.1	Enhance	 An up-to-date intelligence picture will give a better understanding of the priority crime threats and required response actions (objective 2.2.1); Europol will expand the core functions of the EC3 (objective 3.2.2);
	information technology capabilities.			A broader range of target audiences regarding Europol's work is envisaged (objective 4.4.1).

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 2014. 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 18

In 2015, Europol estimates that the global budgetary envelope reserved for procurements will be approximately € 39 million, or 40% 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 2015 and thus not the total value of the relevant (framework) contracts;
- The indicative timeframe in the third column refers to launching the procurement and is understood as purchasing the goods and/or services.

Main procurement initiatives	Value	Indicative timeframe	Type of contracts
EC3			
ICT-related expenditure	3,100,000	Q1-Q4	Framework contract ICT consultancy and other specific contracts
ICT initiatives			
Core business solutions	3,898,100	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Data protection solutions	419,000	Q1-Q3	Framework contract ICT consultancy and other specific contracts
Governance and administrative solutions	1,252,500	Q1-Q2	Framework contract Europol Analysis System and specific agreements

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

Main procurement initiatives	Value	Indicative timeframe	Type of contracts
ICT platform and infrastructure	1,954,100	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Applications operations	420,000	Q1-Q2	Framework contract ICT consultancy and other specific contracts
IT Operations Centre	104,000	Q1-Q2	Framework contract ICT consultancy and other specific contracts
Service Desk	1,640,000	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Infrastructure engineering	320,000	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Infrastructure operations	3,449,500	Q1-Q4	Framework contract ICT consultancy and other specific contracts
Service management	6,192,300	Q1-Q4	Framework contract ICT consultancy and other specific contracts
ICT planning and financial management	139,500	Q1	Framework contract ICT consultancy
Staff augmentation and continuous improvements	2,391,546	Q1-Q4	Framework contract ICT consultancy and other specific contracts

Main procurement initiatives	Value	Indicative timeframe	Type of contracts
Other initiatives and services			
Various service level agreements/ memoranda of understanding (Host State, PMO, ESH etc.)	5,478,500	Q1-Q4	SLA / MoU / Agreements
Staff-related expenditure, excluding salaries or allowances (medical services, training, etc.)	723,500	Q1-Q4	Various framework and specific contracts

Main procurement initiatives	Value	Indicative timeframe	Type of contracts
Building-related expenditure (energy, cleaning, maintenance, furniture, etc.)	1,290,00	Q1-Q4	Various framework and specific contracts
Various administrative services (postal, stationery, open source, library, publications, catering, insurance, uniform, legal, PR items, etc.)	1,282,300	Q1-Q4	Various framework and specific contracts
External service providers (security, helpdesk, reception desk, conference, AV support etc.)	857,000	Q1-Q4	Various framework and specific contracts
Car park, including purchase, maintenance, insurance, fuel, etc.	160,000	Q1-Q4	Various specific contracts
Staff missions and reimbursement for travel expenditure to operational and governance meetings	3,552,650	Q1-Q4	Specific contract
Interpretation in operational and governance meetings	717,750	Q1-Q4	Specific contract
Translation of documents	234,000	Q1-Q4	Specific contract
Reimbursement for hotel expenditure to operational and governance meetings	558,800	Q1-Q4	Specific contracts with different hotels
Other operational activities (printing, equipments, external expertise, providing training to third parties, etc.)	105,000	Q1-Q4	Framework contract for printing and various other specific contracts

Annex D - Europol organisational chart

