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## Management Board

Mr Antonio Tajani

President of the European Parliament

### Consultation on Europol's draft Multiannual Programming 2019-2021

Dear President Tajani,

In accordance with Articles 12(1) and 51(2)(c) of the Europol Regulation I am pleased to transmit to the Joint Parliamentary Scrutiny Group (JPSG), for consultation, Europol's draft multiannual programming 2019-2021.

The draft multiannual programming sets out the overall strategic programming, including the objectives, expected results and performance indicators; the resource planning, including the multiannual budget and staff; and the strategy for relations with third countries and international organisations.

I look forward to the JPSG's input on Europol's draft multiannual programming 2019-2021 and remain at your disposal for any further information you may wish to obtain.

Yours sincerely,

A handwritten signature in blue ink, appearing to read "Pärkna".

Mr Priit Pärkna  
Chairperson

*Attachments: draft Multiannual Programming 2019-2021 (#945558v2).*



The Hague, 30 January 2018

EDOC# 945558v2

**Draft**

**Europol Programming Document**

**2019 – 2021**

**SECTION II –**

**Multi-annual programming 2019 – 2021**

## List of Acronyms

ADEP	Automation of Data Exchange Processes
AFIS	Automated Fingerprint Identification System
AP	Analysis Project
ARO	Asset Recovery Office
CAR	Conflict Armament Research
CATS	Coordinating Committee in the area of police and judicial cooperation in criminal matters
CBRN	Chemical, Biological, Radiological and Nuclear
CGN	Carrier-grade network address translation
COM	European Commission
COSI	Standing Committee on Operational Cooperation on Internal Security
CT	Counter-Terrorism
EC3	Europol Cybercrime Centre
ECA	European Court of Auditors
ECD	Europol Council Decision
ECTC	European Counter Terrorism Centre
EEAS	European External Action Service
EMAST	EU Mobile Analysis Support Teams
EMIST	EU Mobile Investigation Support Teams
EMPACT	European Multidisciplinary Platform against Criminal Threats
EMSC	European Migrant Smuggling Centre
EPE	Europol Platform for Experts
ESOCC	European Serious and Organised Crime Centre
ETS	European Tracking Solution
EUIPO	European Union Intellectual Property Office
EU RTF	EU Regional Task Force
FIU	Financial Intelligence Unit
HR	Human Resource
IAC	Internal Audit Capability
IAS	Internal Audit Service
IDMC	Integrated Data Management Concept
iOCTA	Internet Organised Crime Threat Assessment
IRU	Internet Referral Unit
ISF	Internal Security Fund
J-CAT	Joint Cybercrime Action Taskforce
JHA	Justice and Home Affairs
JIT	Joint Investigation Team
JOT	Joint Operation Team
JSB	Joint Supervisory Board
LEA	Law Enforcement Authorities
MB	Management Board
MENA	Middle East and North Africa region
MS	Member State
MTIC	Excise and Missing Trader Intra Community
PIU	Passenger Information Unit
QUEST	Querying Europol's systems
PNR	Passenger Name Record
SIENA	Secure Information Exchange Network Application
SIS	Schengen Information System
SOCTA	Serious and Organized Crime Threat Assessment
TFTP	Terrorist Finance Tracking Programme
TP	Third Parties
UMF	Universal Message Format
US ATF	Bureau of Alcohol, Tobacco, Firearms and Explosives
VIS	Visa Information System

**SECTION II - Multi-annual programming 2019 – 2021**

**1. Multi-annual objectives**

Based on the Financial Regulation and following Commission guidelines, Europol has prepared its Programming Document 2019-2021 containing multi-annual and annual programming components combined with indicative budget and resource allocations.

The multi-annual component of the Programming Document is largely based on the Europol Strategy 2016-2020 which was adopted by Europol’s Management Board on 1 December 2015. The agreed strategic objectives are incorporated in the Programming Document as multi-annual objectives and are linked to the 2019 annual work programme, objectives and actions under Section III. A mid-term review of the Europol Strategy is envisaged for 2018, while the development of multi-annual strategic objectives covering the years 2020+ should take place in 2019.

In the next three years, Europol will continue to support law enforcement authorities in their fight against serious and organised crime and terrorism, but the strategic emphasis of the organisation will progressively shift from laying the foundation of increased capability to one based on full-scale delivery of operational service and impact. Europol, in its Multi-annual programming 2019-2021, focuses on consolidating all its capabilities and expertise, to deliver the most effective support to MS investigations. The focus of Europol’s work will therefore be placed on two fundamental themes:

- a) making a significant contribution to criminal information management in the EU
- b) delivering maximum operational impact in its operational support to MS



## 2. Multi-annual programme

### **Goal 1: Europol will be the EU criminal information hub, providing information sharing capabilities to law enforcement authorities in the MS**

The information management capabilities of Europol lie at the heart of its mandate, as they allow for increased cooperation between the Member States and Europol, and are crucial in obtaining the necessary intelligence to tackle cross-border crime. Information management includes the access to, collection and organisation of the structure, processing and delivery of information from multiple sources and in multiple formats to the Member States. To achieve its goal, Europol's work will focus on three axes: firstly on re-evaluating the information architecture of the organisation, in particular in the context of the new integrated data management concept afforded by the new Europol Regulation and in the context of improved EU interoperability of information systems; secondly, on the provision of fast, reliable and uninterrupted first line response and thirdly, on enhancing partnerships to develop a more comprehensive intelligence picture.

#### **1.1 Develop the necessary ICT capabilities to maximise the exchange and availability of criminal information**

Europol will exploit new technological developments and be a significant contributor to the increased integration and interoperability of law enforcement systems in Europe.

The new legal framework of Europol removes the emphasis from specific ICT systems and databases and introduces a new integrated data management concept (IDMC) which focuses, first and foremost, on placing the business needs of the law enforcement community as the main driver of obtaining, storing and disseminating the information available. In concrete terms, the rules for information processing are related to the data itself – rather than the systems or databases used to store it. As a consequence Europol, in close consultation with Member States, will have the opportunity to use this flexibility to modernise its systems architecture and information management strategy to ensure the best ways to manage criminal information and enhance the analytical capabilities of Europol based on MS' operational requirements. The integration of data will ensure that links across crime areas will be more easily identified and therefore, analytical support will be of increased value. The implementation of this new concept will lead to an evolution of existing systems such as the EIS and the development of new ICT solutions, including means of innovation such as, data science and 'smart' technologies.

Other major drivers behind information exchange capabilities will be the ever-increasing amount of available information and new technological trends such as de-centralised systems of information sharing. Europol will work towards providing Member States with optimal solutions by examining and applying the most appropriate topologies (e.g. central collecting or connecting data, ADEP concept) to ensure the necessary access to information and the provision of a complete intelligence picture. The access to and cross-checking of data in databases such as Prüm, SIS II and VIS will also be considerations of the new design. Travel intelligence such as PNR and ETIAS are expected to have a significant effect on the requirements of Europol's infrastructure.

Europol will build on the success of SIENA and further develop it as the system of first choice for secure law enforcement information exchange and communication.

#### **1.2. Provide effective and immediate first-line information exchange**

The information intake and data handling model will be reviewed in line with the new integrated data management concept and taking into account the increasing influx of high volume data.

Europol will respond to the needs of Member States for fast and uninterrupted service in a number of ways. A first-line 24/7 information hub is available to maximise intake, initial

## Europol Unclassified – Basic Protection Level

processing and availability of information to Member States. In addition, Europol will work with Member States to increase the quality of their cooperation, in particular with regard to the quality of information exchanged and the speed of response (e.g. through increased usage of the Universal Message Format (UMF)).

Finally, Europol will further invest in standardisation, automation of cross-matching, optimisation of information flows and flexible resource allocation with a view to making more efficient use of human resources while managing to respond to all information processing requests in a timely manner.

### 1.3. Strategically enhance partnerships with cooperation partners

An enhanced multi-disciplinary approach is becoming increasingly more relevant for Europol in delivering its mission, bringing together necessary expertise and information from an expanding range of partners.

Europol will continue to promote and further develop its cooperation with all competent law enforcement authorities including Customs and Counter-Terrorism services in the MS. At the same time, Europol will aim to further strengthen its partnership with third states (e.g. US, Mediterranean countries, the Western Balkans, Middle East and North African countries), through initiatives which preserve Europol's operational nature and its support function to Member States. In view of the global challenges the EU is facing, for example in the area of cybercrime, migration and terrorism, cooperation with Interpol will remain particularly relevant and will be enhanced through closer alignment and setting of common strategic actions.

EU agencies (e.g. Frontex, Eurojust) will remain important partners and cooperation will be further enhanced on the basis of complementarity. In particular, Europol and Frontex will closely cooperate in matters related to irregular migration while Europol and Eurojust will continue strengthening their cooperation through Joint Investigation Teams and in the area of cybercrime. The work of Europol on Intellectual property crime will be enhanced through the cooperation with EUIPO. Cooperation with other agencies, especially in the area of Justice and Home Affairs (e.g. CEPOL, eu-LISA, FRA), is being developed and implemented as needed for initiatives of common interest.

In addition, and more significantly than in the past, Europol's ability to cooperate with the private sector will be key in achieving the best operational results; the provisions of the new Europol Regulation will largely determine the extent to which Europol will cooperate with private partners.

The new External Strategy 2017-2020 as endorsed by Europol's Management Board at the end of 2016 has further defined the focus and steps to be taken towards enhancing cooperation with third countries and international organisations (please see next chapter).

### **Goal 2: Europol will provide the most effective operational support and expertise to MS investigations by developing and employing a comprehensive portfolio of services**

Europol will provide high quality operational support to MS investigations in three key priority areas, aligned with the European Agenda on Security, namely Serious and Organised Crime, Cybercrime and Counter-Terrorism.

In order to achieve maximum impact and operational results, Europol will dynamically adjust its operational delivery models and use of human resources. Existing and new operational capabilities and expertise will be employed as required to tackle the challenges in each of the key crime areas. Europol's Analysis Projects will support MS investigations in the area of Serious and Organised Crime within the priorities set in the EU Policy Cycle (2018-2021), while special focus will be placed in the area of facilitated irregular migration. The European Cybercrime centre will continue to drive and support intelligence-led actions and provide specialised forensic and technical support. In the area of counter-terrorism, Europol will focus on promoting and facilitating cooperation and information sharing with a view to improving the intelligence picture and increasing operational

## **Europol Unclassified – Basic Protection Level**

support to MS. In all priority areas Europol will provide an effective platform for the coordination of operations carried out by MS.

A number of cross-cutting operational capabilities will also be used to support the MS. Europol will further develop and adjust Europol's analytical products to match the needs of the MS. Europol will further support the EU Policy Cycle and aim to increase its impact on the set priorities. The embedment of FIU.net at Europol and the work on asset recovery will aim to increase the use of Financial Intelligence in all crime areas while access to PNR data will allow for identifying further criminal links. Europol will also continue sharing its expertise and building capacity at Member States through its training and special tactics capabilities.

Europol will continue delivering in selected areas and as required by the Member States, central capabilities and expertise that are not available widely at national level, to provide cost-effective and enhanced support where a common European response to threats is required.

Europol will be prepared to swiftly adjust its response as required by MS and work more closely with front-line investigators, providing on-the-spot, real-time information exchange and expertise. Europol will aim to support MS by using the most suitable, tailor-made operational delivery models. Based on the assessment of MS needs, Europol's response could include short and longer-term deployments of Europol experts (e.g. through EU mobile investigation support teams or through deployment of Europol experts to CSDP missions), forming a situation centre to coordinate a response to major security events and crises, creating a task force or supporting the formation of multi-national teams to intensify efforts and achieve immediate operational results in areas demanding attention. Finally, Europol will establish the required connections and develop standard operating procedures or protocols, to be able to respond to emerging incidents.

### **2.1. Support MS investigations in the area of Serious and Organised Crime**

Europol has largely embedded the principles of intelligence led policing in its structure, processes and resources. The EU Policy Cycle priorities will be the main driver for operational support provided to MS in the area of Serious and Organised Crime. Additionally, Europol will support Member States' efforts in tackling hierarchically structured, poly-crime Organised Crime Groups ("Mafia-type" groups). The work on Intellectual Property Crime will also be enhanced through a cooperation agreement with EUIPO. Europol will continue its work of providing operational analysis, coordination and funding of operational meetings. Large-scale operations and joint action days will be coordinated from Europol HQ with the aim of achieving operational results. The clustering and reduction of the number of Analysis Projects and the exchange of best practices between them will serve to achieve consistent results and optimum allocation of human resources. From 2018 onwards, Europol will support Member States in tackling the priorities defined in the new EU Policy Cycle 2018-2021.

As part of the EU efforts to respond to the migration crisis the European Migrant Smuggling Centre (EMSC) established in early 2016 provides increased operational support to MS in their fight against organised people smuggling networks. The EMSC utilises a combination of operational capabilities to ensure the best operational support; the pre-existing Analysis Projects, JOT-Mare and regional task forces deployed at Migration hotspots were strengthened with EU mobile investigation and analysis support teams, providing on-the-spot operational and analytical support. The expertise of the EU Internet Referral Unit is also used to identify and refer online content relating to the provision of irregular migration services.

## **2.2. Support MS investigations in the area of Cybercrime**

In the area of cybercrime, one of the most dynamic and challenging threats faced by MS, Europol will deliver operational support to cybercrime investigations, in particular addressing those crimes i) committed by organised groups, especially those generating large criminal profits such as online fraud, ii) which cause serious harm to their victims, such as online child sexual exploitation and iii) affecting critical infrastructure and information systems in the European Union.

The European Cybercrime Centre (EC3) will continue pioneering operational capabilities such as advanced digital forensic, technology tools and platforms supporting the MS in protecting society by providing a collective EU response to cybercrime. EC3 will also enhance its Victim Identification capabilities, in particular with regard to child sexual exploitation and continue its work in delivering prevention material.

EC3 will continue engaging with the law enforcement community, supporting the J-CAT and key partners, such as Interpol's ICGI, to identify, prioritise and coordinate operational action against cyber threats, becoming the EU reference for cybercrime investigators.

Increased cooperation with the private sector, academia and NGOs will be pivotal in acquiring multi-disciplinary expertise, promoting innovation and keeping up with the latest security and technological developments that act as facilitating factors for cybercrime.

EC3 will play an increasingly active role in the efforts of law enforcement against the use of encryption for criminal purposes.

## **2.3. Enhance cooperation in the area of Counter-Terrorism**

In the area of Counter-Terrorism, more work is required to achieve better cooperation and sharing of information. Europol will work towards an intelligence-led, user-driven and sustainable approach to collaboration amongst EU MS, partners and Europol on counter-terrorism issues.

The European Counter-Terrorism Centre (ECTC), operational from 2016 at Europol, brings together Europol's existing capabilities to promote and build the necessary infrastructure to enhance information exchange and the ability to provide analytical and operational support in major investigations. A key role for the centre is to support major CT investigations of Member States.

The EU IRU will be used to tackle online radicalisation, while the increased capabilities afforded by the TFTP and the FIU.net will be used to enhance the intelligence picture on terrorism financing. Trafficking in firearms continues to be an enabler of various forms of serious and organised crime and has also emerged as a key concern in the wake of recent terrorist attacks. Europol will increase its support to Member States in the fight against trafficking in firearms. Similarly, it will continue in its efforts to help MS to combat violent extremism, including in relation to the protection of vulnerable communities.

Europol will continue the effort to apply secure, tailored solutions within its EIS and SIENA systems to promote and enhance information exchange in the area of counter-terrorism. From 2017, a 24/7 CT service is available within the Front Office of Europol.

Additionally, in case of a major terrorist incident, Europol will be able to provide a First Response Network to best support Member States' investigations.

## **2.4. Develop and manage high quality analytical support and an evolving portfolio of cross-cutting operational capabilities**

Operational and strategic analysis will remain the basis of Europol's operational support. Analysis products will evolve in order to remain relevant with the aim to make best use of the information available to Europol to provide unique and valuable intelligence to Member States. This will include identifying the needs of Member States in terms of the type of analysis needed (e.g. tactical, strategic or operational), investing in the training of Europol analysts, further developing and maintaining quality standards for analytical support and



## **Europol Unclassified – Basic Protection Level**

exploring new methods such as big data analysis. Focus will also be placed on identifying and assessing future developments of crime. The new opportunities afforded by the integrated data management will ensure the provision of high quality value-adding analytical products.

Europol will step up its contribution in all stages of the EU Policy Cycle on organised and serious international crime. Europol will support the Policy Cycle priorities with the aim to improve the operational focus of operational actions and in addition, will provide Grants for the implementation of the actions. Finally, the coordination of cross-border investigations within the Policy Cycle priorities, including highly complex operations involving numerous operational actions, will be refined in order to identify the best ways to achieve operational impact.

The successful completion of the integration of FIU.net into Europol will present significant opportunities to increase the engagement of national FIUs in Europol's activities and to make better use of financial intelligence in national and international investigations in all priority areas.

Additionally, the use of financial intelligence in combination with other information such as PNR records can enhance the intelligence picture and provide the missing links to Member States in all priority areas; in this respect, Europol will assume an active role in PNR information exchange and gradually develop a travel intelligence capability.

### **Goal 3: Europol will be an efficient organisation with effective governance arrangements and a positive reputation**

As of 1 May 2017, a new Europol Regulation is applicable.

As any organisation, in particular in the continuing climate of economic austerity in the EU, Europol aims at achieving the most efficient and effective use of all its resources (human, financial, facilities, ICT infrastructure and services). As a public organisation, Europol will continue adhering to the highest accountability and governance standards and will strive to introduce further efficiency gains in its processes.

Europol will continue to build its profile as a trusted partner in EU policing and promote the results of cross-border law enforcement cooperation in the EU. Finally, Europol will continue advocating for the needs of the European law enforcement community.

#### **3.1. Ensure effective, efficient and accountable management of Europol's resources**

Europol will remain vigilant in managing its human and budgetary resources in the most efficient way with a view to providing maximum operational support to Member States.

Further efficiency gains will be introduced through streamlining of reporting, processes and monitoring of resource allocation (human resources and budget).

ICT and building requirements will be significantly adjusted to support the vision and strategy while, at the same time, adhering to the strict security and data protection standards of Europol. A new ICT delivery strategy will ensure the optimisation of the delivery of ICT systems in line with business needs.

Europol will maintain its high accountability standards by addressing audit and evaluation recommendations and by adhering to its internal control standards. As a consequence of the Europol Regulation, Europol will be subject to new supervision and oversight from the European Data Protection Supervisor (EDPS) and the Joint Parliamentary Scrutiny Group (JPSG). In line with the European Union's policy, Europol will continue enhancing the transparency of its activities by facilitating access to documents through a public access register.

In order to best support Member States, Europol will continue to identify and develop the right staff competencies and skills and strive to obtain the best resources.

**3.2. Promote the added value and achievements of EU law enforcement cooperation to stakeholders and EU citizens**

Europol will continue to build its profile as a trusted partner in EU policing and promote the benefits and the value added from cross-border law enforcement cooperation to relevant stakeholders.

Based on on-going efforts Europol will take further actions to raise awareness about its services and the advantages of cooperation to law enforcement actors, decision-makers in the area of police matters and partners from other sectors.

As an EU Agency fostering European cooperation and integration, Europol carries also the responsibility to communicate the added value of its activities to the wider European public.

The joint work of the law enforcement authorities in the EU delivers results which are hard evidence of the added value and benefits that EU cooperation offers to citizens. Success stories of EU police cooperation become indispensable contributions to the positive shaping of citizens' perceptions towards law enforcement, the European Union and its activities.

## Europol External Strategy 2017-2020

In order to strengthen Europol's contribution to consolidating the Security Union, in particular the fight against serious and organised crime and terrorism, Europol's activities in the external domain will focus on the following objectives:

- Optimising Europol's **partnerships**, operational and strategic;
- Strengthening Europol's role as the **preferred platform** for international law-enforcement cooperation against threats related to EU security;
- Reinforcing Europol's position within the **EU security architecture**;
- Promoting Europol's **successful cooperation model**.

### 1. Rationale

Article 12 of the Regulation (EU) 2016/794 of the European Parliament and of the Council of 11 May 2016 on the European Union Agency for Law Enforcement Cooperation (Europol Regulation) explicitly stipulates the establishment of a strategy for relations with **third countries** and **international organisations**, which is also an element of the multiannual overall strategic programming.

Europol's External Strategy, reflecting the Europol Regulation, does not cover cooperation with EU agencies and other partners, such as the private sector.

The Global Strategy for the European Union's Foreign and Security Policy (EU Global Strategy), the European Agenda on Security, followed by the Communication from the Commission delivering on the European Agenda on Security to fight against terrorism and paving the way towards an effective and genuine Security Union and the European Agenda on Migration, represent the basis of Europol's External Strategy for the years 2017 to 2020.

### 2. Goals

The goal of the External Strategy is to guide Europol's cooperation with third countries and thereby fulfilling the agency's objectives set by the Europol Regulation, which is to support the competent authorities of the Member States and their mutual cooperation in preventing and combating serious crime affecting two or more Member States, terrorism and forms of crime which affect a common interest covered by a Union policy.

#### 2.1. Contributing to the implementation of the EU strategic framework

As stated in the EU Global Strategy, the internal and external security is ever more interlinked. The European Union is expected to play a major role in providing a global security. Europol is firmly embedded in this framework.

Europol's external cooperation with core partners from the third countries, like-minded countries and regional groups will be based on operational requirements and the recognised need for effective law enforcement cooperation based on the above mentioned strategic EU documents.

In accordance with the priorities set by the EU's strategic documents in the area of internal security, such as terrorism, hybrid threats, cyber and energy security, organised crime and external border management, **Europol's recognised operational priorities in the context of this strategy will be mainly in the area of serious organised crime, cybercrime and terrorism**. Hybrid threats are a new phenomenon which has to be further analysed in order to define Europol's role and the possible support it could provide in response to this global threat.

#### 2.2. Implementation of the Europol External Strategy

Europol's external relations should primarily focus on **strengthening Europol's contribution** to the fight against the three areas of crime identified in the European Agenda on Security: **Serious and Organised Crime, Cybercrime and Terrorism**.

## Europol Unclassified – Basic Protection Level

Among serious and organised crime challenges, **migrant smuggling** is of particular importance.

Europol's external activities are and will continue to be driven by **operational needs**. They should in particular serve the proper implementation of actions planned under the **Policy Cycle** and foster involvement and active participation of partners – third countries and organisations - in **EMPACT** activities.

Member States remain the leading participants of EMPACT and the mechanism itself primarily serves the internal security of the EU. However, its full and successful implementation, in particular at the operational level, is not possible without close partnership with third states and organisations. Europol will prioritise cooperation with partners that contribute to the implementation of the Policy Cycle.

At the same time, Europol will react flexibly to new or emerging security threats.

### 3. Objectives

Europol's objectives in the external relations domain are as follows:

#### 3.1. Optimising the **network of partnerships**, operational and strategic

Europol's primary objective is to ensure proper exchange of information and strengthening its role as the **EU criminal information hub**. This can be achieved through strategic and operational partnerships with external partners in accordance with the Art 23 and Art 25 of the Europol Regulation.

#### 3.2. Strengthening Europol's role as the **preferred platform** for international law-enforcement cooperation against threats related to EU security

Europol should continue to offer its partners an **attractive environment for cooperation**, both bilateral and multilateral.

The community of **liaison officers** attached to Europol plays a crucial role in facilitating proactive and coordinated activities against the serious crime. It will remain **one of Europol's unique features**. Europol's partners that contribute to its activities, in particular to its operational tasks, should have the opportunity to benefit from this unique feature and second their officers to Europol. Partners already having their officers seconded should be encouraged to develop their liaison bureaus further, involving various services that might benefit from and contribute to Europol's work. Secondment of counter-terrorism and cybercrime liaison officers should be particularly encouraged.

The development of the liaison officers' network should lead to better and more coordinated international police cooperation, bringing various states and regions closer together; the role of Europol in facilitating trans-Atlantic cooperation should be seen as an example in this regard.

Promoting **SIENA** and the **universal message format** will further contribute to secure and swift information exchange which, if necessary, might be combined with Europol's analytical capabilities.

**Europol's Platform for Experts** (EPE) should be promoted further in this context, as it offers a secure cooperation environment bringing together security experts. EPE should remain open to those partners with which Europol does not cooperate otherwise.

#### 3.3. **Reinforcing Europol's position within the EU security architecture**, in order to address external threats to the security of the EU

Europol is one of the key actors of the EU internal security architecture and an important part of a coherent European response to external security challenges like terrorism or migrant smuggling. Europol will strive to further develop its contribution to EU security, especially in the field of external relations.

Europol will further **strengthen cooperation with the European Commission and the European External Action Service** in order to ensure the proper exchange of strategic

## Europol Unclassified – Basic Protection Level

information, to provide joint analysis of threats that have both an internal and external dimension and to facilitate contacts with third countries with which Europol doesn't cooperate yet.

Europol will further develop its cooperation with **EU operations and missions**, in particular those having executive functions and those operating in areas relevant for the internal security of the EU.

Europol will assess the potential of temporarily **deploying its staff outside of the EU, including to EU delegations, missions and operations**, which could contribute to gathering intelligence related to serious threats, such as migrant smuggling or terrorism.

Europol's role in **capacity building** in third countries will remain limited, focused on areas in which Europol has specific expertise and which are relevant for Europol's core business. Any capacity building activities should be carefully assessed and planned, with due consideration to available resources.

### 3.4. Promoting Europol's **successful cooperation model**

Regional entities that facilitate international police cooperation might benefit from Europol's successful cooperation model. Subject to available resources, Europol will promote and explain its functioning, its successful cooperation mechanisms and the lessons learned. The objective is to facilitate future cooperation between those regional entities and Europol.

## 4. Partners

The Europol Regulation gives Europol possibilities for effective and mutually beneficial cooperation with third countries and organisations. It gives Europol a global reach to serve the European law enforcement community.

When choosing cooperation partners, geographical criteria need to be combined with others, as for certain types of crime the geographical proximity of a cooperation partner is not the only criterion.

### 4.1. Third countries

As foreseen in the Regulation, agreements concluded before 1 May 2017 will remain the basis for future cooperation. Europol will strive to maintain and further develop the **already existing relationships** with all partners that are parties to agreements already in force.

The Europol Strategy states that Europol will aim to further strengthen its partnership with third states. The United States, Mediterranean countries and the Western Balkans are explicitly mentioned.

**The United States of America** will remain Europol's key partner. Mutual support and operational cooperation should be further reinforced, in particular through the increased exchange of information and active involvement in operational activities. Terrorism and cybercrime will remain main areas of common interest, notwithstanding continued cooperation in other fields, such as organised crime and migrant smuggling.

The migratory crisis and present terrorist threat call for closer cooperation between Europol and **Middle East and North African** countries. Each country of the region has its own specificities and a unique position in the security environment. In developing Europol's cooperation in this region, close cooperation with the European Union Action Service is of particular importance.

The **Western Balkans** will remain a region of particular relevance for Europol. Europol has been prioritising cooperation with the region for many years, which led to the conclusion of numerous operational agreements and successful strategic and operational cooperation. Further implementation of the agreements and full use of the already available mechanisms remain crucial. Migrant smuggling, organised crime and terrorism will remain key areas of common interest.

## Europol Unclassified – Basic Protection Level

Europol will continue supporting **regional initiatives in the Western Balkans**, as long as their activities supplement and enhance Europol's operational cooperation with the region.

The above mentioned areas will also require close cooperation with **Turkey**, the development of which depends on the general relations between the EU and Turkey.

Europol recognises the importance of cooperating with **Asian countries**, such as **India** and **Pakistan**, and will strive to strengthen cooperation with them.

Given the impact of Chinese organised crime on the EU and the high international profile of Chinese criminal groups, building cooperative relations with **China** will be of particular importance.

**South- and Central American states** will be important partners, in particular as regards drug-related crime. Furthermore, options available for cooperation under the Europol Regulation will be explored for the bilateral relations with **Israel** and **the Russian Federation**.

### 4.2. International organisations

**Interpol** will remain Europol's key partner. Respective capabilities and tools are complimentary and Europol remains **focused on supporting EU Members States** and ensuring **EU-wide** law enforcement cooperation. In view of the global challenges the EU is facing, cooperation with Interpol will remain particularly relevant and will be enhanced through closer alignment, increasing joint participation in operational activities and setting of common strategic activities.

Europol will make efforts to enhance its cooperation with **other international organisations** that play a role in the field of security, such as United Nations/ United Nations Office on Drugs and Crime (UN/UNODC), Organisation for Security and Co-operation in Europe (OSCE), World Customs Organisation (WCO) or North Atlantic Treaty Organization (NATO). Europol will strive to strengthen its cooperation in particular with the latter; counterterrorism and tackling migrant smuggling are detected to be the fields of common interest.

Europol is open for cooperation with **regional police cooperation organisations** such as Ameripol, Aseanapol and Afripol. Cooperation mechanisms should reflect operational needs as well as geographical and thematic priorities of Europol. Europol will strive to promote its successful cooperation model to foster regional cooperation.

## 5. Oversight mechanism – the role of the Management Board

The Management Board adopted guidelines on the implementation of the External Strategy in its meeting of 1 May 2017.

Information on the implementation of the External Strategy will be presented to the Management Board every six months. Moreover, Strategic Reviews concerning particular partners or regions will be submitted to the Management Board on a regular basis in order to present the on-going cooperation and seek guidance on further actions.

### 3. Human and financial resource outlook for the years 2019-2021

The Multi-annual Financial Framework (MFF) 2014-2020 of the EU had prescribed in 2013 a net reduction of Europol's resources for the years 2014-2020. In 2016, however, the political priorities of the EU made a necessary shift towards the establishment of a Security Union in order to address a number of pressing issues, particularly the increased migratory flows, the elevated terrorist threat, cybercrime or internet-facilitated crime and the fragmented EU information landscape.

Europol's role in the security landscape of the EU has been discussed with increasing intensity, with the Security Union being one of the latest examples. As a result, Europol was entrusted with a number of entirely new functions such as the European Cybercrime Centre, the European Migrant Smuggling Centre, the European Internet Referral Unit, the European Counter-Terrorism Centre and the FIU.net. Though some resources were provided to Europol to perform these new tasks, Europol has depended heavily on internal re-allocation of operational staff and on the shifting of posts from support functions to the Operations Department.

The discussion of Europol's role in the Security Union including on the latest topics such as innovation, interoperability<sup>1</sup> and decryption, calls for a continuous and comprehensive review of the agency's overall needs for human resources. In order to be able to perform the tasks assigned to it, Europol has to be reinforced with an appropriate level of staff.

Europol is an operational law enforcement agency, supporting the Member States by participating in their operations be it with expertise, analysis, on-the-spot deployments, cross-checking of data and operational meetings among other activities. Therefore, as criminal and terrorism threats are rising and EU cooperation becomes increasingly a vital success factor, the demand for Europol's services continues to grow and requires a corresponding increase in the agency's handling capacity.

Europol sees the necessity for further growth and development over the coming years (2019 – 2021). Factors which already have an impact or will have an impact during the following four years have to be taken into account. A small sample of the developments that most affect the security of EU citizens and for which Europol would require further development and resources are:

- Prevent or respond to terrorist attacks
- Take more terrorism propaganda offline
- Increase pressure on smuggling and trafficking networks, including via being present at migration hotspots in affected MS with Guest Officers
- Pioneer law enforcement information processing solutions of the next generation
- Increase capacity of centralised support for cyber forensics and decryption
- Increase the use of financial intelligence in investigations
- Develop a strong victim identification capability particularly to protect children from sexual abuse and exploitation

In its previous Programming Document Europol clearly defined its ambitions in a comprehensive plan for the years 2018-2020 in which an annual staff increase of approximately 70 Temporary Agent posts was foreseen. Eventually a more modest staff increase for 2018 was decided upon by the budgetary authority which amounted in a net staff increase of 26 Temporary Agent posts.

In the current Programming Document 2019-2021 Europol has based its planning on the modest approach taken by the budgetary authority for 2018 assuming that a bigger resource demand would not be met. The requested new posts would still allow for some increase in activities to enable continuation of Member States' support at an acceptable level, would boost to a certain extent the area of innovation and operational ICT and would also allow the agency to keep up with operational demand from Member States, for

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<sup>1</sup> COM(2017) 794 final

## Europol Unclassified – Basic Protection Level

example to take into account a constant growth of support requests in the area of strategic and operational meetings that are organised for Member States.

From a high level perspective, for the next three years, Europol foresees the following Temporary Agent staff increases:

Area of the business	2019	2020	2021
Operations Directorate	+19	+19	+16
ICT Department	+20	+14	+12
Governance and Administration	+4	+4	+3
<b>Total</b>	<b>43</b>	<b>37</b>	<b>31</b>

It is important to stress the focus placed on augmentation of ICT resources. Information management capabilities are at the core of Europol's mandate and mission. In the last five years alone, Europol has been accepting at least 15% more contributions of operational data by MS each year, going from around 26,000 contributions in 2012 to more than 70,000 in 2017. During the same period the number of objects in the Europol Information System (EIS) has increased fivefold to containing more than 1 million objects in 2017. Member States have also intensified their usage of EIS – querying the system more than 2 million times in 2017- while more than 1,000 competent authorities are communicating through Europol's SIENA. Beyond the increased information exchange and number of users, technological solutions are continuously being developed and their services used to support the Member States, such as face recognition and victim identification solutions. Finally, Europol is committed to upgrading its information management and systems architecture and to introducing up-to-date, innovative capabilities to ensure that the information shared by Member States results in analysis products that provide the most accurate and comprehensive intelligence picture. This requires transformational as well as incremental change, and commensurate investments.

In past years, the budgetary process has resulted in Europol receiving additional resources specifically for its Operations Directorate, i.e. mainly analysts and specialists with crime analysis and investigation expertise. However, during the same period Europol's ICT capabilities did not see the investment that would be expected to keep up with the growth of demand for the organisation's products and technological developments in the field of information management. It is therefore imperative and long overdue to make a structural correction to the distribution of additional resources to the agency.

These staff increases, together with the necessary investments in the building and for operational and ICT initiatives, and the inclusion of funds to continue the secondary security checks at the hotspots via Europol's budget instead of via grants, lead to a necessary budget growth of € 21M in 2019 (total € 143.3M) compared to 2018. For future years there are smaller increases foreseen as in particular building related investments will be a lot less in 2020 (total € 146.1M) and 2021 (total €152.0M).

It needs to be taken into account that both the staff and budget figures in this Programming Document do not include the latest proposal from the Commission for a Regulation establishing a framework for interoperability between EU information systems (police and judicial cooperation, asylum and migration). This proposal provides for a varying number of additional staff resources during the period 2019-2027 (5 extra TAs in 2019, varying numbers of CAs and TAs in the later years) and for varying additional budget amounts (overall almost € 49M over the period 2019-2027).

## HUMAN RESOURCES

### Temporary agents

Starting from the 2017 establishment plan of 550 posts the net number of posts increased by 26 and comes to 576 for 2018 (+ 4.7%). For 2019, 2020 and 2021 further increases are envisaged of 43, 37 and 31 additional Temporary Agent posts, respectively.



### **Contract Agents**

In response to business needs, the number of contract agents increased in 2017 to 165 full time equivalent (FTE) posts (153 heads at the end of 2017) which was possible as a consequence of budget availability. For 2018 the FTEs are envisaged to further increase to 212 also taking into consideration a switch from contractors (budgeted under Title 3) to Contract Agents (budgeted under Title 1) for certain ICT tasks (increase of 16 CA posts). From 2018 onwards the number of contract agents is expected to stabilise at 209.

### **Seconded National Experts**

The number of Seconded National Experts (SNEs) is foreseen to remain stable at 71. Considering the challenges that Member States have to make SNEs available and also taking into account the strong support by Member States for Guest Officer SNEs for deployments at hotspots, it is considered that going beyond the current levels is not feasible.

A breakdown of the areas of the business and what new posts will be specifically used for is provided in this section. For detailed data and numbers per staff category, see Annex III.

### **In Operations Directorate:**

#### **Horizontal Operational Services (incl. the 24/7 Operational Centre)**

The reinforcements for Horizontal Operational Services are foreseen for the 24/7 support, for the Financial Intelligence Group, for EMPACT and cross-cutting support, for analysis and training coordination and for additional analysis capacity. 2019 will be also a crucial year for the establishment of Europol's capabilities in the area of travel intelligence and the setting-up of the Europol Travel Intelligence Centre (ETIC).

#### **European Serious Organised Crime Centre (incl. EMSC)**

The posts for ESOCC are meant to reinforce the Weapons and Explosives clusters and the Drugs cluster in line with the ambition of the new Europol Drug Strategy. Specifically for the EMSC new posts will contribute to the delivery of the objectives of the Malta Implementation Plan and in particular to the strengthening of cooperation with the MENA countries, including the setting-up of a Clearing House and Regional Cooperation and Implementation Platforms. The provision of adequate support to MS in the framework of the EU Policy Cycle priorities and especially the new priorities will be also reinforced with additional resources.

#### **European Cyber Crime Centre (EC3)**

The posts for EC3 are focussing on digital forensics, big data analytics, black market sites (Dark Web and Open Web), cross-departmental encryption support, victim identification, child sexual exploitation, public-private cooperation, cyber bridge function towards global taskforces and further support towards the Joint Cybercrime Action Taskforce. In particular, Europol will aim at further developing and utilising its potential to perform as a European centre of expertise on decryption.

#### **European Counter Terrorism Centre (incl. EU/IRU)**

The posts for the ECTC will deal with Genocide and War Crimes, PNR, OSINT monitoring, IRU referrals and check the web, translations, analysis and R&D coordination. Specifically, the tasks arising for Europol from the EU Internet Forum Action Plan to Combat Terrorist Online Content will require the utilisation of additional resources.

### **In ICT Department:**

The posts are primarily envisaged for innovation profiles ranging from data-lake and cognitive computing operators, technical product managers, solution developers, smart capability testers to data enrichment scientists. In addition, software factory engagement managers and capacity for the implementation of IDMC and Business Product Management for the other operational systems are planned. New ICT posts remain crucial for delivering

## **Europol Unclassified – Basic Protection Level**

on the mid-term ICT programmes (NEO for operational projects and nGage for optimisation and efficiency of corporate administration and support processes) established in 2017, which have been hit by a lack of new resources in both 2017 but particularly in 2018. As mentioned above, in addition to the requested posts, the posts envisioned in the Commission's proposal on interoperability, will be used to increase the performance of Europol's systems as to make them part of the interoperability landscape.

### **In Governance and Administration:**

The posts will be used to ensure that the governance and administration capacity stays up to speed with the operations. Staff cuts from last years were for a large part taken by this area while at the same time the previous enlargements for EC3, the ECTC and the EMSC resulted in additional workload. Conversion of local staff into TAs and CAs is foreseen as well as the setting up of a new medical service.

### **Rate of absorption of additional resources 2019-2021**

The sooner Europol is reinforced with the resources it needs to develop its current and future tasks, the bigger impact it can have by providing operational support to the MS. At the same time, Europol recognises that the resources required would be difficult to absorb in just one year and in all areas. The reinforcement of Europol should be done in a way in which there is flexibility to assign the posts within the organisation to best tackle the highest and most urgent priorities, while taking into account recruitment needs to replace existing posts (the turnover rate of Europol can be significant, given the policy of the Agency regarding restricted posts and the rotation principle).

As per best practice, the following principles on priority would continue to apply:

- Posts related to preparing the infrastructure of the organisation to handle the operational growth will be filled in first. These can include supporting posts needed for immediate handling of staff growth (e.g. recruitment, facilities) and ICT posts (e.g. implementing IDMC and interoperability changes, developing tools for operational support, responding to growing demand for support to operations i.e. more systems and more users).
- Operational posts:
  - Posts for vacancies (resignations, end of contract) where there is disruption of service;
  - Posts for new tasks at a rate that allows for swift absorption of staff;
  - Posts for growing tasks to allow for a balanced response to Member States demands.
- Other governance and administrative support posts will be filled at the rate dictated by the growth of the organisation.

### **Staff cuts / redeployments**

The staff cuts for both the initial 5% and for the additional 5% for the re-deployment pool are implemented as planned. Out of a total of 45 posts to be reduced there were 36 posts cut at the end of 2017.

An important factor that was not taken into account in the requirement of staff cuts was that Europol, unlike other EU Institutions and Agencies, was already working on a 40hr week schedule, therefore not being able to recuperate some of the cuts by the increase in working time introduced in 2014 with the new Staff Regulation.

### **Efficiency gains**

Europol continues to strive towards being a more operational agency. In 2017, the results of the job screening exercise show a small increase in the percentage of operational jobs and small decreases in the percentages for neutral and administrative/coordination jobs.

The job screening exercise was done for the fourth time in 2017, according to the guidelines defined by the EU Agencies Network and based on all people working at Europol's premises on 15 December 2017. This not only includes Temporary Agents,

## Europol Unclassified – Basic Protection Level

Contract Agents and SNEs but also Europol Liaison Officers, trainees and external service providers based at Europol's premises.

Compared to 2016, the Operational Jobs have increased by 1.6 points to 76%. On the other hand, the jobs dealing with administrative support and coordination have decreased by 1.3 points, to 19.6%. Neutral jobs have decreased by 0.3 points to 4.4%.

Job Type category	2016 Jobs	2016 (%)	2017 Jobs	2017 (%)	Δ 2017
<b>Administrative support and Coordination</b>	<b>227</b>	<b>21%</b>	<b>230</b>	<b>20%</b>	<b>-1.3%</b>
Administrative support	164	15%	166	14%	-1.0%
Coordination	63	6%	64	5%	-0.3%
<b>Operational</b>	<b>808</b>	<b>74%</b>	<b>891</b>	<b>76%</b>	<b>1.6%</b>
General Operational	591	54%	668	57%	2.5%
Programme Management	193	18%	200	17%	-0.7%
Top level Operational Coordination	24	2%	23	2%	-0.2%
<b>Neutral</b>	<b>50</b>	<b>5%</b>	<b>51</b>	<b>4%</b>	<b>-0.3%</b>
Finance	50	5%	51	4%	-0.3%
			<b>1085</b>	<b>1172</b>	

### Staff financed with ad hoc grants

For the year 2018 Europol will also have a number of Contract Agents and SNEs which are directly funded via ad hoc grants.

Grant from EUIPO: 6 SNEs and 2 Contract Agents

Grant from DG FPI: 5 Contract Agents

Still to be confirmed and clarified: Grant from DG Near for deployment of Liaison Officers in the Western Balkans

## FINANCIAL RESOURCES

### Revenue:

The total revenue for 2019 comes to € 143.3M. This amount includes the subsidy for the European School in The Hague (ESH) which has now been integrated under Item 9000 since the ESH has been completed with all schooling levels and the funding mechanism with the Commission is fully established.

Item	Heading	Revenue 2017	Revenue 2018	Draft Estimate 2019
9000	Regular subsidy from the Community	113,009,613	120,448,520	143,300,000
9001	Subsidy from Community for Type II School <sup>2</sup>	1,614,000	1,797,000	-
9010	Other subsidies and grants	-	P.M.	P.M.
9101	Denmark contribution <sup>3</sup>	-	P.M.	P.M.
9200	Other revenue	-	P.M.	P.M.
	<b>TITLE 1 – TOTAL</b>	<b>114,623,613</b>	<b>122,245,520</b>	<b>143,300,000</b>

<sup>2</sup> Since the school is fully established the subsidy will no longer be separately reflected in the budget

<sup>3</sup> It is envisaged that the budget will be amended later in the year with an additional contribution from Denmark via a separate procedure. Those funds will be handled as external assigned revenue (fund source R0).

## Europol Unclassified – Basic Protection Level

Item	Heading	Draft Budget outturn 2017	Budget 2018	Draft estimate 2019	2019/2018	% of the budget
1	Staff	71,864,946	79,421,520	87,045,000	110%	60.7%
2	Other Administrative Expenditure	9,782,622	12,805,100	17,418,200	136%	12.2%
3	Operational Activities	32,655,720	30,018,900	38,836,800	129%	27.1%
	<b>Total expenditure</b>	<b>114,303,288</b>	<b>122,245,520</b>	<b>143,300,000</b>	<b>117%</b>	<b>100.0%</b>

### **Title 1 – Staff expenditure:**

The estimated expenditure under Title 1 amounts to € 87M and represents 60.7% of the total budget. It reflects a 10% growth compared to 2018 which directly results from the requested growth in the number of Temporary Agents (+43) and the full year effect of the new 2018 posts (+26) in 2019.

The direct salary and allowances related budget (including recruitment expenditure and relocation allowances) for TAs and CAs (Chapter 11 – Staff in active employment) comes to € 79.7M. This is an increase of € 6.6M compared to the year 2018.

An increase of the budget (€ 1M compared to 2018) is also estimated for other staff related expenditure such as medical and PMO services, other external services (outsourced activities for removal and hospitality services, additional security officers and Audio-Visual (AV) support), interim services, training and the costs for the European school.

### **Title 2 – Other Administrative Expenditure:**

The estimated expenditure under Title 2 amounts to €17.4M. This is a 36% increase compared to the budget 2018 and this increase is largely a consequence of the necessary "one-off" activities related to the strategic housing roadmap and the upgrade of the AV systems in the meeting rooms.

The budget under Title 2 is planned for building related running costs, other facilities expenditure and investments concerning user elements of the building (€ 6.2M), for the continuation of the implementation of the strategic housing roadmap (€ 6.2M under this Title), for upgrade of AV systems which is a project that already started in 2017 (€ 484K), administrative ICT costs (€ 3M), other administrative governance expenditure (€ 829K) and for Statutory expenditure (e.g. Management Board and Internal Audit Capability amounting to € 732K).

Concerning the building, a significant part of the budget is foreseen for the implementation of the service level agreement with the Host State, including contractual maintenance to retain the current service environment and business continuity of the headquarters and involved infrastructure and for running costs (rent of the data recovery site, energy, cleaning, etc.), amounting to € 6.2M. In addition, an amount of € 6.7M is foreseen for "one-off" activities (Strategic Housing Roadmap (SHR) and AV upgrade).

For the SHR a range of activities and investments is included for both the existing headquarters and for the temporary satellite building that is needed to create swing-space to empty office floors during construction works at the headquarters. The main amounts budgeted are for construction costs for the user-elements and for the acquisition of furniture. In addition, costs for other external services such as removal and external security staff are taken into account as well as cleaning, catering and energy.

For administrative ICT the planned budget in 2019 amounts to € 3M. This is €600K higher than in 2018 when the budget allocated for administrative ICT was capped around the same as in 2017 due to budget limitations. A new initiative is the roll-out of Sysper II, the Commission's HR System. The budget for administrative ICT also includes continuation of IRIS (Intranet), FMIS (Facilities Management System), ABAC (the Commission's financial

## **Europol Unclassified – Basic Protection Level**

system) and E-Procurement initiatives. This also takes into account a necessary increase in telecom costs (for internet bandwidth).

An amount of € 0.8M is foreseen for other governance expenditure such as open source subscriptions, legal expenses, administrative expertise, security services, uniforms, etc.

The budget for the Management Board is estimated based on an expected increase in costs for interpretation and the hosting of two meetings in Member States. The total amount for MB activities comes to € 0.7M.

### **Title 3 – Operational activities:**

The estimated expenditure under Title 3 amounts to € 38.8M and represents 27% of the total budget (29% higher than in 2018). The budget under Title 3 is foreseen to cover for all Work Programme activities with a direct link to the core tasks. The following breakdown of activities under Title 3 is provided:

- A budget of € 11.3M for operations (including EMPACT) emphasises Europol's focus on operational activities and is foreseen to continue the high level of support to Member States. Overall a budget of € 4M is included for EMPACT activities of which 3.7M under Title 3. An amount of 2.7M is foreseen for EMPACT related grants for Member States.
- A budget of € 3.1M for the continuation of the guest officers' concept to provide secondary security checks at Hot Spots. This was included also in the original 2018 budget request from Europol but not provided by the Commission. In 2018 it will therefore need to be explored whether it can be funded by an amending budget otherwise Europol will face serious budgetary problems in 2018. During the years 2016 and 2017 this activity was funded via separate grants under ISF-Police EMAS (emergency assistance).
- A budget of € 20.4M is envisaged for operational information technology and telecommunications. This includes an increase of € 3.9M compared to 2018. This should allow for continuation of ongoing projects and for a minimum level of investments for innovation for which only very limited funds were available in 2018.
- The budget for Seconded National Experts amounting to € 4M covers the costs for 71 SNEs.
- The budget for high level external stakeholder meetings (HENUs and the annual Police Chiefs Convention) amounts to € 410K.

**Europol Unclassified – Basic Protection Level**

**Annex I: Resource allocation per Activity 2019-2021**

	Draft Budget 2019				Forecast 2020		Forecast 2021	
	Number of staff (TA,CA,SNE)	% of total staff	Budget allocation <sup>4</sup> €	% of total budget	Number of staff	Budget allocation €	Number of staff	Budget allocation €
A.1. Development of operational systems	159	18%	40,300,253	28%	173	41,844,300	185	43,952,743
A.2. Information Hub	68	8%	11,783,062	8%	69	11,783,349	70	12,031,183
A.3. Combating Serious Organised Crime	141	16%	19,228,984	13%	146	19,561,230	151	20,406,842
A.4. Combating Cyber Crime	95	11%	12,229,595	9%	101	12,677,504	105	13,454,279
A.5. Counter Terrorism	111	12%	12,716,798	9%	116	13,026,655	120	13,741,922
A.6. Provision of cross-cutting operational capabilities	76	8%	14,658,373	10%	78	14,871,147	80	15,279,858
A.7. Governance, support and administration	232	26%	29,543,176	21%	236	29,574,981	239	30,326,411
Independent functions: Data Protection Function Internal Audit Capability Management Board Accountancy Unit	17	2%	2,839,760	2%	17	2,792,834	17	2,820,762
<b>TOTAL</b>	<b>899</b>	<b>100%</b>	<b>143,300,000</b>	<b>100%</b>	<b>936</b>	<b>146,132,000</b>	<b>967</b>	<b>152,014,000</b>

<sup>4</sup> incl. salary.

**Europol Unclassified – Basic Protection Level**

**Annex II:**

**A. Human and Financial Resources 2019 – 2021**

**Table 1: Expenditure**

Expenditure (Only C1 fund source)	Commitment / Payment appropriations			
	2018	2019	2020	2021
Title 1 Staff Expenditure	79,421,520	87,045,000	93,115,000	98,468,000
Title 2 Other Administrative Expenditure	12,805,100	17,418,200	13,792,000	13,929,000
Title 3 Operational Activities	30,018,900	38,836,800	39,225,000	39,617,000
<b>Total expenditure</b>	<b>122,245,520</b>	<b>143,300,000</b>	<b>146,132,000</b>	<b>152,014,000</b>

**Table 2 – Revenue**

<b>REVENUES (only IC1)</b>	<b>Executed Budget 2017</b>	<b>Budget 2018</b>	<b>DB 2019 Agency request</b>	<b>DB 2019 Budget forecast</b>	<b>VAR 2019/ 2018</b>
<b>1 REVENUE FROM FEES AND CHARGES</b>		P.M.	P.M.		
<b>2. EU CONTRIBUTION</b>	<b>114,623,613</b>	<b>122,245,520</b>	<b>143,300,000</b>		<b>1.17</b>
Of which assigned revenues deriving from previous years' surpluses	2,669,000	1,868,000	1,158,000		
<b>3 THIRD COUNTRIES CONTRIBUTION (incl. EFTA and candidate countries)</b>	-	P.M.	P.M.		-
<b>4 OTHER CONTRIBUTIONS</b>	-	P.M.	P.M.		-
<b>5 ADMINISTRATIVE OPERATIONS</b>	-	P.M.	P.M.		-
Of which interest generated by funds paid by the Commission by way of the EU contribution (FFR Art. 58)	-	P.M.	P.M.		-
<b>6 REVENUES FROM SERVICES RENDERED AGAINST PAYMENT</b>	-	P.M.	P.M.		-
<b>7 CORRECTION OF BUDGETARY IMBALANCES</b>	-	P.M.	P.M.		-
<b>TOTAL REVENUES</b>	<b>114,623,613</b>	<b>122,245,520</b>	<b>143,300,000</b>		<b>1.17</b>

**Table 3 – Budget Outturn Cancellation of appropriations**

**Calculation Budget Outturn**

<b>BUDGET OUTTURN</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
Revenue actually received (+)	88,516,920	117,390,869	119,696,212
Payments made (-)	-74,639,953	-102,836,986	-110,402,762
Carry-over of appropriations (-)	-15,131,537	-18,977,641	-18,756,290
Cancellation of appropriations carried over (+)	3,563,930	1,612,811	834,972
Adjustment for carry-over of assigned revenue appropriations from previous year (+)	360,829	4,677,757	9,783,165
Exchange rate differences (+/-)	-1,318	1,439	3,595
<b>Total</b>	<b>2,668,872</b>	<b>1,868,249</b>	<b>1,158,893</b>

Budget Outturn

The overall draft budgetary outturn for the financial year 2017 comes to almost € 1.2M. This includes the following:

- An amount of € 320K of the 2017 budget was not committed and lapsed. The majority of the unused budget is within Operations (Chapter 30). This includes an amount of € 177K for EMPACT grants which remained unspent due to limited number of applications;
- An amount of € 835K of appropriations carried forward from 2016 to 2017 was not used;
- The exchange rate difference was € 3.6K (gain).

Cancelation of payment appropriations carried forward

The carry forward to 2017 came to a total of € 9.2M to cover existing commitments. The majority of this was carried forward from commitments taken under fund source C1 (€ 8.98M, representing 9% of the 2016 budget). An amount of € 219K was carried forward from the appropriations arising from internal assigned revenue (fund source C4 and C5).

The final implementation rate of the carry forward was 90.9% at the end of the year, which is 6.4% higher than in 2016. A total of € 835K was not used and is thus incorporated in the final budget outturn. Out of the € 835M not used:

- € 59K relates to Title 1, which is 10% of the carried forward under Title 1 (€ 590K);
- € 125K relates to Title 2, which is 3.4% of the carried forward under Title 2 (€ 3.66M);
- € 651K relates to Title 3, which is 13.2% of the carried forward under Title 3 (€ 4.95M).

Unused amounts related to:

- An amount of € 126K remained unspent for travel expenses after the final correction of the closure of the first grant for security checks at Hotspots;
- An amount of € 379K for various ICT consultancies and € 71K for other SW and HW related expenditure;
- An amount of € 57K for fixed telephone costs and € 22K for internet and mobile telecom costs;
- An amount of € 84K for various administrative and governance expenditure;
- An amount of € 60K for various operational expenditure; and
- An amount of € 35K for various facilities related expenditure.



**Europol Unclassified – Basic Protection Level**

**Annex II:**

**B. Draft Estimate of Revenue and Expenditure 2019<sup>5</sup>**

Draft Estimate of Revenue and Expenditure 2019

<b>Draft Expenditure and revenue 2019</b>	<b>Budget Outturn 2017</b>	<b>Budget 2018</b>	<b>Draft Estimate 2019</b>	<b>VAR 2019/2018</b>
<b>Title 1 Staff Expenditure</b>	<b>71,864,946</b>	<b>79,421,520</b>	<b>87,045,000</b>	<b>1.10</b>
11 Salaries & allowances	67,051,198	73,054,520	79,658,000	<b>1.09</b>
- of which establishment plan posts	57,399,939	62,130,520	68,009,000	<b>1.09</b>
- of which external personnel	9,651,260	10,924,000	11,649,000	<b>1.07</b>
13 Sociomedical infrastructure	934,138	1,003,000	1,313,000	<b>1.31</b>
14 Training	330,976	400,000	425,000	<b>1.06</b>
15 Other staff-related expenditure	3,468,959	4,881,000	5,550,000	<b>1.14</b>
16 Entertainment and representation expenses	79,674	83,000	99,000	<b>1.19</b>
<b>Title 2 Other administrative expenditure</b>	<b>9,782,622</b>	<b>12,805,100</b>	<b>17,418,200</b>	<b>1.36</b>
20 Rental of buildings and associated costs	5,716,491	8,456,000	11,290,000	<b>1.34</b>
21 Information and communication technology	1,697,421	1,776,000	2,226,000	<b>1.25</b>
22 Movable property and associated costs	734,914	919,000	1,855,000	<b>2.02</b>
23 Current administrative expenditure	337,512	384,100	484,200	<b>1.26</b>
24 Postal charges and telecommunications	633,567	680,000	831,000	<b>1.22</b>
25 Statutory expenditure	662,719	590,000	732,000	<b>1.24</b>
<b>Title 3 Operational activities</b>	<b>32,655,720</b>	<b>30,018,900</b>	<b>38,836,800</b>	<b>1.29</b>
30 Operations	8,472,018	9,667,900	14,409,800	<b>1.49</b>
31 Operational information technology	19,537,342	14,744,000	18,501,000	<b>1.25</b>
32 Telecommunication costs for operational activities	881,794	1,385,000	1,533,000	<b>1.11</b>
33 Seconded National Experts (Operational)	3,386,066	3,903,000	3,983,000	<b>1.02</b>
34 EPCC	268,500	229,000	300,000	<b>1.31</b>
35 Heads of Europol National Units	110,000	90,000	110,000	<b>1.22</b>
<b>TOTAL EXPENDITURE</b>	<b>114,303,288</b>	<b>122,245,520</b>	<b>143,300,000</b>	<b>1.17</b>

Quarterly estimate of cash payments and receipts:

<b>Chapter</b>	<b>RECEIPTS</b>	<b>1<sup>st</sup> Quarter</b>	<b>2<sup>nd</sup> Quarter</b>	<b>3<sup>rd</sup> Quarter</b>	<b>4<sup>th</sup> Quarter</b>	<b>Total 2019</b>
90	Regular subsidy from the Community	35,825,000	35,825,000	35,825,000	35,825,000	143,300,000
	<b>Total Receipts</b>	<b>35,825,000</b>	<b>35,825,000</b>	<b>35,825,000</b>	<b>35,825,000</b>	<b>143,300,000</b>

<b>Title</b>	<b>PAYMENTS</b>	<b>1<sup>st</sup> Quarter</b>	<b>2<sup>nd</sup> Quarter</b>	<b>3<sup>rd</sup> Quarter</b>	<b>4<sup>th</sup> Quarter</b>	<b>Total 2019</b>
1	Staff in active employment	21,543,638	21,543,638	21,543,638	21,543,638	86,174,550
2	Other administrative expenditure	2,830,458	2,830,458	2,830,458	2,830,458	11,321,830
3	Operational activities	7,767,360	7,767,360	7,767,360	7,767,360	31,069,440
	<b>Total Payments</b>	<b>32,141,455</b>	<b>32,141,455</b>	<b>32,141,455</b>	<b>32,141,455</b>	<b>128,565,820</b>

	<b>1<sup>st</sup> Quarter</b>	<b>2<sup>nd</sup> Quarter</b>	<b>3<sup>rd</sup> Quarter</b>	<b>4<sup>th</sup> Quarter</b>
Receipts - Payments	3,683,545	3,683,545	3,683,545	3,683,545
Cumulative	3,683,545	7,367,090	11,050,635	14,734,180

Draft Establishment Plan 2019 - The relevant information is to be found below in Annex III.

<sup>5</sup> Figures are rounded so the sum of the individual amounts may differ from the totals.

**Europol Unclassified – Basic Protection Level**

**Annex III:**

**Table 1 – Staff population and its evolution; Overview of all categories of staff**

Staff population [1]		Actually filled as of 31.12.2016 [2]	Authorised under EU Budget 2017 [3]	Actually filled as of 31.12.2017 [4]	Authorised under EU budget for year 2018 [5]	Draft Budget 2019	Envisaged in 2020 [6]	Envisaged in 2021 [7]
TA	AD	476	517	521	544	587	624	655
	AST	29	33	29	32	32	32	32
	AST /SC	0	0	0	0	0	0	0
<b>TOTAL TA [8]</b>		<b>505</b>	<b>550</b>	<b>550</b>	<b>576</b>	<b>619</b>	<b>656</b>	<b>687</b>
CA GF IV		30.41	43	34.66	55	55	55	55
CA GF III		70.02	82	86.06	113	110	110	110
CA GF II		32.50	40	32.50	44	44	44	44
CA GF I		0	0	0	0	0	0	0
<b>TOTAL CA [9]</b>		<b>132.93</b>	<b>165</b>	<b>153.22</b>	<b>212</b>	<b>209</b>	<b>209</b>	<b>209</b>
<b>SNE [10]</b>		<b>64.2</b>	<b>71</b>	<b>65.45</b>	<b>71</b>	<b>71</b>	<b>71</b>	<b>71</b>
<i>Structural service providers [11]</i>		31	50	41	50	50	50	50
<b>TOTAL</b>		<b>733.13</b>	<b>836</b>	<b>810</b>	<b>909</b>	<b>949</b>	<b>986</b>	<b>1017</b>
<i>External staff[12] for occasional replacement[13]</i>		9.33	10					

[1] This table provides all staff categories at Europol except trainees and Europol Liaison Officers. At the end of 2017 there were 32 trainees and around 220 Europol Liaison Officers

[2] The figures below include 42 TA posts (all in AD function group) that were not filled on 31.12.2016 but for which recruitment procedures were finalised and offer letters sent to selected candidates

[3] As authorised for officials and temporary agents (TA) and as estimated for contract agents (CA) and seconded national experts (SNE)

[4] The figures below include 15 TA posts (all in AD function group) that were not filled on 31.12.2017 but for which recruitment procedures were finalised and offer letters were sent to selected candidates

[5] As authorised for officials and temporary agents (TA) and as estimated for contract agents (CA) and seconded national experts (SNE)

[6] Tabular explanation of the effects on staff population is provided on the page below

[7] Ibid

[8] Headcounts

[9] FTE (annual averages)

[10] FTE (annual averages). The figure reported as of 31.12.2017 excludes FTE for SNE Guest Officers (30.78)

[11] FTE (annual averages)

[12] FTE (annual averages)

[13] Annual average FTE of CA's covering TA's on maternity leave, long-term sick leave and TA's working part-time. As these staff concern CAs the figure is from 2017 onwards fully integrated in the line for TOTAL CA.

## Europol Unclassified – Basic Protection Level

### Annex III: Table 2 - Multi-annual staff policy plan 2019-2021

Category and grade	Establishment plan in EU Budget 2017	Filled as of 31/12/2017	Modifications in year 2017 in application of flexibility rule [1]	Establishment plan in voted EU Budget 2018	Modifications in year 2018 in application of flexibility rule [2] [3]	Establishment plan in Draft EU Budget 2019	Establishment plan 2020	Establishment plan 2021
	TA only	TA only	TA only	TA only	TA only	TA only	TA only	TA only
AD 16								
AD 15	1	1	1	1	1	1	1	1
AD 14	1	1	1	1	1	1	2	2
AD 13	5	2	5	5	5	6	6	7
AD 12	11	6	11	11	11	12	13	14
AD 11	17	11	17	17	17	18	19	21
AD 10	30	10	30	28	28	31	35	38
AD 9	61	37	61	61	61	66	70	75
AD 8	97	75	97	100	90	94	99	104
AD 7	126	119	126	128	132	143	154	164
AD 6	139	247	139	158	177	196	208	214
AD 5	29	12	29	36	21	19	17	15
<b>Total AD</b>	<b>517</b>	<b>521</b>	<b>517</b>	<b>546</b>	<b>544</b>	<b>587</b>	<b>624</b>	<b>655</b>
AST 11	0	0	0	0	0	0	0	0
AST 10	0	0	0	0	0	0	0	0
AST 9	0	0	0	0	0	0	0	1
AST 8	2	0	2	3	3	4	5	4
AST 7	5	3	5	5	5	5	4	5
AST 6	6	4	6	6	6	6	7	7
AST 5	8	7	8	7	7	7	7	7
AST 4	8	10	8	5	8	7	6	5
AST 3	3	1	3	3	1	1	2	2
AST 2	1	4	1	1	2	2	1	1
AST 1	0	0	0	0	0	0	0	0
<b>Total AST</b>	<b>33</b>	<b>29</b>	<b>33</b>	<b>30</b>	<b>32</b>	<b>32</b>	<b>32</b>	<b>32</b>
AST/SC6	0	0	0	0	0	0	0	0
AST/SC5	0	0	0	0	0	0	0	0
AST/SC4	0	0	0	0	0	0	0	0
AST/SC3	0	0	0	0	0	0	0	0
AST/SC2	0	0	0	0	0	0	0	0
AST/SC1	0	0	0	0	0	0	0	0
<b>Total AST/SC</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>TOTAL</b>	<b>550</b>	<b>550</b>	<b>550</b>	<b>576</b>	<b>576</b>	<b>619</b>	<b>656</b>	<b>687</b>

[1] In line with Article 38(1) of the framework Financial Regulation, the management board may modify, under certain conditions, the establishment plan by in principle up to 10% TA only of posts authorised, unless the financial rules of the body concerned allows for a different % rate.

[2] Ibid

[3] Net modification and explanations for the modifications are provided on the page below

**Explanations on the modifications and changes in relation to the establishment plans from 2019 to 2021**

*Modification to 2018 establishment plan using the flexibility contained with Article 38(1) of framework Financial Regulation.*

The modifications envisaged to the establishment plan 2018 can be summarised as follows:

<b>Modification</b>	<b>Budgetary effect</b>
4 AD8 downgraded to AD7	Savings
6 AD8 downgraded to AD6	Savings
13 AD5 converted to AD6	Increase
2 AD5 downgraded to AST4	Savings
1 AST3 converted to AST4	Increase
1 AST3 downgraded to AST2	Savings

In total the modifications involve 54 post movements which constitute around 9% of the total number of 576 established posts within the allowable 10% contained within Article 38 and expenditure impact of the total changes results in budget savings.

The staff turnover was 7.6% at the end of 2017 which is considerably lower than last year (14.2%). This difference can be partly explained by the number of staff for whom the second contract was ending in 2017 (fewer compared to 2016).

Replacement of staff occurs in many instances at entry level thus reducing the grade of many posts of long-serving staff. The modified establishment plan 2018 provides a more accurate reflection of the organisation in terms of actual grades allocated to staff and current and upcoming vacancies, taking into account the following factors:

- 38 staff members left Europol during 2017 with most of them being replaced or due to be replaced in lower grades;
- Similar profiles are replaced in entry grades, i.e. in most cases lower than those of leaving staff;
- In many cases when post profiles are reviewed and updated they are converted into lower level posts (e.g. Senior Specialist/Senior Analyst into Specialist/Analyst).

*Reclassification adjustments in the Establishment plans for 2019, 2020 and 2021*

Europol implements reclassification on an annual basis. The establishment plans for 2018 to 2021 not only reflect the changes required in relation to new staff allocations but also changes to facilitate the reclassification process and potential changes to staff grades. At the end of the reclassification 2016 4% of staff (temporary agents) was reclassified. For future years depending on the grades the establishment plan foresees approximately 10% reclassification.

**From:** MB Secretariat <mbs@europol.europa.eu>  
**Sent:** 31 January 2018 16:54  
**To:** TAJANI Antonio, President  
**Cc:** CANGA FANO Diego; MB Secretariat  
**Subject:** @EXT: Europol's Programming Document 2018-2020; draft Programming Document 2019-2021; draft Multiannual Programming 2019-2021- EP  
**Attachments:** EDOC-#856927-v18-Europol\_Programming\_Document\_2018-2020.DOCX; EDOC-#945252-v1-Letter\_from\_the\_MB\_Chairperson\_transmitting\_Europol\_s\_Programming\_Document\_2018-2020\_to\_the\_JPSG.DOC; EDOC-#945349-v1-Letter\_from\_MB\_Chairperson\_consulting\_the\_JPSG\_on\_Europol\_s\_draft\_Multiannual\_Programming\_2019-2021.DOC; EDOC-#945538-v1-Letter\_from\_the\_MB\_Chairperson\_transmitting\_Europol\_s\_draft\_Programming\_Document\_2019-2021\_to\_the\_European\_Parliament.DOC; EDOC-#924131-v11A-Europol\_Programming\_Document\_2019-2021.PDF; EDOC-#945558-v2A-Europol\_Multi-Annual\_Programming\_2019-2021\_for\_consultation\_with\_JPSG.PDF

Dear colleagues,

On behalf of Mr Borja Barbosa, Secretary of the Management Board (MB) of Europol, please find attached the following documents:

[Europol's Programming Document 2018-2020](#)

- Letter from the MB Chairperson transmitting Europol's Programming Document 2018-2020 to the JPSG, MBS 020.2018
- Europol's Programming Document 2018-2020, #856927v18

[Europol's draft Programming Document 2019-2021](#)

- Letter from the MB Chairperson transmitting Europol's draft Programming Document 2019-2021 to the European Parliament, MBS 025.2018
- Europol's draft Programming Document 2019-2021, #924131v11

[Europol's draft Multiannual Programming 2019-2021](#)

- Letter from MB Chairperson consulting the JPSG on Europol's draft Multiannual Programming 2019-2021, MBS 022.2018

- Multi annual programming 2019-2021, #945558v2

Kind regards,

**Biljana Djukleska**

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