



Council of the
European Union

Brussels, 17 June 2022
(OR. en)

15932/14
DCL 1

LIMITE

JAI 925
COSI 126
ENFOPOL 397
CRIMORG 116
ENFOCUSTOM 133
PESC 1216
RELEX 961
JAIEX 88
GENVAL 79
FRONT 250

DECLASSIFICATION

of document: ST 15932/14 RESTREINT UE/EU RESTRICTED

dated: 27 November 2014

new status: LIMITE

Subject: Draft Operational Action Plan 2015 related to the EU crime priority A :
"Trafficking in Human Beings"

DOCUMENT PARTIALLY ACCESSIBLE TO THE PUBLIC (27.06.2022)

Delegations will find attached the declassified version of the above document.

The text of this document is identical to the previous version.



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NOTE

From:	General Secretariat of the Council
To:	Delegations
No. prev. doc.:	15929/14, 12088/3/13 REV 3, 16715/3/13 REV 3
Subject:	Draft Operational Action Plan 2015 related to the EU crime priority A : "Trafficking in Human Beings"

Delegations will find in annex the Draft Operational Action Plan 2015 regarding the EU crime priority B: "Trafficking in Human Beings", developed under the overall responsibility of UK as the driver for this OAP, to be agreed by COSI.

DRAFT**Operational Action Plan 2015****Trafficking in Human Beings****1. Aim**

This Operational Action Plan (OAP) has been created within the framework of the EU Policy Cycle for organised and serious international crime¹. This OAP corresponds to the following priority:

To disrupt OCGs involved in intra-EU human trafficking and human trafficking from the most prevalent external source countries for the purposes of labour exploitation and sexual exploitation; including those groups using Legal Business Structures to facilitate or disguise their criminal activities.

This OAP contains a breakdown of all the operational actions that will be carried out during the year 2015 as the way to reach the various strategic goals chosen during the "MASP" workshop. It also gives a general overview of the tasks and responsibilities of the Member States and the Agencies involved in the delivery of the plan.

2. Context

The priority crime area which this OAP addresses, overlaps with the following other priorities;

This overlap between OAPs will be the subject of careful management attention and coordination as described below (*see end of paragraph 5.1.*).

¹ 15358/10 COSI 69 ENFOPOL 298 CRIMORG 185 ENFOCUSTOM 94

3. Structure

The plan is essentially a coordination overview presenting the general outline of operational activities, rather than the specific detail of each. That detail will be found in the related activity documentation which is referenced within this plan. The activity documentation should include a description of the break down of the activity in “What, When, Where, Who and How” the activity will be carried out.

The Annex to the plan contains a table with all operational activities.

The table will facilitate:

- Cross-reference between different, but related, activities within the same priority
- Cross-reference between activities which also contribute to a different priority
- Reference to detailed project documentation for a given activity
- Cumulative progress reporting.

4. Management & Project Support

4.1. Management

Overall management responsibility for this OAP lies with the Drivers and Co-Drivers of each crime priority as identified by COSI.

Reporting to the driver and co-driver will be on a quarterly basis by the action leaders, and each MSA participant where the action is described as ‘all participating’. This will allow the driver and co-driver to monitor the progress through 2015, acknowledge the successes and identify the challenges. It is expected that learning from this reporting process will influence the OAP’s throughout the policy cycle.

Every individual operational activity of this OAP has a designated leader duly tasked and empowered for this role.

Management responsibility for each activity is clearly shown in the list of operational activities. The management approach shall be in line with the EMPACT Terms of Reference².

² 14518/12 COSI 82 ENFOPOL 309

4.2. Project support

In order to allow the Driver to focus on project management (of the common actions), and to reduce the national responsibility for overall EU coordination, Europol shall provide the project support for this OAP in line with the EMPACT Terms of Reference.

4.3. Information management

The Europol Analysis Work File for serious and organised crime [AWF SOC] shall be the primary means by which operational data emanating from the activities within this plan shall be processed. The Europol Information System may also be used where appropriate as a secure data repository directly accessible by the MS participants in terms of data sharing searches and cross-matching. AWF SOC is comprised of a series of operational Focal Points dealing with specific crime areas and the FP relevant for this OAP is FP PHOENIX.

It is recommended that all operational information exchange and progress reporting within the OAP shall be done using the SIENA (Secure Information Exchange Network Application) system which provides a quick, secure and auditable means of communication between all competent authorities and Europol.

The relevant actors of the OAP should ensure that operational data will be forwarded to Europol FP PHOENIX for insertion, cross-matching and analysis in this manner. Such contributions should be clearly marked EMPACT Trafficking in Human Beings.

5. Methodology

5.1. Planning

DELETED The scope of operational activity included in the plan corresponds to the conclusions and recommendations emanating from the specific assessment of the problem which is central to the priority crime area.

When available, the actions should also include administrative measures. Wherever possible, due use will be made of opportunities and processes for a wider inter-agency approach. The MS are invited to integrate actions developed in the plan at the appropriate level into the MS national planning and dedicated resources should be allocated to ensure full support to the common EU approach. Similarly, the Agencies should reflect the actions developed into their yearly work programmes.

The OAP will be validated by COSI, and the tasking responsibilities contained in the plan confirmed. That process has also identified any actions contained in this plan which are related to other plans, and vice versa, and these issues will be included in the agenda of the OAP kick-off meeting in early 2015 and will be managed by the driver in conjunction with the action leaders, participants and Europol, in cooperation with the drivers of the other pertinent OAPs involved.

5.2. Implementation

The activity will be implemented according to the breakdown of actions and timescales contained in the activity plan. The Driver will be the authority to execute or delegate the management/leadership of a specific action to the Action Leader, who then has the responsibility for initiating and reporting on each action to the Driver.

In order to enable the 6 monthly monitoring by COSI as foreseen in action 37 of the Policy Cycle, the action leaders will report to the driver and co-driver, and include each MS participant where the action is described as ‘all participating’. This will allow the driver and co-driver to monitor the progress through 2015, acknowledge the successes and identify the challenges. It is expected that learning from this reporting process will influence the OAP’s throughout the policy cycle.

5.3. Monitoring and reporting

The templates include the means for recording results. Monitoring and reporting shall be done in line with the regime established by the Commission and using the template provided for the policy cycle reporting.

This regime for on-going monitoring & periodical reporting³ should include:

- Progress and results within the individual operational activities, including targets and key performance indicators (KPIs).
- Progress and results within the overall operational action plan, including the measurement of achievement as agreed at the MASP meetings.
- Cross reporting between different strategic goals/OAP’s as appropriate

³ Including possible reference to resources allocated and their use

5.4. Good practices

Experiences within the delivery of the OAP which provide examples of good (and bad) practice will be duly recorded. This will be a responsibility of the Driver to report them to the attention of the EMPACT Support unit and of the National EMPACT Coordinators for wider sharing.

5.5. Identification of potential vulnerabilities i.e. illustration of how the problem should be tackled in the time frame of the full policy cycle

The participants in the workshop in 2013 recognised that the strategic goals will be delivered over a four year cycle. The view of the workshop participants was that there should be fewer actions that are focussed on outcomes within the capabilities of the EMPACT participants; a strong emphasis on operational outcomes was desirable. DELETED

DELETED; the participants within the EMPACT THB project will have the responsibility for leading on the integration of this OAP within their own MS or agency and reporting to the driver and co-driver on a regular basis on progress, challenges and successes. This will allow the driver and co-driver to provide regular reporting that is not solely quantitative based, but also has a strong qualitative element allowing for the integration of activities to improve over the term of this policy cycle.

The OAP acknowledges the need to improve training and awareness, the participants recognise the importance of CEPOL in delivering on this, especially in areas of THB that are not as widely understood such as child trafficking, labour exploitation, the use of the internet and financial investigations. This will be addressed by engaging with CEPOL as full partners of EMPACT THB and designing new courses for delivery from 2015 to the end of the policy cycle.

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5.6. Existing activities and policies

The participants of the EMPACT THB workshop recognise the importance of existing EU strategic plans, including the EU Strategy towards the eradication of Trafficking in Human Beings 2012-2016, the EU Directive 2011/ 36 and the Eurojust action plan.

The EMPACT THB participants feel that this OAP complements the activities and actions contained within these documents. DELETED, the driver and co-driver understand the importance and value of demonstrating how this OAP supports other plans, as well as being open to the developments that come from these, such as through multi-disciplinary working. To consolidate this, in 2014 the driver and co-driver developed the relationship with the EU Anti-Trafficking Coordinator, who attended an EMPACT meeting,. In addition a presentation was given to the civil society platform on the work of EMPACT.

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