



COUNCIL OF
THE EUROPEAN UNION

Brussels, 24 April 2001

8141/01

LIMITE

EUROPOL 36

NOTE

from : Presidency
to : Article 36 Committee
Subject : Europol work programme 2002

1. Article 28, paragraph 10 of the Europol Convention reads:

"The Management Board shall adopt unanimously each year:

(1) a general report on Europol's activities during the previous year;
(2) a report on Europol's future activities taking into account Member States' operational requirements and budgetary and staffing implications for Europol.

These reports shall be submitted to the Council in accordance with the procedure laid down in Title VI of the Treaty on European Union."

2. The Europol work programme 2002 was discussed at the meeting of the Management Board on 18/19 April 2001. At the meeting the delegations agreed to the Europol Work Programme 2002.

3. The Europol work programme 2002 has therefore been adopted by the Management Board in accordance with the Europol Convention Article 28 (10) and is submitted to the Council in accordance with the procedure laid down in title VI of the Treaty on the European Union.

4. On this basis the Article 36 Committee is requested to submit the Europol work programme 2002 as contained in Annex to COREPER / Council for it to be taken note of and endorsed by Council as soon as possible.

EUROPOL WORK PROGRAMME 2002

I. Introduction

The activities outlined in this document for the year 2002 take into account the activities planned for 2001 and the need for continuous development and review. It is also based on the requirement that at least two thirds of the work should be operational.

This Outline Work Programme was presented and discussed at the Heads of Europol National Units meeting on 6 and 7 February 2001.

After the Management Board's guidance was obtained during their meeting on 27 and 28 February 2001, the Outline Work Programme was amended and presented to the Financial Committee Meeting on 22 and 23 March 2001 together with the draft budget for the year 2002 based on it. These two documents were presented to the Management Board on 18 and 19 April 2001. At that meeting the Management Board determined Europol's budget for 2002. This Work Programme is therefore based on that outcome.

The political decisions, such as the Action Plan of the Council and the Commission on how best to implement the provisions of the Treaty of Amsterdam, the European Council decisions and the informal Justice and Home Affairs Council meetings, set a clear framework for the future development of the activities to be undertaken by Europol.

In the Management Board vision discussion of December 2000, among other things, it was highlighted that, in order to give Europol a general competence in respect of organised crime, the possibility of an extension of the Europol competencies has to be studied. However, the Management Board underlined that such a development of the Europol competencies will not automatically lead to an increase in its tasks and functions.

It was also stressed that information handling, collection and exchange constitute the core of Europol's activities. Member States have to commit themselves to fully participate in the work of Europol by providing it with the information and intelligence it needs. Europol should be strengthened in the field of operational support and priority should be given to information exchange and analytical work.

In accordance with the policy established by the Management Board, Europol's management will steer the organisation's activities in a direction where its products and services:

- enrich the information and intelligence obtained from the law enforcement services in the Member States;
- contribute to the effective outcome of common international criminal investigations;
- enable Europol to become the European Union centre of expertise and advice in law enforcement matters.

When planning the detailed activities for the year 2002, due consideration will be given to the observations made in the European Union Organised Crime Report. This report highlights a number of important issues that are likely to impact on the crime situation in Europe.

II. Intelligence related activities and projects

A. Main Priorities for 2002

The general line to be followed is to limit the number of core priorities, while means and resources are invested in these areas, aiming at obtaining essential operational results. These core priorities include the need to finalise a permanent process of quality control.

There is a clear need to improve the Member States' use of Analysis Work Files and to improve the intelligence flow from and to Europol. Also in 2002, it will be necessary to give priority to the initiation, finalisation and implementation of formal agreements with selected third States and organisations. The need to strengthen the use of the Europol Liaison Officers in operational activities will also be a high priority.

Furthermore, the functional priorities have been determined as follows:

- Activities will be steered progressively using a more criminal organisation related direction. In this respect the possibility of an extension of Europol's competencies needs to be underlined;
- Special priority will be given to planned actions related to the conversion period of the Euro currency;
- Europol will contribute to the development of common joint investigation teams;
- In the area of intelligence related projects, the objective is to ensure the information flow into and from the Information System, which will be operative as from 1 January 2002;
- The full implementation of the Intelligence Model in the Member States and relevant new partners among third States will be of great importance.

In the domains of specific competencies, priority will be given to the combating of crimes related to:

- drugs;
- money laundering;
- illegal immigration;
- trafficking in human beings;
- counterfeiting of money and forgery of other means of payment.

Additionally, it is underlined that the combating of terrorism crimes is also a priority for Member States and Europol.

B. Day to Day Activities

1. General criminal related Activities

Intelligence Model and working methods

The awareness and knowledge of the intelligence concept will be further introduced to the appropriate partners. Training programmes will be set up. In addition, several knowledge products, such as advice, training, manuals and guidelines, will be provided.

In order to ensure quality and actuality of information and intelligence obtained from the field, an administrative quality management shall be established, with the objective to monitor permanently the input of information into the system.

Joint investigations and joint teams

Europol will intensify its contribution to the effective outcome of common international investigations. This will be done by, if appropriate, initiating and coordinating the establishment of investigations conducted by Member States' joint teams. Europol gives support to the Member States' criminal investigations through participation in joint investigation teams and providing Europol services - such as crime analysis, coordination, Europol Information System, specific databases and expertise in particular domains.

The experience gained shall contribute to the establishment of guidelines for joint investigation teams.

The criminal organisation related approach

In January 1999, Europol commenced a five-year project on Eastern European criminality in terms of its impact upon the European Union in order to develop intelligence knowledge in this field and to enhance relations with the future Member States of the European Union, as well as with States that the European Union has Partnership and Cooperation Agreements with.

In 2002, subgroups with Member States' participation will be established, aimed at targeting some of the identified criminal organisations. These operational oriented projects will be supported by Europol.

Furthermore, Europol may promote some other new investigative initiatives to counter threats created by Eastern European criminal organisations and will also provide specialised knowledge on the characteristics of Eastern European criminal organisations.

On the basis of collected intelligence and analysis carried out during 2001, the project concerning crime committed by outlaw motorcycle gangs will enable Europol to identify specific targets within the concerned Member States. In 2002, when appropriate, Member States, supported by Europol will be in a position to undertake joint actions deemed necessary to dismantle these groups.

Use of new technology

As the Internet offers new ways to commit crimes, Europol will build up and maintain expertise in this area. Europol may help to establish and to coordinate activities of a network of specialised units in Member States and to monitor the collection of relevant data, by maintaining statistics, enabling the exchange of modus operandi and best practises, by establishing an early warning mechanism and hotline networking. The threat and risk assessment 2001 on cyber crime will be updated.

2. Activities in specific areas

General

In all crime areas in Europol's competence the number of operational projects and activities shall slightly increase without neglecting the strategic tasks, the development of new expertise, methods and technology, as well as training support.

Operational support will be given to live investigations and operations through the use of Analysis Work Files, exchange of information and intelligence and coordination.

In the operational departments, some resources will be reserved for the establishment of joint investigations and joint teams. Europol may also assist in investigations by Member States experts when invited. However, the actual activities can only be determined closer to the year 2002.

Forgery of Money

Europol will provide a central European office for law enforcement agencies for currency counterfeiting and particularly the Euro currency.

As a follow-up to the progress during 2000 and 2001, the central office will be established during 2002 and the foreseen products and services made available.

The Euro Information System will combine technical information from the European Central Bank and law enforcement information with a view to successfully implementing the counterfeit component of the Information System. Working arrangements will be created for exchange of information and cooperation with other law enforcement agencies active in combating counterfeit currency. Within the communication structure of the Information System, an Early Warning System, capable of receiving and disseminating warning messages to identified target groups, will be implemented.

Existing or new Analysis Work Files will be developed to focus on the criminal groups identified as posing the biggest potential threat to the Euro. If a prevailing situation demands such a response, Joint Teams will be initiated. During the changeover period, 24-hour assistance to Member States law enforcement agencies will be provided.

Together with the Member States, the central office will establish coordinating procedures for the technical investigation of the source materials used in the production of new counterfeits and for the assistance to non-European Union States will be established. In respect of the coordination strategic direction in all areas of work, a coordination platform will be maintained. Furthermore, a reporting procedure with Interpol General Secretariat for third country seizures of counterfeit Euro will be established.

A further European Union Counterfeiting Situation Report based on the contributions from the Member States will be provided.

With a view to complementing existing national training and other European initiatives, a training package for officers at operational level in the Member States specialised agencies will be jointly organised and implemented.

Drugs

Europol support includes the provision of strategic reports, providing expertise and knowledge and the work carried out in projects.

Ongoing projects and activities focussing on criminal organisations trafficking in cannabis, heroin, cocaine, synthetic drugs and precursors may be partly finalised in 2002 but some will continue during 2003.

Special emphasis will be given to synthetic drugs. Activities will aim to locate synthetic drug production facilities and the identification and dismantling of criminal groups involved in, or facilitating, production and trafficking, through the identification of links between seizures and illicit production sites by making use of the Europol Information System. Increased activities shall focus on the monitoring of the chemical precursor required for the production of heroin with a view to targeting criminal organisations involved in the production.

Furthermore, a manual on the production of synthetic drugs and a specialist training course on the subject will be provided. The ecstasy and cocaine logo catalogues will be updated. Europol will continue to participate in the Early Warning System on new synthetic drugs.

Financial Crime

Europol will support the development of a European Union concept on the statistics of money laundering investigations, confiscation and asset seizures. The focus will be to make available support to international operational investigations by bringing, when requested, the relevant services together by for instance organising operational meetings and improving the international cooperation by joint activities.

The objective is also to focus on the conversion period for the introduction of the Euro currency with a view to tracing criminal groups active in money laundering. As appropriate the aim is to support this task with Analysis Work Files.

It is foreseen that the ratification procedure of the extension of Europol's mandate with regard to the area of money laundering will be completed in 2002 and will open up the possibilities for Europol to give support to Member States in this area.

Illegal Immigration

Europol's work in this field will be further based on strategic analysis of the situation in Europe including recommendations for the decision-making authorities. Several expert meetings on operational cases are planned and the strategic expert meeting on illegal immigration may involve a range of third organisations.

The Analysis Work Files concerning illegal immigration networks originating in Iraq and neighbouring countries as well as criminal networks related to illegal immigrants originating from a specific province of China may be finalised in 2002. The projects from 2001 are foreseen to continue during 2002, one of which deals with falsified documents and the other one with illegal immigration of Ukrainians and Moldavians.

Trafficking in Human Beings

It is expected that during 2002 Europol will undertake up to 5 major projects on trafficking in human beings, focusing on sexual exploitation, child molesters' networks and child pornography, to which strategic and operational support and expertise will be provided.

Operational training will be provided on best practice in combating sexual exploitation and child pornography on the Internet.

Subject to the outcome of the feasibility study to be conducted in 2001 and to the resources available, new initiatives could be established, such as a European Union Monitoring Centre on the Internet for child pornography, a database on law enforcement officers' pseudo identities when monitoring the Internet and a database on child pornography images.

Terrorism

Europol will create a directory showing how counter-terrorism responsibilities are divided up at national level, a store of legislation related to terrorism, and a directory of counter-terrorism competencies. Furthermore, Europol will disseminate an open source digest on activities related to terrorism. An additional development is the production of extraordinary digests focused on specific items considered to be of particular interest.

Periodical trend and situation reports on topics related to terrorist crimes will be drafted, based on open source information and reporting by Member States to Europol. It is anticipated that two general situation and trend reports will be issued during the year 2002.

Furthermore Europol will provide special reports on specific topics. These reports will study particular details of terrorist crimes by searching for previously unnoticed significance, for example a possible connection between different acts in different Member States.

Europol will take on special research projects into particular terrorist phenomena with the aim of producing in-depth reports.

Two specific projects and several Analysis Work Files starting in 2001 will be continued in 2002, which may hopefully lead to joint investigations.

Stolen Vehicles

In 2002, the establishment of the Europol Information System enables Europol to initiate, after thorough evaluation, several Member States investigations, and to establish common operational projects.

In order to be able to identify if a suspicious vehicle has been stolen, support will be made available, by providing the EUVID (European Vehicle Identification Manual) on CD-ROM in German, English and French. EUVID will be updated and additionally translated into Spanish and Italian. The EUVID will also include the guide "How to investigate motor vehicle crime" in 11 European Union languages. The updated CD-ROM containing data of stolen blank registration documents will be provided.

3. Intelligence Analysis

By its very nature, analytical support cannot easily be specified in terms of detailed projects months prior to the date they will come into play. Analytical resources are limited; so overall planning identifies that a certain number of projects can be undertaken. However, ongoing projects will be monitored and additional projects will be identified during the year, as Member States task Europol with their requirements.

Intelligence/Operational Analysis

Besides short-term and as smaller requests, the intelligence/operational work of analysis takes place in Analysis Work Files.

Analysis Work Files have been identified as particularly labour intensive, due to the fact that the data required for the Analysis Work Files has to be entered into the Analysis System through a complex and time consuming process. In addition data is supplied in all Member States' languages.

In addition, Europol will offer, if requested, some capacity for analytical assistance to investigations by Member States from the Headquarters or in the Member States themselves.

Strategic Analysis

The development of strategic analysis projects is in line with the requirement for greater activity in threat assessments and risk analysis rather than general situation reports. These projects shall be based upon emerging trends identified from the European Union Organised Crime Report or from issues identified in the course of work either at Europol or in the Member States. The outcome of these projects should assist in the identification of future operational work either as Analysis Work Files or Member States Operational Projects.

European Union Organised Crime Report

The European Union Organised Crime Report will be developed during the year 2001 and, as a result, a completely new strategy will have emerged concerning the types of reports produced, based upon Member State contributions, reports generated by Europol and open sources. This report should assist the planning of activities within both the Member States and Europol.

Analysis Training

The development of the analysis skills is of primary importance, not only within Europol but also within the Member States and in pre-accession states. Therefore a number of training programmes developed during 2000 and 2001 will be offered to ensure that Europol maintains its ability to recruit qualified analysts from all Member States, as well as developing the role of analysis within Member States and pre-accession states.

Europol will continue to develop its coordinating role between Member States in the field of training to ensure similar standards of training are applied. This coordination is seen as furthering the professional standards of analysis both in the European Union and worldwide and will involve partners such as ICPO-Interpol.

Europol will in addition ensure that new methods and activities are made aware to practising analysts throughout the Member States.

III. Cooperation and liaison activities

In accordance with the views expressed by the Member States in the Management Board vision discussion, the Europol Liaison Officers should be requested to participate to an increasing extent in operational activities as these activities remain Europol's highest priority. The role of the Liaison Officers is crucial in ensuring that via the Europol National Units accurate and valuable information and intelligence will be obtained from the relevant agencies within the Member States, particularly with a view to supplying relevant data needed for Europol's Information System and for the Analysis Work Files and to identify and overcome constraints to an effective international cooperation in relation to the Europol operational work and the needs of common operations.

Development relations and cooperation with third States & international organisations

The agreements signed at the end of 2001 will have to be implemented and the negotiations with the countries and international organisations started in 2001 will be continued. Preparatory activities and formal negotiations with new countries will be undertaken.

Resources will be devoted to ensuring the compliance with Europol standards and legal rules in the exchange of information and personal data between third countries and Europol National Desks with which Europol has already a cooperation agreement including the transmission of personal data.

It is also foreseen that during 2002 there will be a need to provide services to Europol Operational Projects with the involvement of third States and, when possible, to ensure that contacts and feedback are received from States with which agreements have yet to be signed.

As liaison officers of third States will be seconded to Europol Headquarters, this process has to be supported in order to facilitate an effective setting up of these new liaison bureaux.

Within the framework of the relations with third States, a feasibility study will be undertaken concerning the possibilities for Europol to make use of the services of the Member State liaison officers already seconded in these third States.

Operational and Technical Advice

Europol will continue to offer several strategic information products. The manual on controlled deliveries and the manual on operational practices in use within the relevant services will be updated. The latter will be accessible to the Member States via the Intranet. Furthermore Member States will be provided with an updated version of the computerised catalogue of specific tools used by the Member States in investigations.

Member States will be offered training support in respect of technical aspects of specific investigations such as controlled deliveries and surveillance.

As appropriate, Europol will also scan the market for new technical equipment or services available and send the result of the evaluation of these new products to the Member States. Member States will also be offered support regarding new technologies in respect of investigations of high-tech crimes.

Centres of Excellence Group

Europol maintains a centres of excellence directory, containing details on persons and organisations that offer specialised competencies, skills and expertise.

Accessibility of the directory will be improved by installing new computer software that will allow computer links with external sources, including the Europol National Units, other centres of excellence directories and knowledge centres.

IV. The Europol Information System

A. EIS Development

The first version of the Europol Information System (EIS), focusing on the Euro, will be installed at Europol and in the National Units by the end of 2001. Further development will lead to the release of two updated versions during 2002. These will cover the full range of crime within Europol's mandate and will provide all the important functionality requested by users and agreed by the Project Board. In particular it will be possible for searches to be formulated in all European Union languages, and the structured data to be translated (but not free text).

B. EIS Operations

The system will operate 24 hours a day throughout the year in all Member States and at Europol. Europol will offer only limited technical and Help Desk support to users in Members States during the first half of 2002, and to restrict immediate support to 12 hours a day, 6 days a week through the second half year.

C. Liaison System

To maximise the benefit of the EIS, users in the Member States will need to be able to send and receive information to other users, and to keep track of sent and received enquiries.

This functionality exists in-house with the existing *InfoEx* system. A requirements study is being carried out in 2001 to detail the specification of the new Liaison System to interface with the EIS both in Europol National Units and at Europol. It is unlikely that significant progress will be possible during 2002, in which case the requirement will be updated with a view to possible implementation in 2003.

V. General Support

A. Information Technology

One third of ICT staff and related resources are dedicated to the maintenance and operation of the Europol technical infrastructure. This includes the internal and external networks, servers and data storage, user support and training activities, security monitoring and application (software) maintenance, as well as all related administrative tasks.

The EIS will absorb the major part of the remaining (controllable) ICT resources in 2002.

- **External communications**

The VPN (Virtual Private Network linking Europol with the Member States) will have been installed in 2001 for data, and during 2002 secure voice communications will be extended within Europol National Units.

Basic but secure data communications facilities will be established with the new partners.

- **The Analysis System**

A scoping study will have been carried out in 2001 to determine the scale of development required to meet the users' needs, be it in the form of an upgrade or a total replacement of the current Interim Analysis System. This will be progressed to a significant extent during 2002.

- **Human Resources System**

The existing Human Resources (Personnel Management) and Salary System is no longer supported by the supplier (it was a relatively cheap, off the shelf purchase). It is intended to acquire new, commercial, packages which can be customised by the supplier and integrated in-house.

The Salary component is required most urgently and is being introduced in 2001. The Human Resources component will be implemented during 2002. In addition to the usual personnel administrative tasks, it will support the personnel development programme recommended by the Evaluation Team report on Europol.

- **Infrastructure**

A major upgrade of non-EIS data storage will take place, to include automated backup facilities and multi-site storage, both intended to improve effectiveness and security, thus addressing the concerns raised by the Joint Supervisory Body and by the ICT Review.

B. Other logistical and administrative tasks

In 2002 an important issue will be the further planning of a new facility for Europol.

However, end of 2001 and beginning of 2002, part of the Europol staff will have to move to an extension of the Headquarters somewhere in The Hague. In order that the organisation can operate from two locations, several technical and logistical tools and measures have to be put in place.

VI. New developments

It can be foreseen that there will be developments in the numerous important fields, such as a general extension of Europol's mandate, amendment of the Europol Convention, a new list of third States with which agreements are to be concluded, the European Police College, Eurojust and the development of the Chiefs of Police Task Force. Furthermore depending on the political policy decisions and necessary legal steps, Europol may also get access to the Schengen Information System (SIS) and Customs Information System (CIS). All these initiatives are likely to influence Europol's work during 2002.

It is also important to develop and strengthen the role of the Heads of Europol National Units, enabling them to concentrate on issues that have a direct operational relevance. This forum should also advise on short notice on the effects of identified new criminal trends and threat.
