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NOTE

From:	General Secretariat of the Council
To:	Delegations
Subject:	State of play of the implementation of the roadmap following the independent evaluation of the EU Policy Cycle/EMPACT 2018-2021

EMPACT
Fighting crime together

Recommendation 3.3 of the roadmap[1] on the implementation of the recommendations of the independent evaluation of the EU Policy Cycle/EMPACT 2018-2021, adopted by COSI in December 2020, tasks National EMPACT Coordinators (NECs) to monitor the implementation of the roadmap. The monitoring should be a standing point on the NEC agenda and short bi-annual updates should be provided to COSI SG/COSI.

[1] 13686/2/20 REV 2

In order to assist NECs with the monitoring role, the General Secretariat of the Council collected information from all 'recommendation leaders' included in the roadmap and prepared in Annex an initial overview on the state of play of the implementation of the recommendations.

Delegations will see below the roadmap as brought to the NEC meeting 19 April 2021[2].

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[2] With the exception of changing the dates of the Drivers day (rec 1.2, 4.3 & 6.2) from 7-8 to the 8-9 of July, as this has been changed since the NEC meeting and in order to avoid causing any confusion.

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Roadmap on the implementation of recommendations from the independent evaluation of the EU Policy Cycle / EMPACT 2018-2021

Governance Recommendations

Recommendations	Actions recommended	Relevant Actors and recommendation leader (RL)	Timeline	State of Play
Ensuring the sustainability of the EU Policy Cycle/EMPACT				
1.1 Assessing the relevance (value added and potential risks) of making the EUPC/EMPACT a permanent policy	The upcoming Council conclusions on the "permanent continuation of EMPACT 2022+" will agree to make the new EU Policy Cycle a permanent cycle that will not need to be renewed every four years. Even if the EU Policy Cycle would become a permanent policy it will keep the evaluation and monitoring mechanisms and include flexibility regarding the review of priorities based on the EU SOCTA.	• COSI (RL) • European Commission • GSC	• March 2021: Council Conclusions EMPACT 2022 +	**Status: Concluded** The establishment of EMPACT as a permanent EU instrument was included as one of the key changes in the Council conclusions on the permanent continuation of EU Policy cycle for organised and serious international crime: EMPACT 2022+ approved on 8 March 2021 (doc. 6481/21).
1.2 Assessing the scope to align the budget of the EUPC/EMPACT with its added value and ambition	An expert working group should be created and include all relevant actors building upon the work of the previous "*ad-hoc WG on the funding of EMPACT*" led by Austria and France. It will address EMPACT funding such as the possibility of a different funding and allocation mechanism as well as the potential criteria for the distribution of funds. The COM and Europol will assist the leader of the working group using their expertise in this area and will inform the group about the outcomes of the parallel discussions regarding the implementation of recommendations 2.2. and 6.3.	• COSI (RL) • COM (assist RL) • EUROPOL (assist RL) • NECs • GSC • Drivers	• December 2020/January 2021: Group created • April 2021: Update / possible conclusions presented to NECs/COSI SG	**Status: Ongoing** The ad hoc working group on the funding of EMPACT, co-chaired by AT/FR/PL, have had 3 meetings (kick off + strategic meetings organised in February and March 2021). The next meeting is scheduled for 21 April 2021. Participating MS: AT, BE, CY, DE, ES, FR, IT, NL, PT, PL, RO, SE +, COM, EEAS, Eurojust, Europol and the GSC. Preliminary findings will be presented at the NEC meeting (19/04/2021).

Recommendations	Actions recommended	Relevant Actors and recommendation leader (RL)	Timeline	State of Play
2. Strengthening the governance of the EU Policy Cycle/EMPACT				
2.1 Enhancing the role of National EMPACT Coordinators	To create and update a list of relevant strategic meetings to which the NEC representative (from TRIO Presidency) should be invited to or the NEC community should be briefed on (meeting minutes). The list, together with further technical details, will be submitted to NECs for approval during each NEC meeting. A standing informative point on EMPACT to be included in the EPCC agenda.	• GSC (RL to prepare and share list) • COM • NECs • EU Agencies • European Police Chiefs Convention (Europol to lead this point)	• April 2021: First list to be brought to NEC meeting	**Status: Ongoing** The first draft of the list will be submitted to the NEC meeting, in April 2021, for review and approval.
2.2 Empowering Drivers to reallocate funds	The Commission and Europol to address this recommendation bilaterally as it is based upon the interpretation of EU legal provisions, namely the financial regulation. The outcomes/unified guidance (possibly in writing) will be shared with the expert WG on funding (see recommendation 1.2), NECs and COSI SG.	• COSI • COM (RL) • EUROPOL (RL) • NECs • GSC • Drivers	• April 2021: Conclusion/ Guidance submitted to NECs/COSI SG	**Status: Ongoing** COM (DG HOME) and Grant Management team at Europol are currently discussing and exploring this item bilaterally, before reverting back to the ad hoc WG on funding.

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Strategic Recommendations

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Recommendations	Actions recommended	Relevant Actors and action leader (AL)	Timeline	State of Play
3. Rethinking the steps of the EU Policy Cycle/EMPACT				
3.1 Removing the MASPs	Thematic MASPs will be removed as the second step of the EU Policy Cycle. In order to ensure the consistency and coherence among the OAPs as well as the multi-disciplinary and multi-agency approach the 'common horizontal minimum strategic goals' (CHSG) will be kept. One "General Multi Annual Strategic Plan" will be designed and contain all CHSG. A master workshop will be organised in June/July 2021 (tbc) to design the CHSG. Each CHSG will be implemented within each EU crime priority's OAP and tailored according to their specific needs. If relevant, additional strategic goals can be added as well. Strategic elements should be added to the OAPs. The changes will be reflected in the EU Policy Cycle terms of reference (ToR) and OAP template.	• COSI • European Commission (RL) • Europol / EU Agencies / Networks • Drivers	• April 2021: Possible modifications of the OAP/MASP template. • May/June 2021: Preparation of general MASP • June/July 2021: General MASP workshop	**Status: Ongoing (actions will be performed according to the timeline)** The removal of thematic MASPs and the adoption of one General MASP was outlined in the Council conclusions on the permanent continuation of EU Policy cycle for organised and serious international crime: EMPACT 2022+ approved on 8 March 2021 (doc. 6481/21). COM (DG HOME) will assess the need to review the OAP/MASP template with Europol and proceed accordingly. COM (DG HOME) will prepare a general MASP workshop (possible hybrid approach: written procedure + VC workshop).
3.2 Endowing all crime priorities with a dedicated OAP	Without pre-empting future discussions and decisions on the EMPACT priorities at the Ministerial level, all crime priorities should be endowed with one or more OAPs and with a relevant budget. Consideration should be given to avoid the creation of too many priorities including by gathering several OAPs under one umbrella where relevant.	• COSI (RL) • COM	• May/June 2021: Council Conclusions on the setting of the EMPACT Crime Priorities (2022-2025)	**Status: Ongoing** Will be discussed during the preparations of the Policy Advisory Documents (PAD) in March/April 2021 and Council Conclusions on the EMPACT crime priorities 2022-2025 in April/May 2021

Recommendations	Actions recommended	Relevant Actors and action leader (AL)	Timeline	State of Play
3.3 Monitoring the implementation of the recommendations from the Independent Evaluation	The implementation will be monitored by NECs (standing point on the agenda) and short bi-annual updates will be provided to COSI SG/COSI.	• COM • COSI • NECs (RL) • GSC (assist)	• April 2021: Initial update to be brought to the NEC meeting • May 2021: Initial COSI SG/COSI update	**Status: Ongoing** As requested an initial update about the state of play is submitted to the NEC meeting in April and COSI SG in May 2021.

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Recommendations	Actions recommended	Relevant Actors and action leader (AL)	Timeline	State of Play
4. Rethinking the roles of the stakeholders of the EU Policy Cycle/EMPACT				
4.1 Tasking co-divers/coordinators with implementing specific Strategic Goals	After the identification of the common horizontal strategic goals, there will be a call for specialised co-drivers /coordinators (in addition to the co-drivers) that will be responsible for the implementation of specific CHSG. This change will be explored and will be reflected in the EU Policy Cycle ToR.	• COSI (RL) • EU Agencies	• March 2021: Council Conclusions EMPACT 2022 + • June/July 2021: Identification of co-drivers/coordinators to supervise the CHSG following the general MASP workshop • OAP 2022 drafting preparation	**Status: Ongoing** The new concept of strengthening the role of co-drivers in the implementation of strategic goals and introducing the role of coordinator/supervisors of common horizontal strategic goals will be presented at the NEC meeting in April (under the agenda point Terms of Reference - food for thoughts). Afterwards, the concept will be included to the Terms of Reference that will be discussed/agreed by COSI/COSI SG in May 2021.
4.2 Consider appointing EU Agencies to drive cross-cutting crime priorities	In order to ensure that the EU Policy Cycle remains a Member State led exercise, the involvement of EU Agencies will be strengthened by better 'empowering' them as co-drivers, for example as the role of a CHSG co-driver/coordinator outlined in recommendation 4.1. An initial exchange of views at the NEC meeting under the PT Presidency.	• COSI (RL) • European Commission • EU Agencies	• April 2021: NEC meeting • June 2021: Identification of relevant actors • OAP 2022 drafting preparation under the SI presidency	**Status: Ongoing** The new concept of coordinator/supervisors of common horizontal strategic goals (this role could be suitable for EU Agencies) will be presented at the NEC meeting in April (under the agenda point Terms of Reference - food for thoughts). Afterwards, the concept will be included to the Terms of Reference that will be discussed/agreed by COSI/COSI SG in May 2021

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Recommendations	Actions recommended	Relevant Actors and action leader (AL)	Timeline	State of Play
4.3 Endorsing (and implementing) continuity of Drivers' position	In order to assist in the structured handover procedure and continuity of the Drivers position whilst ensuring that the newcomer is properly informed, Europol will prepare a first step 'guide for Drivers' which will provide a more detailed guidance of the Driver's role building on the ToR. This document can then be further developed and adapted at national level according to national needs and methodology.	• EU Member States • NECs • Europol (RL) • Drivers	• April 2021: NEC meeting • June 2021: Drivers Day at Europol	**Status: Ongoing** It will be prepared as part of a package for the Drivers Days event scheduled for 8-9 July (physical or online format tbd).

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Recommendations	Actions recommended	Relevant Actors and action leader (AL)	Timeline	State of Play
5. Reinforcing the communication of the EU Policy Cycle/EMPACT				
5.1 Considering using EMPACT as the sole name for the EUPC.	The sole name for the cycle will be "EMPACT" accompanied by a logo from the existing EMPACT branding style guide, as appropriate. Media communications to use #EMPACT	• COSI • All relevant actors	• March 2021: To come into effect with EMPACT 2022+	**Status: Concluded** The substitution of the term 'EU Policy cycle for organised and serious international crime' for the sole name 'EMPACT' (European Multidisciplinary Platform Against Criminal Threats) was included as one of the key changes in the Council conclusions on the permanent continuation of EU Policy cycle for organised and serious international crime: EMPACT 2022+ that were approved on 8 March 2021 (doc. 6481/21).
5.2 Increasing the communication role of EU Agencies and COSI	EMPACT communication should become a standing agenda topic at the JHA Agencies' network meetings. Taking into account existing documents (for instance EMPACT media blueprint) the meetings should explore how to include the communication on EMPACT into their communication strategies/plans, including the coordination and alignment with other relevant activities. This could possibly be introduced into their end of year annual report. Europol should, together with MS, EU Agencies and other relevant stakeholders, continue to develop and implement the media blueprint and explore further possibilities for strengthening the EMPACT communication. EMPACT should be added as a standing item to Europol's media contact points agenda. Europol will update the NECs, if possible in April, in relation to the discussions and conclusions from the media contact points	• EU Agencies (RL) • COSI (RL) • NECs • European Commission	• April 2021: First update at the NEC meeting • regular updates to the European Parliament and national parliaments	**Status: Ongoing** Europol's Corporate Communications team has presented the new EMPACT Communication Blueprint to the media contact points from national authorities during February meeting of the European Law Enforcement Communicators Conference (ELEC) 2021. An EMPACT related survey has been sent to media contact points with the results still being collected. The JHA Agencies' Network has a dedicated Working Group dealing with Communications and it is the most suitable setting to address this topic. The group will meet on 28 April and will have this issue on the agenda. The Network will be informed about the outcome and will discuss further steps. Moreover,

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	meeting. NECs should further familiarise themselves with media contact points and provide EMPACT related communications. EMPACT activities and operational results should be consistently highlighted in the regular Trio Presidency reports to the EP and the national parliaments on the proceedings of the COSI to further raise awareness among MEPs and EU citizens.			Frontex JHAAN Presidency within its focus on the environmental issues, will also promote EMPACT, including the relevant operational activities under Environmental Crime Priority. Frontex approach for EMPACT Joint Action Days will be presented at April NEC & Drivers meeting thus promoting border guard, police and customs cooperation. EMPACT has been also embedded in the strategic and work planning documents of Frontex therefore enhancing the internal communication, awareness and objectives' setting. COM (DG HOME) supporting communication actions (use of #EMPACT on social media), promoting the instrument, etc.).

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Recommendations	Actions recommended	Relevant Actors and action leader (AL)	Timeline	State of Play
5.3 Developing national communication roadmaps	EMPACT's success is most evident at (EU) OAP level development and therefore communication should be at the level of the OAPs / Drivers. Each driver (supported by co-drivers and action leaders) could be asked to signal whether a given action is potentially relevant and suitable for communication and what kind of communication, including the possible month(s). This would enable planning of communication activities, which is the key for visibility. Europol is invited to share and discuss the EMPACT communication blueprint strategy with the media contact points with a view to gaining a deeper knowledge of best practices and methodology for effective communication at both EU and national level. Subsequently the discussion will continue at the NEC meeting in line with recommendation 5.2.	• Europol (RL) • OAP Drivers (RL) • EU Member States • EU Agencies • NECs (RL) • European Commission	• Date tbc: Media contact point meeting • NEC meeting	**Status: Ongoing** Europol's Corporate Communications team has presented the new EMPACT Communication Blueprint to the media contact points from national authorities during the February meeting of the European Law Enforcement Communicators Conference (ELEC) 2021. An EMPACT related survey has been sent to media contact points with the results still being collected.

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Recommendations	Actions recommended	Relevant Actors and action leader (AL)	Timeline	State of Play
5.4 Enhancing awareness of national prosecutors	A communication campaign specifically addressed to national judicial actors should be launched to raise awareness of the EU Policy Cycle/EMPACT and emphasise possible synergies/co-operation areas and examples of law enforcement-prosecutors co-operation. The campaign should be prepared by Eurojust, Eurojust Judicial Network and Europol. An informative presentation of EMPACT should be given to the College of EUROJUST and plenary meeting of EJN. Details to be further discussed.	• EUROJUST (RL) • EUROPOL (assist) • European Judicial Network • NECs	• NEC meeting under the SI Presidency - follow up report prepared by EUROJUST.	**Status: Ongoing** On 12 March 2021, Eurojust participated in a VC with Drivers coordinated by the EMPACT Support team in order to present the communication plans. Eurojust, in consultation with EJN and Europol, designed a communication campaign for prosecutors. This campaign consists of a communication package that can be used in any presentation on Eurojust or EU criminal justice, presentations at events organised by Eurojust, a webinar and methods of gathering feedback. The main implementation period is expected to be April-October 2021 to enable Eurojust to gather the feedback and prepare the report on this campaign, including lessons learnt and possible way forward.

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Operational/Technical Recommendations

Recommendations	Actions recommended	Relevant Actors and action leader (AL)	Timeline	State of Play
6. Enhancing action design and implementation				
6.1 Developing a compendium of good practices	Europol to develop a compendium of lessons learned and good practices related to implementation of OAPs based initially on information provided by the Drivers (reporting) and NEC meeting reports. NECs can inform the other NECs in order to raise awareness about how Member States addressed specific implementation problems of OAPs. As a follow-up, the possibility of contributions from other relevant actors should be considered. This shall be a living document added as a standing agenda item for the NEC meetings, updated when necessary and available on the Europol Platform for Experts (EPE). NECs will be responsible to share these documents at national level.	• Europol (RL) • NECs • EU Agencies	• First draft to be presented at NEC meeting April 2021.	**Status: Ongoing** It will be prepared as part of a package for the Drivers Days event scheduled for 8-9 July (physical or online format tbd).
6.2 Ensuring SMARTness of KPIs	Europol to provide support in defining SMART indicators by preparing an annex to the KPI Guidelines from 2017 with one example per strategic goal for SMART KPIs and one with non-SMART KPIs using anonymised examples from OAPs 2020, with a commentary in order to illustrate. During OAP drafting Europol will provide advice to specific OAs	• Europol (RL) • EMPACT participants • COSI	• April 2021: NEC meeting	**Status: Ongoing** It will be prepared as part of a package for the event Drivers Days scheduled for 8-9 July (physical or online format tbd)

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Recommendations	Actions recommended	Relevant Actors and action leader (AL)	Timeline	State of Play
6.3 Making eligible costs clearer	Europol is invited to draft a list of most common expenses specifying if they are considered eligible or not in addition to its continuous effort in replying to requests for clarifications on the existing eligibility rules. This will be shared and discussed with the expert WG on funding (see recommendation 1.2), NECs and drivers and if needed, followed up.	• COSI • European Commission • EUROPOL (RL) • NECs • GSC • Drivers	• April 2021: Updated funding guide for beginners submitted to NECs/COSI SG	**Status: Ongoing** The list will be drafted in Q2-Q3 2021.
6.4 Classifying OAP information as "Basic Protection Level"	Europol to explore if the current PRT template may be used as a BPL document to correspond to the planning nature of the OAP and facilitate better cooperation with non-EU and non-law enforcement partners. Europol to prepare a note on the future drafting of the OAPs addressing the level and type of information to be introduced/removed whilst indicating the best domain in which the EU-R and sensitive information can be detailed and discussed (e.g. OAP kick-off meetings, fine-tuning workshops, information exchange via SIENA etc.).	• Actors submitting a proposal for an Operational Action • Europol (RL)	• April 2021: NEC meeting	**Status: Ongoing** To be presented to NECs on 19 April.

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Recommendations	Actions recommended	Relevant Actors and action leader (AL)	Timeline	State of Play
7. Increasing the EU SOCTA added value				
7.1 Further engaging with the Academic Advisory Group	Europol to continue consultations and deepen its engagement with academia especially in the further iterative development of the SOCTA Methodology. This should be also reflected in the SOCTA Customer requirements.	• Europol (RL) • SOCTA Advisory Group	• "Interim EU SOCTA 2023" (tbc) • EU SOCTA 2025	**Status: Ongoing** The overall engagement strategy with academia is under review and will form part of the SOCTA 2021 evaluation with outcomes and recommendations to be presented later in 2021.
7.2 Tailoring the EU SOCTA Methodology Manual to non-Law Enforcement Agencies	Europol to continue to encourage Members States to consult all relevant national agencies (such as environmental protection authorities, intellectual property offices, etc.) as part of the data collection process in compliance with legal and administrative arrangements at the national level. Europol to provide clear guidance in relation to providing data and data collection for non-law enforcement relevant actors, as part of the SOCTA methodology manual. This should be also reflected in the relevant SOCTA document (for instance Customer requirements)	• Europol (RL) • SOCTA Advisory Group	• "Interim EU SOCTA 2023" (tbc) • EU SOCTA 2025	**Status: Ongoing** The way forward on engagement with non-Law Enforcement Agencies will form part of the SOCTA 2021 evaluation as well.
7.3 Enhancing data collection about non EU Countries	COM to map the relevant existing programmes operating outside of the EU. Europol to start or continue its engagement in EU projects with components supporting the contribution to EU SOCTA in order to enhance the data collection about non EU countries. This should be also reflected in the relevant SOCTA document (for instance Customer requirements).	• Europol (RL) • COM/EEAS (RL) • SOCTA Advisory Group • Relevant EU Agencies	• "Interim EU SOCTA 2023" (tbc) • EU SOCTA 2025	**Status: Ongoing** Within COM, DG HOME to check internally with relevant DGs (e.g.) DG NEAR and FPI) to flag potential programmes with SOCTA components. To be discussed in the framework of preparations for the "Interim SOCTA/mid-term review" 2023.

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