



Council of the European Union  
General Secretariat

Brussels, 22 January 2024

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#### **WORKING DOCUMENT**

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From: General Secretariat of the Council  
To: Delegations

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Subject: LEWP (Police) meeting on 19 January 2024 - Presentations

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Delegations will find attached the presentations from the Law Enforcement Working Party (Police) meeting held on 19 January 2024.



**EUCPN**  
EUROPEAN CRIME PREVENTION NETWORK

# **A victim centred approach to preventing repeat hate crime victimisation of LGBTI people**

Brussels – LEWP

19/1/2024

## Hate speech / hate crime

- Addressed by the Spanish Presidency
  - State of play
  - Way forward: the presidency invited the European Union Crime Prevention Network to support Member States on the challenges posed by hate crimes.
- EUCPN focused on the topic in





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01

ANTI-LGBTI HATE CRIMES

# Why should we focus on anti-LGBTI hate crimes?

- Hateful anti-LGBTI rhetoric and violence on the rise
- Hate crimes hurt more than other offences
- Hate crime victimisation not just a one time occurrence, but a repetitive pattern = repeat victimisation (RV)
- Under-reporting
  - Several barriers to reporting
  - Vast majority of anti LGBTI hate crime cases are never reported to the police
  - Many consequences of under-reporting



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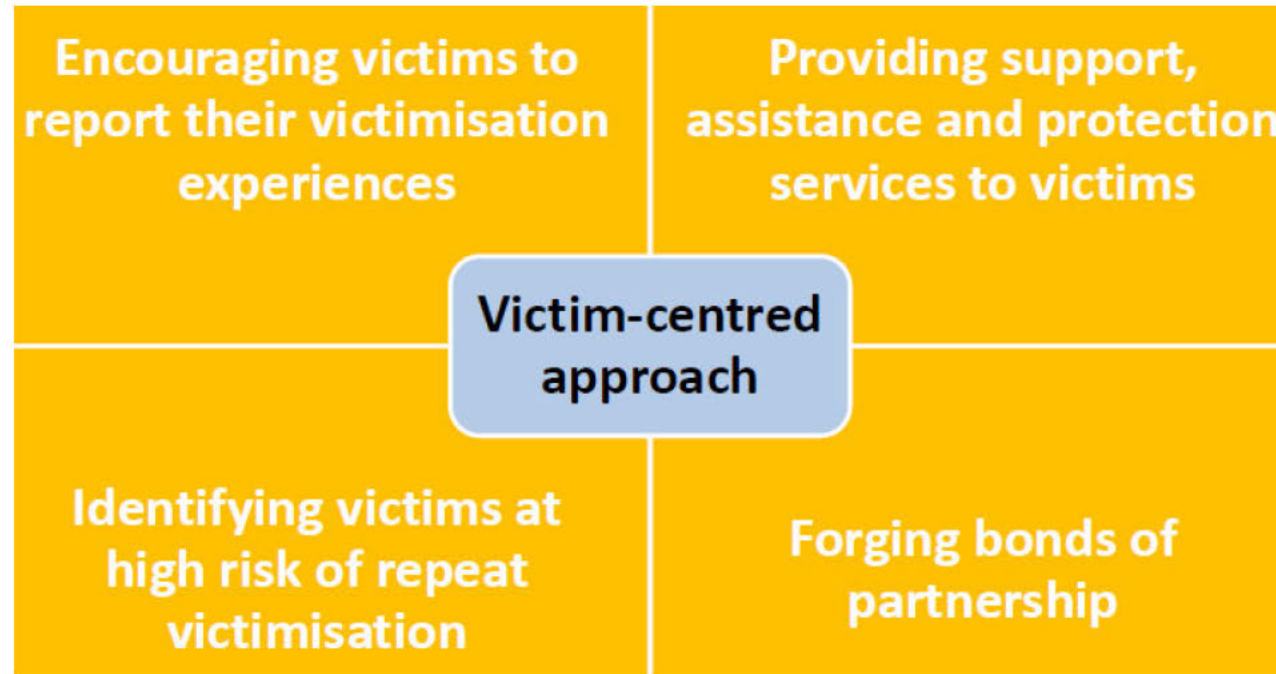
02

Recommendations



## Victim centred prevention response to anti LGBTI hate crimes

- Focus on those who have already become victims
- Prevent victims from being victimised again
- Make sure victims are safe and empowered



## Encouraging victims to report their victimisation

1. Establish alternative reporting platforms
2. Implement measures to protect victims' privacy and avoid secondary victimization
3. Organise awareness raising & information campaigns
4. Tackle perceptions of police indifference
5. Provide specialist training to law enforcement and criminal justice practitioners



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Written by  
**Joanna Perry**  
and **Paul Franey**

## Providing victims with support, assistance and protection

1. Set up appropriate victim support services
2. Integrate victim support with crime prevention
3. Create safe houses



## Identifying victims at high risk of repeat victimisation

1. Conduct effective risk and needs assessment
2. Improve recording and data collection practices

## Forging bonds of partnership

1. Appoint LGBTI police liaison officers
2. Add LGBTI representatives to local crime prevention councils
3. Set up cocoon watch schemes
4. Facilitate collaborations and partnerships

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03

Conclusion



# Conclusion

1. The fact that one in two LGBTI victims across the EU endures incidents of repetitive violence is a wake up call for action
2. Shift our attention from the hate motivated offenders to the vulnerable victims
3. Preventing repeat victimisation is a viable hate crime reduction policy
4. Prominent role of victim support services in empowering victims to report and seek justice

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**EUCPN**  
EUROPEAN CRIME PREVENTION NETWORK

**Get to know us**

[www.eucpn.org](http://www.eucpn.org)



This project was funded by the European Union's Internal Security Fund – Police.



flemish  
peaceinstitute

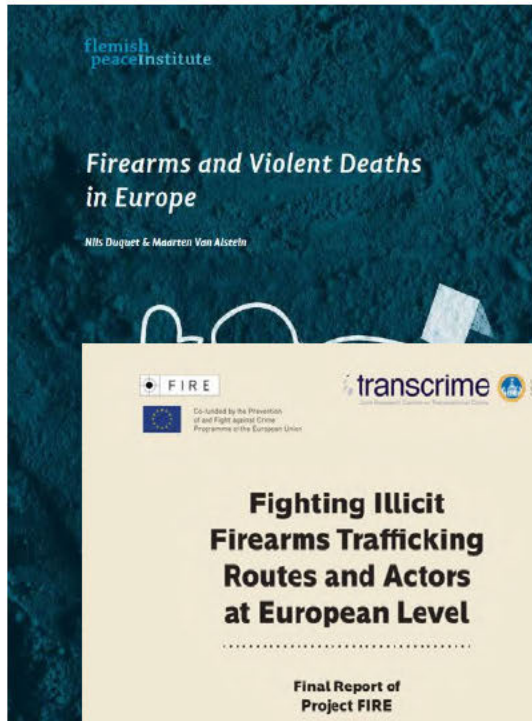


# Project INSIGHT: Gun violence in Europe

**Nils Duquet**

Council of the European Union - Law Enforcement Working Party (Police)  
Brussels, 19 January 2024

# Research on firearms trafficking and gun violence in Europe



# Context

- **Comprehensive, detailed and comparable official data on gun violence and firearms trafficking is a problem in many EU MS**
  - Project TARGET: complementarity of data from media sources to official data
- **2020-2025 EU Action plan on firearms trafficking**
  - Building a better intelligence picture (Priority 2):

*“Explore the feasibility of rolling out at EU-level a tool to track in real-time firearms-related incidents and develop a permanently up-to-date picture”*

[Action 2.6 – KPI 10]

- **Cooperation between law enforcement and research community**

# Project INSIGHT

## ➤ Objectives:

- Developing a machine learning tool to track firearms-related incidents and seizures (media articles)
- Collecting existing aggregated data from government agencies
- Delivering state-of-the-art knowledge products on gun violence and firearms trafficking

➤ **Timing:** January 2022 – December 2023

➤ **Co-funded by the Internal Security Fund of the European Union**

# Project INSIGHT



- Provide a centralized knowledge hub for cutting-edge analyses and research of gun violence and illicit firearms trafficking throughout Europe
- Improve strategic intelligence and awareness raising

# Project INSIGHT



## ➤ Research partners

- Flemish Peace Institute (coordinator)
- Textgain
- Small Arms Survey
- Stockholm International Peace Research Institute (SIPRI)
- Leiden University's Institute of Security and Global Affairs

## ➤ Operational partners

- Europol
- Dutch National Police
- Belgian Federal police
- European Firearms Experts
- UNDP-SEESAC

→ Supported by EMPACT Firearms

# Project INSIGHT

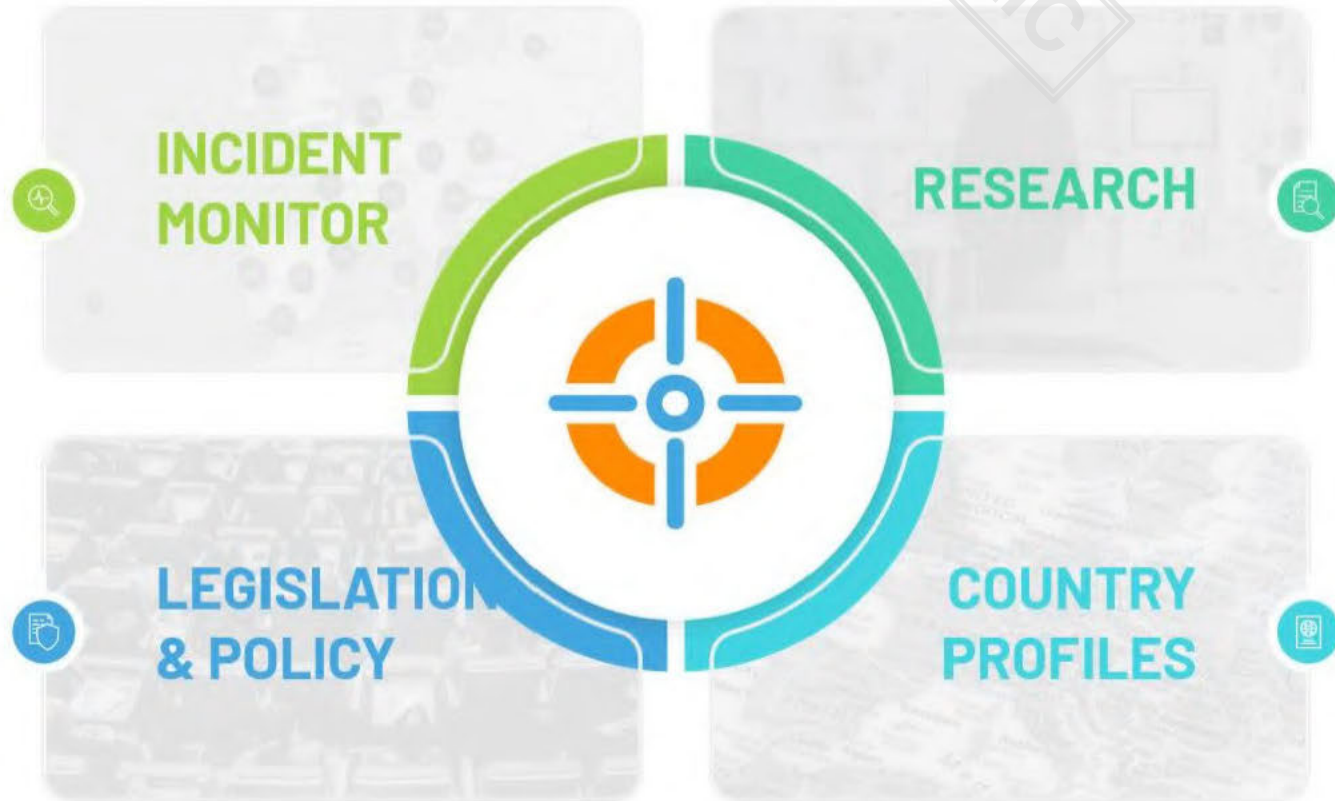
- **Real-time firearms incident monitor (27 EU MS)**
  - Inspired by Armed Violence Monitoring Platform (SEESAC)
- **8 research reports**
- **27 country fact sheets**

→ **New knowledge-hub**

which also includes:

- Country profiles, with links to publicly available official data
- Previous studies (per theme, also per country)
- International legislation and policy initiatives

# GUNVIOLENCE.EU



<https://gunviolence.eu>

# The European Migrant Smuggling Centre

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# Topics

- **EMSC organisation & functions**
  - Functions of the EMSC – Operational & Strategic
  - Combating Migrant Smuggling and THB in 2023
  - Migrant smuggling & connected crimes
  - Operational Task Forces & Europol's Guest Officers
- **Challenges & Opportunities**
- **Way forward**

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# EMSC organisation



O2-1 EU Drugs unit

O2-11 Drugs Operational Coordination

O2-12 Drugs (A)

O2-13 Drugs (B)

O2-14 Weapons & Explosives

O2-2 EU Organised Crime Unit

O2-21 OCG Operational Coordination

O2-22 Top OCGs

O2-23 Property Crime

O2-24 Environmental Crime

O2-3 European Migrant Smuggling (EMSC)

O2-31 EMSC Operational Coordination

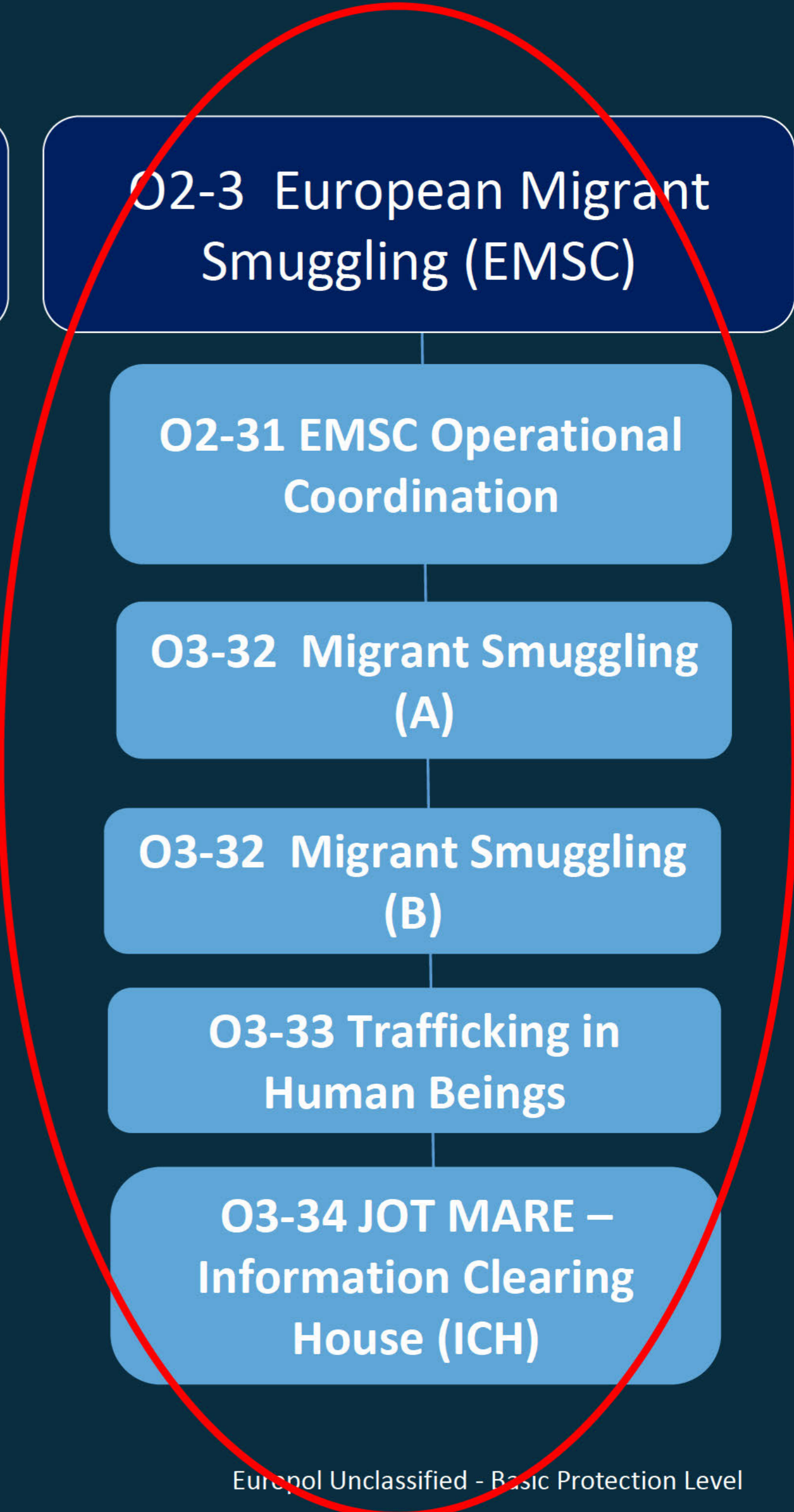
O3-32 Migrant Smuggling (A)

O3-32 Migrant Smuggling (B)

O3-33 Trafficking in Human Beings

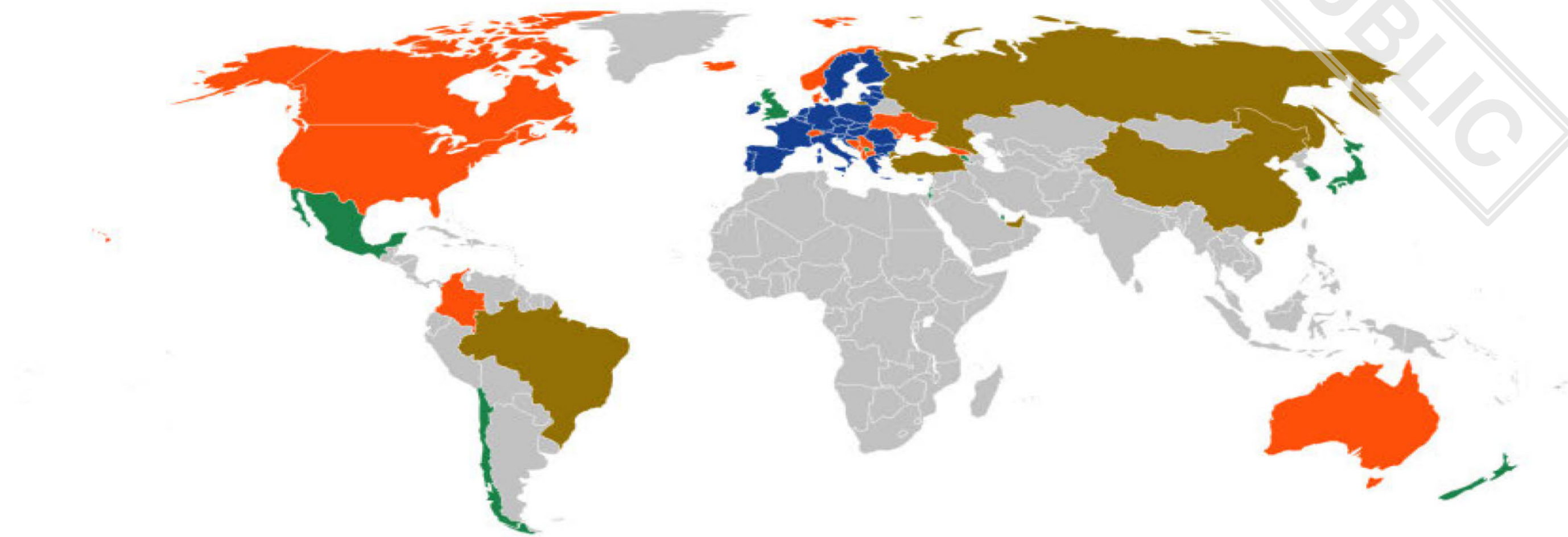
O3-34 JOT MARE – Information Clearing House (ICH)

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# Cooperation Architecture

## AGREEMENTS & WORKING ARRANGEMENTS WITH COUNTRIES



### OPERATIONAL AGREEMENTS

- Denmark
- Australia
- Canada
- Georgia
- Moldova
- Norway
- Serbia
- Liechtenstein
- Ukraine
- Albania
- Bosnia & Herzegovina
- Colombia
- Iceland
- Montenegro
- North Macedonia
- Switzerland
- Monaco
- United States

### WORKING ARRANGEMENTS

- Andorra
- Qatar
- Israel
- San Marino
- Mexico
- Kosovo

### STRATEGIC AGREEMENTS

- Brazil
- Russia (suspended)
- United Arab Emirates
- China
- Türkiye

- United Kingdom
- New Zealand
- Armenia
- Chile
- Republic of Korea
- Japan

## AGREEMENTS & WORKING ARRANGEMENTS WITH AGENCIES, INSTITUTIONS & ORGANISATIONS

### EU INSTITUTIONS & BODIES

- European Central Bank (ECB)
- European Commission
- European Anti-Fraud Office (OLAF)
- European Investment Bank (EIB)
- European Public Prosecutor's Office (EPPO)

### EU AGENCIES

- Eurojust
- European Border and Coast Guard Agency (Frontex)
- European Centre for Disease Prevention and Control (ECDC)
- European Union Agency for Law Enforcement Training (CEPOL)
- European Union Agency for Network and Information Security (ENISA)
- European Union Intellectual Property Office (EUIPO)
- European Monitoring Centre for Drugs and Drug Addiction (EMCDDA)

### EUROPEAN UNION

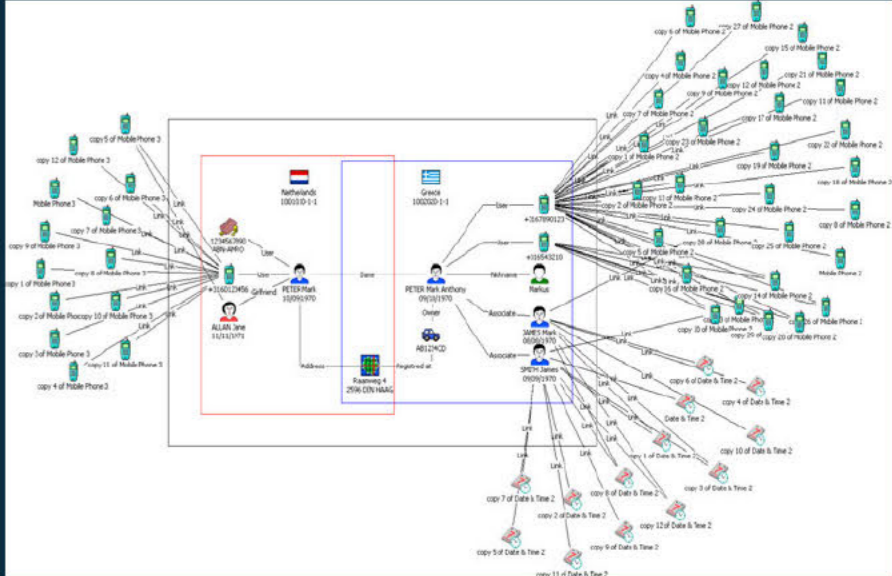
- EUNAVFOR MED

### INTERNATIONAL ORGANISATIONS

- Interpol
- United Nations Office on Drugs and Crime (UNODC)
- World Customs Organisation (WCO)
- International Criminal Court (ICC)
- Kosovo Specialist Chambers and Specialist Prosecutor's Office

# Functions of the EMSC – operational coordination

Information exchange  
Intelligence analysis



Support priority investigations  
Dedicated staff

Tactical and financial support

High Value Targets & Operational Task Forces

EMPACT

Mobile Office  
Digital forensics



# Combating Migrant Smuggling and THB in 2023\*

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- More than **5 900** Traffickers
- More than **16 000** Migrant Smugglers
- More than **400** complex investigations supported
- Over **24 000** SIENA messages
- Over **60 Action Days** supported
- Over **1 150 intelligence products** distributed to EU

Products & Services	2022	2023	%
Received messages	22389	23574	5.3%
Sent messages	4121	4447	7.9%
Intelligence products	1194	1150	-3.7%
Cases (Total)	5667	7051	24.4%
Cases (Supported)	331	432	30.5%

Provisional data

\*updated 11.01.2024

# Migrant smuggling & connected crimes



Investigations of documents frauds

AD6 Specialist



Violence



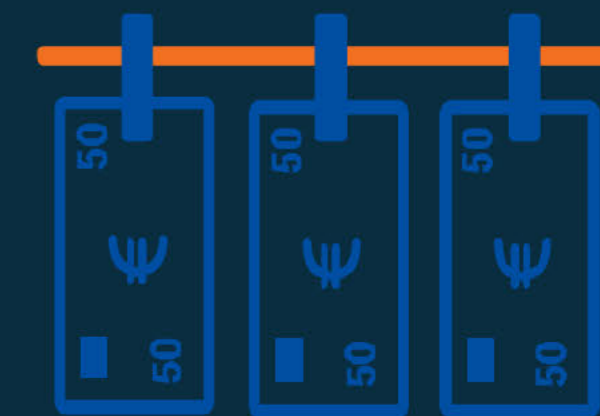
Investigations of trafficking in human beings

Targeting migrant smugglers using digital tools



Legal Businesses

Investigations of money laundering & asset recovery



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# Europol's Guest Officers

- GOs - primarily SSCs
- Country specific
- 65 GOs deployed
- EMSC staff re-enforces deployments

# Functions of the EMSC – strategic support

- Detect **Trends & MO**
- **Early Warning**
- Regular situational reports - **EPMT**
- **Strategic** reports
- Contribution to the **EU policy**
- Building new **partnerships**



# Challenges & Opportunities

## Internal:

- **Intelligence** vs. Evidence collection
- Incident based vs. **organised crime**
- **Digitalisation** – Social Media
- **Money laundering** and **criminal assets**
- Cooperation with the **private sector**
- **Legislation** – migrant smuggling offence

## External dimension:

- Effective **cooperation arrangements**
- Better cooperation with **source and transit countries**
- Effective use of **EU assets**
- **Better external coordination** to address challenges

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Thank you for your  
attention

Any  
questions?

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[www.europol.europa.eu](http://www.europol.europa.eu)



Europol Unclassified - Basic Protection Level

# FRONTEX



EUROPEAN BORDER AND COAST GUARD AGENCY

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## Fight against migrant smuggling - Frontex operational activities

LEWP-P meeting, 19.01.2024

Warsaw, 18. 01. 2024

# Increasing law enforcement orientation

Bridging border and coast guard (at external borders) with police and customs

European Multidisciplinary Platform Against Criminal Threats and other initiatives

European Integrated Border Management concept

Counteracting cross-border crime, incl. terrorism

Processing of information to be used in support of criminal investigations

# EIBM Intelligence at Frontex

- Information collection / exchange in Eurosur (COM Implementing Regulation (EU) 2021/581)
- Information collection during operational activities
- Information collection to support other analytical processes
- Information exchanged in dedicated Risk Analysis Networks with Member States & Third Countries
- Information exchange through Frontex Liaison Officers in Member States & Third Countries



to enable Frontex to provide for:

- Strategic and general analysis
- Analysis to support capacity building and operational planning
- Tactical analysis to support and advance border control activities
- Risk definitions and indicators for ETIAS and other processes
- Forecasting / Early warning



aiming at a **24/7 - 365**:

- Updated situational awareness
- EBCG activities for the purpose of
  - detecting, preventing and combating illegal border crossings and cross-border crime &
  - contributing to saving the lives of migrants and ensuring their protection.



## Inter-agency cooperation on migrant smuggling

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- Bi-directional exchange of analytical findings
- Contribution to each other assessments (e.g. SOCTA, ARA)
- Joint Assessments (e.g. Joint Report on Secondary Movements)
- Exchange of (personal) data with Europol (put on hold due to EDPS concerns)
- Europol is invited to participate and contribute in Frontex Risk Analysis Networks
- Frontex Analysts are constantly present in ICH & mutual visits of experts
- EBCG contribution to EMPACT activities in intelligence and operational phase
- Both Agencies' contributions in Migration Blueprint Network, IPCR



## Work is going on ...

- Constant further enhancement of cooperation between the EU Agencies and MS/SAC
- Increase of the quality of the analytical products by a more comprehensive and detailed picture
- Reducing efforts for MS authorities by limiting reporting through inter-agency cooperation and information exchange
- Improvement in the exchange of intelligence from investigations and inland detections (Feedback-loop) to contribute to the situational awareness at the EU external borders and support tailored / targeted border control measures

# Modalities of Frontex perspective on cross border crime



- Joint Operations
- Pilot Project
- EMPACT including Joint Action Days
- Daily operational activities at the external borders by uniformed Frontex officers (CBCDO, MVCDO, ALDO BGO, DH etc.)
- Risk Analysis and Vulnerability Assessment
- Eurosur Fusion Services
- Dedicated equipment
- Training, R&I
- Capacity building in TCs
- FLOs and LOs at Frontex
- Working Arrangements, Status Agreements
- Cooperation with other EU Agencies and IOs

# EMPACT activities with planned Frontex involvement

Frontex to be involved in 10 Operational Action Plans under EMPACT 2024-25.  
 101 Operational Actions: 9 as the action leader, 22 as the action co-leader, 70 as a participant.

1.	22 in Migrant Smuggling (MIGR)	➔
2.	13 in Trafficking in Human Beings (THB)	➔
3.	11 in Cocaine, Cannabis and Heroin (CCH)	➔
4.	14 in Firearms (FIA)	➔
5.	10 in Organized Property Crime (OPC)	➔
6.	7 in High Risk Criminal Networks (HRCN)	➔
7.	3 in Environmental Crime (EnviCrime)	➔
8.	9 in Excise Fraud (EF)	➔
9.	4 in Synthetic Drugs and new psychoactive substances (NPS/SYD)	➔
10.	8 in Intellectual Property Crime	➔

Within the framework of the OAPs, Frontex shall coordinate 7 Joint Action Days (JAD) and co-lead 1 JAD, as follows:

Coordinated JADs: Mobile 7, Stopover 4, Arktos 6, Global Chain 2, Finestra 4, Danube 9 and Pirates 2.

Co-led JAD: SEE

# JADs in 2024 (10 out of 12 led and co-led by Frontex)

Mobile 7	Stopover 4	Arktos 6	Child trafficking	Global Chain 2	Finestra 4	Danube 9	Pirates 2
<ul style="list-style-type: none"> <li>• Motor Vehicle Crime</li> <li>• Stolen boats smuggling</li> <li>• Migrant smuggling</li> <li>• Document fraud</li> </ul>	<ul style="list-style-type: none"> <li>• Migrant smuggling</li> <li>• Document fraud</li> <li>• Drugs trafficking</li> </ul>	<ul style="list-style-type: none"> <li>• Migrant smuggling</li> <li>• Excise goods smuggling</li> </ul>	<ul style="list-style-type: none"> <li>• Child trafficking</li> <li>• Migrant smuggling</li> <li>• Document fraud</li> </ul>	<ul style="list-style-type: none"> <li>• All forms of THB</li> <li>• migrant smuggling</li> <li>• Document fraud</li> </ul>	<ul style="list-style-type: none"> <li>• Trafficking, illicit trade and illegal manufacturing of tobacco products</li> <li>• Migrant smuggling</li> <li>• Firearms trafficking</li> <li>• Document fraud</li> </ul>	<ul style="list-style-type: none"> <li>• Migrant smuggling</li> <li>• THB</li> <li>• Document fraud</li> </ul>	<ul style="list-style-type: none"> <li>• Migrant smuggling</li> <li>• Document fraud</li> <li>• Counterfeit product</li> <li>• Cash and valuables smuggling</li> </ul>
<div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p>+ JAD SEE 2024 (Co-led)</p> <p>Firearms trafficking, Migrant smuggling, Document Fraud, Drugs trafficking, THB, HRCN</p> </div>							

# FRONTEX



EUROPEAN BORDER AND COAST GUARD AGENCY

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**Thank you for your attention!**

FOR INFORMATION PLEASE CONTACT:  
[frontex@frontex.europa.eu](mailto:frontex@frontex.europa.eu)

Warsaw, 18. 01. 2024



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***Proposal for a Regulation on enhancing police cooperation in relation to the prevention, detection and investigation of migrant smuggling and trafficking in human beings, and on enhancing Europol's support to preventing and combating such crimes and amending Regulation (EU) 2016/794 [COM(2023) 754 final]***



*Law Enforcement Working Party  
19 January 2024*

# Reminder: Objectives of the proposal

- 1) Strengthening **inter-agency cooperation** on migrant smuggling and trafficking in human beings.
- 2) Strengthening **steer and coordination** on countering migrant smuggling and trafficking in human beings at EU level.
- 3) **Improving information sharing** on migrant smuggling and trafficking in human beings.
- 4) **Reinforcing Member States' resources** to prevent and combat migrant smuggling and trafficking in human beings.
- 5) **Reinforcing Europol's support** to the prevention and combatting of migrant smuggling and trafficking in human beings through operational task forces and Europol deployments for operational support.

# A legislative proposal with a legislative financial statement (LFS) is needed to get additional resources

- The LFS will be necessary in the context of the **annual budgetary procedure** to allocate additional resources to Europol.
- Any resources indicated in the LFS will obtain the **agreement of the Budgetary Authority (EP + Council)**.
- In the absence of new tasks delegated to the agencies via a legislative initiative, including a legislative financial statement, no additional resources can be considered.

# A legislative proposal with a LFS is needed to get additional resources

## References:

- Financial Regulation (Article 65): the establishment plans of agencies are part of the Budget decided by the Budget Authority;
- Budget circular for 2025:
  - For Establishment plan posts (TA posts): For the agencies with increasing staff levels as a consequence of legislative proposals, the number of establishment plan posts disclosed in the Legislative Financial Statement accompanying the proposals for the year 2025 will serve as a ceiling for increases, for discussion in the context of Draft Budget 2025;
  - For external staff (CA and SNE posts): the number of contract agents and seconded national experts financed with the EU contribution in 2025 will be stabilised at the level agreed during the 2024 budget, except for cases where a change is documented in legislative financial statements.

# Reminder: A LFS to increase significantly the financial and human resources of Europol

- Sources of financing:

	In million EUR
Offsetting with Frontex (10 AD, 20 CA)	6.5
Heading 5 (security/Defence) margin from Defence area	20
BMVI (Heading 4) offsetting	10
ISF (internal redeployment)	13.5
<b>Grant total</b>	<b>50</b>

## LFS Specific objective 1: Reinforcing the European Centre Against Migrant Smuggling and the other relevant Europol's entities

### Current situation (Europol budget 2024):

- EMSC: 40 TAs, 1 CAs, 12 SNEs
- 50 short term, costed SNEs (operational) for Guest Experts/OTFs

### With the LFS (2025-2027) :

- **30 additional staff** (10 TAs, 20 CAs)
- **20 additional short term, costed SNEs (operational)** for Guest Experts/OTFs
- **Profiles:** investigative specialists and data analysts; OSINT/media monitoring specialists; Forensic, decryption specialists; asset tracing and financial investigation specialist; strategic analysis specialists.

## LFS/ Specific objective 2: Reinforcing Europol's ICT capabilities

### Current situation (Europol budget 2024):

- 78 million allocated for the Development of operational ICT and IM capabilities

### With the LFS (2025-2027) :

- SIENA: **3,4 additional million** to support MS in facilitating and streamlining exchange of information
- Biometrics: **21,7 additional million** to support MS needs in biometrics analysis in the context of the EU interoperability

**TOTAL: 25,1 million**

LFS/ Specific objective 3: Reinforcing Europol's operations budget to support MS' request for operational support

Current situation (Europol budget 2024):

- Europol deployment (mission): 3.5 million (2023)
- OTF grant: 2 million per year
- EMPACT grant (HVG/LVG): 4 million per year

With the LFS (2025-2027) :

- Europol deployment (mission): **+1.5 additional per year** (new annual allocation: 5 million/year)
- OTF grant: **+3 additional million per year** (new annual allocation : 5 million/year)
- EMPACT grant: **+2 additional million per year** (new annual allocation: 6 million per year)

**TOTAL: 19,5 million**

# From the European Migrant Smuggling Centre (EMSC) to the European Centre against Migrant Smuggling (ECMS)

## What does not change:

- The existing internal structures and governance of Europol;
- The prerogatives of the Europol Management Board (Article 11(1)(s) of the existing Europol Regulation) to decide on the organisation and running of the Centre.

## What we propose:

- To establish Europol and its Centre as the Centre of gravity at EU level for countering migrant smuggling;
- To establish a clear governance framework of the Centre (composition and tasks) in law, in line with the existing structure of Europol, and leaving the details to the Europol Management;
- To rename the reinforced Centre and to call it the European Centre Against Migrant Smuggling.

# Targeted amendments to the Europol Regulation

## What does not change:

- The structure of the Europol Regulation (currently 77 Articles);
- The balance of the current Regulation, notably in terms of combating serious organized crime and terrorism;
- The horizontal approach of the current Regulation;
- The provisions introduced by the 2022 Europol amending Regulation adopted by the co-legislators.

## What we propose:

- Targeted amendments to Article 2 (definitions), Article 4 (tasks), Article 18(2) (to add a reference to SIENA);
- To codify existing practices of Europol's support with two new Articles to ensure legal certainty: Article 5a on Operational Task Forces and Article 5b on deployments;
- To make full use of existing provisions related to cooperation with third countries.

# Operational support (OTFs, deployment) provided by Europol to Member States

## What does not change:

- Any operational support is upon request of the Member State;
- Any operational support is in accordance with that Member States' national laws;
- Implementing rules regarding OTFs and operational deployment are the prerogatives of the Europol Management Board;
- Necessary flexibility as required for these operational mechanisms.

## What we propose:

- To clarify the nature of the operational support that Europol staff may provide on the ground, providing legal clarity;
- To codify the reserve pool set up by Europol with Member States' experts for deployment;
- To bring the operational support to the next level in terms of effectiveness and efficiency for the benefit of all Member States and the Union.

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# Thank you



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