COUNCIL OF THE EUROPEAN UNION	Brussels, 22 February 2010
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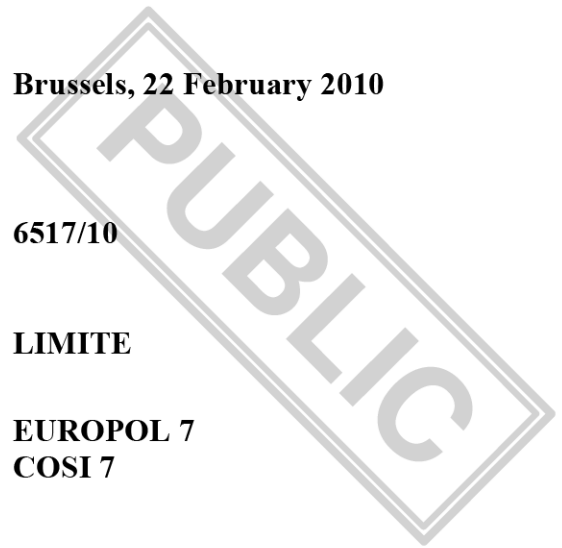
NOTE

From:	EUROPOL
To:	COSI
Subject:	Europol Strategy 2010 - 2014

Delegations will find attached a letter from the Chairman of the Europol Management Board to the Chairman of COSI (Annex I) transmitting the Europol Strategy 2010 - 2014 (Annex II).

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EUROPOL

Management Board

> Mr Francisco Javier Velázquez López
>
> Director General of the Police and Guardia Civil
>
> Chairman of the Standing Committee on Internal Security
>
> Council of the European Union

Dear Mr Velázquez,

I am pleased to transmit to the Council the attached strategy for Europol, which was adopted by the Management Board on a proposal of the Director.

The strategy covers the time-span 2010-2014 and is meant to be a flexible and future-oriented instrument supporting an increasingly operational Europol.

The strategy pays close attention to the needs of Europol as well as to the environment in which it operates, particularly following the application of the Council Decision establishing Europol and the adoption of the Stockholm programme. In order to achieve its most effective implementation, Europol has undertaken a departmental reorganisation reflecting the changing nature of the operational framework.

The Management Board, with the assistance of the Heads of the Europol National Units, will closely monitor the strategy implementation by Europol and the national competent authorities.

I remain at your disposal for any further information you may need on this issue.

Yours sincerely,

Francisco José Aranda
MB Chairperson

Attachment: 1424-73r1

EUROPOL	The Hague, 2 November 2009
Management Board **17 - 18 November 2009** **Item 06a** **Management Board to adopt**	File number: 1424-73r1

Europol Strategy

2010 – 2014

Table of Contents

Introduction

Europol is entering a key phase in its strategic development. On 1 January 2010 it acquires a new legal status with enhanced capabilities. This offers the organisation a unique opportunity to grow in order to better fulfil its mission of supporting Member States in the fight against international serious crime and terrorism. This document describes the Europol Strategy for 2010-2014. It charts the strategic direction Europol will take over this period in light of its new responsibilities and opportunities. The Strategy builds on the work of previous versions and, in particular, calls for the further development of Europol's key capabilities in regard to operational support, information exchange, and law enforcement expertise.

The Europol Strategy contains the following sections:

The **first chapter** describes the **methodology** used to develop the Strategy. It explains how a strategic environment analysis was conducted as a basis for the definition of the Strategic Goals and Objectives. The main findings of this analysis are referred to in the presentation of the goals in chapter five.

The **second chapter** is dedicated to our **Mission** and **Vision**. The Mission explains Europol's purpose, our reason of being. The Vision reflects our ambitious view of the organisation's future.

The manner in which we want to work is expressed in the **Values** and **guiding principles** captured in the **third chapter**.

The **multi-annual Strategic Goals** in **chapter four** are the fundamental elements of how we want to achieve our vision.

The core of the Strategy is summarised in **chapter five** in which each Strategic Goal is translated into **Strategic Objectives**. The issues and challenges identified during the strategic environment analysis are described under each Goal. The Strategic Objectives address these issues and, for each objective, the expected benefits.

1.   Methodology

In March 2009, the Management Board approved the process which describes the development of the Strategy for Europol[1]. This process aims to provide Europol with a multi-annual strategy that constitutes the link between the Vision and Mission and the annual Work Programme.

As foreseen in the agreed process, the Strategy has been developed following an in-depth analysis of our external and internal environment.

Extensive consultation informed our analysis of the strategic environment, allowing us to capture different perspectives and expectations towards Europol. The following groups of stakeholders were involved: staff from all departments and at all levels; police chiefs, members of the MB[2], and other representatives of the Member States; Commission and partner organisations including INTERPOL, OLAF and FRONTEX. The views of the JHA Ministers, who met at Europol on 1 October 2009 to discuss the future of the agency, have also been taken into account.

In addition, the analysis included findings of reports on Europol's performance and other important strategic factors reflected in certain EU policy documents, such as those published in preparation for the Stockholm Programme.

The main issues and challenges identified in the strategic analysis are reflected in chapter 5 under each goal heading.

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[1]   "Developing the Strategy for Europol – Process description", 14 April 2009, File no. 1424-61r1

[2]   Since the first draft was presented at the MB meeting on 23-24 September 2009, the document has been updated to reflect the feedback received at that meeting.

We will achieve each of our goals over the next five years by working towards a number of multi-annual strategic objectives, each of which implements different aspects of the overall Goal.

The strategic objectives will be fully reflected and further detailed for each calendar year in Europol's annual Work Programmes (see diagram below).

Strategy 2010-2014

| WP 2010 | WP 2011 | WP 2012 | WP 2013 | WP 2014 |
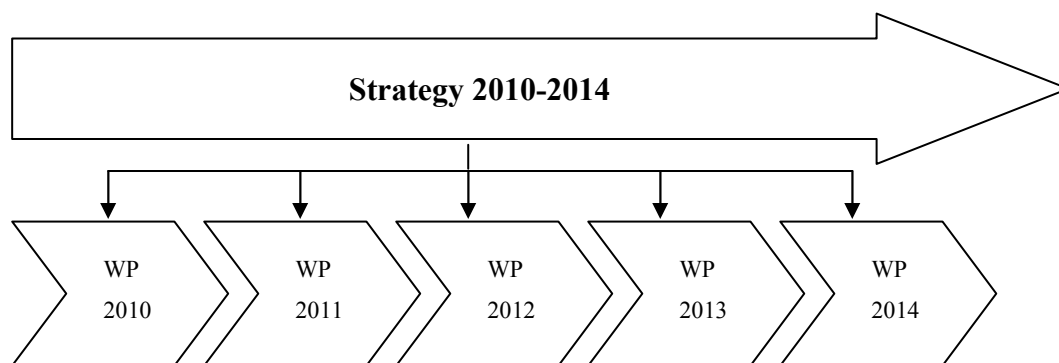
Implementation of the Strategy will be monitored via the performance management and reporting mechanisms established in the annual Work Programmes and, additionally, through progress reports submitted to the MB twice per year. Multi-annual key performance indicators (KPIs) will be used for this purpose. The Annual Activity Report, each year, will formally record the rate of implementation.

2.   Mission & Vision

2.1   Why are we here? - Our Mission

As the European Union law enforcement agency, Europol supports its Member States in preventing and combating all forms of international serious crime and terrorism.

2.2   Where do we want to be? - Our Vision

Our vision is to contribute to a safer Europe by providing the best possible support to law enforcement authorities in the Member States. We will achieve this by delivering a unique set of operational services for the European Union, developing as its principal:

-    support centre for law enforcement operations;

-    criminal information hub and

-    centre for law enforcement expertise.

3. Values and guiding principles

3.1 Values

We will fulfil our commitments through the efforts of our staff. In line with our mission and vision, we attach importance to the following five values which best characterise the culture of Europol and the work of its people:

- Integrity
- Accountability
- Initiative
- Teamwork
- Effectiveness

3.2 Guiding principles

In addition to the values, we share the following business principles that guide the organisation in its work:

- We strive for the best operational results by providing **high quality services** that are **flexible** and **responsive to Member States' needs**.
- We maintain a **data protection** and **security** regime of the highest standard in order to promote trust and information sharing.
- We collect the most and best possible criminal information available from the Member States and EU and other partners, deriving **maximum value** from its analysis and exchange through Europol.
- We operate through **effective partnerships** with Member States, EU bodies, international organisations and non-EU countries, working with others to secure common goals.
- We maintain **credibility with law enforcement** partners in the EU and beyond through the success of our work and the professional experience and knowledge of people recruited from the Member States authorities.
- We apply principles of **good governance**, **cost-effectiveness**, **leadership** and **transparency** in the conduct of our business.
- We recognise **staff as our biggest asset** and seek to maintain a workforce that is made up of people who are highly qualified, motivated, committed to the vision and values of Europol, and reflecting the diversity of the European Union.
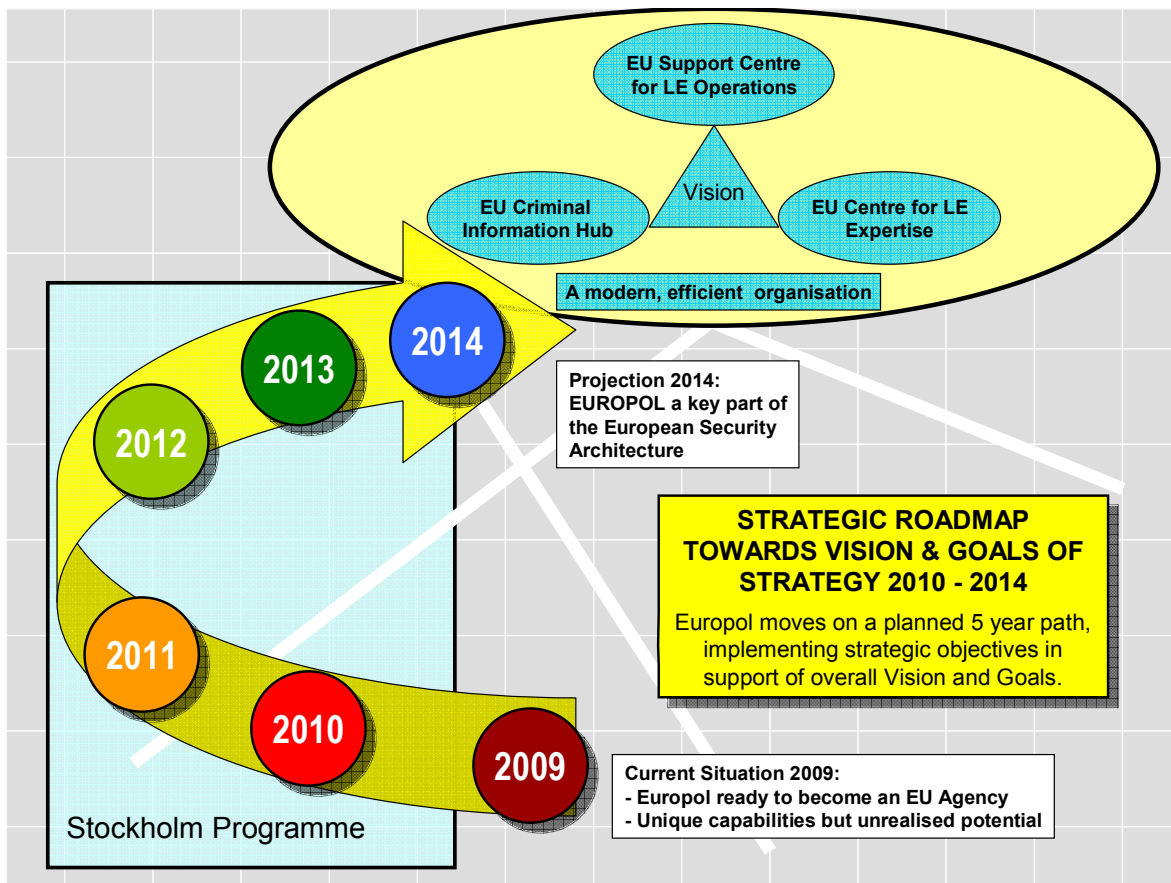
4. How will we reach our vision?

4.1 Strategic Goals

Europol will further develop itself as:

1. the principal EU support centre for law enforcement operations

2. the EU criminal information hub

3. the EU centre for law enforcement expertise

4. a modern, efficient organisation with the best resources, effective governance arrangements and a positive reputation

4.2 Strategic Roadmap

5.   Strategic Goals and Objectives

Goal 1:   Europol will function as the principal EU support centre for law enforcement operations
Europol's operational services add value in many important cases but, in general terms, their full potential has not been realised yet. More should be done to maximise the operational value of information held by Europol and to streamline the delivery of analysis and other services. Opportunities also exist to coordinate better joint action with Member States and other agencies.

Strategic Objectives	
1.1	**Ensure effective delivery of a unique set of operational support services**

Key elements:	Benefits:

- Improve operational analysis services in order to:
    o provide opportunities for more cross-border operations
    o respond more flexibly to MS' operational requirements including through the deployment of mobile support
    o offer a comprehensive data-matching capability linking MS investigations with other systems
 - Strengthen specialist operational capabilities in key areas such as Euro counterfeiting and terrorism (including terrorist financing)
 - Establish a horizontal focus across all crime areas, mainstreaming financial intelligence and cyber crime capabilities
 - Provide these support services within a more responsive and flexible regime capable of meeting better the requirements of MS by:
    o connecting better with investigators on the frontline
    o streamlining MS access to all Europol's services within an enhanced 24/7 service linked to the Liaison Bureaux network
    o offering services tailored to regional requirements, including via existing structures such as SECI
	More effective levels of support leading to increased operational results in MS
	
	Greater exploitation of information held at Europol
	
	Improved sharing of best practice and key techniques

Goal 1: Europol will function as the principal EU support centre for law enforcement operations (continued)

Strategic Objectives

1.2	Enhance the coordination of operational action in the EU

Key elements:	Benefits:
- Develop Europol as the EU's principal coordination centre in support of cross-border operations, stimulating greater use of JITs - Further promote the capacities of the ENUs and the Liaison Bureau network as key components of Europol - Strengthen Europol's support to COSPOL and other initiatives within the internal security framework of the EU - Build on Europol's position as the EU central office for Euro counterfeit investigations	*Improved coordination of action in the EU against common priorities*

1.3	Develop more effective cooperation with external partners

Key elements:	Benefits:
- Establish joint operational plans with key partners - Establish and manage cooperation agreements according to MS requirements - Establish effective arrangements for cooperation with the private sector	*Synergies between Europol and key partners*

Goal 2: Europol will become the EU criminal information hub

Coordination between Member States in identifying common information gaps and priorities for the investigation of the most prominent criminal targets is essential and needs to be strengthened. The development of OCTA has helped to promote a more uniform approach on these and associated matters but the remaining elements of a common intelligence model should also be implemented now. With the development of an EU information management strategy, Europol's unique information management capabilities provide the opportunity to grow as a central 'information powerhouse' in the EU to address these issues and to build an information platform capable of facilitating a more effective operational response to key security threats.

Europol is in a unique position to bring together the expertise developed at national level and, by operating an effective strategic assessment capability, to use its privileged position as a key information broker to report on developments in the threat.

Strategic Objectives

2.1	**Lead the further development of a European Criminal Intelligence Model**

Key elements:	*Benefits*:

- Develop a common approach in the EU for:
 	
   o targeted collection and sharing (via Europol) of key criminal information through the mechanism of a EU Information Requirement;
 	
   o integrated analysis of financial intelligence linked to all crime phenomena;
 	
   o identification of top criminal targets as the basis for concerted joint actions against priority threats
 	
- Strengthen the OCTA methodology and process to deliver a more dynamic and useful product
 	
- Promote ECIM principles with national and EU authorities
	Improved information flows in the EU
	
	Improved analytical products (e.g. OCTA and regional threat assessments)
	
	Better identification of key criminal threats

Goal 2: Europol will become the EU criminal information hub (continued)

Strategic Objectives

2.2	Improve the analysis capability of Europol

Key elements:	Benefits:
- Establish a standardised regime for the production and reporting of strategic assessments in line with MS requirements - Build a picture of the most significant criminal networks on a regional and pan-European basis - Scan the environment for new developments in internal security threats, sharing the results through effective 'early warning system' arrangements	*Knowledge on most significant criminal networks and markets is disseminated* *Future trends are highlighted*

2.3	**Strengthen the information management capabilities of Europol**

Key elements:	***Benefits***:
- Ensure full interoperability of Europol's systems, operating through a centralised hub - Improve interoperability between the data processing systems of Europol, MS, Interpol and EU-related bodies - Further develop SIENA as the central communication tool between MS, offering an unmatched mechanism for secure, reliable and user-friendly information exchange - Develop enhanced intelligence analysis tools, including the EAS and solutions for processing biometric data - Promote the full use of the IS and expert platforms - Provide automatic data transfer tools and enable automatic cross-checks, including bulk data matching - Align the confidentiality level of Europol's systems with Member States' needs	*Improved information flows in the EU* *Establishment of a 'one-stop shop' for data exchange and matching* *Maximum exploitation of all information sources*

Goal 3:	Europol will expand its capabilities as a EU centre for law enforcement expertise

Further work is necessary to develop a coherent and consistent approach to combating international serious crime and terrorism in the EU. We should address gaps in knowledge and expertise by developing and promulgating best practice, including through the development of new techniques.

Article 5(4) of the Europol Council Decision invites Europol to assist Member States through support, advice and research in the areas of training, technical support, crime prevention, technical and forensic methods and analysis, and investigative procedures.

Strategic Objectives

3.1	*Pioneer new techniques to prevent and combat international serious crime and terrorism*

Key elements:	Benefits:
- Pioneer new law enforcement techniques based on innovation at Europol and the identification of best practice in MS and elsewhere - Develop unique technical capacities for materials and devices used for counterfeiting currency, other means of payment and security documents - Advise on new legal or administrative instruments capable of reducing opportunities for crime - Develop a research and development capacity with external partners	*Insights in common concepts of crime prevention, forensics and specialist techniques are disseminated and best practices shared*

3.2	*Strengthen the position of Europol as a platform for specialist areas*

Key elements:	Benefits:
- Build a stronger central platform for collective capacity building in key areas such as combating terrorism, cyber crime, financial crime and Euro counterfeiting - Use the expert platforms to promote the delivery of technical and forensic support	*Expertise developed* *More effective and successful operations*

3.3	*Provide expertise and quality training in key law enforcement techniques*

Key elements:	Benefits:
- Provide platforms to facilitate sharing of best practices, training, research and development	*Increased capability in MS* *Common benefits across EU*

Goal 4: Europol will grow as a modern, efficient organisation with the best resources, effective governance arrangements and a positive reputation

As an organisation, Europol has grown both in size and maturity over the previous ten years. For it to deliver its vision effectively, the organisation needs to operate within a spirit of accountability and enterprise, ensuring flexibility to make cost-effective use of available resources.

Strategic Objectives

4.1	Strengthen Europol's accountability arrangements

Key elements:	Benefits:
- Safeguard principles of sound financial management - Strengthen control arrangements for internal audit, security and data protection - Strengthen concepts of transparency and delivery in a mature performance measurement regime - Establish a clearer performance reporting regime to MS and other key stakeholders, focusing on the outcome and impact of Europol's work - Implement provisions of ECD	*Cost effectiveness is ensured* *Clear accountability towards stakeholders* *Increased stakeholder satisfaction*

4.2	Strengthen ICT and business alignment

Key elements:	Benefits:
- Reinforce a coherent planned approach to ensure long-term sustainability, flexibility and interoperability of the ICT infrastructure and applications - Respond more flexibly to MS requirements in the development of new applications such as SIENA and 'Check the Web' - Ensure alignment between ICT capability and the goals of the Europol Strategy	*Timely and effective technical solutions for prioritised business needs* *ICT capability aligned with strategy*

4.3	**Improve the management of Europol's human and financial resources**		
Key elements: - Align human and financial resources with the goals of the Europol Strategy - Maximise levels of efficiency in the implementation of the budget and other business processes - Maximise involvement of Seconded National Experts (SNEs)		Benefits: *Resources aligned with strategy* *Value for money*	
4.4	**Build a strong Europol culture and a positive external image**		
Key elements: - Establish a more effective strategy for internal and external communication - Maintain high standards of professional behaviour		Benefits: *Increased awareness and higher visibility* *Demonstrable positive image – reliable and valuable partner*	

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