Effective police cooperation is a key step in turning the EU into an area of freedom, security and justice (AFSJ) based on respect for fundamental rights. Cross-border law enforcement cooperation – involving the police, customs and other law enforcement services – is designed to prevent, detect and investigate criminal offences across the EU. In practice, this cooperation mainly concerns serious crime (organised crime, drug trafficking, trafficking in human beings and cybercrime) and terrorism.

Considerable progress in strengthening police cooperation was made during the 2014-2019 legislative term. Most importantly, the new Europol Regulation took effect in May 2017.

In Parliament, the Committee on Civil Liberties, Justice and Home Affairs (LIBE Committee) is responsible for measures relating to police and judicial cooperation in criminal matters, including terrorism, and substantive and procedural measures relating to the development of a more coherent EU approach to criminal law, in accordance with Parliament’s Rules of Procedure.

**EU Treaties**

Under Articles 87-89 of the **Treaty on the Functioning of the European Union** (TFEU), the Union is obliged to ‘establish police cooperation involving all the Member States’ competent authorities, including police, customs and other specialised law enforcement services in relation to the prevention, detection and investigation of criminal offences’.

Europol’s mission is to support and strengthen action by the Member States’ police authorities and other law enforcement services and their mutual cooperation in preventing and combating serious crime affecting two or more Member States, terrorism and forms of crime which affect a common interest covered by a Union policy.
Main EU legislative acts on police cooperation

1. Adoption procedures

Under the TFEU, most police cooperation measures are adopted under the ordinary legislative procedure and are subject to judicial review by the Court of Justice. Nevertheless, even leaving to one side the specific features of the AFSJ (opt-outs for the United Kingdom, Ireland and Denmark (Protocols 21 and 22 annexed to the TFEU) and a privileged role for national parliaments (Protocols 1 and 2)), police cooperation, together with judicial cooperation in criminal matters, has not been entirely integrated into the EU framework and retains some of its original features from before the Treaty of Lisbon:

- The Commission shares its power of initiative with the Member States, provided they represent a quarter of the members of the Council (Article 76 TFEU);
- Parliament is merely consulted on operational cooperation measures, which are then adopted unanimously by the Council. In the absence of unanimity in the Council, then it is still possible for nine or more Member States to work together on the basis of enhanced cooperation. In this scenario, the European Council suspends the process in order to seek a consensus (‘emergency brake’ mechanism under Article 87(3) TFEU).

2. Main legislative acts adopted under the ordinary legislative procedure

2.1. Police cooperation has been strengthened and modernised by the following main legislative acts adopted during the current legislature:

- **Directive (EU) 2016/681** of the European Parliament and of the Council of 27 April 2016 on the use of passenger name record (PNR) data for the prevention, detection, investigation and prosecution of terrorist offences and serious crime. Member States were required to incorporate the directive into national law by 25 May 2018. This directive provides for the transfer by air carriers of the PNR data of passengers of extra-EU flights and the processing of this data, including its collection, use and retention by Member States and its exchange between Member States;
- **Regulation (EU) 2018/1726** of the European Parliament and of the Council of 14 November 2018 on the establishment, operation and use of the Schengen Information System (SIS) in the field of police cooperation and judicial cooperation in criminal matters,
amending and repealing Council Decision 2007/533/JHA, and repealing Regulation (EC) No 1986/2006 of the European Parliament and of the Council and Commission Decision 2010/261/EU, applicable from 28 December 2021 at the latest. This regulation establishes the conditions and procedures for the entry and processing of SIS alerts relating to persons and objects and for the exchange of supplementary information and additional data for the purpose of police and judicial cooperation in criminal matters;


2.2. Although police cooperation is not among the legal bases of the following legal acts, they also aim to strengthen it¹:

- With a legal basis of Article 21(2) TFEU (international relations), **Regulation (EU) 2019/1157** of the European Parliament and of the Council of 20 June 2019 on strengthening the security of identity cards of Union citizens and of residence documents issued to Union citizens and their family members exercising their right of free movement, applicable from 2 August 2021;


3. **Main legislative acts currently being discussed under the ordinary legislative procedure**

3.1. Further strengthening of police cooperation is in the pipeline via the following main legislative acts currently under discussion:

- Parliament adopted its [legislative resolution of 13 March 2019](#) on the proposal for a regulation of the European Parliament and of the Council establishing the Internal Security Fund. The negotiations are scheduled for the next parliamentary term. Please see the [procedure file](#) stored in the Legislative Observatory for more details on the ongoing work on this file.

- The LIBE Committee adopted its [report of 8 June 2017](#) on the proposal for a regulation of the European Parliament and of the Council on the establishment of ‘Eurodac’ for the comparison of fingerprints for the effective application of [Regulation (EU) No 604/2013 establishing the criteria and mechanisms for determining the Member State

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¹ Please see the briefing entitled ‘[Personal data protection achievements](#)’ during the legislative term 2014-2019: the role of the European Parliament’ for information on related data protection legislation.
Police cooperation achievements during the legislative term 2014-2019: the role of the European Parliament

responsible for examining an application for international protection lodged in one of the Member States by a third-country national or a stateless person], for identifying an illegally staying third-country national or stateless person and on requests for the comparison with Eurodac data by Member States’ law enforcement authorities and Europol for law enforcement purposes (recast). Please see the procedure file stored in the Legislative Observatory for more details on the ongoing work on this file (unfinished business under Rule 229 of the Rules of Procedure);

• Commission proposal of 7 January 2019 for a regulation of the European Parliament and of the Council establishing the conditions for accessing the other EU information systems and amending Regulation (EU) 2018/1862 and Regulation (EU) yyyy/xxx [ECRIS-TCN]. Please see the procedure file stored in the Legislative Observatory for more details on the ongoing work on this file (unfinished business under Rule 229 of the Rules of Procedure).

3.2. Although police cooperation is not the legal basis of the following legal act, it also aims to strengthen it:

• With a legal basis of Article 114 TFEU (internal market), Parliament adopted its legislative resolution of 17 April 2019 on the proposal for a regulation of the European Parliament and of the Council on preventing the dissemination of terrorist content online. The negotiations are scheduled for the next parliamentary term. Please see the procedure file stored in the Legislative Observatory for more details on the ongoing work on this file.

4. Main legislative acts adopted by the Council

4.1. Main operational police cooperation measures adopted previously by the Council:

• Council Framework Decision 2002/465/JHA of 13 June 2002 on joint investigation teams sets out the rules for the setting up and functioning of joint investigation teams (JITs). The rationale is that certain types of crime, such as drug trafficking, trafficking in human beings and terrorism, can be more effectively investigated by JITs set up for a fixed period under an agreement between the Member States;

• Council Framework Decision 2006/960/JHA of 18 December 2006 on simplifying the exchange of information and intelligence between law enforcement authorities of the Member States of the European Union. The so-called Swedish Initiative enables law enforcement authorities to share information and intelligence effectively when conducting criminal investigations or criminal intelligence operations;

• Council Decision 2008/615/JHA of 23 June 2008 on the stepping up of cross-border cooperation, particularly in combating terrorism and cross-border crime (Prüm decision) sets out rules on automated access to DNA profiles, dactyloscopic data and certain national vehicle registration data. It focuses on the supply of data relating to major events, the supply of information in order to prevent terrorist offences and other measures for stepping up cross-border police cooperation;

• Council Decision 2008/617/JHA of 23 June 2008 on the improvement of cooperation between the special intervention units of the Member States of the European Union in crisis situations. This Decision establishes the general rules and conditions for the provision of assistance by these units to any requesting Member State in man-made crisis situations that present a serious and direct physical threat.
4.2. Parliament has adopted several legislative resolutions under the consultation procedure to approve the draft Council implementing decisions on the launch of the automated exchange of dactyloscopic, DNA and vehicle registration data, including:

- its legislative resolution of 25 October 2016 on the draft Council implementing decision on the launch of automated data exchange with regard to dactyloscopic data in Denmark;
- its legislative resolution of 7 February 2018 on the draft Council implementing decision on the launch of automated data exchange with regard to vehicle registration data in Portugal.

The EU’s main international agreements on police cooperation

1. EU-US, EU-Australia and EU-Canada passenger name record (PNR) agreements

The EU has signed bilateral passenger name record (PNR) agreements with the United States, Australia and Canada. PNR data includes information provided by passengers when booking or checking in for flights and data collected by air carriers for their own commercial purposes. PNR data can be used by law enforcement authorities to fight serious crime and terrorism. The transfer of PNR data from the EU to third countries can only be done through a bilateral agreement that provides for a high level of personal data protection.

2. EU-US Terrorist Finance Tracking Programme (TFTP)

The EU has signed a bilateral agreement with the US on the processing and transfer of financial messaging data from the EU to the US for the purposes of the terrorist finance tracking programme.

Addressing police cooperation measures in resolutions

A number of Parliament resolutions on a variety of policy areas have addressed police cooperation by recommending the appropriate police cooperation policy responses. The most relevant resolutions are:

- its resolution of 9 July 2015 on the European Agenda on Security;
- its resolution of 29 October 2015 on the follow-up to the European Parliament resolution of 12 March 2014 on the electronic mass surveillance of EU citizens;
- its resolution of 25 November 2015 on the prevention of radicalisation and recruitment of European citizens by terrorist organisations;
- its resolution of 25 October 2016 on the fight against corruption and follow-up of the CRIM resolution;

2 Please see the briefing entitled ‘Personal data protection achievements during the legislative term 2014-2019: the role of the European Parliament’ for more details on these international agreements and Parliament’s role in negotiating them.
Police cooperation achievements during the legislative term 2014-2019: the role of the European Parliament

- its resolution of 12 December 2018 on findings and recommendations of the Special Committee on Terrorism;
- its resolution of 28 March 2019 on the situation of the rule of law and the fight against corruption in the EU, specifically in Malta and Slovakia.

Police cooperation agencies and other related bodies

1. European Union Agency for Law Enforcement Cooperation (Europol)

1.1. Europol is an agency whose main goal is to make Europe safer. It supports the EU Member States in their fight against terrorism, cybercrime and other serious and organised forms of crime. Europol also works with many non-EU partner states and international organisations. Large-scale criminal and terrorist networks pose a significant threat to the internal security of the EU. The biggest security threats come from terrorism, international drug trafficking and money laundering, organised fraud, the counterfeiting of euros, and trafficking in human beings.

Europol has set up several specialised units to respond to these threats:

- European Cybercrime Centre (EC3) to strengthen the law enforcement response to cybercrime in the EU and thus help to protect European citizens, businesses and governments from online crime;
- European Migrant Smuggling Centre (EMSC) to support the EU Member States in targeting and dismantling the complex and sophisticated criminal networks involved in migrant smuggling;
- European Counter Terrorism Centre (ECTC) is an operations centre and hub of expertise that reflects the growing need for the EU to strengthen its response to terror;
- Intellectual Property Crime Coordinated Coalition (IPC3) provides operational and technical support to law enforcement agencies and other partners;
- FIU.net is a decentralised and sophisticated computer network supporting the Financial Intelligence Units (FIUs) in the EU in their fight against money laundering and the financing of terrorism;
- The EU Internet Referral Unit (EU IRU) detects and investigates malicious content on the Internet and social media networks.

Europol publishes the following main reports linked to the policy cycle and priority setting:

- **Serious and Organised Crime Threat Assessment (SOCTA)** updates Europe’s law enforcement community and decision-makers on developments in serious and organised crime and the threats it poses to the EU;
- **EU Terrorism Situation and Trend Report (TE-SAT)** provides an overview of the situation in Europe on an annual basis: to fight terrorism, it is essential to have an optimal exchange of information and accurate data;
- **Internet Organised Crime Threat Assessment (IOCTA)** is an annual strategic report on key findings and emerging threats and developments in cybercrime – threats that impact governments, businesses and citizens in the EU.

Europol was established under the Europol Regulation. It is based in The Hague, the Netherlands.
1.2. In order to achieve greater accountability for the agency, a Joint Parliamentary Scrutiny Group (JPSG) on Europol was set up under the Europol Regulation. Article 88 of the TFEU provides for the scrutiny of Europol’s activities by the European Parliament, together with national parliaments. According to Article 51 of the Europol Regulation, ‘the JPSG shall politically monitor Europol’s activities in fulfilling its mission, including as regards the impact of those activities on the fundamental rights and freedoms of natural persons’.

On 24 April 2017, the Conference of Speakers of the EU Parliaments adopted conclusions on the establishment of the JPSG. The Conference of Speakers agreed that the JPSG should meet twice a year. In the first half of the year, the JPSG meets in the parliament of the country holding the rotating presidency of the Council of the EU, while in the second half of the year, the JPSG holds a meeting in the European Parliament. Its meetings are co-chaired by the European Parliament and the country holding the rotating presidency of the Council of the EU.

The constituent meeting of the JPSG took place at the European Parliament on 9 and 10 October 2017. During the second meeting, which took place on 18 and 19 March 2018 in Sofia under the Bulgarian presidency, the Rules of Procedure for the JPSG were adopted. The third meeting took place at the European Parliament on 24 and 25 September 2018 and the fourth meeting on 24 and 25 February 2019 in Bucharest under the Romanian presidency. The next meeting will take place on 23 and 24 September 2019 in Brussels and will be co-chaired by the European Parliament and the Finnish presidency.

1.3. Before the new Europol Regulation took effect on 1 May 2017, Parliament adopted several resolutions under the consultation procedure approving Europol’s operational and strategic cooperation agreements, including:

- its [legislative resolution of 12 April 2016](#) on the draft Council implementing decision approving the conclusion by the European Police Office (Europol) of the Agreement on Strategic Cooperation between the Federative Republic of Brazil and Europol;
- its [legislative resolution of 22 November 2016](#) on the draft Council implementing decision approving the conclusion by the European Police Office (Europol) of the Agreement on Operational and Strategic Cooperation between Ukraine and Europol;
- its [legislative resolution of 14 December 2016](#) on the draft Council implementing decision approving the conclusion by the European Police Office (Europol) of the Agreement on Operational and Strategic Cooperation between Georgia and Europol;
- its [legislative resolution of 14 February 2017](#) on the draft Council implementing decision amending Decision 2009/935/JHA as regards the list of third States and organisations with which Europol shall conclude agreements;
- its [legislative resolution of 27 April 2017](#) on the draft Council implementing decision approving the conclusion by the European Police Office (Europol) of the Agreement on Operational and Strategic Cooperation between the Kingdom of Denmark and Europol.

1.4. On 4 July 2018, Parliament adopted eight resolutions on the Commission recommendations for Council decisions authorising the opening of negotiations for agreements between the European Union and the Republic of Turkey, the People’s Democratic Republic of Algeria, the Arab Republic of Egypt, the Kingdom of Morocco, Tunisia, the Lebanese Republic, the State of Israel and the Hashemite Kingdom of Jordan on the exchange of personal data between Europol and the respective competent authorities of these countries for fighting serious crime and terrorism.
In all of the abovementioned resolutions, Parliament expressed concerns regarding the level of personal data protection and stressed that its consent to the conclusion of the agreements would be conditional upon satisfactory involvement of the Parliament at all stages of the procedure in accordance with Article 218 TFEU. Following this, the Commission debriefed the LIBE Committee on these negotiations at its meeting of 11 April 2019.

2. European Union Agency for Law Enforcement Training (CEPOL)

CEPOL is an agency dedicated to developing, implementing and coordinating training for law enforcement officials. CEPOL contributes to a safer Europe by facilitating cooperation and knowledge sharing among law enforcement officials of the EU Member States, and to some extent from third countries, on issues stemming from EU priorities in the field of security; in particular, from the EU policy cycle on serious and organised crime.

CEPOL publishes the EU Strategic Training Needs Assessment (EU-STNA). EU-level training that is qualitative and evidence-based facilitates the work of law enforcement officials in addressing crime threats to the EU. The EU-STNA aims to identify those EU-level training priorities in the area of internal security and its external aspects to help build the capacity of law enforcement officials, while seeking to avoid a duplication of efforts and achieve better coordination.

The Law Enforcement Training Agency is established under the CEPOL Regulation. It is based in Budapest, Hungary.

3. Standing Committee on Operational Cooperation on Internal Security (COSI)

Under Article 71 of the TFEU, ‘a standing committee shall be set up within the Council in order to ensure that operational cooperation on internal security is promoted and strengthened within the Union. Without prejudice to Article 240, it shall facilitate coordination of the action of Member States’ competent authorities. Representatives of the Union bodies, offices and agencies concerned may be involved in the proceedings of this committee. The European Parliament and national parliaments shall be kept informed of the proceedings.’

COSI facilitates, encourages and strengthens the coordination of EU Member State operations related to the EU’s internal security. It ensures effective operational cooperation on EU internal security matters, such as law enforcement, border control and judicial cooperation in criminal matters; evaluates the general direction and efficiency of operational cooperation; and assists the Council in reacting to terrorist attacks or natural or man-made disasters. COSI’s members are high-level officials from each EU Member State’s Ministry of the Interior and/or Justice, as well as Commission and EEAS representatives. Europol, Eurojust, Frontex, CEPOL and other relevant bodies may be invited to attend meetings as observers.

COSI was established by the Council Decision of 25 February 2010 on setting up the Standing Committee on operational cooperation on internal security (2010/131/EU).

COSI reports to the European Parliament and national parliaments on the proceedings of COSI are presented to the LIBE Committee by the COSI Chair.

4. EU Intelligence Analysis Centre (EU INTCEN)

The EU Intelligence Analysis Centre (EU INTCEN) is not, strictly speaking, a police cooperation body since it is a Directorate of the European External Action Service (EEAS) and only deals with strategic analysis. Nevertheless, it contributes to police cooperation by producing threat assessments based on information provided by intelligence services, the military, diplomats and police services. INTCEN
is also able to make useful contributions from an operational perspective by providing, for example, EU-wide information on the destinations, motives and movements of terrorists.

5. International police cooperation

Police cooperation beyond the borders of the EU is mainly coordinated by the International Criminal Police Organisation (INTERPOL). INTERPOL is an inter-governmental organisation with 194 member countries, including all EU Member States. Its aim is to help police forces to work together: it enables member countries to share and access data on crimes and criminals and offers different forms of technical and operational support. It is based in Lyon, France.

Tools to support evidence-based policies

1. Meetings with experts

Parliament has held numerous meetings, hearings, interparliamentary committee meetings and conferences addressing various aspects of police cooperation. The main meetings on this topic, as outlined below, gave MEPs the opportunity to hear from experts and hold discussions on the key issues:

- Hearing on the fight against terrorism and the challenges for EU internal security of 14 April 2015;
- Interparliamentary Committee Meeting on the democratic oversight of intelligence services in the European Union of 28 May 2015;
- Hearing on the control of the acquisition and possession of weapons of 15 February 2016;
- Hearing on the fight against organised crime and corruption: stepping up the EU response of 16 February 2016;
- Interparliamentary Committee meeting on Europol and its parliamentary scrutiny in the framework of EU Internal Security policies of 28 November 2016;
- Hearing on preventing and countering radicalisation and violent extremism of 29 November 2016;
- Hearing on the current challenges of fighting terrorism and serious crime of 30 May 2017.

In addition, the LIBE Committee holds a biannual Security Dialogue with the Commissioner for the Security Union. Each meeting focuses on a specific topic. The third LIBE Security dialogue of 10 July 2018 was dedicated to the ‘Implementation and State of Play of the Prüm Decisions and EU PNR’, which relate to police cooperation.

The main goal of the Security Dialogue is to evaluate the progress made in implementing the Security Union, based on the European Agenda on Security. The Commission regularly publishes Security Union progress reports, the most recent one being the eighteenth report of 20 March 2019.

In addition to the periodic reports, on 26 July 2017, the Commission adopted the ninth progress report towards an effective and genuine Security Union, which was accompanied by the Comprehensive Assessment of EU Security Policy since 2001 highlighting the remaining gaps and challenges to be addressed. An exchange of views on this assessment was held with the Commissioner for the Security Union at the LIBE meeting of 7 September 2017.
2. Ad hoc delegations

Parliament organises various ad hoc delegations to obtain first-hand information from the relevant countries or organisations. In the field of police cooperation, it has proved a very useful tool that enables the LIBE Committee to evaluate the effectiveness of law enforcement cooperation in practice. During the current legislative term, the LIBE Committee organised ad hoc delegations to Europol and CEPOL and several ad hoc delegations to the US in 2015, 2016, 2017 and 2018.

3. Supporting analyses

Parliament’s Policy Department for Citizens’ Rights and Constitutional Affairs, and the European Parliamentary Research Service, have commissioned several analyses at the request of the LIBE Committee to support the work of Parliament in the field of police cooperation. The main studies produced during the current parliamentary term are as follows:

- The US legal system on data protection in the field of law enforcement. Safeguards, rights and remedies for EU citizens, published in May 2015;
- The European Union’s Policies on Counter-Terrorism: Relevance, Coherence and Effectiveness, published in January 2017;
- Countering Terrorist Narratives, published in November 2017;
- EU and Member States’ policies and laws on persons suspected of terrorism-related crimes, published in December 2017;
- The Cost of Non-Europe in the fight against terrorism, published in May 2018;
- The return of foreign fighters to EU soil, published in May 2018;
- Cross-Border Exchange and Comparison of Forensic DNA Data in the Context of the Prüm Decision, published in June 2018;
- The EU-UK relationship beyond Brexit: options for Police Cooperation and Judicial Cooperation in Criminal Matters, published in July 2018;
- The future EU-UK relationship: options in the field of the protection of personal data for general processing activities and for processing for law enforcement purposes, published in August 2018.
Conclusions

Parliament has played a key role in shaping EU legislation in the field of police cooperation by making the safety of European citizens a political priority. Furthermore, under the ordinary legislative procedure, it has been working on improving police cooperation on an equal footing with the Council.

The main instrument for police cooperation is Europol, which is a central pillar of the EU’s broader internal security infrastructure. As part of the Europol reform, Parliament actively advocated greater parliamentary scrutiny and improved data protection rules.

Police cooperation and policies are still in development, with attention focused on countering pan-EU threats and crime more effectively and, particularly for Parliament, doing so in accordance with rules on fundamental rights and data protection. Although a complete overhaul of the rules applying to EU police cooperation agencies has been carried out during the current legislative term, concerted efforts will be needed over the next period to further strengthen police cooperation measures, in particular on the exchange of data and evidence between Member States’ law enforcement authorities and between them and EU agencies. Parliament urged the Member States to make the necessary technical standardisation improvements with regard to data quality and establish a legal framework for a future approach of ‘information sharing by default’. As the number of tasks increases and expectations grow, adequate financial and human resources for EU agencies need to be ensured. The role of Parliament, moreover, will probably shift from introducing new legislation to monitoring the implementation of the legislation.

Parliament is now a fully-fledged institutional actor in the field of security policies and should play a crucial role in evaluating and defining internal security policies. It has already left an indelible mark on internal security policy, including police cooperation policies.

In summary, considerable progress has been made in strengthening police cooperation during the 2014-2019 legislative term. Most importantly of all, the new Europol Regulation took effect in May 2017.