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Europol Programming Document

2020 – 2022

SECTION II –

Multi-annual programming 2020 – 2022

List of Acronyms

ADEP	Automation of Data Exchange Processes	HR	Human Resource
AP	Analysis Project	HVT	High Value Targets
ARO	Asset Recovery Office	IAC	Internal Audit Capability
BPL	Basic Protection Level	IAS	Internal Audit Service
CBRN	Chemical, Biological, Radiological and Nuclear	ICT	Information and Communications Technology
CEPOL	European Union Agency for Law Enforcement Training	IDMC	Integrated Data Management Concept
COSI	Standing Committee on Operational Cooperation on Internal Security	IRU	Internet Referral Unit
CSDP	Common Security and Defence Policy	ISF	Internal Security Fund
CT	Counter-Terrorism	J-CAT	Joint Cybercrime Action Taskforce
DPF	Data Protection Function	JHA	Justice and Home Affairs
EC3	Europol Cybercrime Centre	JIT	Joint Investigation Team
ECA	European Court of Auditors	JOT	Joint Operation Team
ECTC	European Counter Terrorism Centre	JRC	Joint Research Centre
EEAS	European External Action Service	LEA	Law Enforcement Authorities
EES	Entry-Exit System	MB	Management Board
EIS	Europol Information System	MENA	Middle East and North Africa region
EMAS	Europol Malware Analysis Solution	MS	Member State
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction	MTIC	Excise and Missing Trader Intra Community
EMPACT	European Multidisciplinary Platform against Criminal Threats	OAP	Operational Action Plan (under EMPACT)
EMSC	European Migrant Smuggling Centre	OCG	Organised Crime Group
EPE	Europol Platform for Experts	OLAF	European Anti-Fraud Office
ESOCC	European Serious and Organised Crime Centre	OSINT	Open Source Intelligence
ETIAS	EU Travel Information and Authorisation System	OSP	Online Service Providers
ETS	European Tracking Solution	PIU	Passenger Information Unit
EUIPO	European Union Intellectual Property Office	PNR	Passenger Name Record
Eurojust	The European Union's Judicial Cooperation Unit	QUEST	Querying Europol's systems
EU RTF	EU Regional Task Force	SIENA	Secure Information Exchange Network Application
Eu-Lisa	European Agency for the Operational Management of large-scale IT Systems in the Area of Freedom, Security and Justice	SIS	Schengen Information System
FIU	Financial Intelligence Unit	SOC	Serious and Organized Crime
Frontex	European Border and Coast Guard Agency	SOCTA	Serious and Organized Crime Threat Assessment
		TFTP	Terrorist Finance Tracking Programme
		THB	Trafficking in human beings
		TP	Third Parties
		UMF	Universal Message Format
		VIS	Visa Information System

SECTION II - Multi-annual programming 2020 – 2022

1. Multi-annual programme

The mid-term review of the Europol Strategy 2016-2020 that took place in 2018 confirmed that the current activities of the organisation remain important and should continue being developed. In addition, special focus will be placed on five main strategic priorities which have been identified as part of the Europol Strategy 2020+. These priorities will guide the work of the Agency in the years 2020-2022 to:

- be the EU criminal information hub making full use of data from an extensive network of partners;
- deliver agile operational support;
- be a platform for European policing solutions;
- be at the forefront of innovation and research for law enforcement;
- be the model EU law enforcement organisation with robust performance, good governance and accountability, promoting diversity and staff engagement.

The annual work programme captures and details the full spectrum of the agency's activities. Consideration was given to the annual objectives and actions to ensure that these are guided by and contribute to implementing the strategic priorities identified for 2020+ (see table on p.6).

In 2019 and in light of the strategic priorities for 2020+, Europol will also perform a full review of its multi-annual objectives for the years 2020-2022, with a view to updating this section before final approval of the programming document by the MB (November 2019).

The areas of specific focus for the years 2020-2022 are presented below:

Strategic Priority 1: Be the EU criminal information hub

Europol has established itself as the EU criminal information hub and will continue to enhance the value of its network by providing Member States with access to a growing number of partners and sources of information. Europol will further evolve from collecting to connecting information; in the coming years, the focus will be on reinforcing this position by advancing Europol's information management architecture and rapidly embracing new methods and technologies as they become available. Europol will also work with the relevant EU agencies, the European Commission and the Member States to implement its roadmaps related to travel intelligence and to EU systems interoperability.

Highlights:

- A prominent information position through an improved information management architecture with fully integrated data management and advanced capabilities.
- Efficient intake of information, freeing up resources for analysis and operational support.
- Exploit the opportunities made available by the interoperability of EU systems such as increased use of biometrics.
- Implementation of Europol's External Strategy.

Strategic priority 2: Deliver agile operational support

To increase operational impact by dismantling terrorist networks and increasingly poly-criminal organised crime groups, Europol will develop an agile operational support model, building on its existing experience of the Joint Cybercrime Action Taskforce (J-CAT), Joint

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Operational Team (JOT) Mare, Counter Terrorism Joint Liaison Team (CT-JLT), High-Value Targets (HVTs), Operational Taskforces (OTFs) and guest officer deployments.

Enhanced analytical capabilities will be at the core of Europol's operational support. In addition, Europol will develop a complete operational support model to identify, organise, coordinate and deploy multi-disciplinary teams to work with Member States and support priority investigations against high-value targets. Europol will also further enhance its rapid response to terrorist attacks and other major crime incidents.

The most dangerous organised crime groups corrupt and infiltrate the public sector and carry out complex money laundering schemes to conceal their illegal profits. To tackle these top criminals successfully, Europol will put more focus on investigating high-value targets, financial investigations and asset recovery.

Highlights:

- Identification and increased support to priority investigations.
- Development of standard operating procedures for rapid response and operational deployments.
- Expanding the EU law enforcement toolbox especially in niche technical and forensic capabilities.
- Creation and support of an environment for multi-disciplinary teams and transnational investigations.

Strategic Priority 3: Be a platform for European policing solutions

Europol will act as the broker of law enforcement knowledge, providing a hub through which Member States can connect and benefit from each other's and Europol's expertise and training capabilities. Europol's evolution from a systems-based organisation to a specialised law enforcement service provider by progressively advancing from processing to producing knowledge will be pursued.

Europol will bring together Member States to drive the development of EU analysis standards and strengthen analysis for law enforcement in the EU. The aim will be to deliver, in close cooperation with Member States, analytical products and services with actionable intelligence, which are recognised and can be used by Member States' jurisdictions.

Highlights:

- A dynamic knowledge platform, able to exploit the information Europol holds and that which it can access.
- Development of a common methodology and standards of analysis.
- A central inventory of skills available across Member States' law enforcement agencies in view of connecting expertise, promoting best practices and delivering joint training activities.
- A platform for complex EU policing solutions such as decryption and cryptocurrency.

Strategic Priority 4: Be at the forefront of law enforcement innovation and research

The advent of new technologies and the increasing sophistication of crime, the exponential growth of data types and volume are major challenges for today's law enforcement community. Making incremental changes to existing solutions is not enough; to remain relevant and effective, it is necessary to invest in and actively pursue new solutions. Europol will become a central contact point for law enforcement innovation, bringing together the most suitable partners to build a network of innovation, tailored to the needs of Member States' law enforcement agencies. New methods to leverage the full value of available data and the application of innovative business models

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in law enforcement will be co-developed, tested and hosted by Europol for the benefit of the Member States.

Highlights:

- Common understanding of innovation and research needs of Member States
- Identification of best innovation partners.
- Development of an innovation strategy defining the priority fields for investment.
- A culture of innovation including an innovation lab.

Strategic Priority 5: Be the model EU Law Enforcement organisation

Europol will work closely with all its partners to develop synergies ensuring the most efficient and effective use of its resources. The agency will maintain the highest governance standards while remaining accountable to its EU law enforcement partners and EU institutional stakeholders, ensuring that our work is visible to EU citizens at large.

Europol will create the conditions for a culture of innovation by nurturing an environment of transparency, communication, creativity and diversity, where staff engagement, motivation and well-being are key.

Highlights:

- Further strengthening a workforce with the skills to drive the organisation forward.
- Managing resources in a transparent, trusted and compliant way.
- Develop new communication strategies.
- A diversity and inclusion strategy.

Europol External Strategy 2017-2020

In order to strengthen Europol's contribution to consolidating the Security Union, in particular the fight against serious and organised crime and terrorism, Europol's activities in the external domain will focus on the following objectives:

- Optimising Europol's **partnerships**, operational and strategic;
- Strengthening Europol's role as the **preferred platform** for international law-enforcement cooperation against threats related to EU security;
- Reinforcing Europol's position within the **EU security architecture**;
- Promoting Europol's **successful cooperation model**.

1. Rationale

Article 12 of the Regulation (EU) 2016/794 of the European Parliament and of the Council of 11 May 2016 on the European Union Agency for Law Enforcement Cooperation (Europol Regulation) explicitly stipulates the establishment of a strategy for relations with **third countries** and **international organisations**, which is also an element of the multiannual overall strategic programming.

Europol's External Strategy, reflecting the Europol Regulation, does not cover cooperation with EU agencies and other partners, such as the private sector.

The Global Strategy for the European Union's Foreign and Security Policy (EU Global Strategy), the European Agenda on Security, followed by the Communication from the Commission delivering on the European Agenda on Security to fight against terrorism and paving the way towards an effective and genuine Security Union and the European Agenda on Migration, represent the basis of Europol's External Strategy for the years 2017 to 2020.

2. Goals

The goal of the External Strategy is to guide Europol's cooperation with third countries and thereby fulfilling the agency's objectives set by the Europol Regulation, which is to support the competent authorities of the Member States 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.

2.1. Contributing to the implementation of the EU strategic framework

As stated in the EU Global Strategy, the internal and external security is ever more interlinked. The European Union is expected to play a major role in providing a global security. Europol is firmly embedded in this framework.

Europol's external cooperation with core partners from the third countries, like-minded countries and regional groups will be based on operational requirements and the recognised need for effective law enforcement cooperation based on the above mentioned strategic EU documents.

In accordance with the priorities set by the EU's strategic documents in the area of internal security, such as terrorism, hybrid threats, cyber and energy security, organised crime and external border management, **Europol's recognised operational priorities in the context of this strategy will be mainly in the area of serious organised crime, cybercrime and terrorism**. Hybrid threats are a new phenomenon which has to be further analysed in order to define Europol's role and the possible support it could provide in response to this global threat.

2.2. Implementation of the Europol External Strategy

Europol's external relations should primarily focus on **strengthening Europol's contribution** to the fight against the three areas of crime identified in the European Agenda on Security: **Serious and Organised Crime, Cybercrime and Terrorism**.

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Among serious and organised crime challenges, **migrant smuggling** is of particular importance.

Europol's external activities are and will continue to be driven by **operational needs**. They should in particular serve the proper implementation of actions planned under the **Policy Cycle** and foster involvement and active participation of partners – third countries and organisations - in **EMPACT** activities.

Member States remain the leading participants of EMPACT and the mechanism itself primarily serves the internal security of the EU. However, its full and successful implementation, in particular at the operational level, is not possible without close partnership with third states and organisations. Europol will prioritise cooperation with partners that contribute to the implementation of the Policy Cycle.

At the same time, Europol will react flexibly to new or emerging security threats.

3. Objectives

Europol's objectives in the external relations domain are as follows:

3.1. Optimising the **network of partnerships**, operational and strategic

Europol's primary objective is to ensure proper exchange of information and strengthening its role as the **EU criminal information hub**. This can be achieved through strategic and operational partnerships with external partners in accordance with the Art 23 and Art 25 of the Europol Regulation.

3.2. Strengthening Europol's role as the **preferred platform** for international law-enforcement cooperation against threats related to EU security

Europol should continue to offer its partners an **attractive environment for cooperation**, both bilateral and multilateral.

The community of **liaison officers** attached to Europol plays a crucial role in facilitating proactive and coordinated activities against the serious crime. It will remain **one of Europol's unique features**. Europol's partners that contribute to its activities, in particular to its operational tasks, should have the opportunity to benefit from this unique feature and second their officers to Europol. Partners already having their officers seconded should be encouraged to develop their liaison bureaus further, involving various services that might benefit from and contribute to Europol's work. Secondment of counter-terrorism and cybercrime liaison officers should be particularly encouraged.

The development of the liaison officers' network should lead to better and more coordinated international police cooperation, bringing various states and regions closer together; the role of Europol in facilitating trans-Atlantic cooperation should be seen as an example in this regard.

Promoting **SIENA** and the **universal message format** will further contribute to secure and swift information exchange which, if necessary, might be combined with Europol's analytical capabilities.

Europol's Platform for Experts (EPE) should be promoted further in this context, as it offers a secure cooperation environment bringing together security experts. EPE should remain open to those partners with which Europol does not cooperate otherwise.

3.3. **Reinforcing Europol's position within the EU security architecture**, in order to address external threats to the security of the EU

Europol is one of the key actors of the EU internal security architecture and an important part of a coherent European response to external security challenges like terrorism or migrant smuggling. Europol will strive to further develop its contribution to EU security, especially in the field of external relations.

Europol will further **strengthen cooperation with the European Commission and the European External Action Service** in order to ensure the proper exchange of

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strategic information, to provide joint analysis of threats that have both an internal and external dimension and to facilitate contacts with third countries with which Europol doesn't cooperate yet.

Europol will further develop its cooperation with **EU CSDP operations and missions**, in particular those having executive functions and those operating in areas relevant for the internal security of the EU.

Europol will assess the potential of temporarily **deploying its staff outside of the EU, including to EU delegations, CSDP missions and operations**, which could contribute to gathering intelligence related to serious threats, such as migrant smuggling or terrorism.

Europol's role in **capacity building** in third countries will remain limited, focused on areas in which Europol has specific expertise and which are relevant for Europol's core business. Any capacity building activities should be carefully assessed and planned, with due consideration to available resources.

3.4. Promoting Europol's **successful cooperation model**

Regional entities that facilitate international police cooperation might benefit from Europol's successful cooperation model. Subject to available resources, Europol will promote and explain its functioning, its successful cooperation mechanisms and the lessons learned. The objective is to facilitate future cooperation between those regional entities and Europol.

4. Partners

The Europol Regulation gives Europol possibilities for effective and mutually beneficial cooperation with third countries and organisations. It gives Europol a global reach to serve the European law enforcement community.

When choosing cooperation partners, geographical criteria need to be combined with others, as for certain types of crime the geographical proximity of a cooperation partner is not the only criterion.

4.1. Third countries

As foreseen in the Regulation, agreements concluded before 1 May 2017 will remain the basis for future cooperation. Europol will strive to maintain and further develop the **already existing relationships** with all partners that are parties to agreements already in force.

The Europol Strategy states that Europol will aim to further strengthen its partnership with third states. The United States, Mediterranean countries and the Western Balkans are explicitly mentioned.

The United States of America will remain Europol's key partner. Mutual support and operational cooperation should be further reinforced, in particular through the increased exchange of information and active involvement in operational activities. Terrorism and cybercrime will remain main areas of common interest, notwithstanding continued cooperation in other fields, such as organised crime and migrant smuggling.

The migratory crisis and present terrorist threat call for closer cooperation between Europol and **Middle East and North African** countries. Each country of the region has its own specificities and a unique position in the security environment. In developing Europol's cooperation in this region, close cooperation with the European Union External Action Service is of particular importance.

The **Western Balkans** will remain a region of particular relevance for Europol. Europol has been prioritising cooperation with the region for many years, which led to the conclusion of numerous operational agreements and successful strategic and operational cooperation. Further implementation of the agreements and full use of the already available mechanisms remain crucial. Migrant smuggling, organised crime and terrorism will remain key areas of common interest.

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Europol will continue supporting **regional initiatives in the Western Balkans**, as long as their activities supplement and enhance Europol's operational cooperation with the region.

The above mentioned areas will also require close cooperation with **Turkey**, the development of which depends on the general relations between the EU and Turkey.

Europol recognises the importance of cooperating with **Asian countries**, such as **India** and **Pakistan**, and will strive to strengthen cooperation with them.

Given the impact of Chinese organised crime on the EU and the high international profile of Chinese criminal groups, building cooperative relations with **China** will be of particular importance.

South- and Central American states will be important partners, in particular as regards drug-related crime. Furthermore, options available for cooperation under the Europol Regulation will be explored for the bilateral relations with **Israel** and **the Russian Federation**.

4.2. International organisations

Interpol will remain Europol's key partner. Respective capabilities and tools are complimentary and Europol remains **focused on supporting EU Members States** and ensuring **EU-wide** law enforcement cooperation. In view of the global challenges the EU is facing, cooperation with Interpol will remain particularly relevant and will be enhanced through closer alignment, increasing joint participation in operational activities and setting of common strategic activities.

Europol will make efforts to enhance its cooperation with **other international organisations** that play a role in the field of security, such as United Nations/ United Nations Office on Drugs and Crime (UN/UNODC), Organisation for Security and Co-operation in Europe (OSCE), World Customs Organisation (WCO) or North Atlantic Treaty Organization (NATO). Europol will strive to strengthen its cooperation in particular with the latter; counterterrorism and tackling migrant smuggling are detected to be the fields of common interest.

Europol is open for cooperation with **regional police cooperation organisations** such as Ameripol, Aseanapol and Afripol. Cooperation mechanisms should reflect operational needs as well as geographical and thematic priorities of Europol. Europol will strive to promote its successful cooperation model to foster regional cooperation.

5. Oversight mechanism – the role of the Management Board

The Management Board adopted guidelines on the implementation of the External Strategy in its meeting of 1 May 2017.

Information on the implementation of the External Strategy will be presented to the Management Board every six months. Moreover, Strategic Reviews concerning particular partners or regions will be submitted to the Management Board on a regular basis in order to present the on-going cooperation and seek guidance on further actions.

2. Human and financial resource outlook for the years 2020-2022

The Multi-annual Financial Framework (MFF) 2014-2020 of the EU had prescribed in 2013 a net reduction of Europol’s resources for the years 2014-2020. In 2016, however, the political priorities of the EU made a necessary shift towards the establishment of a Security Union in order to address a number of pressing issues, particularly the increased migratory flows, the elevated terrorist threat, cybercrime or internet-facilitated crime and the fragmented EU information landscape.

In the context of the Security Union, Europol’s role in the security landscape of the EU was discussed with increasing intensity and as a result, Europol was entrusted with a number of entirely new functions such as the European Cybercrime Centre, the European Migrant Smuggling Centre, the European Internet Referral Unit, the European Counter-Terrorism Centre and the FIU.net. Though some resources were provided to perform these new tasks, Europol has depended heavily on internal re-allocation of operational staff and on the shifting of posts from support functions to the Operations Directorate.

The discussion of Europol’s role in the Security Union continues as relevant as ever with renewed focus placed on financial investigations and asset recovery, innovation, interoperability¹, decryption, travel intelligence and countering terrorist content online. In order to be able to perform the tasks assigned to it, Europol needs to be reinforced with an appropriate level of human and financial resources.

Europol sees the necessity for further growth and development over the coming years (2020+) in order to deliver on its priorities as set out in the Europol Strategy 2020+.

In its previous Programming Document Europol had requested a –modest compared to the tasks lying ahead- increase of 43 TA posts for 2019; only 15 were granted.

In the current Programming Document 2020-2022 Europol has based its planning on the same modest approach taken in the programming document 2019-2021. The shortfall of the 2019 request has been added to the original figures as Europol stresses that reinforcement is needed to provide full operational impact in all areas of its mandate. The requested new posts would allow for an increase in activities to enable continuation of Member States’ support at an acceptable level, would boost to a certain extent the area of innovation and operational ICT and would also allow the agency to keep up with increasing operational demand from Member States.

Notwithstanding the upcoming discussions on the MFF 2021-2027, from a high level perspective, for the next three years, Europol foresees the following Temporary Agent staff increases:

Area of the business	2020	2021	2022
Operations Directorate	+37	+16	+16
ICT Department	+25	+12	+12
Governance and Administration	+4	+3	+3
Total	66	31	31

It is important to stress once more the focus placed on increasing ICT resources. Information management capabilities are at the core of Europol’s mandate and mission. Beyond the increased information exchange and number of users, technological solutions are continuously being developed and their services used to support the Member States. Europol is committed to upgrading its information management and systems architecture and to introducing up-to-date, innovative capabilities to Member States. This requires appropriate investments.

¹ COM(2017) 794 final

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The 2019 budget was a step in the direction of making the structural correction needed to the distribution of additional resources to the agency (i.e. a balanced allocation between law enforcement skills and ICT skills) and a similar approach would be needed in 2020.

Staff increases, together with the necessary investments in operational and ICT initiatives, including interoperability and the EU referral platform, ATLAS, the continuation of deployments at hotspots, and related investments in infrastructures and Headquarters, require a budget of **€ 174.8M in 2020**, which is an increase of € 36.5M (26.4%) compared to 2019.

Future needs of € 192.1M for 2021 and €200.3M for 2022 are included in the Programming Document as merely indicative and, for a significant part, related to new estimates for the Visa Information System (€ 7M for both years) and the EU referral platform (€ 8M in 2021 and € 9.7M in 2022), which are subject to further review.

HUMAN RESOURCES

Temporary agents

Starting from the 2018 establishment plan of 576 posts the net number of posts increased by 15 and comes to 591 for 2019. For 2020, 2021 and 2022 further increases are envisaged of 66, 31 and 31 additional Temporary Agent posts, respectively.

Contract Agents

In response to business needs, the number of contract agents increased in 2018 to 212 full time equivalent (FTE) posts (201 heads at the end of 2018) which was possible as a consequence of budget availability. For 2020 the FTEs are envisaged to further increase to 235 also taking into consideration the impact of the move of part of the organisation to a satellite building to overcome the office space constraints and the support to Atlas. From 2021 onwards the number of contract agents is expected to stabilise at 235.

Seconded National Experts

The number of Seconded National Experts (SNEs) is foreseen to remain stable at 72 (including 1 SNE for Atlas). Considering the challenges that Member States have to make SNEs available and also taking into account the strong support by Member States for Guest Officer SNEs for deployments at hotspots, it is considered that going beyond the current levels is not feasible.

For detailed data and numbers per staff category, see Annex III.

Staff cuts / redeployments

The staff cuts for both the initial 5% and for the additional 5% for the re-deployment pool have been implemented as planned. A total of 45 posts had been cut at the beginning of 2019.

An important factor that was not taken into account in the requirement of staff cuts was that Europol, unlike most other EU Institutions and Agencies, was already working on a 40hr week schedule, therefore not being able to recuperate some of the cuts by the increase in working time introduced in 2014 with the new Staff Regulation.

Efficiency gains

Europol continues to strive towards being a more operational agency. In 2018, the results of the job screening exercise showed an increase in the percentage of operational jobs and decreases in the percentage for administrative/coordination jobs.

The job screening exercise was done for the fifth time in 2018, according to the guidelines defined by the EU Agencies Network and based on all people working at Europol's premises on 15 December 2018. This not only includes Temporary Agents,

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Contract Agents and SNEs but also Europol Liaison Officers, trainees and external service providers based at Europol's premises.

Job Type category	2017 Jobs	2017 (%)	2018 Jobs	2018 (%)	Δ 2018
Administrative support and Coordination	230	20%	223	18%	-2.25%
Administrative support	166	14%	169	13%	-0.54%
Coordination	64	5%	54	4%	-0.70%
Operational	891	76%	977	78%	1.79%
General Operational	668	57%	741	59%	2.00%
Programme Management	200	17%	211	17%	-0.20%
Top level Operational Coordination	23	2%	25	2%	-0.01%
Neutral	51	4%	56	4%	0.46%
Finance	51	4%	56	4%	0.46%
			1172	1256	

Staff financed with ad hoc grants

For the year 2019 and 2020 Europol will also have a number of Contract Agents and SNEs which are directly funded via ad hoc grants.

Grant from EUIPO: 6 SNEs and 2 Contract Agents (current grant until 31/12/2019)

Grant from DG FPI: 7 Contract Agents

Grant from DG Near for deployment of Liaison Officers in the Western Balkans: 4 Contract Agents

FINANCIAL RESOURCES

Revenue:

The proposed revenue for 2020 is € 174.8M, including the subsidy for the European School in The Hague (ESH), which is integrated in Item 9000 since ESH now provides all schooling levels and the funding mechanism with the Commission is fully established.

Item	Heading	Revenue 2018	Revenue 2019	Draft Estimate 2020
9000	Regular subsidy from the Community	128,448,520	136,032,458	174,821,000
9001	Subsidy from Community for Type II School ²	1,797,000	2,273,000	-
9010	Other subsidies and grants	-	P.M.	P.M.
9101	Denmark contribution ³	-	P.M.	P.M.
9200	Other revenue	-	P.M.	P.M.
	TITLE 1 – TOTAL	130,245,520	138,305,458	174,821,000

Expenditure:

Item	Heading	Draft Budget outturn 2018	Budget 2019	Draft estimate 2020	2020/2019	% of the budget
1	Staff	80,953,876	84,205,258	98,035,000	116%	56.1%
2	Other Administrative Expenditure	10,819,001	14,095,700	11,669,000	83%	6.7%

² Since the school is fully established the subsidy will no longer be separately reflected in the budget

³ It is envisaged that the budget will be amended later in the year with an additional contribution from Denmark via a separate procedure. Those funds will be handled as external assigned revenue (fund source R0).

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Item	Heading	Draft Budget outturn 2018	Budget 2019	Draft estimate 2020	2020/2019	% of the budget
3	Operational Activities	38,394,156	40,004,500	65,117,000	163%	37.2%
	Total expenditure	130,167,032	138,305,458	174,821,000	126%	100.0%

Title 1 – Staff expenditure:

The estimated expenditure under Title 1 amounts to € 98.0M and represents 56.1% of the total budget, which is a 16% growth compared to 2019 resulting from the proposed growth of Temporary Agents (+66) and the full year effect of the new 2019 posts (+15).

Updates for staff remuneration (3.1% per 1/7/2019 and 2.5% per 1/7/2020) are integrated in the figures following relevant communication from the Commission.

The direct salary and allowances related budget (including recruitment expenditure and relocation allowances) for TAs and CAs (Chapter 11 – Staff in active employment) comes to € 90.6M, which is an increase of € 12.8M (16.4%) compared to 2018, including funding for 1 TA and 3 CAs to support cooperation with ATLAS.

An increase of the budget (€ 1.1M compared to 2018) is estimated for other staff-related expenditure such as medical and PMO services, external services (outsourced activities for removal and hospitality services, additional security officers and Audio-Visual (AV) support), interim services, training and the costs for the European school.

Title 2 – Other Administrative Expenditure:

The estimated expenditure under Title 2 amounts to €11.7M and represents 6.7% of the total budget, which is a 17% decrease compared to the budget 2019 (14.1M). This decrease is largely a consequence of “one-off” activities in 2019 related to the strategic housing roadmap that are not included to the same extent in 2020.

Small increases are included for running costs related to staff growth and the taking into use of a satellite building (planned for Q4 2019).

Title 3 – Operational activities:

The estimated operational expenditure adds up to € 65.1M and represents 37.2% of the total budget. This is a 63% increase compared to 2019 (€ 40.0M).

A budget of € 20.4M for Chapter 30 – Operations, emphasises Europol’s continued focus on operational results and increasing support to Member States. This Chapter increases by € 5.5M (37.1%) compared to 2019 with the largest part related to cooperation with the ATLAS Network (€ 3.5M). Significant increases (€ 2.0M) are included for other activities in support of Member States (operational and strategic meetings, missions and operational training, technical solutions, etc.). In addition, budget is provided for the support of Member States’ activities under the EU Policy Cycle by awarding grants (€ 4M) and for the continuation of security checks at hotspots (€ 3M).

The budget for operational ICT services and programmes under Title 3 (Chapters 31 and 32 together) comes to € 39.3M, which is an increase of € 18.5M (89.3%) compared to 2019. This title includes the New Environment for Operations programme, which drives Europol’s evolution from collecting to connecting operational information, integrating innovative technologies like machine learning and artificial intelligence, and for advancing Europol’s information management architecture in line with the integrated data management concept. An increase of € 5M is necessary to meet expectations and handle the increasing demand in this crucial area, while € 6.4M will fund interoperability activities; € 6M will be need for the Internet referral platform (Project Perci) and € 1M to provide ICT support to the Strategic Housing Roadmap.

Part of the operational expenditure is intended to cover the allowances for the Seconded National Experts, amounting to € 4.1M for 72 SNEs (1 SNE supporting ATLAS activities).

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The budget for high-level external stakeholder meetings (HENU and Europol Police Chiefs Convention) amounts to € 395K.

In 2018 Europol received an amending budget of € 5M to create a decryption platform, work will continue in 2019 to create the platform in close cooperation with the Joint Research Centre (DG JRC). For 2020 a provisional amount of € 1M is included to cover running costs for the platform including maintenance and energy costs.

Key Performance Indicators (multi-annual)

In the course of 2019 Europol will be further developing its multi-annual objectives based on the new Europol Strategy 2020+. The KPIs will also be reviewed accordingly.

Indicators	Latest result ⁴	Target 2020
<i>Operational Stability - Uptime of Core Systems</i>		≥ 98%
<i>Core business project and workpackages delivery (% of milestones achieved)</i>		≥ 75%
<i>Number of SIENA messages exchanged</i>		> 2019
<i>Number of SIENA cases initiated</i>		> 2019
<i>% of all SIENA messages received by Europol containing structured data</i>		≥ 2019
<i>Number of objects in the EIS (MS+Europol)</i>		> 2019
<i>Number of EIS searches</i>		> 2019
<i>Speed of first-line response to MS requests (days)</i>		≤ 2019
<i>Accepted contributions to be processed</i>		> 2019
<i>Operational Information Backlog (number of operational contributions pending processing)</i>		≤ 2019
<i>SIENA messages exchanged by third parties (TP)</i>		> 2019
<i>Operations supported by Europol involving cooperation partners</i>		> 2019
<i>Operations supported related to SOC</i>		≥ 2019
<i>Operational reports delivered related to SOC</i>		≥ 2019
<i>Satisfaction with operational support and analysis in the area of SOC</i>		≥ 8.5
<i>On-the-spot support deployed related to EMSC (days)</i>		≤ 2019

⁴ Indicators, latest results and targets for 2020 will be reviewed before the final adoption of the Programming document.

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<i>Operations supported related to cybercrime</i>	≥ 2019
<i>Operational reports produced related to cybercrime</i>	≥ 2019
<i>Satisfaction with operational support and analysis in the area of cybercrime</i>	≥ 8.5
<i>Operations supported related to CT</i>	≥ 2019
<i>Operational reports produced related to CT</i>	≥ 2019
<i>Satisfaction with operational support and analysis in the area of CT</i>	≥ 8.5
<i>SIENA messages exchanged by CT units</i>	> 2019
<i>Number of accepted contributions related to CT</i>	> 2019
<i>Number of EIS objects related to CT</i>	> 2019
<i>% of successful referrals by the EU IRU of suspicious internet content related to terrorism and violent extremism</i>	= 2019
<i>Operations supported with Financial Intelligence products/services</i>	≥ 2019
<i>Satisfaction with operational support and analysis in the area of Financial Intelligence</i>	≥ 8.5
<i>Commitment Rate Europol Budget</i>	≥ 95%
<i>Payment Rate Europol Budget</i>	≥ 90%
<i>Budget Outturn rate</i>	≤ 2%
<i>Vacancy rate</i>	≤ 2%
<i>Sickness rate</i>	≤ 3.5%
<i>Turnover rate</i>	≤ 10%
<i>% of pending critical/very important audit recommendations implemented within the agreed deadline with the auditing body</i>	≥ 85%
<i>% Satisfaction with Europol's image (via User Survey)</i>	≥ 80%

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Annex I: Resource allocation per Activity 2020-2022

	Draft Budget 2020				Forecast 2021		Forecast 2022	
	Number of staff (TA,CA,SNE)	% of total staff	Budget allocation €	% of total budget	Number of staff	Budget allocation €	Number of staff	Budget allocation €
A.1. Development of operational systems	171	18%	60,702,000	35%	174	72,135,000	177	75,025,000
A.2. Information Hub	78	8%	11,153,000	6%	83	11,850,000	88	12,694,000
A.3. Combating Serious Organised Crime	146	15%	26,308,000	15%	151	27,535,000	156	28,535,000
A.4. Combating Cyber Crime	98	10%	13,844,000	8%	103	14,697,000	108	15,569,000
A.5. Counter Terrorism	125	13%	17,680,000	10%	130	19,092,000	135	20,008,000
A.6. Provision of cross-cutting operational capabilities	84	9%	10,232,000	6%	89	11,244,000	94	12,081,000
A.7. Governance, support and administration	244	25%	31,750,000	18%	247	32,393,000	250	33,207,000
Independent functions: Data Protection Function Internal Audit Capability Management Board Accountancy Unit	18	2%	3,152,000	2%	18	3,184,000	18	3,216,000
TOTAL	964	100%	174,821,000	100%	995	192,130,000	1026	200,335,000

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Annex II:

A. Human and Financial Resources 2020 – 2022

Table 1: Expenditure

Expenditure (Only C1 fund source)	Commitment / Payment appropriations			
	2019	2020	2021	2022
Title 1 Staff Expenditure	84,205,258	98,035,000	105,405,000	110,789,000
Title 2 Other Administrative Expenditure	14,095,700	11,669,000	11,785,000	11,903,000
Title 3 Operational Activities	40,004,500	65,117,000	74,940,000	77,643,000
Total expenditure	138,305,458	174,821,000	192,130,000	200,335,000

Table 2 – Revenue

REVENUES (only IC1)	Executed Budget 2018	Budget 2019	DB 2020 Agency request	DB 2020 Budget forecast	VAR 2020/ 2019
1 REVENUE FROM FEES AND CHARGES		P.M.	P.M.		
2. EU CONTRIBUTION	130,245,520	138,305,458	174,821,000		1.26
Of which assigned revenues deriving from previous years' surpluses	1,868,249	1,158,893	1,106,807		
3 THIRD COUNTRIES CONTRIBUTION (incl. EFTA and candidate countries)	-	P.M.	P.M.		-
4 OTHER CONTRIBUTIONS	-	P.M.	P.M.		-
5 ADMINISTRATIVE OPERATIONS	-	P.M.	P.M.		-
Of which interest generated by funds paid by the Commission by way of the EU contribution (FFR Art. 58)	-	P.M.	P.M.		-
6 REVENUES FROM SERVICES RENDERED AGAINST PAYMENT	-	P.M.	P.M.		-
7 CORRECTION OF BUDGETARY IMBALANCES	-	P.M.	P.M.		-
TOTAL REVENUES	130,245,520	138,305,458	174,821,000		1.26

Table 3 – Budget Outturn Cancellation of appropriations

Calculation Budget Outturn

BUDGET OUTTURN	2016	2017	2018
Revenue actually received (+)	117,390,869	119,696,212	136,992,275
Payments made (-)	(102,836,986)	(110,402,761)	(117,290,890)
Carry-over of appropriations (-)	(18,977,641)	(18,756,290)	(26,103,122)
Cancellation of appropriations carried over (+)	1,612,811	834,972	1,029,950
Adjustment for carry-over of assigned revenue appropriations from previous year (+)	4,677,757	9,783,165	6,480,224
Exchange rate differences (+/-)	1,439	3,595	(1,631)
	1,868,249	1,158,893	1,106,807

Budget Outturn

The overall draft budgetary outturn for the financial year 2018 comes to € 1.1M. This includes the following:

- An amount of € 78K of the 2018 budget was not committed and lapsed;
- An amount of € 1.03M of appropriations carried forward from 2017 to 2018 was not used;
- The exchange rate difference was -€ 1.6K (lost).

The Budget Outturn for 2018 is presented assuming that the request for carry-over of uncommitted appropriations for the Decryption Platform (EDOC#10022397v7, amounting to € 5M), will be approved by the Management Board.

Cancelation of payment appropriations carried forward

The carry forward to 2018 came to a total of € 12.3M to cover existing commitments. The final implementation rate of the carry forward was 91.6% at the end of the year, which is almost 1% higher than in 2017. A total of € 1.03M was not used and is thus incorporated in the final budget outturn.

- € 205K relates to Title 1, which is 26.8% of the carried forward under Title 1 (€ 763K);
- € 110K relates to Title 2, which is 4.1% of the carried forward under Title 2 (€ 2.7M);
- € 715K relates to Title 3, which is 8.1% of the carried forward under Title 3 (€ 8.8M).

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Annex II:

B. Draft Estimate of Revenue and Expenditure 2020⁵

Draft Estimate of Revenue and Expenditure 2020

Draft Expenditure and revenue 2019	Budget Outturn 2018	Budget 2019	Draft Estimate 2020	VAR 2020/2019
Title 1 Staff Expenditure	80,953,876	84,205,258	98,035,000	1.16
11 Salaries & allowances	75,210,554	77,816,418	90,582,000	1.16
- of which establishment plan posts	64,196,005	65,876,418	77,475,000	1.18
- of which external personnel	11,014,549	11,940,000	13,107,000	1.10
13 Sociomedical infrastructure	1,027,258	1,239,000	1,412,000	1.14
14 Training	353,149	150,000	187,000	1.25
15 Other staff-related expenditure	4,286,547	4,903,840	5,758,000	1.17
16 Entertainment and representation expenses	76,368	96,000	96,000	1.00
Title 2 Other administrative expenditure	10,819,001	14,095,700	11,669,000	0.83
20 Rental of buildings and associated costs	7,045,367	9,039,000	6,384,000	0.71
21 Information and communication technology	1,503,241	1,784,000	1,934,000	1.08
22 Movable property and associated costs	792,953	1,414,000	1,197,000	0.85
23 Current administrative expenditure	209,835	428,700	483,000	1.13
24 Postal charges and telecommunications	703,256	830,000	946,000	1.14
25 Statutory expenditure	564,349	600,000	725,000	1.21
Title 3 Operational activities	38,394,156	40,004,500	65,117,000	1.63
30 Operations	12,779,084	14,878,500	20,402,000	1.37
31 Operational information technology	15,485,783	19,386,000	37,660,000	1.94
32 Telecommunication costs for operational activities	918,693	1,350,000	1,600,000	1.19
33 Seconded National Experts (Operational)	3,855,000	4,000,000	4,060,000	1.02
34 EPCC	265,596	300,000	300,000	1.00
35 Heads of Europol National Units	90,000	90,000	95,000	1.06
38 Decryption Platform ⁶	5,000,000	-	1,000,000	-
TOTAL EXPENDITURE	130,167,032	138,305,458	174,821,000	1.26

Quarterly estimate of cash payments and receipts:

Chapter	RECEIPTS	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Total 2020
90	Regular subsidy from the Community	43,705,250	43,705,250	43,705,250	43,705,250	174,821,000
	Total Receipts	43,705,250	43,705,250	43,705,250	43,705,250	174,821,000

Title	PAYMENTS	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Total 2020
1	Staff in active employment	24,263,663	24,263,663	24,263,663	24,263,663	97,054,650
2	Other administrative expenditure	2,042,075	2,042,075	2,042,075	2,042,075	8,168,300
3	Operational activities	13,023,400	13,023,400	13,023,400	13,023,400	52,093,600
	Total Payments	39,329,138	39,329,138	39,329,138	39,329,138	157,316,550

	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
Receipts - Payments	4,376,113	4,376,113	4,376,113	4,376,113
Cumulative	4,376,113	8,752,225	13,128,338	17,504,450

Draft Establishment Plan 2020 - The relevant information is to be found below in Annex III.

⁵ Figures are rounded so the sum of the individual amounts may differ from the totals.

⁶ The amount reflected under the outturn 2018 column is based on the assumption that the Management Board will approve the carry-over of the uncommitted funds.

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Annex III:

Table 1 – Staff population and its evolution; Overview of all categories of staff

Staff population [1]		Actually filled as of 31.12.2017 [2]	Authorised under EU Budget 2018 [3]	Actually filled as of 31.12.2018 [4]	Authorised under EU budget for year 2019 [5]	Draft Budget 2020	Envisaged in 2021 [6]	Envisaged in 2022 [7]
TA	AD	521	544	549	559	625	656	687
	AST	29	32	24	32	32	32	32
	AST /SC	0	0	0	0	0	0	0
TOTAL TA [8]		550	576	573	591	657	688	719
CA GF IV		34.66	55	36.00	52	52	52	52
CA GF III		86.06	113	99.22	118	121	121	121
CA GF II		32.50	44	41.22	62	62	62	62
CA GF I					0	0	0	0
TOTAL CA [9]		153.22	212	176.43	232	235	235	235
SNE [10]		65.45	71	77.42	71	72	72	72
<i>Structural service providers [11]</i>		41	50	31.8	50	50	50	50
TOTAL		809.67	909	859	944	1014	1045	1076
<i>External staff[12] for occasional replacement[13]</i>								

[1] This table provides all staff categories at Europol except trainees and Europol Liaison Officers. At the end of 2018 there were 28 trainees and around 240 Europol Liaison Officers

[2] The figures below include 15 TA posts (all in AD function group) that were not filled on 31.12.2017 but for which recruitment procedures were finalised and offer letters sent to selected candidates

[3] As authorised for officials and temporary agents (TA) and as estimated for contract agents (CA) and seconded national experts (SNE)

[4] The figures below include 18 TA posts (all in AD function group) that were not filled on 31.12.2018 but for which recruitment procedures were finalised and offer letters were sent to selected candidates

[5] As authorised for officials and temporary agents (TA) and as estimated for contract agents (CA) and seconded national experts (SNE)

[6] Tabular explanation of the effects on staff population is provided on the page below

[7] Ibid

[8] Headcounts

[9] FTE (annual averages)

[10] FTE (annual averages). The figure reported as of 31.12.2018 excludes FTE for SNE Guest Officers

[11] FTE (annual averages)

[12] FTE (annual averages)

[13] Annual average FTE of CA's covering TA's on maternity leave, long-term sick leave and TA's working part-time. As these staff concern CAs the figure is from 2017 onwards fully integrated in the line for TOTAL CA.

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Annex III: Table 2 - Multi-annual staff policy plan 2020-2022

Category and grade	Establishment plan in EU Budget 2018	Filled as of 31/12/2018	Modifications in year 2018 in application of flexibility rule [1]	Establishment plan in voted EU Budget 2019	Modifications in year 2019 in application of flexibility rule [2] [3]	Establishment plan in Draft EU Budget 2020	Establishment plan 2021	Establishment plan 2022
	TA only	TA only	TA only	TA only	TA only	TA only	TA only	TA only
AD 16	0	0	0	0	0	0	0	0
AD 15	1	1	1	1	1	1	1	1
AD 14	1	1	1	1	1	1	2	2
AD 13	5	2	5	5	5	6	6	7
AD 12	11	7	11	11	11	12	13	14
AD 11	17	7	17	17	16	16	17	18
AD 10	28	15	28	28	23	27	31	35
AD 9	61	33	61	61	61	68	72	77
AD 8	100	75	90	94	89	93	99	105
AD 7	128	135	132	132	132	146	158	170
AD 6	158	262	177	171	192	230	235	238
AD 5	36	11	21	38	28	25	22	20
Total AD	546	549	544	559	559	625	656	687
AST 11	0	0	0	0	0	0	0	0
AST 10	0	0	0	0	0	0	0	0
AST 9	0	0	0	0	0	0	0	0
AST 8	3	0	3	3	0	1	2	2
AST 7	5	3	5	5	5	5	4	5
AST 6	6	4	6	6	6	6	7	7
AST 5	7	4	7	7	7	7	7	7
AST 4	5	9	8	7	8	7	6	5
AST 3	3	0	1	1	3	3	4	4
AST 2	1	4	2	3	3	3	2	2
AST 1	0	0	0	0	0	0	0	0
Total AST	30	24	32	32	32	32	32	32
AST/SC6	0	0	0	0	0	0	0	0
AST/SC5	0	0	0	0	0	0	0	0
AST/SC4	0	0	0	0	0	0	0	0
AST/SC3	0	0	0	0	0	0	0	0
AST/SC2	0	0	0	0	0	0	0	0
AST/SC1	0	0	0	0	0	0	0	0
Total AST/SC	0	0	0	0	0	0	0	0
TOTAL	576	573	576	591	591	657	688	719

[1] In line with Article 38(1) of the framework Financial Regulation, the management board may modify, under certain conditions, the establishment plan by in principle up to 10% TA only of posts authorised, unless the financial rules of the body concerned allows for a different % rate.

[2] Ibid

[3] Net modification and explanations for the modifications are provided on the page below

Explanations on the modifications and changes in relation to the establishment plans from 2020 to 2022

Modification to 2019 establishment plan using the flexibility contained with Article 38(1) of framework Financial Regulation.

The modifications envisaged to the establishment plan 2019 can be summarised as follows:

Modification	Budgetary effect
1 AD11 downgraded to AD6	Savings
5 AD10 downgraded to AD6	Savings
5 AD8 downgraded to AD6	Savings
10 AD5 converted to AD6	Increase
1 AST8 downgraded to AST4	Savings
2 AST8 downgraded to AST3	Savings

In total the modifications involve 24 post movements which constitute around 4% of the total number of 591 established posts within the allowable 10% contained within Article 38 and expenditure impact of the total changes results in budget savings.

The staff turnover was 7.65% at the end of 2018, in line with last year.

Replacement of staff occurs in many instances at entry level thus reducing the grade of many posts of long-serving staff. The modified establishment plan 2019 provides a more accurate reflection of the organisation in terms of actual grades allocated to staff and current and upcoming vacancies, taking into account the following factors:

- 42 staff members left Europol during 2018 with most of them being replaced or due to be replaced in lower grades;
- Similar profiles are replaced in entry grades, i.e. in most cases lower than those of leaving staff;
- In many cases when post profiles are reviewed and updated they are converted into lower level posts (e.g. Senior Specialist/Senior Analyst into Specialist/Analyst).

Reclassification adjustments in the Establishment plans for 2020, 2021 and 2022

Europol implements reclassification on an annual basis. The establishment plans for 2020 to 2022 not only reflect the changes required in relation to new staff allocations but also changes to facilitate the reclassification process and potential changes to staff grades. At the end of the reclassification 2018 6% of staff (temporary agents) was reclassified. For future years depending on the grades the establishment plan foresees approximately 10% reclassification.