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Europol Programming Document

2022 – 2024

SECTION II – Multi-annual programming 2022 – 2024

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List of Acronyms

ADEP	Automation of Data Exchange Processes	HVT	High Value Targets
AP	Analysis Project	IAC	Internal Audit Capability
ARO	Asset Recovery Office	IAS	Internal Audit Service
BPL	Basic Protection Level	ICT	Information and Communications Technology
CBRN	Chemical, Biological, Radiological and Nuclear	IDMC	Integrated Data Management Concept
CEPOL	European Union Agency for Law Enforcement Training	IM	Information Management
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	JRC	Joint Research Centre
ECTC	European Counter Terrorism Centre	LEA	Law Enforcement Authorities
EEAS	European External Action Service	MB	Management Board
EES	Entry-Exit System	MENA	Middle East and North Africa region
EFECC	European Financial and Economic Crime Centre	MS	Member State
EIS	Europol Information System	MTIC	Excise and Missing Trader Intra Community
EMAS	Europol Malware Analysis Solution	OAP	Operational Action Plan (under EMPACT)
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction	OCG	Organised Crime Group
EMPACT	European Multidisciplinary Platform against Criminal Threats	OLAF	European Anti-Fraud Office
EMSC	European Migrant Smuggling Centre	OSINT	Open Source Intelligence
EPE	Europol Platform for Experts	OSP	Online Service Providers
EUCP	EU Crisis Protocol	OTF	Operational Task Force
ESOCC	European Serious and Organised Crime Centre	PERCI	Plateforme Européenne de Retraits de Contenus illégaux sur Internet (European platform for takedown of illegal content online)
ETIAS	EU Travel Information and Authorisation System	PIU	Passenger Information Unit
ETS	European Tracking Solution	PNR	Passenger Name Record
EUIPO	European Union Intellectual Property Office	QUEST	Querying Europol's systems
Eurojust	European Union Agency for Criminal Justice Cooperation	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
HR	Human Resource	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 2022 – 2024

1. Multi-annual programme

The priorities of the Europol Strategy 2020+ will guide the work of the Agency in the years 2022-2024 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 areas of specific focus for the years 2022-2024 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 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 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.

2. Human and financial resource outlook for the years 2022-2024

2.1. Overview of the past and current situation

Europol's role in the security landscape of the EU has been recognised over the last few years and, as a result, the agency was entrusted with several important functions such as the European Cybercrime Centre, the European Migrant Smuggling Centre, the European Internet Referral Unit within the European Counter-Terrorism Centre and most recently, the Innovation Lab. Although some resources were provided to perform these new tasks, Europol has depended heavily on the internal re-allocation of operational staff and on the shifting of posts from support functions to the Operations Directorate.

2.2. Outlook for the years N+1 - N+3

In December 2020 the European Commission put forward a proposal for a Europol Regulation recast¹ which also addresses the need for Europol to be reinforced with an appropriate level of human and financial resources. The legislative financial statement accompanying the Commission's proposal foresees, therefore, a significant top-up, beyond the MFF 2021-2027 resource allocations for Europol, i.e. additional funds of € 178M, an increase of 160 TAs and a steady level of 235 CAs and 71 SNEs, covering the period between 2022 (as the expected entry into force of the new Europol Regulation) and 2027.

2.3. Resource programming for the years N+1- N+3

HUMAN RESOURCES

Temporary agents

Starting from the 2021 Establishment Plan of 615 posts, the net number of posts in 2022 is envisaged to increase with 71 Temporary Agent (TA) posts. For 2023 and 2024, a further increase of 30 and 26 TA posts, respectively, is foreseen.

The following allocation of grades is envisaged for the new posts, based on the approach of having most resources dedicated to non-managerial tasks and with the expectation that the re-organisation that started in 2019 would be completed in 2021.

	2022	2023	2024
AD9	0	0	1
AD7	15	6	5
AD6	56	24	20
Total	71	30	26

Contract Agents

The number of CAs in 2022-2024 will remain at the same level as in 2021, thus maintaining the number at 235, in line with the Regulation Recast and the MFF 2021-2027.

Seconded National Experts

The number of Seconded National Experts (SNEs) in 2022-2024 is foreseen to remain at the same level as in 2021, thus maintaining the number at 71.

¹ European Commission reference COM(2020) 796 Final - 2020/0349 (COD)

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

Staff financed with Grant Agreements / Contribution Agreements / Service Legal Agreements (SLAs)

For 2022 Europol will continue having a number of Contract Agents (CAs) and SNEs directly funded via ad hoc grants or SLAs:

- Grant Agreements – 10 CAs:
 - H2020 Project GRACE: 3 CAs
 - H2020 Project INFINITY: 2 CAs
 - H2020 Project AIDA: 5 CAs
- Contribution Agreement – 9 CAs
 - Eastern Partnership (EaP) EMPACT: 2 CAs
 - SIRIUS II (expected to start in 2022): 7 CAs
- SLAs – 3 CAs and 3 SNEs:
 - The European Union Agency for Law Enforcement Training (new SLA expected as of 2021): 3 CAs
 - European Central Bank: 3 SNEs

FINANCIAL RESOURCES

Revenue:

The proposed revenue for 2022 is € 192.4M, including the subsidy for the European School in The Hague (ESH).

Item	Heading	Revenue 2020	Revenue 2021	Final Draft Estimate 2022	Envisaged 2023	Envisaged 2024
9000	Regular subsidy from the Community	149,071,567	172,964,254	192,380,411	203,905,536	212,850,536
9010	Other subsidies and grants		P.M	P.M	P.M	P.M
9101	Denmark contribution ²		P.M	P.M	P.M	P.M
9200	Other revenue		P.M	P.M	P.M	P.M
	Total Revenue	149,071,567	172,964,254	192,380,411	203,905,536	212,850,536

Expenditure:

Title	Heading	Draft Outturn 2020	Budget 2021	Final Draft estimate 2022	2022/ 2021	% of the budget
1	Staff	85,819,036	92,331,754	101,611,000	110%	52.8%
2	Other Administrative Expenditure	10,563,884	12,594,000	14,530,000	115%	7.6%
3	Operational Activities	51,852,054	68,038,500	76,239,411	112%	39.6%
	Total expenditure	148,234,974	172,964,254	192,380,411	111%	52.8%

² It is envisaged that the budget will be amended later in the year with an additional contribution from Denmark via a separate procedure.

Title 1 – Staff expenditure:

Staff expenditure amounts to 101.6M and represents 52.8% of the total budget. It reflects a 10% increase compared to 2021 which is mainly due to the additional staff and the salary and weighting increases.

The staff and salary budget foresees the expenditure for overall 686 TAs and 235 CAs. For new staff the costs are calculated for part of the year only to take into account the time it takes to complete recruitment.

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 € 92.3M, an increase of € 8.3M compared to the year 2021.

The budget for Socio-medical infrastructure (Chapter 13) and Training (Chapter 14) is € 132K higher than the budget 2021 (amounting to € 1.2M), while the budget for other staff related expenditure (Chapter 15) is envisaged to increase by 11%. The increase of € 798K compared to 2020 is foreseen to cover higher costs for external security officers, as a consequence of taking into use of the secondary Temporary Satellite Building, consultancy services related to the mid and long term housing measures as part of the Strategic Housing Roadmap and additional fees for the European School due to higher numbers of enrolled pupils.

Title 2 – Other Administrative Expenditure:

The budget for administrative activities comes to € 14.5M and represents 7.5% of the total Europol final draft estimate. The increase for administrative expenditure compared to 2020 amounts to € 1.9M.

An increase of almost € 1.7M or 22% for Rental of buildings and associated costs (Chapter 20), compared to the Budget 2020, is due to the project related to the establishment of a second Temporary Satellite Building and the investments related to it. In addition, higher building-related running costs for the implementation of the service level agreement with the Host State (contractual maintenance to retain the current service environment and business continuity of the headquarters and involved infrastructure).

The budget for administrative ICT (Chapter 21) amounts to € 1.9M and represents an increase of 7% compared to 2020. The budget is envisaged to cover activities related to ngAGE (next generation Administrative and Governance Environments), which includes continuation of support tools and systems, such as IRIS (Intranet), FMIS (Facilities Management System), ABAC (the Commission's financial system), e-Procurement and Sysper II (the Commission's HR System). In addition, this Chapter covers outsourced helpdesk services.

An amount of € 2.4M is foreseen for the continuation of other governance, administrative and telecommunication expenditure (Chapter 22 – 24). These Chapters include open source and database subscriptions, legal expenses, administrative expertise, uniforms, furniture, car fleet, office supplies, postal and courier services and it is kept just below the 2021 cost.

For the budget for activities of the Management Board and its Working Groups under Chapter 25 there is an increase (+28.3%) which follows from the planning of four MB meetings for two full days and an increase in costs for the external MB meeting.

Title 3 – Operational activities:

The budget for Operational activities adds up to € 76.2M and represents nearly 39.6% of the total budget. The increase for operational activities compared to 2021 amounts to € 8.2M.

A main increase is foreseen for Chapter 30 – Operations. An increase of almost € 2.5M is foreseen to further enhance the support to MS investigations. This additional budget will enable Europol to further develop MS support in areas highlighted in the Europol Strategy 2020+. Europol's existing capabilities will be strengthened in areas such as OTF/ HVT (Operational Task Force/ High Value Targets) (€ 5M), investigation support, forensics support, Economic and Financial crime investigation support. The additional budget also aims at covering the activities of ATLAS (€ 2.72M)³, EMPACT (€ 4M) and the continuation of security checks at hotspots (€4M). Assuming full recovery after the Covid-19 pandemic, a significant part of the budget (€ 8.5M) will be used to support Member States in operational and strategic meetings, missions and training.

The budget for operational ICT services and programmes under Title 3 (Chapters 31 and 32 together) comes to € 41.7M, which is an increase of € 5.5M compared to 2021. The budget will be used to continue the multi-annual delivery of ICT and IM capabilities.

Part of the operational expenditure is intended to cover the allowances for 71 Seconded National Experts under Chapter 33, amounting to € 4.4M.

The budget under Chapter 34 and 35 for high level external stakeholder meetings (HENU and Europol Police Chiefs Convention) amounts to € 420K.

An amount of € 1M is envisaged in the 2022 budget, under Chapter 38 - Decryption platform, to cover for the operational running costs including electricity and further increase in capacity.

2.4 Efficiency gains

Initiatives and practices that are used to achieve efficiency gains include:

- Implementation of a new HR strategy, incl. digitalisation of services, work-life balance through teleworking/smart working and ensuring the right skills for Europol's workforce, utilising e-recruitment and appropriate training and development programmes.
- The nGage programme encompassing a set of administrative ICT solutions such as e-procurement, e-signature etc.
- A robust monitoring of budget implementation and regular forecast exercises to ensure the most efficient use of financial resources.
- Close monitoring of vacancy rate in an effort to maximise the resources available to the agency.
- Implementation of a new travel system resulting in a lower number of transactions and lower administration burden.
- Shared procurement procedures with other agencies + introduction of the LCK capability bringing added control on Europol spending and contractual ceilings.
- Upgrade of Video conference positively impacting the mission and meeting budgets.

³ The amount is conditional to Europol timely receiving ATLAS' work programme as approved by the Law Enforcement Working Party.

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- Developing teleworking capabilities and enhancing high speed connectivity allowing Europol to maintain high levels of business continuity e.g. during the COVID-19 pandemic.
- Green energy and long term replacement plan reducing cost for maintenance and risk of equipment failure.
- Centralisation of functions such as Grants Administration and Finance Unit.

2.5 Negative priorities/decrease of existing tasks

No substantial negative priorities or decrease of existing tasks is foreseen.

ANNEXES

Annex I: Resource allocation per Activity 2022-2024

Annex II: Financial Resources 2022 – 2024

Table 1 – Revenue

Table 2 – Expenditure

Table 3 – Budget outturn and cancellation of appropriations

Annex III: Human resources - quantitative

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

Table 2 – Multi-annual staff policy plan year 2022 - 2024

Table 3 – Recruitment forecasts 2022

Annex IV: Strategy for cooperation with third countries and/or international organisations

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Annex I: Resources allocation per activity 2022 - 2024

	Year 2021			Year 2022 [1] Resource estimates			Year 2023 [2] Resource estimates			Year 2024 [3] Resource estimates		
	TA	CA & SNE (FTE)	Budget allocated	TA	CA & SNE (FTE)	Budget allocated	TA	CA & SNE (FTE)	Budget allocated	TA	CA & SNE (FTE)	Budget allocated
A.1. Development of operational ICT and IM capabilities	119	42	56,596,000	127	42	64,034,130	130	42	66,917,329	133	42	69,747,565
A.2. Operational Coordination	51	17	13,137,000	57	17	14,272,056	61	17	15,232,497	65	17	16,077,147
A.3. Combating Serious and Organised Crime	91	26	22,715,000	105	26	24,562,201	109	26	26,268,446	112	26	27,266,314
A.4. Combating Cyber Crime	70	23	14,486,000	78	23	16,184,688	82	23	17,318,382	85	23	18,137,249
A.5. Counter-Terrorism	75	22	16,137,000	84	22	17,443,464	88	22	18,669,834	91	22	19,515,730
A.6. Combating Financial and Economic Crime	43	9	8,338,000	51	9	9,565,218	55	9	10,566,522	59	9	11,317,853
A.7. Strategic and Analysis Coordination	43	10	7,434,000	57	10	9,167,882	61	10	10,566,239	64	10	11,250,064
Total Operational Activities	492	149	138,843,000	559	149	155,229,639	586	149	165,539,249	609	149	173,311,923
A.8. Governance, support and administration (incl. MBF)	123	157	34,121,254	127	157	37,150,772	130	157	38,366,288	133	157	39,538,613
TOTAL	615	306	172,964,254	686	306	192,380,411	716	306	203,905,536	742	306	212,850,536

[1] [2] [3] The human and financial resources outlook for 2022 and 2023 are in line with the MFF 2021-2027 and the legislative financial proposal of the Commission's proposal for a recast of the Europol Regulation. The Organisation will ensure that the largest part of the resource increase will be allocated to operational activities in support of Member States, in line with the Europol Regulation recast and the Europol Strategy 2020+.

Annex II: Financial Resources 2022 - 2024

The human and financial resources outlook for 2022 and 2023 are in line with the MFF 2021-2027 and the legislative financial proposal of the Commission's proposal for a recast of the Europol Regulation.

Table 1 - Revenue
General revenues

REVENUES	2021	2022
	Revenues estimated by the agency	Budget forecast
EU contribution	172,964,254	192,380,411
Other revenue		
TOTAL REVENUES	172,964,254	192,380,411

REVENUES	General revenues						
	Executed 2020	Estimated by the agency 2021	2022		VAR 2022/2021 (%)	Envisaged 2023	Envisaged 2024
			Agency request	Budget forecast			
1 REVENUE FROM FEES AND CHARGES							
2 EU CONTRIBUTION	149,071,567	172,964,254	192,380,411		1.11	203,905,536	212,850,536
- Of which assigned revenues deriving from previous years' surpluses	1,106,807	2,363,548	3,351,001				
3 THIRD COUNTRIES CONTRIBUTION (incl. EEA/EFTA and candidate countries)							
- Of which EEA/EFTA (excl. Switzerland)							
- Of which candidate countries							
4 OTHER CONTRIBUTIONS							
5 ADMINISTRATIVE OPERATIONS							
- Of which interest generated by funds paid by the Commission by way of the EU contribution (FFR Art. 58)							
6 REVENUES FROM SERVICES RENDERED AGAINST PAYMENT							

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REVENUES	General revenues						
	Executed 2020	Estimated by the agency 2021	2022		VAR 2022/2021 (%)	Envisaged 2023	Envisaged 2024
			Agency request	Budget forecast			
7 CORRECTION OF BUDGETARY IMBALANCES							
TOTAL	149,071,567	172,964,254	192,380,411		1.11	203,905,536	212,850,536

Additional EU funding: grant, contribution and service-level agreements

REVENUES	2021	2022
	Revenues estimated by the agency	Budget forecast
TOTAL REVENUES	3,895,446	3,650,768

REVENUES	Additional EU funding: grant, contribution and service-level agreements						
	Executed 2020	Estimated by the agency 2021	2022		VAR 2022/2021 (%)	Envisaged 2023	Envisaged 2024
			Agency request	Budget forecast			
ADDITIONAL EU FUNDING STEMMING FROM GRANTS (FFR Art.7)	768,376	1,448,021	723,983		0.50	171,688	-
ADDITIONAL EU FUNDING STEMMING FROM CONTRIBUTION AGREEMENTS (FFR Art.7)	14,844	927,425	1,406,785		1.52	1,422,835	656,912
ADDITIONAL EU FUNDING STEMMING FROM SERVICE LEVEL AGREEMENTS (FFR Art. 43.2)	806,860	1,520,000	1,520,000		1.00	1,480,000	370,000
TOTAL	1,590,080	3,895,446	3,650,768	-	0.94	3,074,522	1,026,912

Table 2 - Expenditure

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Expenditure	2021		2022	
	Commitment appropriations	Payment appropriations	Commitment appropriations	Payment appropriations
Title 1 - Staff expenditure	92,331,754	92,331,754	101,611,000	101,611,000
Title 2 - Infrastructure and operating expenditure	12,594,000	12,594,000	14,530,000	14,530,000
Title 3 - Operational expenditure	68,038,500	68,038,500	76,239,411	76,239,411
TOTAL EXPENDITURE	172,964,254	172,964,254	192,380,411	192,380,411

EXPENDITURE	Commitment / payment appropriations						
	Executed Budget 2020	Budget 2021	Draft Budget 2022		VAR 2022/2021 (%)	Envisaged 2023	Envisaged 2024
			Agency request	Budget forecast			
Title 1 Staff Expenditure	85,819,036	92,331,754	101,611,000		1.10	110,460,720	116,449,934
11 Salaries & allowances	79,028,116	83,973,254	92,291,000		1.10	100,954,320	106,753,406
- of which establishment plan posts	66,756,865	69,973,254	76,205,000		1.09	77,729,100	79,283,682
- of which external personnel	12,271,252	14,000,000	16,086,000		1.15	23,225,220	27,469,724
13 Sociomedical infrastructure	989,179	1,052,000	1,164,000		1.11	1,187,280	1,211,026
14 Training	109,526	130,000	150,000		1.15	153,000	156,060
15 Other staff-related expenditure	5,640,408	7,102,000	7,900,000		1.11	8,058,000	8,219,160
16 Entertainment and representation expenses	51,807	74,500	106,000		1.42	108,120	110,282
Title 2 Other administrative expenditure	10,563,884	12,594,000	14,530,000		1.15	14,820,600	15,117,012
20 Rental of buildings and associated costs	6,820,915	7,851,000	9,545,000		1.22	9,735,900	9,930,618
21 Administrative information technology	1,619,981	1,780,000	1,911,500		1.07	1,949,730	1,988,725
22 Movable property and associated costs	865,120	1,026,000	848,000		0.83	864,960	882,259
23 Current administrative expenditure	327,998	457,000	508,500		1.11	518,670	529,043
24 Postal charges and telecommunications	836,400	953,000	1,041,000		1.09	1,061,820	1,083,056
25 Statutory expenditure	93,470	527,000	676,000		1.28	689,520	703,310

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EXPENDITURE	Commitment / payment appropriations						
	Executed Budget 2020	Budget 2021	Draft Budget 2022		VAR 2022/2021 (%)	Envisaged 2023	Envisaged 2024
			Agency request	Budget forecast			
Title 3 Operational activities	51,852,054	68,038,500	76,239,411		1.12	78,624,216	81,283,590
30 Operations ⁴	13,534,036	26,223,500	28,699,000		1.09	29,272,980	29,858,440
31 Operational information technology	33,510,102	35,070,000	40,441,411		1.15	42,110,256	44,039,350
32 Telecommunication costs for operational activities	903,706	1,150,000	1,265,000		1.10	1,290,300	1,316,106
33 Seconded National Experts (Operational)	3,839,749	4,235,000	4,414,000		1.04	4,502,280	4,592,326
34 EPCC	-	300,000	300,000		1.00	306,000	312,120
35 Heads of Europol National Units	18,873	60,000	120,000		2.00	122,400	124,848
38 Decryption Platform	45,588	1,000,000	1,000,000		1.00	1,020,000	1,040,400
TOTAL EXPENDITURE	148,234,974	172,964,254	192,380,411		1.11	203,905,536	212,850,536

Table 3 Budget outturn and cancellation of appropriations 2017-2020 (N-4 – N-2)

Budget outturn	2017	2018	2019	2020
Revenue actually received (+)	119,696,212	136,992,275	143,094,062	160,660,117
Payments made (-)	(110,402,761)	(117,290,890)	(128,591,904)	(132,636,293)
Carry-over of appropriations (-)	(18,756,290)	(26,103,122)	(22,802,657)	(32,201,626)
Cancellation of appropriations carried over (+)	834,972	1,029,950	1,557,227	2,471,557
Adjustment for carry-over of assigned revenue appropriations from previous year (+)	9,783,165	6,480,224	9,108,957	5,056,138
Exchange rate differences (+/-)	3,595	-1,631	-2,136.79	-424
Adjustment for negative balance from previous year (-)				
Total	1,158,893	1,106,807	2,363,548	€3,349,469

⁴ Including, among others, €2.72M for ATLAS

Descriptive information and justification on:

Budget outturn

The overall budget result for the financial year 2020 comes to € € 3,349,469. This includes the following:

- An amount of € 836,593 of the 2020 budget was not committed and lapsed.
- An amount of € 2,471,557 of appropriations carried forward from 2019 to 2020 was not used.
- An amount of EUR 41,744 of internal assigned revenue (C5) carried forward from 2019 to 2020 € not used and lapsed.
- The exchange rate difference in 2020 was € -424 (losses).

Cancellation of payment appropriations carried forward

The carry forward to 2020 came to a total of € 17.7M to cover existing commitments including € 7.3M of automatic carry over for ICT hardware and software and € 4.7M for the SHR (Strategic Housing Roadmap) project in Facilities. The final implementation rate of the carry forward was 86.1% at the end of the year, which is 4.8% lower than in 2019. A total of € 2.5M was not used and is thus incorporated in the final budget outturn.

- € 84.2K relates to Title 1, which is 13.4% of the carried forward under Title 1 (€ 627K);
- € 246K relates to Title 2, which is 4.3% of the carried forward under Title 2 (€ 5.7M);
- € 2.1M relates to Title 3, which is 18.8% of the carried forward under Title 3 (€ 11.4M).

Annex III: Human resources quantitative

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

The human and financial resources for the years 2022 and 2023 are aligned with the Legislative Financial Statement put forward as part of the Commission's proposal for a recast of the Europol Regulation.

A. Statutory staff and SNE

Staff	Year 2020			Year 2021	Year 2022	Year 2023	Year 2024
ESTABLISHMENT PLAN POSTS	Authorised Budget	Actually filled as of 31/12/2020	Occupancy rate %	Authorised staff	Envisaged staff	Envisaged staff	Envisaged staff
Administrators (AD)	583	589	101.0%	583	668	698	724
Assistants (AST)	32	20	62.5%	32	18	18	18
Assistants/Secretaries (AST/SC)							
TOTAL ESTABLISHMENT PLAN POSTS	615	609	99.0%	615	686	716	742
EXTERNAL STAFF	FTE corresponding to the authorised budget	Executed FTE as of 31/12/2020 ⁵	Execution rate %	Headcount as of 31/12/2020	FTE corresponding to the authorised budget	Envisaged FTE	Envisaged FTE
Contract Agents (CA)	235	181.86	77.4%	191	235	235	235
Seconded National Experts (SNE)	71	59.79	84.2%	53	71	71	71
TOTAL EXTERNAL STAFF	306	241.65	79%	244	306	306	306
TOTAL STAFF	921	850.65	92.4%				

⁵ CA financed from the EU contribution: 191 Headcount (181.86 Annual average FTE); CA financed from other sources: 12 Headcount (10.88 Annual average FTE). SNE financed from the EU contribution at 31/12/2020: 53 Headcount (59.79 Annual average FTE). SNE financed from other sources: 7 Headcount (6.33 Annual average FTE). Cost free SNE: 18 Headcount (17.45 Annual average FTE); SNE Guest Officers: 28 Headcount (50.4 Annual average FTE).

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B. Additional external staff expected to be financed from grant, contribution or service-level agreements

Human Resources	Year 2021	Year 2022	Year 2023	Year 2024
	Envisaged FTE	Envisaged FTE	Envisaged FTE	Envisaged FTE
Contract Agents (CA)	29	25	20	11
Seconded National Experts (SNE)	10	10	10	3
TOTAL	39	35	30	14

C. Other Human Resources

Structural service providers⁶

	Actually in place as of 31/12/2020
IT	58

Interim workers

	Total FTEs in year 2020	
Number	N/A	

⁶ Service providers are contracted by a private company and carry out specialised outsourced tasks of a horizontal/support nature. At the Commission, following general criteria should be fulfilled: 1) no individual contract with the Commission 2) on the Commission premises, usually with a PC and desk 3) administratively followed by the Commission (badge, etc) and 4) contributing to the added value of the Commission.

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Table 2 – Multi-annual staff policy plan 2022 - 2024

Function group and grade	Year 2020				Year 2021		Year 2022		Year 2023		Year 2024	
	Authorised budget		Actually filled as of 31/12		Authorised budget		Envisaged		Envisaged		Envisaged	
	Permanent posts	Temporary posts	Permanent posts	Temporary posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. Posts	Temp. posts	Perm. posts	Temp. posts
AD 16										1		1
AD 15		1		1		1		1				1
AD 14		3		3		3		3		3		2
AD 13		5				5		1		2		3
AD 12		11		7		11		10		11		11
AD 11		14		5		10		8		10		11
AD 10		25		15		23		18		21		24
AD 9		50		34		51		43		47		51
AD 8		84		68		85		83		92		105
AD 7		148		171		152		193		216		234
AD 6		211		276		211		299		287		274
AD 5		31		9		31		9		8		7
AD TOTAL		583		589		583		668		698		724
AST 11												
AST 10												
AST 9												
AST 8		1				2		1		1		1
AST 7		5		2		5		2		2		3
AST 6		6		2		6		4		5		5
AST 5		7		4		7		4		4		3

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Function group and grade	Year 2020				Year 2021		Year 2022		Year 2023		Year 2024	
	Authorised budget		Actually filled as of 31/12		Authorised budget		Envisaged		Envisaged		Envisaged	
	Permanent posts	Temporary posts	Permanent posts	Temporary posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. Posts	Temp. posts	Perm. posts	Temp. posts
AST 4		7		7		6		4		3		3
AST 3		3		1		3		1		2		2
AST 2		3		4		3		2		1		1
AST 1												
AST TOTAL		32		20		32		18		18		18
AST/SC 6												
AST/SC 5												
AST/SC 4												
AST/SC 3												
AST/SC 2												
AST/SC 1												
AST/SC TOTAL												
TOTAL		615		609		615		686		716		742
GRAND TOTAL	615		609		615		686		716		742	

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External personnel

Contract Agents

Contract agents	FTE corresponding to the authorised budget 2020	Executed FTE as of 31/12/2020	Headcount as of 31/12/2020	FTE corresponding to the authorised budget 2021	FTE envisaged 2022	FTE envisaged 2023	FTE envisaged 2024
Function Group IV	52	35.56	40	52	59	59	59
Function Group III	121	95.55	102	121	118	118	118
Function Group II	62	50.75	49	62	58	58	58
Function Group I							
TOTAL	235	181.86	191	235	235	235	235

Seconded National Experts

Seconded National Experts	FTE corresponding to the authorised budget 2020	Executed FTE as of 31/12/2020	Headcount as of 31/12/2020	FTE corresponding to the authorised budget 2021	FTE envisaged 2022	FTE envisaged 2023	FTE envisaged 2024
TOTAL	71	59.79	53	71	71	71	71

Table 3 - Recruitment forecasts 2022 following retirement/mobility or new requested posts

(information on the entry level for each type of posts: indicative table)

Job title in the Agency	Type of contract (Official, TA or CA)		TA/Official Function group/grade of recruitment internal (brackets) and external (single grade) foreseen for publication*		CA Recruitment Function Group (I, II, III or IV)
	Due to foreseen retirement/mobility	New post requested due to additional tasks	Internal (brackets)	External (brackets)	
Allocation of new posts / replacements of staff members due to resignation / contract expiry and definition of profiles will be done in line with Europol's mandate and business priorities and on the basis of the MASPP. Number of anticipated retirements is expected to be small.					It is expected that profiles will largely remain stable vis-à-vis current CAs.

*Indication of both is required

Number of inter-agency mobility Year 2021 from and to the Agency: XXX

Annex IV. Strategy for cooperation with third countries and/or international organisations

Europol External Strategy 2021-2024

1. Framework of the Europol External Strategy 2021-2024

The External Strategy is part of Europol's multiannual programming, in accordance with Article 12 of the Europol Regulation (hereafter "Regulation"). The provisions for Europol's relations with partners are laid down in Chapter V of the Regulation.

The political framework of the Europol External Strategy 2021-2024 includes the European Council's Strategic Agenda 2019-2024, the EU Global Strategy, the Political Guidelines of the current Commission and the steps leading to the European Security Union, to which Europol will continue to contribute.

The key analytical reports on crime in the EU, including Europol's assessments, provide the operational framework for Europol's external relations and an indication of the operational needs of the MS.

The Strategy 2020+ represents the internal framework within which Europol's external relations are set; its strategic priorities represent the basis for defining the objectives for the External Strategy.

The objectives of the External Strategy 2021-2024 and the prioritised external partners reflect the findings of the report on the implementation of the External Strategy 2017-2020, in particular the chapter on Partners of this Strategy. Based on the experience gained during the implementation of the Europol External Strategy 2017-2020 and taking into account the guidance from the Management Board, Europol's leading goals when approaching external partners will be to maximize the exchange of information between Law Enforcement Agencies and Europol and to foster international operational cooperation. As a general principle, Europol's engagement in the projects with external partners will not adversely influence the analytical and operational support provided to the Member States. Europol will address the Member States' interests and their need for support by making a clear prioritisation of its external relations.

The implementation of this External Strategy will strongly rely upon the availability of necessary resources. Furthermore, possible mid-to long-term implications of COVID-19, which appeared while this strategy was being drafted, may affect its implementation in ways that cannot be predicted at the moment.

2. Goals

The External Strategy will guide Europol's cooperation with external partners and fulfil the Agency's objectives set by its Regulation, namely to support the competent authorities of the Member States and their mutual cooperation in preventing and combating serious crime, terrorism and other forms of crime affecting a common interest covered by a Union policy.

Europol performing as an integral part of the EU security architecture

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The protection of citizens and freedoms is one of the priorities of the Strategic Agenda 2019-2024⁷. Europol has well-established tools in the area of EU internal security, which address existing and emerging threats to the EU posed by an ever-changing security landscape.

Europol will further develop its relations with third countries, international organisations, regional groups and other external partners. The Agency will maintain existing and establish new strategic and operational cooperation with external partners, to enable the Member States' competent authorities to further strengthen the prevention and combatting of all forms of serious crime. Europol will actively respond to current and emerging EU security challenges, thereby contributing to the European Security Union and the priorities stemming from the EU strategic framework. Europol will further strengthen its cooperation with the Commission and the European External Action Service (EEAS) in order to support the development of external relations in the area of security, in line with the operational needs of the Member States. In addition to existing priorities, the focus will be on developing further capabilities in the fight against cybercrime, financial and economic crime and environmental crime to support the implementation of the Commission's Political Guidelines for 2019-2024. As part of this endeavour, Europol will continue building effective partnerships with EU agencies, operations and missions and other bodies in line with European law enforcement's operational needs.

Europol's external relations flexibly responding to the Member States operational needs

The goal of Europol's external relations is to enhance operational cooperation with external partners, mainly through the exchange of data.

Europol's activities in the area of external relations will be driven by the operational needs of Member States, as identified by key analytical reports on crime in the EU. While contributing to and ensuring the proper implementation of the priorities set by the Policy Cycle for organised and serious international crime, Europol will pay particular attention to including third countries and other external partners in EMPACT activities, where relevant, and to the support of High Value Targets related investigations.

Europol's partnerships with external partners will continue to provide a secure and adaptive environment for flexible and timely support of the Member States' investigations, according to the Europol legal basis.

In order to reach these goals, Europol will pursue several objectives: the Agency will further enhance partnerships with external parties at both strategic and operational levels, with a view to opening new channels for data exchange and increase the data flow through existing ones. It will further develop its cooperation tools in the external relations domain to provide agile operational support to Member States law enforcement authorities and will promote EU policing solutions, innovation and research in its external relations.

3. Objectives

Europol's goals in the area of external relations can be reached through objectives set by this External Strategy. These objectives strongly correlate with the strategic priorities set by the Europol Strategy 2020+:

1. Be the EU criminal information hub
2. Deliver agile operational support
3. Be the platform for European policing solutions
4. Be at the forefront of innovation and research for law enforcement

⁷ The main priorities of the European Council in the area of protecting citizens and freedoms include amongst others, the effective control of external borders; fighting illegal immigration and human trafficking through better cooperation with countries of origin and transit; improving cooperation and information-sharing to fight terrorism and cross-border crime and protecting our societies from malicious cyber activities, hybrid threats and disinformation.

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Bearing in mind the strategic priorities, Europol's objectives in the external relations will be:

Enhancing the partnerships with external parties at both strategic and operational levels

This overarching objective is the major driver for the further development of effective partnerships with external partners. Europol will also support the Commission in the negotiations of new agreements allowing personal data exchange, which have achieved limited results during the first years of implementation of the Regulation.

The list of priority partners with which Europol may conclude working arrangements adopted by the Management Board, and the criteria for setting the priorities regarding the conclusion of Working Arrangements, discussed by the Corporate Matters Working Group in 2019, guide the implementation of the External Strategy.

Europol will use the tools provided by the European Union to enhance external partnerships such as Union-funded projects, EU operations and missions when relevant.

Using an extended network of partners to develop further the EU criminal information hub

Europol's external relations will focus on the further development of its role as the EU criminal information hub, in order to contribute to the preventive measures and to support the delivery of operational results to fulfil the priorities set by the EU strategic orientation. Europol will also contribute, within its legal mandate, to other Union endeavours, such as achieving a more effective control of its external borders, ensuring the proper functioning of Schengen and providing improved crisis management mechanisms. In addition, Europol will continue exploring its possible role in countering hybrid threats and in the European Union crisis management scheme.

Special attention will be paid to the further development of cooperation with private parties, non-governmental actors and international organisations that could contribute to the work of Europol, according to its legal basis.

Further developing Europol's cooperation tools to provide agile operational support

Europol attracts external partners due to its unique and well-functioning environment for cooperation. Europol will continue to cultivate this environment, which represents a potential for further growth of new interested external partners.

The current security threats and ever-changing criminal environment require a complex multidisciplinary approach of law enforcement. This is reflected in the community of liaison officers hosted by Europol, which consists of police forces, customs representatives, members of the intelligence services and other law enforcement authorities. Europol will further invest to expand this multidisciplinary environment.

While Europol will continue to develop the community of liaison officers in order to ensure an effective connection with Member States and third parties, the future deployment of Europol liaison officers will take place as agreed by the Management Board.

Europol will further expand SIENA with all its functionalities and other platforms, such as the Europol Platform of Experts, in order to ensure the desired flow of operational information. Europol will develop its external relations with a focus on interoperability and interconnection of information (in line with and exploiting the ongoing implementation of the interoperability of EU information systems) to address EU security threats in all their complexity.

Interconnection and synergies will be of the utmost importance in the external relations of the Agency. Europol will explore possibilities to cooperate with EU bodies such as agencies, CSDP missions and operations: the ultimate goal of this cooperation will be to secure the

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operational data needed to support the law enforcement authorities of Member States. However, any form of cooperation with civilian CSDP mission must be assessed case-by-case, taking into account the Europol's operational needs, its alignment with the legal basis and the availability of resources.

Promoting EU policing solutions, innovation and research

Europol has completed the phase of promoting its business model to potential external partners: the business model has helped establish solid external cooperation relations in almost all the continents. The continued threats call for new law enforcement approaches, in particular in the areas of counterterrorism, illegal migration, drug trafficking, trafficking in human beings, cybercrime as well as emerging threats from environmental crime. Due to a strong external element, tackling such criminality requires new forms and levels of external cooperation. Consequently, Europol has stepped up its efforts towards some external partners, for example via Union-funded projects.

Europol will continue to promote the model of the European Union law enforcement work with the goal to establish well-functioning external partnerships according to the operational needs. For example, the Innovation Lab will coordinate innovation and research activities for the benefit of the EU Member States' law enforcement agencies and other EU agencies and bodies. The Innovation Lab will focus on developing its external outreach with the established operational partners of Europol. Close cooperation with the Interpol Global Centre for Innovation (IGCI) is being established to monitor emerging technologies relevant to law enforcement work. In this context, cooperation with private parties will be further explored, keeping in mind current limitations in Europol's mandate.

In promoting EU policing solutions, Europol will focus on serving as a knowledge platform also for external partners, on promoting EU criminal analysis standards, on mediating and interconnecting expertise between the Member States, Europol and external partners.

4. Partners

Europol will continue to set priorities for engaging with external partners. The criteria for setting Europol's priorities regarding the conclusion of Working Arrangements, discussed by the Corporate Matters Working Group in 2019, will be applied to identify new external partners.

Europol will continue serving as a platform for EU Member States' competent authorities to interact with their counterparts from the partner countries in a coordinated way. Concerning the general focus of Europol's external relations led by the priority topics of organised crime, counterterrorism and cybercrime, the following areas will be further developed: cooperation on financial investigations, namely through the newly created European Financial and Economic Crime Centre, Europol's travel intelligence function, innovation and forensics.

Third countries and regions

Europol has established cooperation with a number of external partners. The Agency will maintain the relations stemming from the existing agreements and working arrangements.

The Europol Strategy 2020+ states that Europol is the EU criminal information hub and it 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.

From the geographical point of view, the **EU neighbourhood** has particular importance for Europol's external cooperation.

One of the main goals of Europol's external relations will be to establish an excellent operational partnership with the **United Kingdom** following its exit from the European

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Union. Cooperation with the United Kingdom is essential for all the crime areas falling under Europol's mandate.

Maintaining excellent relations with the **Schengen Associated Countries**⁸ is also important. Furthermore, Europol will continue filling the gaps in cooperation with other European countries such as **Andorra** and **San Marino**.

While cooperation takes place on a daily basis at both strategic and operational levels, the **Western Balkan region** remains a top priority for Europol in view of persisting security threats such as organised crime, terrorism and migrant smuggling. The Agency has well-established operational cooperation with all the partners in the region except Kosovo⁹ and hosts a community of liaison officers at its premises.

Europol's effort will be the further enhancement of operational cooperation with the Western Balkans, including involvement in EMPACT. The exchange of criminal information and intelligence at regional level should be improved in order to enhance the intelligence picture, also in the context of the EU accession process of the Western Balkans. Western Balkan partners will be encouraged to share proactively crime information. Europol will support building up analytical capacities in the region in line with its recognised standards and best practices, and it will continue supporting Western Balkan regional initiatives when relevant to operational cooperation.

Europol will also continue to engage with **Middle East and North African countries**. Persisting migration pressure accompanied by security threats require well-established cooperation within the region. In order to approach the partners, Europol will seek support of the Commission, the European External Action Service and EU agencies active in the region. Europol will focus on building mutual trust with the law enforcement agencies in the region that should pave the way to the future exchange of information, also by promoting EU policing solutions. Further support to develop Regional Threat Assessment will be provided through the Union-funded project. Particular attention should also be paid to cooperation with **Turkey** since the finalisation of the draft operational agreement between the EU and Turkey on the exchange of personal data between Europol and Turkish law enforcement authorities would allow for a more structured cooperation.

The current level of security threats will keep the focus on the **Eastern Partnership countries**.¹⁰ Similar to the Western Balkan and MENA regions, Europol will assist in the establishment of regional network of analysts and through the participation in EMPACT activities. Strengthening cooperation with **Ukraine** in the fight against financial and economic crime will be pursued in view of the establishment of the EFECC, while fight against cybercrime is another area of common interest. Active information sharing with the countries that have established cooperation with Europol and promoting Europol's model of cooperation to potential partners will also be in the focus.

Maintaining and further developing cooperation with **the United States, Canada and Australia** will remain another top priority. Europol will also strive to develop excellent cooperation with **New Zealand**. Crime areas such as serious organised crime, terrorism and cybercrime will be in focus.

In the process of maintaining relations with the **Russian Federation**, Europol will continue to follow the general approach adopted by its stakeholders, in line with the valid restrictive measures.

Asia

The need for additional cooperation might arise after the Covid-19 crisis in relation to Asian countries. In particular, Europol recognises the importance of further engagement with

⁸ Iceland, Liechtenstein, Norway, Switzerland

⁹ This designation is without prejudice to positions on status, and is in line with UNSCR 1244/99 and the ICJ Opinion on the Kosovo declaration of independence.

¹⁰ Armenia, Azerbaijan, Belarus, Georgia, Moldova, Ukraine.

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China, within the framework of the strategic cooperation agreement, which should go hand in hand with growing Chinese investments and expanding relations with some Member States.

The intended deployment of a new Europol Liaison Officer to the IGCI in Singapore, with additional responsibilities covering the whole Asian region, will further enhance possibilities for cooperation. Countering cybercrime, child sexual exploitation and cooperation on innovation will be high on the agenda for future cooperation in the region.

Latin America

Growing demand for drugs, enhanced drug trafficking routes into the EU and the euro counterfeiting justify the need for enhanced cooperation with **Latin American countries**. Europol will focus on further cooperation as well as new partnerships with the **Andean community**.

International organisations

Interpol remains Europol's key partner due to its global outreach, complimentary tools and developed strategic dialogue between the respective management, as both organisations support law enforcement cooperation. Cooperation with Interpol will continue and further develop in line with the Regulation and the planned EU-Interpol cooperation agreement.

Regional police organisations such as the **Police Community of the Americas (AMERIPOL)**, **Association of Southeast Asian Nations National Police (ASEANAPOL)** and **African Union Mechanism for Police Cooperation (AFRIPOL)** and other viable African regional and pan-African partners will also remain partners for further engagement.

Europol will continue its efforts to enhance cooperation with other international organisations such as the **North Atlantic Treaty Organisation (NATO)**, **World Customs Organisation (WCO)**, **UN entities (UNODC, UNCTED, UNOCT, IIM and UNITAD)** and the **Organisation for Security and Cooperation in Europe (OSCE)** with a focus on counter terrorism and hybrid threats.

As the external dimension of the fight against economic and financial crimes becomes increasingly prominent, Europol's cooperation with international organisations and networks, such as the Financial Action Task Force and the Egmont Group, will be a key component of the European Financial and Economic Crime Centre.

5. Oversight mechanism – the role of the Management Board

The Management Board will receive regularly strategic reviews of cooperation with particular partners or regions in order to provide guidance for further actions. Information on the implementation of the External Strategy will be presented every six months.

The list of priority partners with which Europol may conclude working arrangements based on **goals and objectives** as outlined in this external strategy will be annually reviewed and submitted to the Management Board.

The Management Board will regularly discuss the developments and achievements obtained through Europol's external relations to the benefit of the operational interests of the Member States in order to review the goals and objectives set out in this External Strategies.