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**NOTE**

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From: Presidency

To: JHA Counsellors/COSI Support Group / Standing Committee on operational cooperation on internal security (COSI)

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13904/2/10 REV 2 COSI 59 ENFOPOL 254  
13610/2/09 REV 2 ENFOPOL 219

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Subject: Amending the COSPOL framework into [EMPACT]

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At its meeting on 1 June 2011 COSI agreed on the reviewed terms of reference of the COSPOL framework as set out in doc. 10043/2/11. This review was made to comply with the EU policy cycle and extended the COSPOL role from the planning phase to the phase of conversion of the multi-annual strategic plans into concrete operational action plans.

Despite this recent adoption, the Presidency considers it necessary to examine again these terms of reference for two reasons:

- to adapt these terms of reference to take account of recent experiences gained from the implementation and detailed preparations of the 2011-2013 policy cycle so far
- to rename the COSPOL framework in order to reflect the multidisciplinary nature of the policy cycle and its implementation.

As a work title, "[EMPACT]" is used in this paper, standing for **European Multidisciplinary Platform Against Criminal Threats**, but other proposals can obviously be considered.

**The COSI is invited to agree on the revised terms of reference as set out in annex.**

## TERMS OF REFERENCE OF THE [EMPACT] FRAMEWORK

### 1. General context

#### 1.1 Introduction

On 8/9 November 2010, the Council decided to establish an EU policy cycle for serious international and organised crime and to define the different steps needed to fully implement it<sup>1</sup>.

This multi-annual policy cycle aims to tackle the most important serious and organised criminal threats to the EU in a coherent and methodological manner through optimum co-operation between the relevant services of the Member States, EU Institutions and EU Agencies as well as third countries and organisations, including the private sector where relevant.

It consists of four steps:

- Policy development on the basis of a European Union Serious and Organised Crime Threat Assessment<sup>2</sup> (EU SOCTA) that must provide for a complete and thorough picture of criminal threats impacting the European Union.
- Policy setting and decision-making through the identification by the Council of a limited number of priorities, both regional and pan-European<sup>3 4</sup>. For each of the priorities, four-year Multi-Annual Strategic Plans (MASP)—but only two-year strategic goals in the initial, reduced, 2011-2013 policy cycle—needs to be developed in order to achieve a multi-disciplinary, integrated and “integral”, “broad” or “holistic” approach to effectively address the prioritised threats.

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<sup>1</sup> Council Conclusions on the creation and implementation of a EU policy cycle for organised and serious international crime (doc. 15358/10)

<sup>2</sup> From 2013 on.

<sup>3</sup> Existing fora, including ministerial meetings, should be taken into account when cooperation with third countries and regions will support the setting and implementation of the priorities.

<sup>4</sup> It is however obvious that MS maintain the possibility to start multilateral operational projects in order to face local priorities

- Implementation and monitoring of annual Operational Action Plans (OAP) on the basis of the MASPs for 2013-2017 (and strategic goals for 2011-2013), taking into account the [European Multidisciplinary Platform Against Criminal Threats (EMPACT)] as the multilateral co-operation platform to address the prioritised threats.
- At the end of the policy cycle, a thorough evaluation needs to be conducted and will serve as an input for the next policy cycle.

[EMPACT] builds upon the experiences gained from the COSPOL approach and the success of a number of COSPOL projects, and taking into account the new post-Lisbon Treaty situation, it will be the framework to:

- Convert the strategic objectives (defined during the strategic goal setting by an expert group<sup>5</sup> of MS, Commission and EU Agencies per crime priority area for the policy cycle 2011-2013 instead of the elaboration of fully-fledged Multi-Annual Strategic Plans) into Operational Action Plans using the OAP template<sup>6</sup> developed for this purpose by Europol in line with action 6 of the EU Policy cycle and agreed by COSI.
- Convert each MASP (elaborated by an ad hoc expert group<sup>7</sup> of MS, the Commission and EU Agencies elaborating concrete problem-oriented solutions to address the agreed EU crime priorities, including key performance indicators to measure achievement for the policy cycle 2013-2017 and onwards) into annual Operational Action Plans in the [EMPACT] framework using the OAP template<sup>8</sup> developed by Europol for this purpose in line with action 6 of the EU Policy cycle and agreed by COSI.
- Implement and monitor the implementation of the Operational Action Plans

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<sup>5</sup> Ad hoc-group involving competent national experts (including the police, border guard, customs, judicial and administrative authorities) from the relevant Member States and EU Agencies, the European Commission and General Secretariat of the Council, set up for the time needed to elaborate strategic plans. Where relevant, representatives from third countries and organisations such as Interpol can be invited to attend the ad-hoc expert group meetings.

<sup>6</sup> doc. 12587/3/11

<sup>7</sup> See footnote 5.

<sup>8</sup> doc. 12587/3/11

## 1.2 Definition

### **[EMPACT]:**

- consists of a structured multidisciplinary co-operation platform of the relevant Member States, EU Institutions and Agencies, as well as third countries and organisations (public and private);
- addressing a pan-European or regional threat of serious international and organised crime which has been prioritised by the Council based on the (Serious and Organised Crime Threat Assessment<sup>9</sup>);
- by means of a Multi-Annual Strategic Plan or strategic goal (determining the strategic objectives including the key performance indicators to measure achievement) developed by an ad hoc expert group of the mentioned actors elaborating concrete problem-oriented solutions to effectively tackle the prioritized threat;
- converted by representatives of the same actors into an annual concrete Operational Action Plan to be implemented and monitored.

### 1.3 Key features of the [EMPACT] framework are:

- The intelligence-led approach in the context of the European Crime Intelligence Model<sup>10</sup> (ECIM): future-oriented and targeted approach to crime control, focusing upon the identification, analysis and ‘management’ of persisting and developing ‘problems’ or ‘risks’ of crime.
- The integrated character: best using and aligning the complementary contribution of all multi-disciplinary and multi-agency actors from MS, EU agencies, relevant third countries and organizations (public and private) in a partnership approach.

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<sup>9</sup> From 2013 on.

<sup>10</sup> Council Conclusions on intelligence-led policing and the development of the Organised Crime Threat Assessment (OCTA) (doc. 10180/4/05)  
Council Conclusions on setting the EU’s priorities for the fight against organised crime between 2011 and 2013 (doc. 11050/11).

- The “integral”, “broad” or “holistic” approach: addressing all levers by which the phenomenon can be influenced by using measures and actions both of a preventive and a repressive nature, as well as proactive and reactive measures, both of a strategic (trying to impact the threat) and operational (trying to impact the organised crime groups/networks and criminals) nature.
- The project approach: a temporary management environment to develop activities in order to achieve pre-set goals.

#### **1.4 Generic aims of the [EMPACT] approach**

Each of the prioritised threats will have specific characteristics; therefore, the goals and objectives defined to address that threat will differ accordingly. However, there are a number of aims which are generic when addressing any threat, in the sense that – if realised – they add value to the law enforcement approach towards them:

- Prevent the threat;
- Diminish the (size of, seriousness of, harm caused by, victimization caused by, the financial damage caused by) the threat;
- Stop the escalation of the threat (see above);
- Influence the facilitating and enabling factors which contribute to the existence or growth of the threat;
- Dismantle the criminal organisations and networks active in the threat;
- Arrest the criminals active in the threat, including seizing their assets and recovering the criminal gains;
- Disrupt the activities of the criminals active in the threat;
- Share all operational information and intelligence about ongoing investigations related to the threat in the relevant AWF at Europol;
- Identify and implement good and best practices to address the threat and the criminals active in it and find ways to share these best practices within the EU LEA community;
- Align the MS’ approaches to the threat;
- Improve the understanding and knowledge of the threat;
- Cooperate with relevant third countries and organisations in a partnership approach.

## 1.5 Initiation of new [EMPACT] projects

Reference is made to the Council conclusions on the creation and implementation of a EU policy cycle for organised and serious international crime<sup>11</sup>.

- Based on the EU SOCTA (OCTA for the period 2011-2013) and after having been considered by COSI, the Council decides on a limited number of priorities, both regional and pan-European<sup>12</sup>.
- Experts from the European Commission together with experts from the relevant Member States and EU Agencies (in an ad hoc expert working group temporarily established per priority) develop a draft Multi-Annual Strategic Plan<sup>13</sup> (MASP) for each priority, defining the most appropriate strategy to tackle the threat.
- COSI adopts the Multi-Annual Strategic Plans (one per priority) and tasks the relevant Member State(s) (based on a recommendation by Europol's SOCTA) to take the lead in the process of converting the MASP into an annual Operational Action Plan (one per priority) that needs to be aligned with the strategic goals that have been determined in the MASP and to take the lead in implementing the OAP. These OAPs detail the actions for each goal (action 13 of the policy cycle). Some actions may address more than one strategic goal.
- COSI validates the annual Operational Action Plans and tasks:
  - the relevant Member States to integrate the actions developed in the Operational Action Plans into their national planning and to allocate dedicated resources to support the common EU approach
  - the relevant EU Agencies to integrate the actions developed in the Operational Action Plans into their yearly work programmes
  - the relevant Member States and EU Agencies to implement the joint actions in the [EMPACT] framework as the multidisciplinary co-operation platform to address the prioritised criminal threats, under the lead of the identified most appropriate Member State.

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<sup>11</sup> doc. 15358/10

<sup>12</sup> For the 2011 - 2013 period: doc. 11050/11

<sup>13</sup> For the 2011-2013 period, based on the OCTA 2011, no genuine MASPs will be developed but only strategic goals for the two year period will be set.

**In principle there should be only one [EMPACT] project per priority.<sup>14</sup> COSI should only set up [EMPACT] projects outside the prioritised threats if there is a clear business need for it.**

## **2. Actors involved, roles and responsibilities**

### **2.1 COSI**

As set out in the Stockholm Programme<sup>15</sup>, one of the priority tasks of COSI (set up under Article 71 TFEU) is to develop, to monitor and to implement the Internal Security Strategy.

In accordance with the EU policy cycle for organised and serious international crime COSI:

- acts as a platform where a thorough discussion about the customer requirements with regard to the SOCTA can take place and where the methodology is agreed upon formally; on the basis thereof, the technical model has to be developed, and COSI will endorse this;
- submits, on the basis of the Policy Advisory Document drafted by the Presidency and the European Commission based on the SOCTA, draft conclusions to the Council setting the EU's new priorities for the fight against organised and serious international crime;
- identifies the relevant actors at EU and MS level to draft Multi-Annual Strategic Plans per priority crime area decided by the Council based on the first SOCTA<sup>16</sup>;
- discusses and adopts the Multi-Annual Strategic Plans<sup>17</sup> and tasks the relevant MS and Agencies;
- ensures that the necessary contacts are made with relevant third countries about common objectives in the implementation of the MASP/strategic goals
- validates each annual Operational Action Plan;
- monitors the progress of the Operational Action Plans every 6 months;

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<sup>14</sup> For the period 2011-2013, the ongoing COSPOL projects (Western Balkans Organised crime, Synthetic Drugs, Cocaine and CIRCAMP) would be integrated in or linked to the corresponding [EMPACT] projects (Western Balkans, Synthetic Drugs, West Africa and Cybercrime).

<sup>15</sup> OJ C 115, 11.05.2010, p. 1

<sup>16</sup> For the first Policy Cycle 2011-2013, COSI identifies relevant actors at EU and MS level to set up strategic goals covering the period 2011-2013 with a main focus on Law Enforcement Activities per priority crime area decided by the Council

<sup>17</sup> Again, for the Policy Cycle 2011-2013, this is a discussion on the set 2-years strategic goals

- is informed yearly by the European Commission, in its reporting on the implementation of the Internal Security Strategy, of the implementation of planned activities and horizontal cross-cutting issues related to the Operational Action Plans.

All [EMPACT] -projects – which are in fact the “vehicle/platform” to implement these Operational Action Plans for all joint actions of MS and EU Agencies fall under the COSI umbrella.

## 2.2 National [EMPACT] Coordinators

No one can deny the importance and the value of the “political factor”, namely the fact that [EMPACT] participation of MS is decided upon at the highest level (of the Chiefs of Police in the past and in the COSI nowadays). This should ensure commitment and the required allocation of human and financial resources to the projects.

However, the line of communication between the COSI representatives of the MS and their respective [EMPACT] project participants might be too long.

In order to address this, it has been decided that the MS’ representatives should constitute a dedicated network of “National [EMPACT] Coordinators”.

A “National [EMPACT] Coordinator” is “a senior officer with strategic command who has the authority from his<sup>18</sup> agency to commit such resources and finances as may be required. This person must remain fully briefed and retain overall responsibility for the MS’ commitment to [EMPACT]<sup>19</sup> .

The appointment of this person is entirely up to the MS, and obviously depends on the structure of the LEA in the MS. Thus, it is possible that, for example, the Chief of Police assumes this role or the HENU – who by default is responsible for the cooperation with Europol – under the express condition that the HENU is mandated to allocate the necessary human and financial resources, given the twofold task of the National [EMPACT] Coordinators (see below).

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<sup>18</sup> When the words “he” or “his” are used in this text, they also apply to “she” or “her”

<sup>19</sup> See 13412/1/07 REV 1 ENFOPOL 156 + COR 1, p. 3



The responsibilities of these National [EMPACT] Coordinators are vital for the success of all [EMPACT] projects. It is they who have to “own” and “steer” the project.

The National [EMPACT] Coordinators have two main tasks:

- To be responsible for the actual implementation in the MS of the COSI decisions about [EMPACT] .

The most important critical success factor in this respect is the actual allocation of the required human and financial resources and the empowerment of the [EMPACT] participant(s) of the MS.

Therefore, each National [EMPACT] Coordinator has to ensure in his or her country:

**Before deciding to join the project:**

- That a feasibility study is carried out to make sure that the threat is indeed a problem which deserves specific attention in his country and that the possibility to allocate the adequate human and financial resources is assessed positively;
- That the “right person” can be found to participate, i.e. a person having the real expertise, the “right power” (authority) to decide to take operational initiatives, the possibility to gather all relevant data to contribute to the AWF and to identify the “right investigations/cases” which are relevant to the project.

**During the project:**

- That the [EMPACT] participant has the time and the resources needed for the job;
- That there are solid communication possibilities between himself or herself and the [EMPACT] participant, so that problems can be discussed and solved as soon as possible (e.g. obstruction by a higher level, lack of commitment or co-operation from other national authorities, etc);
- That the required awareness about [EMPACT] is raised, including with the bilateral liaison officers posted in the targeted areas and with the judicial authorities;

- That a “real” and “critical” follow-up of the project within the MS is carried out, including giving feedback about the goals, the scope and the results of it.
- Periodic (six monthly) monitoring of all [EMPACT]\_ projects’ progress based on the self-reporting by the Drivers (see 2.5) and forerunners/action leaders (see 2.6) and the “independent” monitoring by the [EMPACT] Support Unit (see 2.3). Six-monthly meetings of the national [EMPACT] coordinators will be organised by the [EMPACT] Support Unit hosted at Europol, to address, discuss and solve problems. This monitoring is organised on behalf of COSI and therefore the outcome of these meetings is reported, by the Europol Director every six months, to COSI, including recommendations on adjustment of, or discontinuing failing projects.

### 2.3 [EMPACT] Support Unit at Europol

The [EMPACT] Support Unit is composed of (permanent) Europol staff and of a member of the Trio Presidency for 18 months.

The [EMPACT] Support Unit has two main tasks:

- **Administrative and logistical support** to the [EMPACT] projects facilitating the tasks of the Drivers, including:
  - supporting a new [EMPACT] group when drafting the Operational Action Plan (see 2.9);
  - preparing the agenda for the meetings;
  - drafting of meeting invitations;
  - drafting of meetings minutes;
  - provision of supporting documentation;
  - provision of methodological project support;
  - preparing all budget applications for funding;
  - acting as permanent depository for the Operational Action Plans as the focal point that can be consulted to check the status of the activities;
  - ensuring regular contact and liaison with the Drivers;

- briefing new participants about the project’s past (handover of project participation);
  - maintaining a network so that e.g. new Drivers can contact previous ones to learn about their experience.
- To **monitor** the [EMPACT] projects’ progress:
- coordinating, supporting and aligning the progress reports by the [EMPACT] driver;
  - submit these reports for discussion in the six-monthly meeting of the National [EMPACT] Coordinators; the National [EMPACT] Coordinators in their turn give advice to the COSI via the Europol Director;
  - evaluating the progress with a view to formulate proposals to adjust or even discontinue failing projects.

## 2.4 [EMPACT] Project Driver and Co-Driver<sup>20</sup>

The COSI representative or Chief of Police of the leading Member State<sup>21</sup> either as/ or in conjunction with the National [EMPACT] Co-ordinator, must appoint a representative to chair the [EMPACT] group. That person needs to have sufficient skills and competences to lead an [EMPACT] project. It is important to consider the time demands which such a role will entail.

It is not obligatory for each project to have a Co-Driver. However, sometimes the Driver’s commitment is motivated and influenced by his or her national perspective, and this can be balanced by the Co-Driver<sup>22</sup>. This co-driver can be a representative of a Member State or an EU Agency. Moreover, the Co-Driver can replace the Driver in case of his or her absence.

A strong leadership of the Driver is the most important success factor for an [EMPACT] project. The professionalism, dynamism and enthusiasm of the Driver, certainly when strongly supported by his or her own organisation at home, makes all the difference.

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<sup>20</sup> The Driver and Co-Driver are considered together ; the Co-Driver has to be able to replace / deputise for the Driver so he has to meet the same requirements

<sup>21</sup> The leading MS as decided in COSI, based on the Europol’s SOCTA recommendations

<sup>22</sup> Whereas the commitment of the Driver and even of the Co-Driver may be based on a kind of self-interest of their countries, the Europol representative is considered as the “neutral” intellectual advisor who defends the common EU interest of all participants (see infra)

It is the responsibility of the Driver:

- to draw up, together with the group, the Operational Action Plan according to the template elaborated by Europol<sup>23</sup>; it is advised to also include in this Operational Action Plan “exclusion clauses”, in order to urge MS to follow up on their commitments (see infra);
- to implement, together with the group, the Operational Action Plan;
- to execute or delegate the management/leadership of a specific action (the OAP action leader);
- to organise and chair periodic follow-up meetings of the group<sup>24</sup>;
- to keep close contacts with Member States and Agencies on the integration of the actions developed in the Operational Action Plans into their national planning and the Agencies' yearly work programme.
- to report about the progress of the project to the [EMPACT] Support Unit, covering the joint actions; the Agencies' actions and Member States' actions;
- to take into account the relevant cooperation with third countries and organizations.

In order to run [EMPACT] activities in an efficient and effective manner, it is necessary for the [EMPACT] project group, led by the Driver to:

- start with a state of play of the crime phenomenon and of the existing initiatives to address the phenomenon;<sup>25</sup>
- if required, whenever intelligence gaps are identified in the available relevant strategic material, have Europol (or the most relevant EU Agency) formulate a focused EU Intelligence Requirement to fill the gaps;
- set tangible and measurable objectives before starting activities;
- define the roles and responsibilities of all participants;

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<sup>23</sup> doc. 12587/3/11

<sup>24</sup> Since January 2011, operational meetings for ongoing/future operations/investigations can receive financial support from Europol for the travel and accommodations of participants. Meetings of an EMPACT group can fall within the scope of this definition and can thus benefit from financing by Europol (For details, see document “Financial support for meetings of the Operations Department”, approved by the Europol Management Board on 08/12/2010 – published on 16/12/2010)

<sup>25</sup> The documents produced by the workshops defining the strategic goals/MASPs may be used as a basis or starting point.

- ensure the [EMPACT] activities are run within a 1 year timeframe and are followed up in a proper manner;
- raise awareness in the MS on how the [EMPACT] activities are run.

## 2.5 [EMPACT] Project Forerunners

The success of an [EMPACT] project highly depends on the expertise and commitment of the individual project members.

As stated earlier, when the [EMPACT] Coordinator appoints someone to participate in the project, it is crucial that:

- this person is a “real” competent expert having the “right” knowledge and being in such a position that he/she can convince the competent authorities to allocate means and ensure proper implementation (being able to steer things, able to collect the relevant information about ongoing investigations and send it as contribution to the AWF, to start operational initiatives and commit resources accordingly, etc);
- this person can engage the required human and financial resources;
- there are communication possibilities between the police chief and the participant, so that problems can be discussed and solved as soon as possible (e.g. obstruction by a higher level, lack of commitment or co-operation from other national authorities);
- the participant is supported by his higher management to, once back home, follow up on what was agreed during the meeting;
- there is continuity in the participants, who take the learning back home and use the experience. If the participant has to be replaced for whatever reason, he has to make sure that his successor is fully briefed about the project’s past.

In order to meet the last two considerations (national follow up and continuity), it is advisory to foresee at the set-up of each [EMPACT] project an “exclusion clause” for participants who do not show up at the meetings without prior notice or for participants who do not deliver agreed upon contributions.

Forerunners can be appointed as action leader on a specific point.

## 2.6 [EMPACT] Project Support Manager

Each [EMPACT] group is to be supported by a designated Europol official who should act as the [EMPACT] Project Support Manager, especially regarding the operational co-operation issues such as the effectiveness of the information and intelligence flow. Ideally, this designated Europol official is the Project Manager of the concerned Focal Point of the Analysis Work File (AWF) at Europol.

It has been proven that real teamwork of “the golden triangle” is essential: Driver, Co-Driver and the [EMPACT] Project Support Manager. Whereas, as mentioned before, the commitment of the Driver and Co-Driver may be influenced by their national perspective, the Europol representative is considered as the “neutral” intellectual advisor who safeguards the common EU interest of all participants.

As for the concrete role and attitude of the Europol representatives in the [EMPACT] projects, Member States expressed a number of expectations<sup>26</sup>.

In close contact with the Driver, the [EMPACT] Support Managers should:

- bring their expertise and be “the intellectual heart” of the project, and present the bigger picture in a “neutral” way;
- be proactive and help to steer and facilitate the process;
- support the group in making a state of play of the crime phenomenon and of existing initiatives to address it;
- be proactive in sending out intelligence requirements about what they really need;
- be proactive in establishing direct contacts with the relevant investigation teams<sup>27</sup>;
- not be reluctant to address MS who fail to deliver to the AWF.

In this context, Europol will elaborate a set of minimum requirements for [EMPACT] Project Support Managers.

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<sup>26</sup> These expectations are based on the findings of the COSPOL evaluation carried out in September 2010.

<sup>27</sup> Using the direct contact possibility of art. 8.2 ECD, once the [EMPACT] participant together with the HENU agreed on this possibility

It has been proven to be a “good practice” to systematically send the WG3 tool measurements (each participant receives his or her own score; the Driver receives the global overview) a few weeks before the meeting. In that way, everybody has the state of play of the contributions to the AWF and the operational progress that is being made. Moreover, this may generate extra motivation to deliver.

## **2.7. EUROPOL**

In the [EMPACT] framework, Europol has two roles:

- to be a member of each [EMPACT] project ([EMPACT] Project Support Manager)
- to integrate its contribution to the EU approach in its Work Programme.

It has to be emphasised that all EU Agencies should fully play their respective roles even though Europol is the central EU criminal intelligence hub when it comes to the fight against serious international and organised crime.

The role of the [EMPACT] Project Support Managers has been discussed above. In addition, the evaluation of September 2010 resulted in some more suggestions to Europol<sup>28</sup>, the implementation of which will be reviewed when doing the "evaluation of the functioning of the (reviewed) COSPOL framework" (action 18 of the EU policy cycle) at the end of 2012.

[...]

## **2.8 OTHER EU AGENCIES AND RELEVANT THIRD PARTIES**

As said before, even though Europol is considered to be the central EU criminal intelligence hub when it comes to the fight against serious international and organised crime, all relevant EU Agencies should fully play their respective roles aiming at a genuine inter-agency approach with all relevant actors.

Also relevant cooperation with third countries and organisations, in particular Interpol, should be taken into account.

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<sup>28</sup> Europol was invited:

- to embed COSPOL in Europol by structuring and managing the COSPOL approach at Europol and by foreseeing specific budget provisions;
- to set up a COSPOL Support Unit at Europol, with a similar statute as the HENU Secretariat;
- to reconsider its funding and reimbursement policies, in particular to arrive at an effective budget regime for COSPOL projects<sup>28</sup>;
- to develop a clear acceptance policy for AWF contributions, in particular for the AWF dealing with huge quantities of data;
- to elaborate a set of minimum requirements for COSPOL Project Support Managers;
- to implement as soon as possible the identification of intelligence gaps including formulating EU Intelligence Requirements about it, also for running COSPOL projects where necessary.



[EMPACT] is the unique multi-disciplinary co-operation platform to address prioritised threats of serious international and organised crime. Representatives from EUROJUST, FRONTEX, CEPOL, EMCDDA and EMSA can be identified by COSI as relevant actors to convert the Multi-Annual Strategic Plans into annual Operational Action Plans and implement the latter.

It is strongly recommended that MS and the EU Agencies make specific budgetary provisions for [EMPACT] projects in their respective budget planning cycles.

## 2.9 CEPOL

Another conclusion of the 2010 evaluation was that there should be a COSPOL training package, organised by CEPOL and funded by the EC, each time a new COSPOL project group has been established.

Such training package should have the following key characteristics:

Each new [EMPACT] group attends the CEPOL [EMPACT] training once the group has been established and before it actually starts its activities.

The training package is specifically meant for new [EMPACT] groups and such groups get absolute priority for attending it. The training may of course (on other occasions) also be offered to other volunteering interested law enforcement officers.<sup>29</sup>

The training consists of two parts:

- The first part is a more theoretical explanation of the concept of Intelligence Led Policing, of the way in which this concept is applied in the EU by means of the European Crime Intelligence Model, and of the way in which the broad [EMPACT] approach towards prioritised crime phenomena puts the two concepts into practice. Moreover, the training should also address the project management methodology.

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<sup>29</sup> It should be noted that for the 2011-2013 policy cycle, the training package was organised in the form of a 3-day seminar gathering all 8 project groups.

Each of these aspects should be illustrated by case studies from Member States and the relevant EU Agencies demonstrating “best practices” in that respect.

- The second part is practical and functional: the group develops its draft Operational Action Plan based on the common understanding of the broad [EMPACT] approach offered by the training package. CEPOL, the [EMPACT] Support Unit and the relevant AWF Project Manager methodologically facilitate that group work.

In doing so, one may also expect a team building effect being generated by this common experience which hopefully will help to create stronger ties between the [EMPACT] group members.

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