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NOTE

From: Europol
To: JHA Counsellors/COSI Support Group

No. prev. doc.: 15358/10 COSI 69 ENFOPOL 298 CRIMORG 185 ENFOCUSTOM 94

Subject: Operational Action Plan template

In line with action 6 of the EU Policy cycle¹, Europol was tasked to develop a template for the Operational Action Plan (OAP) to be presented to COSI.

This template will be used by the experts when converting the strategic goals related to the EU crime priorities into OAP's and for the monitoring and reporting of their implementation.

Delegations will find the following documents in annex:

- Annex I: OAP guidance paper
- Annex II: OAP template
- Appendixes to annex II: examples of operational activities and MS + EU agency tasking.

Changes compared to REV2 are underlined

¹ doc. 15358/10 COSI 69 ENFOPOL 298 CRIMORG 185 ENFOCUSTOM 94

OAP Template Guidance paper

This document provides context and guidance for the use of the Operational Action Plan template which has been designed for use within the new EU policy cycle for organised and serious international crime.

References

1. Council Conclusions on the creation and implementation of a EU policy cycle for organised and serious international crime (doc. 15358/10 COSI 69 ENFOPOL 298 CRIMORG 185 ENFOCUSTOM 94)
2. Terms of Reference of COSPOL framework (doc. 10043/2/11 REV 2 COSI 35 ENFOPOL 145)
3. Policy Advisory Document - PAD - for the years 2011 to 2013 (doc. 9225/4/11 REV 4 JAI 250 COSI 28 ENFOPOL 121 CRIMORG 52 ENFOCUSTOM 34 PESC 513 RELEX 401)
4. Council conclusions on setting the EU's priorities for the fight against organised crime between 2011 and 2013 (doc. 11050/11 JAI 396 COSI 46 ENFOPOL 184 CRIMORG 81 ENFOCUSTOM 52 PESC 718 RELEX 603)

In simple terms, the new EU policy cycle outlines 4 main stages:

- Future crime threat
- Political priorities & Strategic goals
- Operational planning, Implementation & reporting
- Evaluation

Future crime threat

The OCTA 2011 describes the future crime threat. It includes a list of conclusions and recommendations upon which the Council conclusions on setting the JHA crime priorities were based.

Political priorities

The Policy Advisory Document agreed by COSI on 1 June 2011 (doc. 9225/4/11 REV 4) conducted a 'clustering exercise' by which the 12 priorities in the OCTA were reduced to a more manageable number of eight.

On the basis of the PAD, the Council adopted conclusions on setting the EU's priorities for the fight against organised crime between 2011 and 2013 (doc. 11050/11) at its meeting on 9-10 June 2011. The following priorities, in no particular order, for the fight against organised crime were agreed:

- Weaken the capacity of organised crime groups active or based in West Africa to traffic cocaine and heroin to and within the EU;
- Mitigate the role of the Western Balkans, as a key transit and storage zone for illicit commodities destined for the EU and logistical centre for organised crime groups, including Albanian-speaking organised crime groups;
- Weaken the capacity of organised crime groups to facilitate illegal immigration to the EU, particularly via southern, south-eastern and eastern Europe and notably at the Greek-Turkish border and in crisis areas of the Mediterranean close to North Africa;
- Reduce the production and distribution in the EU of synthetic drugs, including new psychoactive substances;
- Disrupt the trafficking to the EU, particularly in container form, of illicit commodities, including cocaine, heroin, cannabis, counterfeit goods and cigarettes;
- Combat against all forms of trafficking in human beings and human smuggling by targeting the organised crime groups conducting such criminal activities in particular at the southern, south-western and south-eastern criminal hubs in the EU;
- Reduce the general capabilities of mobile (itinerant) organised crime groups to engage in criminal activities;
- Step up the fight against cybercrime and the criminal misuse of the internet by organised crime groups.

The above mentioned clustering exercise means there are now a number of potential overlaps that will need to be catered for in the operational planning process. This overlap results from the fact that some of the priorities have an offender group focus, some a commodity focus, and others a modus operandi focus; meaning that not all of them are mutually exclusive - e.g. cocaine is mentioned explicitly in the trafficking of illicit commodities and the West African OC priority, but also has potential connections with synthetic drug trafficking and Albanian speaking OC groups.

Strategic goals

Strategic goals address the political priorities and will be drawn up by groups of experts from the Member States and EU Agencies and Institutions.

After this step, each priority will be converted into an Operational Action Plan detailing the actions for each goal (action 13 of the policy cycle). It is important to note that some actions may address more than one strategic goal.

Operational Planning

There is a broad range of different types of operational actions that can be included within the plan. The following are front-line operational activities to be carried out on the ground, with the explicit aim to immediately impact upon criminals, their crimes and their commodities.

These include inter alia:

- New specifically targeted intelligence-led investigations
- Linking up of related national investigations with an international dimension
- AWF / target group / focal point
- Joint Investigation Teams (JIT)
- Large-scale, coordinated control measures (such as high impact operations and Joint Customs Operations where relevant)
- Cross-border undercover activity
- Cross-border controlled delivery operations
- Parallel financial investigation, including asset identification/freezing/seizure
- On-line surveillance, tracking & penetration of cybercrime activity
- Specific intelligence assessments (i.e. Frontex TRA)
- Intelligence alerts (Europol SCAN team)
- Expert groups (including 'Platform for Experts' at Europol)
- Multidisciplinary actions (including administrative authorities and measures)

Next to that lie a number of other types of activity which have been included in previous COSPOL projects. They still have the potential to make a contribution to the overall effort against the crime phenomena, even within the first "shortened" cycle.

These include:

- Training / awareness courses (for LEA, industry, public etc)
- Creating new or enhanced 3rd partner cooperation (States & international bodies)
- Creation of new regional platforms (i.e. like MAOC-N)
- Secure communication link establishment
- Joint databases
- Public – private partnerships (including with NGOs)
- Approximation of national differences (legislation, procedures etc)

The OAP will then be created, based on the scoping of the problem and the overview of already existing and relevant activities, such as the COSPOL projects and JCOs where relevant, including if possible key performance indicators for the outcome measurement. Given the mismatch between existing COSPOL projects and future priority crime areas, there will be a ‘transition period’ during which the old projects are discontinued, amended or merged, and new ones are launched.

The different actions in the OAP can each have a different leader and a different combination of participants. Together, if they are each successfully executed, these actions will lead to the achievement of the strategic goal.

The first appendix “Operational Activities” lists all the operational actions planned to achieve the strategic goal. This sheet will also contain a link to the detailed planning for each action, and the means by which overlaps and inter-dependencies with other strategic goals, or operational actions, can be seen and tracked.

Once all the actions and participants within a given OAP are known, it is possible to create individual task responsibility sheets for each of the MS and each Agency. These can be found on the second and third appendixes.

It is suggested there should eventually be only one “master” sheet per MS/Agency. This will reduce the overall number of sheets, and allow each MS/Agency to manage its own participation across all of the different actions across the full range of strategic goals. This area will need to be looked at again once the Commission has “elaborated the reporting collection mechanism for COSI” scheduled for the end of 2011 (action 15 of the EU Policy Cycle).

Once completed, the OAP will be validated by COSI. This ‘validation’ will ensure that

- the full range of actions proposed is relevant and meaningful;
- there are no logical gaps in the actions proposed;
- it is clear how the actions will individually & collectively contribute to reaching the strategic goal;
- any overlaps, gaps and inter-dependencies are identified and catered for;
- all the leadership responsibilities are confirmed and agreed;
- all the relevant actions are integrated into national planning, with adequate resources allocated.

During this validation process COSI may propose alterations to the OAP.

OAP template

The template has been designed to accommodate the process that is outlined above. Flexibility has been built into the template such that amendments, alterations and deletions can be made if specific requirements are identified in the process.

Monitoring and reporting

Once implementation of the OAPs for 2012 & 2013 has begun, there will be a six monthly monitoring of progress performed by way of the National COSPOL Coordinators meeting which will be organised by the COSPOL Support Unit hosted at Europol, on behalf of COSI and then reported to COSI. Monitoring and reporting shall be done in line with the regime established by the Commission¹. It will include a regime for ongoing monitoring and periodical reporting, including reference to resources allocated, to COSI of:

- progress and results within the individual operational activities;
- progress and results within the overall OAP;
- cross reporting between different strategic goals/OAP’s as appropriate.

Consequently, this section of the OAP template is in note form only.

¹ Doc. to be issued

Operational Action Plan 2012:**Priority Crime Area (name)***(Template)*

Items in italics are for guidance only and should be replaced/deleted in the actual OAP

1. Aim

This Operational Action Plan (OAP) has been created within the framework of the new EU policy cycle for organised and serious international crime¹. Based on the OCTA 2011², the Council decided on a total of 8 priority crime areas³. Subsequently, COSI is expected to adopt the 2 year strategic goals corresponding to these political priorities, for the period 2011-13, with the main focus on law enforcement activities. This OAP corresponds to the following priority;

Quote here in full the actual Priority Crime Area⁴

This OAP contains a breakdown of all the operational actions that will be carried out during 2012 as the way to reach the various strategic goals chosen during the "strategic planning". It also gives an overview of the tasking and responsibilities of the Member States and the Agencies involved in the delivery of the plan.

2. Context

(in the event that the agreed strategic goals are mutually exclusive this section can be deleted)

The priority crime area which this OAP addresses, overlap with the following other priorities

- Priority X – for the following reasons.
- Priority Y – for the following reasons.
- (add more, or delete according to the actual situation)

¹ doc. 15358/10 COSI 69 ENFOPOL 298 CRIMORG 185 ENFOCUSTOM 94

² doc. 8709/11 JAI 217 COSI 19 CRIMORG 45 PESC 453 RELEX 355

³ doc. 11050/11 JAI 396 COSI 46 ENFOPOL 184 CRIMORG 81 ENFOCUSTOM 52 PESC 718 RELEX 603

⁴ Add here any references required by the strategic goal

This overlap between OAPs will be the subject of careful management attention and coordination as described below (*see end of paragraph 5.1.*).

3. Structure

The plan is essentially a coordination overview presenting the general outline of operational activities, rather than the specific detail of each. That detail will be found in the related activity documentation which is referenced within this plan.

The Annex to the plan contains individual tables corresponding to:

- Operational activities (one sheet showing all activities to achieve the goal)
- Member State tasking (one sheet per MS)
- Agency Tasking (one sheet per Agency)

(in fact, MS & Agencies will combine all of their actions across all of the different OAPs into one table of “National/Agency Responsibilities” to facilitate coordination at the national/agency level)

The tables incorporate a means to facilitate

- Cross-reference between different, but related, activities within the same priority
- Cross-reference between activities which also contribute to a different priority
- Reference (hyperlink) to detailed project documentation for a given activity
- Cumulative progress reporting

4. Management & Project Support

4.1. Management

Overall management responsibility for this OAP lies with COSI which will determine at a later stage the proper entity.

Each of the individual operational activities that make up the OAP has a designated leader duly tasked and empowered for this role.

Management responsibility for each activity is clearly shown in the list of operational activities.

The management approach shall be in line with the COSPOL Terms of Reference¹.

4.2. Project support

In order to allow the COSPOL Driver to focus on project management (of the common actions), and to reduce the national responsibility for overall EU coordination, *(Agency name)* shall provide the project support for this OAP.

4.3. Information management

The Europol Analysis Work File (AWF) shall be the primary means by which operational data emanating from the activities within this plan shall be processed. The Europol Information System may also be used where appropriate.

It is recommended that all operational information exchange, and progress reporting within the OAP shall be done using the SIENA (Secure Information Exchange Network Application) system which provides a quick, secure and auditable means of communication between all competent authorities and Europol.

5. Methodology

(As well as describing the steps in the methodology, this section also acts as a check-list against which the planning can be validated.)

5.1 Planning

This OAP has been developed by experts of *(the Member States)* together with the *(Agencies)*. The scope of operational activity included in the plan corresponds to the conclusions and recommendations emanating from the specific assessment of the problem which is central to the priority crime area.

¹ 10043/2/11 REV 2 COSI 35 ENFOPOL 145

The actions to be conducted in common will take advantage of the COSPOL framework in line with the COSPOL terms of reference. Inevitably, the activities required by this plan go beyond the current scope of COSPOL alone but, wherever possible, other existing structures and instruments have been co-opted before initiating anything entirely new.

The individual participation of MS/Agencies in the operational activities mentioned here reflects the extent to which the given crime problem manifests itself within a given MS, the experience of tackling the problem in that MS and the ongoing LEA activity of a relevant nature.

The activities listed are primarily front-line operational activities to be carried out on the ground, with the explicit aim to immediately impact upon criminals, their crimes and their commodities.

When available, this could also include administrative measures. Wherever possible due note will be made of opportunities and processes by which a fuller inter-agency approach could be taken in anticipation of when the integrated approach is implemented for the 2013-17 policy cycle. The actions developed in the plan should be integrated at the appropriate level into the MS national planning and dedicated resources should be allocated to ensure full support to the common EU approach. Similarly, the Agencies should integrate the actions developed into their yearly working programmes.

The OAP will be validated by COSI, and the tasking responsibilities contained in the plan confirmed. That process has also identified any actions contained in this plan which are related to other plans, and vice versa, and this will be managed by.... *(to be further elaborated as appropriate once all the plans known)*

5.2 Implementation

The activity will be implemented according to the breakdown of actions and timescales contained in the activity plan (e.g. COSPOL Project Plan). The activity leader will be the authority for initiating each action (e.g. COSPOL ToR - p.10 for detailed description of the COSPOL Driver role).

More specific details about the implementation can be included here as required

5.3 Monitoring and reporting

The worksheets include the means for recording results. Monitoring and reporting shall be done in line with the regime established by the Commission¹.

(who are tasked in action 15 to “elaborate a reporting collection mechanism for COSI integrating reporting of MS and Agencies to their respective Supervising Authorities”)

It should include a regime for ongoing monitoring & periodical reporting² of:

- Progress and results within the individual operational activities
- Progress and results within the overall operational action plan
- Cross reporting between different strategic goals/OAP's as appropriate

5.4. Good practice

Experiences within the delivery of the OAP which provide examples of good (and bad) practice will be duly recorded. This will be a responsibility of the (Agency) project support function, who are empowered to request and seek out examples of good practice for wider sharing amongst other OAPs within this overall policy cycle.

¹ Doc. to be issued

² Including reference to resources allocated and their use

Operational Action Plan 2012 (example)

Strategic Goal 1: Reduce the harm to EU citizens from drugs through coordinated Law Enforcement action										
#	Activity	Leader	Participants	Description	I/C Strat.Goal	I/C Op. Act.	Timing	Target	Results June	Results December
OA1.1	Operational activity # 1	MS / Agency tasked by COSI to lead the activity	all other participating MS, Agencies & 3rd parties	Brief outline of Activity type / geographical area / timescale. + Link to activity project plan	connect to any other Strat goals?	connect to any other actions in this plan?	Dates and/or phases	Final results expected	(According to mechanism developed by COM)	(According to mechanism developed by COM)
OA1.2	JIT against Cannabis in NW Europe	NL	BE, DE, DK, FR, LU & UK	Indoor cultivation by Vietnamese OC COSPOL Cannabis Project Plan (see JIT Hanoi)						
OA1.3	JIT against Heroin from Afghanistan via Balkan route	IT	AT, BG, GR, SL	Via Black Sea Ports JIT Caviar Project Plan						
OA1.4	Hi-impact operation to control coach/bus traffic coming off ferries from North Africa	Frontex	All Mediterranean MS	one week at the end of a main EU holiday period to stem/assess the 'tourist courier' problem Frontex Op Ulysses Project Plan		OA5, OA6				
OA1.5	Creation of High Value Targets (HVT) list in each drug crime area	Europol	All MS	List to be compiled according to threshold criteria to be circulated by Europol systems, Specific flagging of HVTs in Europol systems,	SG ZZZZ	OA4				
OA1.6	Integrate national investigations against HVTs	Eurojust		Case analysis to find the international links between separated national investigations. Prioritisation list to be produced.						
OA1.7	Proactive intelligence led including x-border operations in support (i.e. controlled delivery etc)	Driver	All MS	Acting on alerts from hits on HTVs from any MS intel contributions to Europol.						
Strategic Goal 2: Enhance the knowledge and expertise about the most active criminal groups										
OA2.1	Operational activity # 2	MS / Agency tasked by COSI to lead the activity	all other participating MS, Agencies & 3rd parties	Brief outline of Activity type / geographical area / timescale. + Link to activity project plan	connect to any other Strat goals?	connect to any other actions in this plan?	Dates and/or phases	Final results expected	(According to mechanism developed by COM)	(According to mechanism developed by COM)
OA2.2	Organise a meeting between national police directorates	Europol	All MS	Identification of most important criminal networks targeted by MS						

Member State 'X' responsibilities 2012 (fictional example)

#	Operational activity	Leader (agency?)	Participant	All National Comp. Auth. involved	Timing	Target	Results June
OA1.2	JIT against Cannabis in NW Europe	X NCA	X	NCA, Border Guard, A City police, B Region police	Q2: initial meetings Q3...	<u>Target date</u>	<i>(According to the mechanism developed by the Commission)</i>
OA1.5	Creation of High Value Targets (HVT) list in each drug crime area		X	Ministry of Justice (Police Academy)			
<i>Whereas the above responsibilities relate to this OAP only, the ones shown below relate to other OAPs as well</i>							
OAP2.2	Establish W.Africa Liaison Officer network		X	Int. Pol. Coop Unit			
OAP4.3	JIT against illegal migrants on Balkan Route		X	Immigration Service			

EU Agency "Y" responsibilities 2012
(fictional example related to Eurojust)

O.A. Ref	Operational activity	Leader	Participant	Agency Units / Projects involved	Timing	Target	Results June
OA1.2	JIT against Cannabis in NW Europe		X	Drug coordinator, JIT-Secret, BE, DE, DK Nat. Units	Q2: initial meetings Q3...	<u>Target date</u>	<i>(According to the mechanism developed by the Commission)</i>
OA1.6	Integrate national investigations against HVTs	X (JIT-Secret)		Legal Unit, translation unit			
<i>Whereas the above responsibilities relate to this OAP only, the ones shown below relate to other OAPs</i>							
OAP3.4	recommendations for harmonisation of EU Cyber-crime legislation	X (EE nat. Mmbr)		All National Members			
OAP5.2	Maritime Container Transport working group		X	DK National Member, Legal Unit			
etc.							