



**COUNCIL OF
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LIMITE

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NOTE

From : Presidency

To : Standing Committee on operation cooperation on internal security (COSI)

No. prev. doc. : 15292/1/11 REV 1 JAI 720 COSI 77 ENFOPOL 350 CRIMORG 181
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Subject : Strategic goals related to the EU's priorities for the fight against organised crime
between 2011 and 2013

According to the EU policy cycle for organised and serious international crime (doc. 15358/10), strategic goals have to be defined for each of the priorities that the Council has set for the fight against organised crime between 2011 and 2013 (doc. 11050/11).

The current note sets out these strategic goals as approved by COSI.

Preparation

Between 11 July and 4 October 2011, the Commission, with the support of the Presidency and Europol, organised 2-day workshops for each of the priorities and invited interested Member States and agencies to send an expert with a view to elaborating the strategic goals.

Each workshop produced a document¹ that sets out, for that priority, the scope of the problem, an overview of relevant existing policies and activities, the identification of possible vulnerabilities and finally the strategic goals.

The COSI Support Group (SG) reviewed the results of all these workshops in its meetings of 26 September and 13 October 2011 and submitted these strategic goals for approval to COSI (doc. 15292/1/11 REV 1).

Links between the strategic goals

Each workshop worked independently from the others, focusing on the priority as formulated by the Council, even though references were occasionally made to the other priorities as, for example, the link between illegal immigration and trafficking in human beings or the concern for minors as victims in various forms of exploitation and from mobile organised crime groups.

Nonetheless, there are a number of strategic goals that are identical or similar for different priorities:

- Enhancing information exchange to get a better intelligence picture at EU level (included in all 8 priorities²)

¹ docs. 14429/2/11, 14430/2/11, 14431/1/11 + CORR 1, 14452/1/11, 14867/1/11, 14812/1/11, 15129/1/11, 15164/1/11

² Cybercrime concentrates more on the identification and detection of data breaches, cyber incidents and cybercrimes

- Increasing the number of detections, joint investigations/operations and prosecutions (included in West Africa, Western Balkans, illegal immigration, container shipments, trafficking in human beings, mobile (itinerant) organised crime groups, cybercrime)
- Improving coordination mechanisms in particular for training, expertise and operational activities (included in West Africa, Western Balkans, illegal immigration, synthetic drugs, trafficking in human beings, cybercrime)
- Improving cooperation with third countries (included in West Africa, Western Balkans, illegal immigration, synthetic drugs, trafficking in human beings, container shipments)
- Using alternative approaches to combat OC such as multi-disciplinary approaches or public private partnerships (included in all 8 priorities in some form)
- Disrupting criminal money flows and asset recovery (included in West Africa, Western Balkans, trafficking in human beings, mobile (itinerant) organised crime groups)

In accordance with action 12 of the EU policy cycle³, **COSI examined and approved** the strategic goals as set out in annex at its meeting on 20 October 2011 and urged the experts to take into account the above-mentioned shared goals when drawing up the Operational Action Plans. COSI will in its future meetings devote **specific discussions** on the above-mentioned "shared" goals.

COSI also confirmed that the following Member States lead the implementation of the priorities:

- West Africa: UK
- Western Balkans: IT (with HU/AT as co-driver)
- Illegal immigration: IT (with Frontex as co-driver)
- Synthetic drugs: PL (with NL as co-driver)
- Container shipments: FR
- Trafficking in human beings: UK (with NL as co-driver)
- Mobile (itinerant) organised crime groups: BE (with FR as co-driver)
- Cybercrime: RO

³ 15358/10 COSI 69 ENFOPOL 298 CRIMORG 185 ENFOCUSTOM 94

COSI **tasked** the following agencies to provide the necessary support:

- Europol, Eurojust and CEPOL on all priorities
- Frontex on illegal immigration, THB and Western Balkans
- OLAF and EMSA on container shipments
- EMCDDA on synthetic drugs

PRIORITY A

*Weaken the capacity of organised crime groups active or based in **West Africa** to traffic cocaine and heroin to and within the EU*

Goal 1:

Ensure all Member States and EU agencies pro-actively contribute to strategic and operational analyses, to deliver the most comprehensive and accurate picture of drug trafficking impacting on the EU and emanating from West Africa.

Goal 2:

Improve the effectiveness of Member States' Liaison Officers coverage of West Africa, in close cooperation with EU agencies and international stakeholders and if relevant, establish cooperation agreements with West African partners, source and other relevant countries.

Goal 3:

Building on existing mechanisms, develop a single system to coordinate the activities of the EU, Member States and where possible, other relevant international stakeholders (e.g. UN, Interpol, WCO, ECOWAS and USA) regarding assistance in West Africa, with a view to emphasising operational outputs.

Goal 4:

Further identify border hot spots where particular efforts should be invested, notably through adequate detection equipment and training.

Goal 5:

Increase the number of joint operations, investigations and prosecutions focused on organised crime groups active in West Africa and within the EU. Make use of innovative, multidisciplinary and proactive approaches to investigate and prosecute cases of drug trafficking, including systematic use of financial investigations, with a particular emphasis on money laundering and asset recovery.

Goal 6:

Further support Western African countries in crime prevention activities in their fight against organised crime and corruption, through relevant training and development of justice and law enforcement ethics, which are compatible with EU standards.

PRIORITY B

*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*

Goal 1:

To encourage MS and relevant third parties to proactively share in a timely manner, information and intelligence related to Western Balkans organised crime⁴ investigations, with a view of enhancing Europol's analytical capacity thereby benefiting law enforcement activities.

Goal 2:

To increase the number of joint operations, investigations and prosecutions, conducted by MS and relevant third parties, supported by EU Agencies, focused on Western Balkans organised crime networks.

Goal 3:

To identify and target for joint law enforcement activity⁵ those points on the EU external borders exploited by Western Balkans organised crime groups using IBM strategies to best effect.

Goal 4:

To ensure that Western Balkan organised crime related investigations and prosecutions seek to disrupt criminal money flows and remove criminal wealth.

Goal 5:

To improve coordination of Organised Crime-related financial and technical assistance in the Western Balkans, with a view to enhancing the effectiveness, impact and sustainability of activities in this area.

⁴ Western Balkans organised crime include Albanian speaking organised crime groups

⁵ All operational activities involving MS, relevant third parties and EU Agencies

Goal 6:

To improve the operational tools and legal standards used by Western Balkan countries in the conduct of complex organised crime and corruption investigations and prosecutions. This would include inter alia the transfer of recognised EU best practice.

Goal 7:

Continue to support Western Balkans countries in their fight against corruption including inter alia prevention activities.

PRIORITY C

*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*

Goal 1:

To maintain a comprehensive intelligence picture, at national and EU level through MS and EU Agency collaboration (in particular Europol and Frontex), including a common integrated risk analysis, on organised crime groups and the routes/modus operandi used by them for facilitating illegal immigration at the external borders and within the EU territory.

Goal 2:

To use the intelligence picture and risk analysis for more effective and cost-efficient border control, investigation and prosecution at the external borders and within the EU territory.

Goal 3:

To enhance the measures to tackle smuggling of minors including implementing the EU action plan on unaccompanied minors and the cooperation with third countries.

Goal 4:

To improve the effectiveness of inter-agency cooperation at EU, bilateral and national level including by enhancing vertical and horizontal information exchange.

Goal 5:

To make full use of innovative and efficient administrative procedures to disrupt organised crime groups/facilitators that abuse vulnerabilities and legal proceedings for their criminal activities.

Goal 6:

To enhance cooperation at bilateral and European level with third countries in particular with relevant illegal immigration source and transit countries.

Goal 7:

To contribute to and make full use of the existing and future EU tools in the fields of external border management, immigration and law enforcement such as EU databases, networks, information exchange systems and funding programmes.

PRIORITY D

*Reduce the production and distribution in the EU of **synthetic drugs**, including new psychoactive substances*

Goal 1:

Improve knowledge, including on OC groups, by enhancing information sharing and exchange between law enforcement agencies/prosecution and the relevant European agencies.

Goal 2:

Improve or establish partnerships with the private sector in order to identify and disrupt the chain of synthetic drug production and distribution.

Goal 3:

Encourage and further develop profiling of synthetic drugs and their precursors.

Goal 4:

Improve judicial and law enforcement cooperation with third countries, in particular with regard to chemicals and precursors.

Goal 5:

Introduce a coordinated approach to training via CEPOL and other platforms and agencies.

New psychoactive substances

Goal 6:

Improve the provision of law enforcement information to Europol and EMCDDA for the Early Warning System and risk assessment purposes in order to accelerate the decision process under Council Decision 2005/387/JHA of 10 May 2005 on the information exchange, risk-assessment and control of new psychoactive substances.

Goal 7:

Improve and share knowledge on new psychoactive substances through an existing expert platform.

PRIORITY E

*Disrupt the **trafficking** to the EU, particularly **in container form**, of illicit commodities, including cocaine, heroin, cannabis, counterfeit goods and cigarettes*

Goal 1:

Ensure proactive and timely information/intelligence exchange by/between Member State law enforcement authorities, the European Commission, and relevant EU Agencies for the targeting and disrupting of OC.

Goal 2:

Improve the level of security in EU ports in order to prevent and disrupt crimes using containers.

Goal 3:

Have an appropriate level and quality of control equipment for container traffic across the EU to improve the detection of illicit goods.

Goal 4:

Create a better overall intelligence picture through access to and exploitation of the existing data bases and information systems including the use of advanced technologies like data mining and taking into account the intelligence classification and legal basis.

Goal 5:

Strengthen a multi-agency approach to the detection, investigation and prosecution of trafficking of illicit goods in container shipments.

Goal 6:

Further improve cooperation with third countries, international organisations and the private sector primarily for crime prevention and pro-active intelligence purposes.

PRIORITY F

*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*

Goal 1:

To ensure that Member States and EU Agencies pro-actively and continuously contribute to, benefit from and use in an operational and strategic manner a comprehensive picture of the trafficking in human beings which is maintained by Europol.

Goal 2:

To establish a tasking and coordinating mechanism to prioritise joint investigations on THB in the EU with involvement of EU Agencies.

Goal 3:

To increase the number of joint investigations and prosecutions, focused in particular on organised criminal networks operating in or originating from southern, south-western and south-eastern criminal hubs in the EU, with involvement of EU agencies.

Goal 4:

Each Member State shall have a prevention strategy on trafficking in human beings.

Goal 5:

To improve the (early) detection / identification, including using modern communication technologies (internet, social networks etc.), as well as support and protection of victims of trafficking, including EU nationals with particular attention to children, and ensure an effective National Referral Mechanism in each Member State.

Goal 6:

To make use of innovative, multidisciplinary and proactive approaches to investigate and prosecute cases of trafficking, including systematic use of financial investigations and asset recovery, and taking into account the use of modern communication technologies and internet.

Goal 7:

To increase cooperation with important non EU source and transit countries, such as those identified by OCTA and other ad hoc threat assessments.

Goal 8:

To identify and target criminal groups involved in child trafficking for all forms of exploitation, especially operating in/from South East Europe.

PRIORITY G

*Reduce the general capabilities of **mobile (itinerant) organised crime groups** to engage in criminal activities*

Goal 1:

To have property crime committed by mobile (itinerant) organised crime groups recognised as an important problem at national level and reflected in national security strategies where relevant to Member States.

Goal 2:

To develop and maintain a comprehensive EU intelligence picture on mobile (itinerant) organised crime groups as the basis for an intelligence-led policing approach to tackle crime.

Goal 3:

To have prompt information exchange at the MS level involving all national law enforcement agencies and at EU level including EU agencies, in order to enhance detection, investigation and prosecution of mobile (itinerant) organised crime groups.

Goal 4:

To explore, develop and make use of innovative, multi-disciplinary and pro-active approaches to train, prevent and raise awareness on the activities of mobile (itinerant) organised crime groups.

Goal 5:

To ensure that mobile (itinerant) crime related investigations and prosecutions seek to disrupt criminal money flows and remove criminal wealth.

Goal 6:

The establishment, exploration and full use of tools and best practices to confirm the identity of targets and suspects.

Goal 7:

Member states to identify and effectively address vulnerabilities in their legislation and procedures which are exploited by mobile (itinerant) organised crime groups to commit crimes.

PRIORITY H

*Step up the fight against **cybercrime** and the criminal misuse of the internet by organised crime groups*

Goal 1:

To ensure that all Member States have a common legal standard to fight cybercrime.

Goal 2:

To enhance Internet Governance so that users in cyberspace can be identified by Member States' authorities for legitimate law enforcement reasons.

Goal 3:

To enhance Member States' and Union capacities to detect, investigate and prosecute cybercrime.

Goal 4:

To establish the European Cybercrime Center (ECC) to become the focal point in the fight against cybercrime in the Union contributing to faster reactions in the event of cyber attacks.

Goal 5:

To establish and implement a common Union approach to disrupt and dismantle the criminal infrastructure in cyberspace, especially botnets.

Goal 6:

To raise security in cyberspace through a shared responsibility in preventing and detecting cybercrime via public-private partnerships by identifying areas of mutual interest and exchanging information and by introducing measures to better inform and protect end users.

Goal 7:

To have a reporting system in each Member State on data breaches/cyber incidents/cybercrimes for legal entities and citizens.