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From: General Secretariat of the Council  
To: Standing Committee on Operational Cooperation on Internal Security  
(COSI)  
Subject: EU Justice and Home Affairs Agencies' cooperation in 2016 - Final report

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Delegations will find in annex the final report on the JHA Agencies' cooperation for 2016, submitted by FRA, which provided the secretariat of the JHA Agencies' network in 2016.

# EU Justice and Home Affairs Agencies' cooperation in 2016

## FINAL REPORT

December 2016

## **Foreword**

For ten years now, the Justice and Home Affairs (JHA) Agencies' Network - chaired in 2016 by the European Union Agency for Fundamental Rights (FRA) - has served as a forum for Agencies to identify collaborative opportunities to improve their operational and technical support, at the highest level, to Member States and EU institutions.

As challenges have mounted in relation to migration and asylum, as well as the threat and reality of attacks to our security, so have opportunities arisen for JHA Agencies to further cooperate and support the implementation of EU priorities and objectives in these areas. Agencies' ability to enact 'real time' responses to realities on the ground were demonstrated clearly throughout the year.

The themes of migration and security – which also address key fundamental rights – were at the centre of discussions during the annual meeting of the Heads of the JHA Agencies in November 2016, which benefited from the presence of high level representatives from all EU institutions – including the Commissioner for the Security Union. The meeting also addressed the specific issue of children and the need for Agencies to focus attention on effective collaboration to help ensure that child protection – particularly in the context of the current migration situation – is improved across the EU. In this regard, participants strongly reaffirmed their commitment to these and other areas of cooperation, which will be taken forward by the Network in 2017 under the Chair of the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA).

This report outlines examples of joint activities and achievements of the JHA Agencies in 2016. As the scorecard attached to the report shows, Agencies cooperated in 2016 in around forty joint activities in the migration field and thirty in the security field, alongside numerous horizontal activities related to training and other areas of collaborative work. With this in mind, the report also outlines some challenges and opportunities for future cooperation, and presents key conclusions from the Heads of JHA Agencies meeting that highlight the desire for enhanced work in areas that demand the increased expert support of Agencies. 2016 was a challenging year and 2017 will present new challenges, which – working together – JHA Agencies will endeavour to meet.

**Michael O'Flaherty**

Director of the European Union Agency for Fundamental Rights

## **Joint conclusions of the Heads of Justice and Home Affairs Agencies meeting on 14 November 2016, Vienna**

In the framework of the annual meeting of the Heads of Justice and Home Affairs (JHA) Agencies, organised under FRA's Chairmanship on 14 November 2016 in Vienna, participants agreed that much has been achieved in their 10 years of cooperation in the context of the JHA Agencies Network, but that more can be done to further support the work of EU institutions and Member States in line with existing EU policy and operational priorities – for example, in the fields of security and migration.

Aligned with JHA Agencies' existing work-programmes, and building on several years of expertise and experience, the meeting concluded the following:

### **General observations:**

1. There was general consensus that close cooperation between JHA Agencies is needed more than ever. JHA Agencies, working with their network partners, should step up cooperation with each other to identify opportunities where their specialisation can be put to further use to support the implementation of EU policies in a timely and effective manner.
2. We recognise that in these current challenging times the approach of 'business as usual' will not work, and we must be innovative in our shared and individual approaches to meet our Agencies' given mandates.
3. JHA Agencies – within the limits of their mandates – should make every effort to share relevant information with each other. Likewise, EU Institutions could be encouraged to engage more with JHA Agencies to ensure that Agencies, as centres of excellence in their fields, can better support them with evidence-based input into work programmes and legislative developments at an early stage.
4. JHA Agencies should increase their efforts to share and utilise each other's tools and promote each other's work to raise awareness of common issues across respective mandates, which can enhance the delivery of evidence-based advice and operational support to those working on the ground.

5. While acknowledging the benefits of the internet, the increasing use of cyberspace as a tool for criminal activity and abuse is a matter of grave concern that Agencies could more effectively identify how to respond to in their respective areas of work.
6. Within the JHA family, we can further develop specialist networks of expertise, drawing on our various areas of specialist knowledge and operational work.
7. All JHA Agencies reaffirm the critical role that fundamental rights and gender equality play across our areas of work. In this context we recognise fundamental rights and considerations of gender to be enablers (rather than inhibitors) of good outcomes.

### **Security and migration:**

8. We must avoid conflating migration with terrorism; notwithstanding the demands on JHA Agencies to respond effectively to security threats.
9. The EU Security Agenda provides multiple areas for enhanced collaboration across Agencies that are under-explored.
10. A key challenge in the fields of both migration and security is enabling the interoperability of large-scale IT systems and aligning the capabilities of technology with policy priorities, while remaining fundamental rights compliant. JHA Agencies, together with the Commission and other EU institutions, will take this forward in 2017.
11. Internal and external security issues of the EU are increasingly linked, with internal security strongly depending on countering and managing external security threats. Within their mandates, relevant JHA Agencies and the European External Action Service, along with other Commission services, will work together on cooperation with third countries - especially in the areas of migration, asylum, border management, and the prevention of terrorism and organised crime.

## **Child protection:**

12. It is recognised by all JHA Agencies, even by those without a specific role in the area, that their work engages children. Participants agreed on the need to collaborate more effectively in placing a focus on the protection of children; including respecting the particular vulnerabilities and rights of children involved in judicial proceedings – both as victims and suspects/offenders; including those children who are in need of protection from delinquency or radicalisation.
13. It was proposed that JHA Agencies could seek to make children more visible in their respective data collection. The Commission has taken steps to improve the collection of disaggregated data on children in migration, and this will be taken forward with relevant Agencies in 2017.
14. As we engage in issues related to children, we need to take into account the place of children in a wider context – for example, with respect to families – while at the same time acknowledging the best interests of the child in Agencies’ work.
15. Within the remit of their mandates, JHA Agencies highlighted that further collaboration is needed to address the issues of unaccompanied minors and missing children.

# Final Report of the JHA Agencies Network in 2016

## Introduction

In 2016 the European Union experienced many challenges, including managing the continued arrival of large numbers of migrants and refugees to Europe; coping with the long-term effects of the economic crisis; combating security threats at home and abroad; and addressing rising Euroscepticism.

In such difficult times, unity and close cooperation between the EU's Agencies, institutions, Member States and civil society is needed more than ever. This is particularly so in the area of justice and home affairs, where the transnational character of these challenges is most evident, and where combined efforts of all stakeholders are paramount towards identifying and implementing effective solutions.

The nine Justice and Home Affairs (JHA) Agencies (CEPOL, EASO, EIGE, EMCDDA, eu-LISA, Eurojust, Europol, FRA and Frontex), together with their partners in EU institutions, rose to meet these challenges by enhancing cooperation and, where necessary, adapting their work and activities to better serve their core mandates.

The clear link between security, justice and fundamental rights was apparent in the last year in the wake of over a dozen terrorist attacks in cities and towns such as Paris, Brussels, Nice, and Ansbach, which resulted in the deaths of hundreds of people. Since 2015, to better address the new threats posed by both organised crime and the actions of individuals, a number of policy instruments were introduced. These new tools and policies - such as the European Agenda on Security<sup>1</sup>, the Renewed EU Internal Security Strategy 2015-2020 and the Global Strategy for the European Union's Foreign and Security Policy, as well as the newly established Cybercrime, Counter Terrorism and Serious Organised Crime Centres at Europol - shaped the work of the Agencies and enhanced their close cooperation with EU institutions and Member States. In the area of countering terrorism, the Agencies updated the JHA Agencies toolbox addressing the phenomenon of foreign terrorist fighters. Europol, Eurojust and CEPOL stepped up efforts to tackle cybercrime, and the importance of security was further demonstrated by the appointment of a new Commissioner for the Security Union in September 2016.

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<sup>1</sup> [http://ec.europa.eu/dgs/home-affairs/e-library/documents/basic-documents/docs/eu\\_agenda\\_on\\_security\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/e-library/documents/basic-documents/docs/eu_agenda_on_security_en.pdf).

The continued arrival of significant numbers of migrants and refugees at the borders of the European Union resulted in JHA Agencies, EU institutions and Member States strengthening their common efforts to address this situation. The JHA Agencies played a key role in implementing the European Agenda on Migration,<sup>2</sup> as well as a number of other measures adopted to manage the EU's external borders and to protect the Schengen area. In particular, within the scope of operational management of the 'Hotspots' in Greece and Italy, close cooperation between the Agencies added value to the important work done on the ground, with JHA Agencies providing much needed support to help these Member States fulfil their obligations under the asylum and migration acquis and assist with investigations and prosecutions related to smuggling of migrants.

In response to major policy developments in fields covered by justice and home affairs, 2016 saw significant changes to the mandates and resources of several JHA Agencies (for example CEPOL, EASO, Europol and Frontex).

JHA Agencies focused their bilateral and multilateral activities around two main levels of cooperation in 2016 (thematic and horizontal), which were broken down further into priority areas:

- 1) **Thematic**, policy-driven operational cooperation in the fields of asylum and migration, security and organised crime, with a strong focus on fundamental rights and gender equality as cross cutting aspects.
- 2) **Horizontal**, cooperation on issues such as coordination and information exchange, training, external relations with third countries and communication activities.

This report is structured around these two main headings, comprising the Network's seven priorities in 2016. The report concludes with a summary of priorities for joint action in 2017.

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<sup>2</sup> [http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/background-information/docs/communication\\_on\\_the\\_european\\_agenda\\_on\\_migration\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/background-information/docs/communication_on_the_european_agenda_on_migration_en.pdf).

## 1. Implementation of thematic priorities in 2016

### 1.1 Joint activities in implementing the European Agenda on Migration<sup>3</sup>

#### Objectives:

- Strengthen collaboration among the JHA Agencies and increase effectiveness of joint activities in the area of migration, asylum and border management.
- Support Member States and EU institutions in implementing the European Agenda on Migration.

The arrival of significant numbers of migrants and refugees to Europe since the second half of 2015 continues to impact significantly on the work of the JHA Agencies.

Since the publication of the European Agenda on Migration in 2015, JHA Agencies have actively engaged in helping to implement the Agenda, with a focus on operational activities in the so-called ‘Hotspots’ of Greece and Italy. Throughout the year, JHA Agencies assisted these two Member States, in particular with regard to their responsibilities as Member States of first entry in accordance with EU rules. In line with the Agenda, the JHA Agencies’ Network also paid particular attention to the need to streamline inter-agency cooperation to strengthen child protection in the EU. Throughout the year, JHA Agencies cooperated in around 40 activities in the area of migration, asylum and border management (see the scorecard annexed to this report). Such activities related to the implementation of various aspects of the European Agenda, covering data collection, training and expert contributions to policy makers.

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<sup>3</sup> [http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/background-information/docs/communication\\_on\\_the\\_european\\_agenda\\_on\\_migration\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/background-information/docs/communication_on_the_european_agenda_on_migration_en.pdf)

## **Key joint activities and achievements**

Concerning **data collection** and **information exchange**, JHA Agencies exchanged border-related situational awareness and operational media monitoring products regularly with the Commission and each other. Several JHA agencies contributed to the Commission's weekly Situational Awareness and Analysis (ISAA) reports, which provide Member States with a regular up-to-date picture of achievements and gaps relating to the management of asylum and migration challenges. Frontex produces regular risk analysis products, and EASO issues weekly and monthly updates on asylum, in addition to producing daily reports for Italy and Greece. Via, *inter alia*, its 'Eurosur Fusion Services' (EFS – also used to support Member States in combatting drug smuggling and other cross-border crime), Frontex also provides enhanced situation monitoring and information exchange services. FRA publishes monthly updates on the fundamental rights situation of people arriving in nine (extended to 14 in late 2016) EU Member States that have been particularly affected by large migration movements. While outlining the scale and nature of new arrivals in the Member States, FRA's reports have covered a variety of issues, including: criminal proceedings for offences related to irregular border crossings; initial registration and processing procedures; reception conditions; child protection; legal, social and policy responses; and incidents of hate crime and hate speech. FRA's reports have also had a specific thematic focus each month; with subjects ranging from gender-based violence through to family tracing and family reunification. EIGE worked closely with the European Commission Advisory Committee on Equal Opportunities for Women and Men, providing expertise to the "Opinion on gender mainstreaming in refugees' reception and integration measures". EIGE also worked together with the European Parliament to host the Inter-parliamentary conference "Women refugees and asylum seekers in the EU", and is also preparing a study on gender-related challenges in European education systems with a focus on migrants. Europol – jointly with Interpol - produced a report on migrant smuggling networks.

Such exchanges served to support and inform policy and operational responses to the migration situation.

JHA Agencies involved in ‘Hotspot’ initiatives enhanced their ability to exchange information and monitor situations via the ‘Eurosur Fusion Services’ (EFS) hosted by Frontex; which involved Europol being provided with vessel tracking and satellite services. eu-LISA and FRA have continued to exchange information and expertise in the context of the FRA project on biometrics and large-scale databases in the areas of asylum, borders, and visa, following the two Agencies’ cooperation in the Smart Borders pilot project in 2015.

With regard to **operational activities in the ‘Hotspots’**, EASO, Frontex and Europol were heavily involved in assisting frontline Member States with registration, identification, first-line (Frontex) and second-line (Europol) security checks, referral to the asylum procedure, return and relocation (EASO – supporting in particular the implementation of relocation decisions (EU) 2015/1523<sup>4</sup> and (EU) 2015/1601<sup>5</sup> adopted by the Council on 14 September 2015 and 22 September 2015). EASO provided information about relocation and supported registration and the matching process of candidates with their country of relocation. EASO also supported the implementation of the admissibility and eligibility procedure in Greece within the framework of the EU-Turkey Statement.

Europol and Eurojust assisted Greece and Italy with investigations to dismantle smuggling and trafficking networks, and eu-LISA assisted the Greek authorities with an assessment of the identification and registration procedures. Eurojust hosted a tactical meeting with specialised prosecutors on the judicial challenges arising from ‘illegal immigrant’ smuggling cases, with the participation of Europol, Frontex and the Commission. National prosecutors were appointed as Eurojust contact points to support the ‘Hotspot’ locations and to channel relevant information and cases to Eurojust’s national desks for judicial follow-up and coordination at EU level.

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<sup>4</sup> Council Decision (EU) 2015/1523 of 14 September 2015 establishing provisional measures in the area of international protection for the benefit of Italy and of Greece, OJ L 239, 15.9.2015, p. 146–156.

<sup>5</sup> Council Decision (EU) 2015/1601 of 22 September 2015 establishing provisional measures in the area of international protection for the benefit of Italy and Greece, OJ L 248, 24.9.2015, p. 80–94.

FRA, with a small staff presence in Greece over a number of months, provided fundamental rights expertise to support the work of EU actors on the ground with a particular focus on child protection and vulnerable people in the hotspots. CEPOL, in cooperation with EASO, Eurojust, Europol and Frontex, held a workshop in Italy to: (1) identify good practices and potential for improvement in the coordination of operations between JHA Agencies and the hosting Member States of the ‘Hotspots’, and (2) to increase capacity to fight the organised crime behind irregular migration.

JHA Agencies also focussed on pooling their **training** expertise to support the implementation of the Agenda. EASO deployed experts and provided support in the context of the reception of unaccompanied minors. EASO also carried out vulnerability assessments of applicants in the context of border procedures in the hotspots in Greece. CEPOL, eu-LISA, FRA and Frontex supported the European Commission in the training of national experts who undertake Schengen evaluations. Frontex and FRA developed a video on child protection to raise awareness on child protection issues, targeting deployed officers/border guards, to which Europol also contributed. Frontex developed the ‘Vega Handbook: Children at airports’<sup>6</sup> to guide the work of border guards who are not experts on children at risk. Frontex and FRA cooperated in the field of capacity-building for the forced-return monitors, with Frontex hosting a workshop in June for monitors and experts from 33 countries. CEPOL and eu-LISA carried out various training courses on the use of the second generation Schengen Information System (SIS II) for police officers, in particular SIRENE officials, and eu-LISA assisted EASO in the upgrade of the EASO training module on the Dublin III Regulation by providing expertise on the technical use of Eurodac. eu-LISA also hosted an EASO regional train-the-trainers’ session on the EASO training modules on inclusion and evidence assessment.

Such activities contributed towards helping Member States and EU institutions to develop effective operational responses in the field of migration, asylum and border management in 2016.

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<sup>6</sup> [http://frontex.europa.eu/assets/Publications/Training/VEGA\\_Children\\_Handbook.pdf](http://frontex.europa.eu/assets/Publications/Training/VEGA_Children_Handbook.pdf).

## **Challenges and opportunities for joint cooperation**

A number of issues require further attention and close cooperation between the JHA Agencies and relevant stakeholders. The need to step up child protection was highlighted in the Commission's Communication in February 2016 on "the State of Play of Implementation of the Priority Actions under the European Agenda on Migration".<sup>7</sup> It stressed that EU Member States should devote particular attention to the needs of **unaccompanied children** when implementing the 'Hotspots' approach and carrying out relocation. At the operational level, the Agencies and guest officers engaged in 'Hotspots' processes need to have clear guidelines and knowledge concerning referral of children at risk.

More generally, JHA Agencies could further explore possibilities for joint agency action to improve the **fundamental rights situation at the 'Hotspots'**, which could be enhanced through targeted training and implementation of fundamental rights compliant standard operating procedures, focusing in particular on vulnerable people.

With regard to **interoperability and interconnectivity**, EASO, eu-LISA, Europol, FRA and Frontex participate in the Commission's High Level Expert Group on Information Systems and Interoperability (HLEG). HLEG was set up following the Communication from the Commission on Stronger and Smarter Information Systems for Borders and Security. The Council has also drawn up a Roadmap on information exchange and information management, including interoperability. The work of the HLEG and its sub-groups is particularly supported by eu-LISA. The three sub-groups look at system improvements, at the development of new systems to fill gaps in European data and information architectures, and at interoperability between existing systems to improve services. eu-LISA hosted a conference – attended by several JHA Agencies – and an industry roundtable in October to discuss the interoperability of large-scale IT systems, in addition to discussing aligning the capabilities of technology with policy priorities in migration and internal security.

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<sup>7</sup> [http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/proposal-implementation-package/docs/managing\\_the\\_refugee\\_crisis\\_state\\_of\\_play\\_20160210\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/proposal-implementation-package/docs/managing_the_refugee_crisis_state_of_play_20160210_en.pdf).

## 1.2 Joint activities in implementing the European Agenda on Security<sup>8</sup>, the Renewed EU Internal Security Strategy 2015-2020 and in tackling serious and organised crime

### Objectives:

- Enhance cooperation and information exchange in the areas of training, data collection and analysis.
- Increase effectiveness of joint activities to support Member States and EU institutions in ensuring security in Europe and tackling serious and organised crime, while respecting fundamental rights and mainstreaming gender equality.

Security continued to be at the forefront of the EU policy debate in 2016; closely linked to the field of asylum, migration and border management, as well as organised crime. JHA Agencies – although they have different roles to play – contribute in a multiplicity of ways to the implementation of key policy instruments such as the European Agenda on Security.

The ‘Global Strategy for the European Union’s Foreign and Security Policy’ was presented at the EU summit in June and welcomed by the Member States. Now the focus is on implementation, and here, in cooperation in particular with the European External Action Service, JHA Agencies will play a key role in strengthening security and ensuring a better approach to handling conflict and crisis. 2016 saw the first report on the implementation of the European Agenda on Security published in October.<sup>9</sup>

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<sup>8</sup> [http://ec.europa.eu/dgs/home-affairs/e-library/documents/basic-documents/docs/eu\\_agenda\\_on\\_security\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/e-library/documents/basic-documents/docs/eu_agenda_on_security_en.pdf).

<sup>9</sup> [http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-security/legislative-documents/docs/20161012/first\\_progress\\_report\\_towards\\_an\\_effective\\_and\\_genuine\\_security\\_union\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-security/legislative-documents/docs/20161012/first_progress_report_towards_an_effective_and_genuine_security_union_en.pdf).

Throughout the year, the Agencies cooperated in about 30 activities (see the scorecard annexed to this report), working together to support the Member States and the EU institutions to ensure security and to contribute to the implementation of the EU Policy Cycle relating to serious and organised crime. Through various joint cooperation activities (for example Operational Actions and Joint Action Days), JHA Agencies addressed issues such as trafficking in human beings, ‘facilitated’ illegal immigration, illicit goods smuggling, labour exploitation, terrorism, drug trafficking, radicalisation, cybercrime and hate crime.

### **Key joint activities and achievements**

In the area of **countering terrorism**, Eurojust (with the participation of Europol and the EU Counter Terrorism Coordinator) organised a tactical meeting with a focus on Foreign Terrorist Fighters and de-radicalisation and alternatives to prosecution and detention. Europol and Eurojust supported EU Member States with their investigations and prosecutions, including in relation to the Paris and Brussels attacks. Eurojust and Europol received more information on terrorism matters in accordance with the Council Decision 2005/671/JHA on the exchange of information and cooperation concerning terrorist offences.

The Agencies updated the ‘JHA Agencies’ toolbox’ addressing the phenomenon of foreign terrorist fighters which was first drafted by JHA Agencies in 2015. The toolbox provides an up-to-date overview of the role and measures each Agency has to contribute to the overall policy objectives related to the prevention, investigation and prosecution of foreign terrorist fighters, in addition to measures JHA Agencies take to follow-up and cooperate with third States.

In late 2015, in line with guidance from the Commission, Frontex was requested by the Council of the EU to support the implementation of **common risk indicators (CRIs) for foreign terrorist fighters**. Frontex developed a booklet for the operationalisation of the CRIs (a tool for first-line border checks). The CRIs booklets aim to complement the detailed and classified Common Risk Indicators for foreign terrorist fighters, which were collated by DG Home and the DUMAS working group (set up on the issue of foreign fighters in October 2015) for checks conducted at border crossing-points (BCPs) in 2015.

The first CRIs booklet was published in January 2016 and was disseminated to guest officers during a series of briefings. An update was published in June 2016, which contained additional content based on feedback received from Member States' border control authorities and Europol. The September 2016 version included further updates and new material. Frontex will translate the last CRIs booklet into seven priority languages.

The quick reference material provided in the CRIs booklet aims at raising the awareness of first-line officers and those deployed in Frontex-coordinated operational activities and to help them to identify known foreign terrorist fighters by cross-checking relevant databases and referring potential 'subjects of interest' for detailed second-line checks.

Since February, Frontex has been transmitting to Europol information containing personal data generated by the debriefing of migrants carried out by experts deployed by Frontex during its joint operations. The provision of data to Europol follows the operational agreement between the two Agencies and has allowed the secure and structured sharing of all personal data relating to suspects of smuggling of people, trafficking in human beings and other cross border crimes using the Secure Information Exchange Network Application (SIENA) tool. The information provided by Frontex has been introduced in the Europol systems and generated a number of hits with investigations carried out in EU Member States.

The Schengen Information System is being further developed by eu-LISA to better serve EU Member States' law enforcement authorities by allowing them to exchange information to combat serious and organised crime, including information about foreign terrorist fighters. Eurojust and Europol have access to the Schengen Information System II, managed by eu-LISA, and are increasingly using it.

As of 2016, Europol has reorganised its Operations Department around three centres. The renewed structure aims to cover key tasks under the Agency's mandate more efficiently; namely cybercrime, counterterrorism and migrant smuggling, covered by the European Cybercrime Centre (EC3), the European Counter Terrorism Centre (ECTC) and the European Serious Organised Crime Centre (ESOCC, which includes the European Migrant Smuggling Centre - EMSC).

Europol, Eurojust and CEPOL stepped up their efforts to tackle **cybercrime**, which according to evidence gathered by Europol, increasingly represents a threat to European security.<sup>10</sup> Council Conclusions (9-10 June 2016) referred to the setting up of the European Judicial Cybercrime Network, supported by Eurojust. *Eurojust organised the kick-off meeting of the European Judicial Cybercrime Network (with the participation of Europol and the Commission)*. Eurojust actively supports the European Cybercrime Centre (EC3) by placing a Eurojust representative at the centre to cooperate and coordinate Eurojust's cooperation with the EC3 and to ensure early judiciary involvement.

In the area of **combatting drugs**, a key result of joint inter-agency cooperation between the EMCDDA and Europol (with important input from other JHA agencies such as CEPOL, Eurojust and Frontex) was the launch of the second edition of the EU Drug markets report, which provides a unique insight into the operation of illicit drug markets in the EU that will inform policy development and facilitate action at both EU and national level. The report describes a market which is constantly evolving, adaptable and opportunistic, and which makes innovative use of new technologies, posing a key challenge for policy-makers, law-enforcement agencies and public health institutions. Eurojust and EMCDDA published a joint paper titled 'New psychoactive substances in Europe. Legislation and prosecution – current challenges and solutions.'<sup>11</sup>

In the area of new psychoactive substances (NPS), EMCDDA implements – together with Europol – the EU Early Warning System (EU EWS) on new psychoactive substances. In 2016, 57 formal notifications of new psychoactive substances were issued through the EU EWS. Moreover, in July 2016, a risk assessment of the new synthetic cannabinoid MDMB-CHMICA was performed and submitted to the Council and the European Commission. EMCDDA and Europol are also preparing a joint report on the new synthetic opioid acryloylfentanyl. Additionally, eight public health related alerts and five advisories were issued by the EU EWS.

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<sup>10</sup> [www.europol.europa.eu/content/internet-organised-crime-threat-assessment-iocta-2016](http://www.europol.europa.eu/content/internet-organised-crime-threat-assessment-iocta-2016).

<sup>11</sup> [www.eurojust.europa.eu/doclibrary/Eurojust-framework/Casework/New%20psychoactive%20substances%20in%20Europe%20-%20Legislation%20and%20prosecution%20-%20current%20challenges%20and%20solutions/New%20psychoactive%20substances-Europe-2016.pdf](http://www.eurojust.europa.eu/doclibrary/Eurojust-framework/Casework/New%20psychoactive%20substances%20in%20Europe%20-%20Legislation%20and%20prosecution%20-%20current%20challenges%20and%20solutions/New%20psychoactive%20substances-Europe-2016.pdf)

Concerning the fight against **trafficking in human beings**, JHA Agency cooperation continued to take place in the framework of regular meetings organised by the EU Anti-trafficking Coordinator. Agencies also gave input into the new anti-trafficking strategy from 2017 - for example FRA, in close cooperation with the Commission and with input from Europol, is developing practical guidance on the transfer of unaccompanied children who are EU nationals to their country of origin, focusing on the role of national child protection authorities. EASO is finalising the development of a training module on trafficking in human beings which includes reference to a CEPOL e-learning module on the subject and to the ‘Europol Situation Report on trafficking in human beings in the EU (2016)’.<sup>12</sup> Throughout the year, JHA Agencies also contributed to the Matrix that has been developed by the Office of the Anti-Trafficking Coordinator which outlines joint JHA activities to counter trafficking in human beings.

Finally, CEPOL began developing a comprehensive training module for law enforcement on **hate crime** in cooperation with FRA, and Europol and eu-LISA launched a discussion on how to optimise the end-to-end operational model of passenger name record (PNR) data collection, sharing and use.

### **Challenges and opportunities for joint cooperation**

The newly established **European Counter-terrorism (ECTC) and Migrant smuggling centres (EMSC)** at Europol offer new opportunities for interagency cooperation. For example, in line with the EU Agenda on Security, Eurojust is considering how to be fully involved in the activities of the ECTC and EMCS, in line with the current approach towards the EC3, by placing a Eurojust representative at the Centre to ensure coordination and judicial follow up.

The preparation and organisation of ‘Joint Action Days’ under the EU Policy Cycle and joint engagement in operational actions under thematic operational action plans allowed JHA Agencies to collaborate more effectively and practically. The EMPACT framework enabled Frontex, Europol, Eurojust, eu-LISA and CEPOL to reach a new level of cooperation.

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<sup>12</sup> [www.europol.europa.eu/publications-documents/trafficking-in-human-beings-in-eu](http://www.europol.europa.eu/publications-documents/trafficking-in-human-beings-in-eu).

Building on the legacy of the European Patrols Network (EPN), Frontex launched the European Coast Guard Cooperation Network on 8 November 2016. The new network brings together various European and international authorities in the maritime arena as well as many JHA Agencies, including EASO, Europol, Eurojust and FRA. The Network will embrace new fields more oriented towards law enforcement at sea in areas related to border management, migration, combatting cross-border crime, the prevention of terrorism and search and rescue. In this regard, it should serve as a common reference point while reinforcing interagency cooperation in the maritime domain.

Frontex's constructive operational presence in wide maritime areas with broad range day and night surveillance capabilities could be further explored by other EU agencies. In multi-purpose operations, vessels and aircraft deployed by Frontex cooperate with a range of EU Agencies - for example the European Maritime Safety Agency (EMSA) - to spot sea pollution and other possible violations of maritime conventions. Alongside the European Fisheries Control Agency (EFCA), Frontex collects and shares information to be used to detect illegal fishing. Frontex has also established close links with the Maritime Analysis and Operations Centre (Narcotics) (MAOC(N)) to counter drug smuggling.<sup>13</sup>

In the area of **combatting human trafficking**, JHA Agencies could enhance their cooperation with third States to counter this phenomenon, in addition to further exploring - with third States - the links between trafficking and smuggling. Additional focus areas could be to enhance child protection in this area, to address the phenomenon of severe labour exploitation as it relates to trafficking, and to look at the gender specific aspects of the implementation of the Anti-Trafficking Directive) (Directive 2011/36/EU)).

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<sup>13</sup>

**Frontex statistics:**

Triton 2016 in figures (1 Feb 2016 – 27 Oct 2016)

Drugs seized: 7.4 tonnes.

Poseidon Rapid Intervention & Poseidon Sea 2016 in numbers (28 Dec 2015-27 Oct 2016)

Drugs seized: 1.7 tonnes.

Operations Hera, Indalo and Minerva in numbers (26 July 2016-27 October 2016)

Drugs seized: 102 tonnes.

Work on **interoperability** in the framework of the Commission’s High Level Expert Group on Information Systems and Interoperability, referred to in Section 1.1, is also highly relevant in the security context. The input provided by the JHA Agencies involved in this work (currently EASO, eu-LISA, Europol, FRA and Frontex) will help to comprehensively assess all relevant aspects of the issue.

### **1.3 Enhancing the focus on fundamental rights and gender equality**

#### **Objectives:**

- Enhance the focus on fundamental rights and gender equality – cutting across all policies and initiatives in the area of freedom, security and justice – including building on insights from different levels of cooperation with civil society.

Protecting and promoting fundamental rights and gender equality are cross-cutting aspects of the JHA Agencies’ work. Collaboration and exchange of knowledge continued to embed fundamental rights in horizontal areas of joint JHA Agencies’ work in 2016.

#### **Key joint activities and achievements**

FRA provided expertise on the ground to assist the Agencies involved in the ‘Hotspots’ in Greece with the identification of fundamental rights compliance needs.

JHA Agencies participated in the Expert Workshop on victims of serious and organised crime organised by FRA to explore how JHA Agencies contribute to supporting and protecting crime victims and to enable JHA Agencies to learn from each other’s expertise concerning victims’ rights. Participants identified a number of areas where they could improve cooperation and the impact of their work relating to victims (for example in training, data collection and operational activities that relate to victims).

FRA, during a 2016 JHA Agencies' Network meeting in Vienna, gave an information session on how JHA Agencies can apply the requirements of the UN Convention on the Rights of Persons with Disabilities (CRPD) in their work, as the Convention applies to all Agencies as part of the EU public administration. The discussion looked at the CRPD Committee's recommendations to the EU on its implementation of the Convention, and how to improve the accessibility of communication materials and information in line with the Convention – for example websites and events.

Following on from the Smart Borders pilot project in 2015, eu-LISA and FRA continued to exchange information with regard to the compliance of large-scale IT systems in the area of freedom, security and justice with fundamental rights and data protection principles.

EIGE continues to involve relevant JHA agencies, particularly FRA and EMCDDA, in the further development and update of its Gender Equality Index. EIGE also makes full use of data collected by FRA in the context of its Gender Statistics database and the Beijing Platform for Action monitoring reports, such as the 2016 report on poverty and intersecting inequalities.

In section 2.2, there are numerous examples of how JHA Agencies have cooperated to mainstream fundamental rights in their work and activities; for example with respect to training on fundamental rights for forced-return monitors, and training to law enforcement officials on topics such as gender-based violence and hate crime.

### **Challenges and opportunities for joint cooperation**

JHA Agencies will continue to develop other possible initiatives to allow for an exchange of best practices and tools that address fundamental rights. For example, beginning in 2016, FRA is continuing to develop tools and support training in the field of child protection, which is relevant to the work of several other Agencies.

Building on both agencies' expertise, EIGE and FRA are also exploring mutual synergies concerning their work on children and poverty, and on Roma women.

## 2. Regular (Horizontal) activities of the Network in 2016

### 2.1 Coordination and information exchange, including on ICT & cybersecurity

#### Objectives:

- Increase exchange of information in Agencies' various areas of responsibility.
- Share key strategic documents, data and analytic tools to strengthen joint actions in the JHA area (while fully respecting data protection/fundamental rights).

In 2016 the JHA Agencies focussed on improving the efficiency of their cooperation, with an emphasis on exploring the use of common ICT solutions for the exchange of classified information as well as promoting collaboration in the field of cybersecurity.

Aside from the regular cooperation and contact maintained through the Network, in 2016, two new instruments of bilateral cooperation were concluded: a Memorandum of Understanding between eu-LISA and Europol, and a Working Arrangement between FRA and eu-LISA. In addition, EASO, FRA and Frontex continued to participate in each other's respective platforms for the exchange of information and pooling of knowledge between certain JHA Agencies and civil society – for example EASO's Consultative Forum, Frontex's Consultative Forum on Fundamental Rights, and FRA's Fundamental Rights Platform.

#### **Key joint activities and achievements**

In the area of ICT, JHA Agencies focussed on improving their exchange of information, as set out in particular in the European Agenda on Security. Much progress was made in that regard, as the Agencies worked towards operationalising the exchange of EU classified information (EUCI) and non-classified sensitive information by identifying the related technologies and implementing solutions by the end of 2016. This had been one of the key priorities set out in a Roadmap under eu-LISA's 2015 Chairmanship.

To achieve this, the Agencies established an action plan with the Commission and the Council on the use of the new restricted platform for the secure exchange of information, with a view to operationalising the exchange platform by June 2017. With regard to the technical platform needed for the exchange of sensitive but not classified information, considerable progress was made, and JHA Agencies that do not have such a facility in place are in the process of implementing it by March 2017.

In light of these developments, the Agencies are working on agreeing the related legal basis and agreements under which the exchange of classified information can take place.

The JHA Agencies' Network also made use of new tools to exchange information. For example, the Agencies shared and updated their various reporting tools through the document repository established at eu-LISA's Extranet platform in 2015.

The Network also exchanged their Annual Work Programmes and Annual Activity Reports; ensuring effective communication of exchanges between the JHA Agencies' Network and Agencies' Directorates (for example, to avoid the duplication of requests).

JHA Agencies also continued to share knowledge and best practices concerning cybersecurity, business continuity and disaster recovery, which involved gathering information about the actual needs of each Agency and mapping possible areas of collaboration. This included setting up a platform for common sharing, thus avoiding any duplication with the Information Communication Technology Agencies Committee (ICTAC). Examples of such collaboration include (but are not limited to): eu-LISA hosting the back-up servers for EASO and, in the future, for Frontex, and EASO and Frontex exchanging knowledge and collaborating on cybersecurity.

## **Challenges and opportunities for joint cooperation**

In 2017, it is expected that the JHA Agencies will be enabled to exchange data (including classified information) with each other and with the EU institutions through the new EUCI platform. This will go a long way towards enabling the Network to better explore possibilities to collaborate and build synergies – for example, with regard to the different data collected and analysed by EASO, FRA and Frontex in the area of asylum, migration and border management.

In 2017, the Agencies could further explore cooperation with civil society organisations, with a focus on mutual learning and good practice exchange among colleagues dealing with relevant consultative bodies.

### **2.2 Training**

#### **Objectives:**

- Strengthen cooperation and increase capacities in the area of training.

JHA Agencies continued to contribute to each other's training activities in 2016 to reach out to practitioners involved in the Agencies' operational work, such as law enforcement officials, border guards and asylum officers.

Agencies were invited to share information about their training programmes through the online training Matrix hosted by CEPOL to identify potential areas of cooperation. Data contained in the training Matrix demonstrate a broad and good level of cooperation between JHA Agencies and, most of the training needs are being addressed. Nevertheless, there is room for enhanced cooperation, especially in terms of joint activities or activities conducted in partnership with one or more Agencies. The Agencies' joint work could also benefit from a more structured needs analysis. In that regard, the JHA Training Matrix should be further developed as a tool that can be used for planning, and Agencies could extend its use to respond even more effectively to policy requirements. The Training Matrix report 2015 is annexed to this report.

CEPOL cooperates extensively with the JHA Agencies in the delivery of training and learning activities for the law enforcement community. CEPOL implemented 83 activities jointly or with the support of partner Agencies in 2016. For example, CEPOL and Europol implemented six joint activities, and Europol provided support to more than half of all CEPOL activities (ranging from Policy Cycle priorities to counter-terrorism, information exchange and investigation techniques). CEPOL and Eurojust implemented training related to Joint Investigation Teams, which is one of the best practice examples of common training for law enforcement and the judiciary. In 2016, CEPOL, with the strong support of several Agencies, particularly Europol, Frontex, EASO and FRA, delivered a training package on migration supporting Member States' law enforcement authorities in facing the challenges posed by the current migration situation in the EU.

### **Key joint activities and achievements**

JHA Agencies were active in training those working on the ground in the 'Hotspots'. EASO provided induction training for deployed experts (on issues such as code of conduct, media, admissibility and international protection determination, personal interviews and Dublin procedures). FRA's asylum and migration Handbook<sup>14</sup> was considered to be very useful in pre-deployment trainings, and FRA provided fundamental rights expertise on return monitoring to relevant practitioners in 2016. Frontex and FRA are supporting a project implemented by the International Centre for Migration Policy Development (ICMPD) together with Member States on forced return monitoring. FRA and Frontex have also co-operated in the training of return monitors.

JHA Agencies (EIGE, EMCDDA, eu-LISA, Europol and FRA) also provided expertise in training law enforcement officials on a variety of topics related to their work in some 47 CEPOL webinars: for example on gender-based violence; hate crime; security; new Psychoactive Substances (NPS), surveillance, cybercrime and the use of large-scale IT systems such as SIS II, VIS and Eurodac.

Moreover, EMCDDA, together with CEPOL, is developing a training course on drugs in Europe for senior law enforcement officers and strategic analysts titled 'The EU drug market: Strategic Analysis'. Europol actively contributed to the design and implementation of a CEPOL course on trafficking in human beings and financial investigations, held in May 2016.

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<sup>14</sup> See <http://fra.europa.eu/en/publication/2013/handbook-european-law-relating-asylum-borders-and-immigration>.

Agencies continued to develop training to national law enforcement and other authorities and to further promote and streamline fundamental rights in the area of freedom, security and justice. For example, CEPOL and FRA began developing a training portfolio on Hate Crime including a ‘Train the Trainers’ curriculum and an online learning module. Frontex, EASO and FRA started developing a common eLearning module on Fundamental Rights and International Protection in the EU. FRA was also involved in the Frontex NCC (EUROSUR) Operators course development.

EASO took an active part in the Frontex Sectoral Qualification Framework (SQF) events and the SQF expert board. EASO also participated in the Frontex Annual Training Conference and actively contributed to the discussions on adult learning methodologies. Frontex and eu-LISA cooperated in various training fields such as in the context of eu-LISA’s Network of Contact Points (NCP) and the Frontex National Training Coordinators’ networks. eu-LISA also participates in the Frontex European Joint Masters in Strategic Border Management programme and in the Frontex Schengen Evaluators’ Training.

EASO produced a toolkit on access to the asylum procedure. The toolkit includes a practical guide, a pocketbook, an FAQ leaflet and a poster. These tools were created by experts from the Member States, and their development was facilitated by EASO and Frontex in close cooperation with FRA.<sup>15</sup>

Individual JHA Agencies organised training sessions for Schengen evaluators in various fields; for example Frontex in the field of border management and return and readmission, and CEPOL in the field of police cooperation. Other Agencies such as FRA provided input to such training.

CEPOL launched the ‘Lecturer, Trainer & Researcher Database’. Frontex and Europol are already using the database, and other JHA Agencies will promote its use in the coming months. The database offers a unique opportunity for experts to share their knowledge with participants of events organised by or in partnership with CEPOL. It enables event organisers to ensure that they have the best experts on board as lecturers, trainers, researchers or webinar moderators.

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<sup>15</sup> See [www.easo.europa.eu/access-asylum-procedure](http://www.easo.europa.eu/access-asylum-procedure).

FRA hosted a meeting of training coordinators of the Justice and Home Affairs Agencies to discuss joint training initiatives of the Agencies in the area of freedom, security and justice. A main focus of the meeting was how the Agencies can cooperate further to best meet emerging training needs in relation to the current migration situation. JHA Agencies agreed to continue strengthening cooperation in the area of training, especially in the areas and countries where it is currently most needed; for example in the ‘Hotspots’ in Greece and Italy. A further positive outcome of the meeting was the active participation of the European Judicial Training Network (EJTN). Achieving more systematic cooperation with the EJTN was set out as a priority of the JHA Agencies Network in 2016, and the EJTN also expressed its wish to develop more systematic association with JHA Agencies to complement each other’s activities and avoid duplication. It was agreed that the Network would invite the EJTN to future training meetings, and JHA Agencies - in particular CEPOL – will involve the EJTN in its training needs assessment and will share with it the training matrix. The Network also began working more closely with the EEAS in the area of training in 2016.

### **Challenges and opportunities for joint cooperation**

CEPOL is mapping training needs in the area of asylum, migration and border management which will include an analysis of earlier migration training activities. eu-LISA plans to implement a new training strategy post 2016 to create more joint courses with the JHA Agencies, in particular CEPOL, Frontex, EASO and Europol. The target audience of such courses will include national IT authorities, SIRENE officers and Schengen evaluators.

Frontex will - among other issues - place emphasis on assisting Member States with return operations and other tasks as addressed by the European Border and Coast Guard (EBCG) Regulation, resulting in curricula updates and more return-related training (and eLearning services) courses. A quality assurance mechanism will be implemented, which will include institutional accreditation and accreditation of courses. Frontex will also develop a specific training package for those deployed in the ‘Hotspots’ in 2017. Europol currently employs guest officers for secondary checks at the ‘Hotspots’. Training for these officers is required and will be designed (including on fundamental rights compliance).

JHA Agencies, with CEPOL taking the lead, will continue to develop the use of the Training Matrix as an effective planning and coordination tool. Agencies are also actively involved in the preparation of Strategic Training Needs Assessment instruments launched by the Commission. Further synergies between training activities will be developed in 2017.

### 2.3 External relations with third countries

#### Objectives:

- Share information and take joint action (JHA Agencies, the European Commission and EEAS) with regard to key developments in third countries, including through ad hoc early exchange of information.

Cooperation with third countries continued to be of key importance to the work of the JHA Agencies in the area of freedom, security and justice; particularly in relation to migration, asylum, border management and the prevention of organised crime.

A clear focus of JHA Agencies' work in this area in 2016, within their respective mandates, was to enhance cooperation and capacity building with third countries within the legal mandates of the JHA Agencies in line with the European Agendas on Security and Migration and the Renewed EU Internal Security Strategy. This included enhancing the security dialogue and practical cross border activities with third countries (in particular with Turkey and with Western Balkan countries), including countries from the European Neighbourhood Policy (ENP) area, coordinated by the European External Action Service, the Commission and the EU Counter-Terrorism Coordinator.

The Commission issued a Communication on establishing a new Partnership Framework with third countries under the European Agenda on Migration in June 2016.

Upon consultations with the Commission, JHA Agencies cooperated in undertaking cooperation and capacity-building activities with third countries throughout the year. This included delivering training, sharing expertise, providing technical assistance, including the establishment, operational management and use of specialised IT systems, and promoting fundamental rights. Some concrete achievements of joint work are highlighted below. It is worth noting that many JHA Agencies undertake a lot more work with third countries than the examples presented here. As with other sections of this report, the examples below relate only to bilateral and multilateral activities.

### **Key joint activities and achievements**

EMCDDA and CEPOL organised training seminars aimed at strengthening the capacity of selected countries – in the context of the European Neighbourhood Policy (ENP) and beneficiaries of the Instrument for Pre-Accession (IPA) partner countries – to collect and analyse drug supply data.

Aside from engaging in such activities, participants in the JHA Agencies' Network regularly **exchanged information** on existing relations and cooperation activities with third countries and international organisations at meetings and through the external relations matrix overview containing the arrangements and projects of the JHA Agencies in the external dimension, which was updated in 2016. In addition to Network meetings, JHA Agencies participated in regular meetings under the coordination of the European Commission in the area of external actions, in particular in the context of the 'Hotspots' and the EU Regional Task Force.

## **Challenges and opportunities for joint cooperation**

Cooperation between EASO and Frontex is well underway and will continue in the framework of the technical assistance project under the umbrella of the Multi-Country Action Programme ‘Regional support to protection-sensitive migration management in the Western Balkan Countries and Turkey’, to cover the period 2016-2018 (financed by the New Instrument for Pre-Accession Assistance (IPA II)). Similarly, CEPOL, Frontex and possibly other Agencies will closely cooperate under the IPA II framework in implementing the ‘Integrated Internal Security Governance’ for the Western Balkans region. This refers to enhanced coordination of EU and other donor assistance in the Western Balkans region, consisting of three pillars: 1) a Western Balkans Counter Terrorism initiative; 2) a Western Balkans Border Security initiative, and 3) cooperation in combatting serious and organised crime.

The EU Global Strategy for foreign and security policy, announced in June 2016, outlines clear areas where the EU, including JHA Agencies, can step up its contribution to Europe’s collective security – for example Common Security and Defence Policy (CSDP) missions and operations working alongside EU specialised Agencies to enhance border protection and maritime security to save more lives, fight cross-border crime and disrupt smuggling networks. The Strategy was set up to steer EU external action and bring together EU institutions, Member States and civil society, and JHA Agencies’ will cooperate and contribute to its implementation going forward.

## 2.4 Communication activities

### Objectives:

- Enhance the visibility of the joint work and added value of the JHA Agencies.

Enhancing the visibility of the joint work of the JHA Agencies continued to be a priority in 2016, and this was done in several ways.

The Agencies' communication officers maintained regular contact throughout the year. They discussed issues such as sharing common terminologies and how to better communicate the added value JHA Agencies bring to European citizens.

Having identified the need to increase the awareness of national experts, deployed to the 'Hotspots', on fundamental rights and child protection more specifically, FRA, Frontex, Europol and EASO are cooperating in the development of short videos to be shown in pre-deployment training or briefings.

CEPOL, in cooperation with FRA, hosted a webinar to raise awareness and share good practices of effective strategies for police cooperation with the media. One of the main topics addressed was how to communicate crime and security challenges, while at the same time respecting the fundamental rights of victims and suspects.

Press releases were issued about Joint Action Days organised under the EU Policy Cycle with the participation of Europol and Frontex.

The JHA Agencies' Network's key achievements in 2016 and priorities for 2017 – as outlined in this report – will be presented in the Council at the Standing Committee on Operational Cooperation on Internal Security (COSI) in a joint presentation by FRA and EMCDDA. A similar presentation will be made to the Committee on Civil Liberties, Justice and Home Affairs (LIBE) of the European Parliament in early 2017. The Network's 'Priorities paper' was also shared with the Council and the European Parliament (in March 2016).

Finally, following eu-LISA's production of the video on the role of the JHA Agencies in 2015, subtitles were produced in all EU languages in 2016. The video can thus be further promoted by all JHA Agencies in the coming year.

### **Priorities for 2017**

The Heads of the JHA Agencies agreed that in 2017 and 2018 the Network will be chaired by EMCDDA and EIGE, respectively.

Network priorities for 2017 will include:

#### **Thematic areas:**

- Strengthen **technical and operational work** and the **exchange of information** between the JHA agencies, within the limits of their mandates, with a view to **responding in a timely and proactive way to a dynamic** and changing situation in the areas of migration and internal security.
- Address the **expanding influence of the internet and the transformational nature of new technologies** and their impact on the JHA field and the work of the agencies.

#### **Horizontal areas:**

- Continue **to increase synergies** in all areas linked to operational responses, such as delivery of **training** and sharing of best practice in this area.
- **ICT and cybersecurity** and the **exchange of relevant data and analytical tools**.
- Enhance coordination **and better use of resources in developing technical and operational cooperation with non-EU countries** in close cooperation with the European Commission and the European External Action Service.

### Multilateral JHA Agencies Scorecard 2016

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
<b>A</b>	<b>OPERATIONAL COOPERATION or OPERATIONAL PRIORITIES</b>			
1.	<b>Migration, asylum and border management</b>			
1.1	<b>Asylum, migration and border management (including joint activities in implementing the European Agenda on Migration)</b>	Coordination of operational activities related to the hotspot initiatives in Italy and Greece in the framework of the European Migration Agenda: interagency initiative between Frontex, eu-LISA and EASO for practical support to Migration Management Support Teams in “Hotspot” areas in Greece enhancing the registration process and the availability of technical solutions. Activities involved: <ul style="list-style-type: none"> <li>Enhanced information exchange and situation monitoring for all EU Agencies involved in Hotspot initiatives, via Eurosur Fusion Services provided by Frontex.</li> <li>Fundamental rights expertise by FRA to support the work of EASO and Frontex, with a particular focus on the protection of children and vulnerable groups of people.</li> </ul>	DONE	EASO EU-LISA EUROJUST EUROPOL FRA FRONTEX
		Reinforced coordinated Joint Operations at the external borders to control irregular migration flows.	ONGOING	FRONTEX
		Field deployment to the hotspots in Greece and Italy, involving joint-agency coordination of operational activities. National prosecutors were appointed as Eurojust contact points to support the ‘Hotspot’ locations and to channel relevant information and cases to Eurojust’s national desks for judicial follow-up and coordination at EU level.	ONGOING	EASO EUROJUST EUROPOL FRA FRONTEX
		‘Joint Workshop – Practice and prospects for the Hotspots in Greece and Italy’ held in Catania in June 2016.	DONE	CEPOL (ORGANISER) EASO EU-LISA EUROJUST EUROPOL FRA FRONTEX

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
		Consultation on the ongoing evaluation of the “Facilitators Package” carried out by the Commission (DG Home Affairs).	ONGOING	EUROJUST EUROPOL FRA FRONTEX
		Mapping of Training Needs in the area of migrant smuggling.	ONGOING	CEPOL EASO EU-LISA EUROJUST EUROPOL FRA FRONTEX
		Cooperation between Frontex and FRA in the field of capacity-building for the forced-return monitors. A workshop on this topic was held at Frontex HQ (June 2016). Monitors and other experts from 33 countries (EU MS/Schengen Associated Countries - SAC, the Western Balkan region and Georgia), Consultative Forum, European Ombudsman's Office, International Centre for Migration Policy Development (ICMPD), and the Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment of the Council of Europe.  Launch of FReM II project on 1 September 2016 by ICMPD (with involvement by FRA and Frontex) to enhance forced return monitoring.	DONE  DONE	FRA FRONTEX
		Participation in weekly EU Regional Task Force meetings on Greece.	ONGOING	EASO EUROPOL FRA FRONTEX
		Participation in weekly European Union Regional Task Force (EURTF) meetings in Italy.	ONGOING	EASO EUROPOL FRONTEX
		FRA study on the use of biometrics in large-scale IT systems in the areas of asylum, borders and visa.	ONGOING	EASO EU-LISA FRA FRONTEX

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
		Participation in the Commission contact group of EU Agencies on migrant smuggling.	ONGOING	EU-LISA EUROJUST EUROPOL FRA CEPOL FRONTEX
		Eurojust organised a tactical meeting on judicial challenges arising from ‘illegal immigrant smuggling’ on 4-5 February 2016 with practitioners from the Member States, as well as representatives of the Commission, Europol, the Joint Investigation Teams Network Secretariat, Frontex and UNODC (outcome Report EU doc 9456/16).	DONE	EUROJUST EUROPOL FRONTEX
		12th Annual Meeting of the national experts on Joint Investigation Teams (15-16 June 2016). Focus on the challenges and opportunities in setting up Joint Investigation Teams in ‘illegal immigrant smuggling’. Organised by the Joint Investigation Teams Network Secretariat in close cooperation with Eurojust and Europol.	DONE	EUROJUST EUROPOL
		Agency participation in the follow up to the EU Action Plan on Return.	ONGOING	EASO FRA FRONTEX
		Coordination of operational actions in the context of the European Multidisciplinary Platform against Criminal Threats (EMPACT) among relevant JHA Agencies (e.g. establishment of the Joint Operational Team (JOT) MARE or "JOT MARE"); leading or participating in respective Operational Actions. Frontex was the co-driver for the strategic priority ‘Facilitated Illegal Immigration’.	ONGOING	EUROJUST EUROPOL FRONTEX
		Participation in Commission Contact Committees on EU legislation relating to Asylum, Facilitation, and/or Return.	ONGOING	EASO EUROPOL FRONTEX
		Advice to EU institutions on Safe Countries of Origin (FRA opinion to European Parliament; EASO and FRA presentations to the European Parliament's Committee on Civil Liberties, Justice and Home Affairs (LIBE)).	DONE	EASO FRA
		Consultation on the feasibility study on the EU Travel Information and Authorisation System (ETIAS) commissioned by DG Home Affairs.	ONGOING	EU-LISA FRA FRONTEX

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
1.2	<b>Data protection in the JHA field - cross-cutting activities</b> <b>Communication from the Commission on Stronger and Smarter Information Systems for Borders and Security and the Roadmap on the Information exchange and Interoperability</b>	<ul style="list-style-type: none"> <li>• Usage of collaborative platform ‘Data Protection Experts Network’ sponsored by Europol.</li> <li>• Meetings between eu-LISA and Europol’s Data Protection Officers took place in order to align strategies and cooperation between the two Agencies.</li> <li>• A joint meeting between the Data Protection Officers of all JHA Agencies was convened and hosted by eu-LISA in November 2016 to discuss topics of common interest among the JHA Agencies from the data protection perspective.</li> </ul>	ONGOING ONGOING	<b>ALL JHA AGENCIES</b>
		<p>Participation in the Commission’s High Level Expert Group on Information Systems and Interoperability.</p> <ol style="list-style-type: none"> <li>1) The work of the Group is current system improvements.</li> <li>2) development of new systems to fill current gaps in the European data and information architectures.</li> </ol> <p>interoperability supported by three subgroups, individually looking at:</p> <ol style="list-style-type: none"> <li>3) between existing systems to improve service provision.</li> </ol>	DONE	<b>EU-LISA EUROPOL EU-LISA (ORGANISER) ALL JHA AGENCIES</b>
1.3	<b>Early warning and risk analysis - cross-cutting activities</b>	<p>Input into regular reports by the Commission on the migration situation, including:</p> <ul style="list-style-type: none"> <li>• Input into the Commission weekly Situational Awareness and Analysis (ISAA) reports (EASO, eu-LISA, FRA, Frontex).</li> <li>• Input into the Commission daily reports on Greece and Italy (EASO, Frontex).</li> </ul>	ONGOING	<b>EASO EU-LISA FRA FRONTEX</b>
		<p>Regular exchange of border related situational awareness and operational media monitoring products between Frontex, Europol, EASO, Eurojust, FRA, eu-LISA and the Commission. For example:</p> <ul style="list-style-type: none"> <li>• Frontex Situation Centre (FSC) products (e.g. daily overviews).</li> <li>• FRA monthly reports on the fundamental rights situation in 9 (and from Q4, 14) EU Member States affected by current migration and asylum flows.</li> <li>• EASO weekly updates to the Commission; weekly reports shared with the Integrated Political Crisis Response (IPCR) ; daily reports for Italy and Greece shared with the Commission.</li> </ul>	ONGOING	<b>EASO EU-LISA EUROJUST EUROPOL FRA FRONTEX</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
		<ul style="list-style-type: none"> <li>eu-LISA – weekly updates on Eurodac statistics are provided to the Commission for the Integrated Situational Awareness and Analysis report.</li> <li>Frontex regular risk analysis products (bi-weekly, monthly, quarterly, annual).</li> </ul>		
		Frontex provided input to EASO for a new joint EASO - Frontex post visa liberalisation (Western Balkans) monitoring report (for the Commission).	DONE	<b>EASO EUROPOL FRONTEX</b>
		EASO provided asylum data to Frontex for its Annual Risk Analysis.	DONE	<b>EASO FRONTEX</b>
		Europol is preparing its connection to the Visa Information System (VIS) and EURODAC for consultation of the system within its mandate.	ONGOING	<b>EU-LISA EUROPOL</b>
		Agencies contributed to the Annual Risk Analysis for Schengen Evaluations for the Commission.	DONE	<b>EUROPOL FRA FRONTEX</b>
		EASO and Frontex (with EUROSTAT) – began an initiative to improve the quality of quantitative information collected on migration, asylum and border management (e.g. on return).	ONGOING	<b>EASO FRONTEX (with EUROSTAT)</b>
		Frontex provided input to EASO for its Annual Report on the Situation of Asylum in the EU.	DONE	<b>EASO FRONTEX</b>
		EASO and Frontex began working on several new cooperation initiatives as regards early warning and risk analysis. The Agencies are in the final stages of approving a cooperation plan.	ONGOING	<b>EASO FRONTEX</b>
1.4	<b>Fundamental rights and gender equality - cross-cutting activities</b>	EASO and FRA are currently discussing further cooperation in the field of gender, sexual orientation and gender-identity including in the field of training.	ONGOING	<b>EASO FRA</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
1.5	<b>External dimension</b>	Cooperation between Frontex and EASO began on a technical assistance project under the umbrella of the Multi-Country Action Programme ‘Regional support to protection-sensitive migration management in the Western Balkan Countries and Turkey’, to cover the period 2015-2018 (financed by the New Instrument for Pre-Accession Assistance (IPA II)).	ONGOING	<b>EASO EUROPOL FRONTEX</b>
		<ul style="list-style-type: none"> <li>• The FRA asylum law handbook was translated into Turkish.</li> <li>• Participation in the EU Cooperation Platform network against migrant smuggling at the EU Delegation in Islamabad (Frontex, Europol).</li> <li>• Participation of Europol in Frontex-led Africa-Frontex Intelligence Community workshops.</li> </ul>	DONE  DONE  DONE	<b>EUROPOL FRA FRONTEX</b>
		Frontex, EASO and FRA participated in the United Nations High Commissioner for Refugees Regional Representation for Central Europe Summer Course for Border Guards and Entry Officials from 7 to 9 September 2016 in Ljubljana. Border Officials from Member States in Central Europe (Bulgaria, Croatia, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia) and neighboring countries (Belarus, Ukraine and the Balkan countries recently affected by the large migration flow) took part.	DONE	<b>EASO FRONTEX FRA</b>
		Communication from the Commission on establishing a new Partnership Framework with third countries under the European Agenda on Migration announced in June 2016.	ONGOING	<b>EUROPOL FRONTEX</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
2.	<b>Security and serious and organised crime (including joint activities in implementing the European Agenda on Security)</b>			
2.1	<b>Trafficking in human beings (THB)</b>	JHA Agencies participated in meetings of the working group of THB contact persons of the JHA Agencies organised by the European Commission to plan and follow up on the implementation of the EU Anti-trafficking strategy (2012-2016) and to discuss the next phase. Agencies participated in the Tenth EU Anti-Trafficking Day meeting in Brussels (October 2016) and contributed to the scorecard of activities relating to THB.	DONE	CEPOL EASO EIGE EUROJUST EUROPOL FRA FRONTEX
		In the framework of the EU Anti-trafficking strategy (2012-2016) FRA is developing a tool on transnational cooperation in cases of EU children at risk to assist Member States in addressing fundamental rights issues specifically related to anti-trafficking policies and related actions. The tool will take into account relevant structures, processes, and outcomes and will focus on the rights of victims, incorporating a gender perspective and the best interests of the child. On the basis of this tool, FRA will develop guidance for EU Member States on how to assess the best interests of child victims of THB who are EU nationals. FRA will cooperate with EUROPOL in the development of the tool.	ONGOING	FRAFRA EUROPOL
		Europol actively contributed to the design and the implementation of CEPOL course on THB and financial investigations, held in May 2016.	DONE	CEPOL EUROPOL
		Europol cooperates on a regular basis with Eurojust in supporting high-profile THB operations and Joint Investigation Teams (JITs), currently being involved in the setting up of 3 new JITs.	ONGOING	EUROJUST EUROPOL
		Participation of FRA and FRONTEX in the development of the EASO training module on Trafficking in Human Beings for asylum officials (see also 5.1).	ONGOING	EASO FRA FRONTEX

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
2.2	<b>Organised crime</b>	<p>Implementation of the Operational Action Plans (OAPs) in the framework of the European Multidisciplinary Platform against Criminal Threats (EMPACT) with the participation of CEPOL, Eurojust, Europol, EMCDDA and Frontex and eu-LISA.</p> <p>For example, Eurojust participates in all EMPACT crime priority areas to increase judicial support to the related OAPs, by facilitating coordination meetings, setting up ‘Joint Investigation Teams’ (JIT)s and identifying judicial contact points in relevant third states. Eurojust has been an activity co-leader/leader in some specific projects.</p> <p>Other examples of how agencies contributed in 2016 include:</p> <ul style="list-style-type: none"> <li>• Development of CEPOL/EMCDDA online learning module on synthetic drugs. EMCDDA participation in and input to the Cocaine Signature Program.</li> <li>• Under the EMPACT priority on Child Sexual Exploitation, a judicial analysis was carried out of Eurojust casework related to child sexual exploitation online.</li> <li>• Under the EMPACT priority on Payment Card Fraud, an operational activity was carried out: the European Money Mules Action (EMMA) is aiming at awareness raising and prevention regarding money muling. The operational meetings are organised by both Europol and Eurojust.</li> <li>• Under the EMPACT OPC, Eurojust hosted a seminar in June and delivered a final report on the 3 year project on legal and practical problems concerning OPC investigations.</li> </ul>	<p>ONGOING</p> <p>DONE</p> <p>DONE</p> <p>DONE</p> <p>DONE</p>	<p><b>CEPOL</b>  <b>EMCDDA</b>  <b>EU-LISA</b>  <b>EUROJUST</b>  <b>EUROPOL</b>  <b>FRONTEX</b></p>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
2.3	<b>Cybercrime</b>	<p>Implementation of the Operational Action Plans in the framework of the European Multidisciplinary Platform against Criminal Threats (EMPACT) with the participation of CEPOL, Eurojust, Europol and Frontex.</p> <ul style="list-style-type: none"> <li>In the area of EMPACT Cyber Attacks, a joint paper by Eurojust and Europol on common legislative challenges in combating cybercrime was issued.</li> <li>A strategic seminar, jointly organised by the Dutch Presidency of the EU and Eurojust, (02 June 2016) titled 'Keys to Cyberspace' was held with the participation of practitioners (cybercrime experts) from the Member States representatives from the Commission and Europol. The EMPACT 'Global Airports Action Day' took place from 10-14 October 2016 across 200 airports worldwide. Frontex was requested to take part and deployed an officer for the duration of the action at the Coordination Centre in The Hague.</li> <li>EC3 is in the process of establishing a joint working group with ENISA on Security and Safety Online, focussing specifically on encryption.</li> <li>EC3 led Mobile Malware Prevention Campaign executed in October as part of the European Cyber Security Month (in cooperation with ENISA).</li> <li>The European Money Mule Action (EMMA) operation executed in February jointly with Eurojust.</li> <li>Two Global Airline Action Days executed in June and October together with Frontex and Eurojust.</li> <li>EC3 is continuously working on the development of the EU Cyber Training Competency Framework and the Training Needs Analysis together with Eurojust, CEPOL, DG HOME, ECTEG.</li> <li>A kick-off meeting of the European Judicial Cybercrime Network took place on 24 November 2016 at Eurojust with the participation of Europol.</li> </ul>	<p>ONGOING</p> <p>DONE</p> <p>DONE</p> <p>ONGOING</p> <p>DONE</p> <p>DONE</p> <p>DONE</p> <p>ONGOING</p> <p>DONE</p>	<p><b>CEPOL</b></p> <p><b>EUROJUST</b></p> <p><b>EUROPOL</b></p> <p><b>FRONTEX</b></p>
		<p>A EUROJUST expert on cybercrime is present at the European Cyber Crime Centre at Europol since 2016. Examples of cooperation include: Examples :</p> <ul style="list-style-type: none"> <li>Eurojust and EFC and other partners met to discuss the notice and takedown of online child abuse in the context of the NL (in September and October).</li> <li>Eurojust participates in the EUCTF which met twice in 2016.</li> <li>Eurojust also participates in the EC3 Advisory networks with the private sector.</li> </ul>	<p>ONGOING</p> <p>DONE</p> <p>DONE</p> <p>ONGOING</p>	<p><b>EUROJUST</b></p> <p><b>EUROPOL</b></p>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
		<p>JHA Agencies contributed to the Roadmap for the implementation of the EU’s Cybersecurity Strategy.</p> <p>- Point B (“Achieving cyber resilience”), action strand 3, foresees new actions regarding the strengthening of the public-private partnership, with eu-LISA being mentioned as one of the implementation partners:</p> <ul style="list-style-type: none"> <li>• EC3 Cyber Security Ecosystem Initiative: aims to structure the multitude of multi-disciplinary partnerships as well as the programmes and projects that derive from them. It also presents an approach for modelling the cyber security ecosystem in the EU in a way that provides an oversight of what already exists and facilitates the connection between parties and the linking of initiatives. The aims of mapping partnerships, programmes and activities are threefold: 1) to facilitate easier capacity building, 2) to connect initiatives and partnerships, and 3) to visualise opportunities for further strengthening cyber security. A report is being drafted on best practices in CERT-LE cooperation based on Country visits (2 out of 4 planned visits carried out so far). A draft Concept paper for the Ecosystem in general has already been drafted and presented in EUCTF, EC3 Programme Board, and Friends of the Presidency Working Group on Cyber Issues.</li> <li>• EMPACT 5.1 OAP supported the Preliminary Study on the equivalence and compatibility between level of threat and emergency response in the Member States presented at the EUCTF meeting in October.</li> <li>• Meetings took place with CERT-EU to discuss the pre-processing environment and to exchange best practices on data intake and dynamic malware analysis and system development and the annual review of the Common Taxonomy for the National Network of CSIRTs and LEA (includes legal framework) with EC3, CERT-EU and ENISA.</li> <li>• EC3 is working on collaboration with the CSIRT/CERT and CERT-EU networks to ensure effective partnerships in addressing network and information security incidents of a criminal nature.</li> <li>• EC3 attended the Annual pan-European ENISA cyber exercise in October.</li> <li>• Joint Annual EC3-ENISA workshop (fifth one) was held in November in Europol.</li> </ul>	<p>ONGOING</p> <p>ONGOING</p> <p>DONE</p> <p>ONGOING</p> <p>ONGOING</p> <p>DONE</p> <p>DONE</p> <p>ONGOING</p>	<p><b>CEPOL</b> <b>EU-LISA</b> <b>EUROJUST</b> <b>EUROPOL</b></p>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
		<p>- Point C (“Cybercrime”) foresees new actions being considered. For example:</p> <ul style="list-style-type: none"> <li>• CERT-EU and ENISA and Eurojust participate in the EC3 Programme Board which met already four times in 2016. It is an advisory body of strategic relevance to align work on cybercrime and discuss joint priorities and projects.</li> </ul>		
2.4	<b>Hate crime</b>	Cooperation and pooling of evidence and expertise by FRA, Eurojust, Europol and CEPOL to counter hate crime more effectively, particularly in the context of the European Law Enforcement Training Scheme (LETS).	ONGOING	<b>CEPOL EUROJUST EUROPOL FRA</b>
		CEPOL and FRA, with the contribution of EIGE – within the framework of the Expert Group on Hate Crime – began developing a training portfolio on Hate Crime including a Train the Trainers curriculum and an online learning module. First meetings of the Expert Group took place from 5 to 9 September and from 17 to 21 October 2016 in Budapest.	ONGOING	<b>CEPOL EIGE FRA</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
2.5	<b>Counter-terrorism and counter-radicalisation</b>	Implementation of Risk Indicators, as adopted in the latest version of the Schengen Handbook, in the context of Frontex Joint Operations and in cooperation with Europol (air, land and sea border-crossing point operations including two Frontex booklets operationalising the Common Risk Indicators on foreign terrorist fighters).	ONGOING	<b>EUROPOL FRONTEX</b>
		Update of the JHA Agencies toolbox addressing the phenomenon of foreign terrorist fighters – an overview of roles and measures each Agency has at its disposal to contribute to the overall policy objective.	DONE	<b>ALL JHA AGENCIES</b>
		The 2016 Eurojust Tactical Meeting on Terrorism took place for the fourth consecutive year, gathering the EU national correspondents for terrorism to share concrete experience on the phenomenon of foreign terrorist fighters. Europol participated in the meeting.	DONE	<b>EUROJUST EUROPOL</b>
		Eurojust contributed (as it does annually) to Europol's EU Terrorism Situation and Trend Report (TE-SAT).	DONE	<b>EUROJUST EUROPOL</b>
		Eurojust is associated to the Europol Hydra Focal Point since 18 August 2016. As one of the 3 Focal Points in terrorism related matters (Dolphin, Travelers and Hydra), Focal Point HYDRA compiles data on "global Islamist terrorism" activities.	DONE	<b>EUROJUST EUROPOL</b>
		Bi-annual counter-terrorism liaison meetings took place between the counter-terrorism experts of Eurojust and Europol to discuss synergies and further actions.	ONGOING	<b>EUROJUST EUROPOL</b>
		Several technical changes were introduced to the Schengen Information System II, operated by eu-LISA, to allow for better information exchange on foreign terrorist fighters. Eurojust and Europol have access to SIS II and are increasingly making use of the system.	DONE ONGOING	<b>EU-LISA EUROPOL EUROJUST</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
2.6	<b>Drug markets and drug trafficking</b>	Development of joint analysis by EMCDDA in collaboration with Europol and Eurojust for the second EU drug markets report (published in 2016).	DONE	<b>EMCDDA EUROPOL EUROJUST</b>
		Development and implementation of drug supply indicators by EMCDDA in cooperation with Europol for monitoring dismantled sites related to synthetic drug production.	DONE	<b>EMCDDA EUROPOL</b>
		EMCDDA – in cooperation with Europol – carries out methodological development related to improved reporting on drug markets and the implementation of drug supply indicators, for monitoring dismantled secondary cocaine extraction labs and dismantled cannabis production sites.	ONGOING	<b>EMCDDA EUROPOL</b>
		EMCDDA/Eurojust published a report: ‘New psychoactive substances in Europe: Legislation and prosecution -current challenges and solutions.’	DONE	<b>EMCDDA EUROJUST</b>
		Eurojust is co-drafting chapters of the Handbook on Controlled Deliveries with the Council of Europe (Pompidou Group), Europol and other organisations.	ONGOING	<b>EUROJUST EUROPOL</b>
2.7	<b>Data protection in the JHA field - cross-cutting activities</b>	See section 1.2 as also relevant to this section.	NA	NA
2.8	<b>Early warning and risk analysis - cross-cutting activities</b>	Eurojust and Frontex contributed to Europol’s Serious and Organised Crime Threat Assessment (SOCTA).	DONE	<b>EUROJUST EUROPOL FRONTEX</b>
		EASO’s quarterly statistical reports have been replaced by Monthly Trend Analysis reports, available on the EASO website.	ONGOING	<b>EASO EUROPOL</b>
		EMCDDA and Europol issued 57 formal notifications of new psychoactive substances (NPS) in 2016 (until 30 September); 1 risk assessment report was submitted to the Council and the EC; and 5 EU Early-Warning Systems (EWS) Alerts and 3 EU Early-Warning Systems Advisories have been issued this year (until 30 September).	ONGOING	<b>EMCDDA EUROPOL</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
2.9	<b>Fundamental rights and gender equality - cross-cutting activities</b>	FRA organised a JHA Agencies Expert Workshop on victims of serious and organised crime from 7-8 April 2016, with the participation of JHA Agencies and a representative of the Commission. The aim of the workshop was to explore how JHA Agencies contribute to supporting and protecting crime victims and to enable JHA Agencies to learn from each other's expertise about victims' rights.	DONE	<b>ALL JHA AGENCIES</b>
	<b>Gender statistics</b>	EIGE regularly updates and further develops its Gender Statistics database, which includes data collected by FRA.	ONGOING	<b>EIGE FRA</b>
	<b>Gender Equality Index</b>	EIGE is further developing the health domain of its Gender Equality Index, in consultation with FRA and EMCDDA.	ONGOING	<b>EIGE EMCDDA FRA</b>
	<b>Violence against women</b>	EIGE is developing the measurement framework on violence against women, which will include indicators based on FRA's Violence against women survey and will be developed in consultation with FRA.	ONGOING	<b>EIGE FRA</b>
	<b>Monitoring EU's commitment on the Beijing Platform for action</b>	At the request of the Slovak EU Presidency, EIGE developed a study on gender, poverty and intersecting inequalities, in close consultation with FRA. Follow-up to the study is currently being discussed with FRA in the area of children and poverty; and Roma women and poverty.	ONGOING	<b>EIGE FRA</b>
2.10	<b>External dimension</b>	Participation of Europol, CEPOL and Frontex in the EU-Lebanon and EU-Turkey and EU-Israel Counter-Terrorism dialogue.	ONGOING	<b>CEPOL EUROPOL FRONTEX</b>
		EMCDDA carried out an activity with a select group of European Neighbouring Policy (ENP) partner countries to strengthen their capacity to collect and analyse drug supply data, including through a training seminar organised with CEPOL.	DONE	<b>CEPOL EMCDDA</b>
		EMCDDA implemented a project with the beneficiaries of the Instrument for Pre-Accession (IPA) to strengthen their capacity for data collection, analysis and interpretation, including through a training seminar organised with FRA.	ONGOING	<b>EMCDDA FRA</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
2.11	<b>Adding value to the use of the Passenger Name Record (PNR) data by Member States and Europol</b>	Europol and eu-LISA cooperated to examine the best means to optimise the end-to-end operational model of PNR data collection, sharing and use.	DONE	<b>EU-LISA EUROPOL</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
<b>B</b>	<b>HORIZONTAL COOPERATION</b>			
<b>3.</b>	<b>Coordination and information exchange, including on ICT &amp; cybersecurity</b>			
3.1	<b>Working arrangements and Memoranda of understanding</b>	<ul style="list-style-type: none"> <li>- Working Arrangement between Europol and eu-LISA (signed 22 March 2016).</li> <li>- Working arrangement between FRA and eu-LISA (signed 6 July 2016).</li> <li>- Working Arrangement between Eurojust and eu-LISA (under negotiation).</li> <li>- Operational Working Arrangement between Europol and Frontex to enhance the cooperation between the Agencies including the transmission of personal data collected by Frontex coordinated Joint Operations to Europol (signed 4 December 2015).</li> </ul>	DONE DONE ONGOING DONE	<b>EU-LISA</b> <b>EUROJUST</b> <b>EUROPOL</b> <b>FRA</b> <b>FRONTEX</b>
		EASO has a liaison officer in Frontex - since June 2016 - whose task it is to facilitate and take forward cooperation activities. Among other things, the position is aimed at achieving a complete overview and control of joint work, and at identifying the best opportunities for future joint work. The liaison officer should suggest new areas of possible cooperation/synergy and works to avoid duplication of efforts.	ONGOING	<b>EASO</b> <b>FRONTEX</b>
3.2	<b>Further development of ICT cooperation</b>	Analyse the needs and study the existing channels and processes available for exchanging EU classified information and non-classified sensitive information among JHA Agencies; and to facilitate the identification of respective technologies.	DONE	<b>ALL JHA AGENCIES</b>
		Share knowledge and best practices in the field of cyber security, business continuity, disaster recovery and incident management among JHA Agencies.	ONGOING	<b>ALL JHA AGENCIES</b>
		Facilitate the identification of technical solutions based on common needs identified among JHA Agencies at business level.	ONGOING	<b>ALL JHA AGENCIES</b>
		Cooperation between EASO and eu-LISA on hosting the EASO secondary/recovery site.	ONGOING	<b>EASO</b> <b>EU-LISA</b>
		Discussions on providing the hosting of a back-up site for Frontex in 2017.	ONGOING	<b>EU-LISA</b> <b>FRONTEX</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
3.3	<b>Communication from the Commission on Stronger and Smarter Information Systems for Borders and Security and the Roadmap on the Information exchange and Interoperability</b>	<p>Participation in the Commission’s High Level Expert Group on Information Systems and Interoperability.</p> <p>The work of the Group is supported by three subgroups, individually looking at:</p> <ol style="list-style-type: none"> <li>1) current system improvements.</li> <li>2) development of new systems to fill current gaps in the European data and</li> <li>3) information architectures and interoperability between existing systems to improve service provision.</li> </ol>	ONGOING	<b>EU-LISA EUROPOL FRONTEX EASO FRA</b>
3.4	<b>Consultative forums</b>	EASO, FRA and Frontex continued to participate in each other’s respective platforms for the exchange of information and pooling of knowledge between certain JHA Agencies and civil society – for example EASO’s Consultative Forum, Frontex’s Consultative Forum on Fundamental Rights, and FRA’s Fundamental Rights Platform.	ONGOING	<b>EASO FRA FRONTEX</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
<b>4.</b>	<b>Training</b>			
4.1	<b>Training activities</b>	Development of the new training topics among JHA Agencies and discussion on a possible JHA training strategy, in the context of developing the Strategic Training Needs Analysis (STNA).	ONGOING	<b>ALL JHA AGENCIES</b>
		Development of tools in the area of training: <ul style="list-style-type: none"> <li>• Mapping of existing Learning Management Systems (LMS).</li> <li>• Creation of a common Pool of Trainers.</li> <li>• Update on the state-of-play and future practical implementation of Law Enforcement Training Scheme (LETS) based on updates from CEPOL and the Commission as well as follow-up to a discussion paper submitted to the Coordinating Committee in the area of police and judicial cooperation in criminal matters (CATS) in October 2014.</li> </ul> Concept paper on possible harmonisation of training programmes via Sectoral Qualification Frameworks (SQF) in the framework of LETS.	ONGOING	<b>ALL JHA AGENCIES</b>
		Development of a toolkit on access to the asylum procedure: the tools made available include a practical guide, a poster, a pocketbook and a FAQ leaflet. These tools were created by experts from Member States and facilitated by EASO and Frontex in close cooperation with FRA.	DONE	<b>EASO FRA FRONTEX</b>
		Participation in strategic planning meetings for stakeholders of the Agencies (annual meeting with external stakeholders and professional networks).	ONGOING	<b>ALL JHA AGENCIES</b>
		CEPOL webinars and residential activities were designed and delivered on a variety of topics in the field of justice and home affairs and implemented jointly. For example, on a variety of fundamental rights-related topics: including victims of crime; labour exploitation; hate crime and diversity management in human resources practices in law enforcement.	DONE	<b>ALL JHA AGENCIES</b>
		Regarding the cooperation of CEPOL and FRA in establishing a police training curriculum on hate crime refer to section 2.3.	NA	<b>NA</b>
		Participation of Frontex and FRA in the development of EASO training modules on Fundamental Rights, International Protection in the EU and Trafficking in Human Beings. Participation of EASO and Frontex in briefing sessions for deployed experts in Greece.	ONGOING	<b>CEPOL EASO FRA FRONTEX</b>
		Development of EASO/Frontex video for border guards on Access to Asylum Procedures.	ONGOING	<b>EASO FRONTEX</b>
		Development of FRA/Frontex video for border guards deployed in hotspots to raise awareness on child protection issues.	ONGOING  DONE	<b>FRA FRONTEX</b>

	Field of the Action	Detail of the Action / Reference	State of play	Agencies involved
		Participation of EASO in training courses for law enforcement agents and border guards organised by CEPOL and Frontex.		
		Development of EMCDDA/CEPOL training programme on drugs in Europe for senior law enforcement officers and strategic analysts: the EU Drug market: Strategic Analysis.	ONGOING	CEPOL EMCDDA
		Development of CEPOL/EMCDDA online learning module on synthetic drugs.	ONGOING	CEPOL EMCDDA
		eu-LISA contributed to the training “Technical use of Eurodac – Cyprus” organised by EASO in November 2016 in Cyprus.	DONE	EASO EU-LISA
		eu-LISA provided training facilities for the EASO regional train-the-trainers session on inclusion and evidence assessment in December 2016 in Tallinn.	DONE	
		The European Judicial Training Network (EJTN) participated in the the JHA Agencies training coordination meeting on 14 June at FRA to discuss synergies and future cooperation.	DONE	ALL JHA AGENCIES
4.2	Schengen evaluation	Delivery of and participation in training courses for Schengen evaluators by CEPOL, eu-LISA, Frontex and FRA.	ONGOING	CEPOL EU-LISA FRA FRONTEX
<b>5. Communication activities</b>				
5.1	Communication (external and internal)	Regular contacts between the press offices of FRONTEX, EASO, Europol and Eurojust: <ul style="list-style-type: none"> <li>For example, Europol and Eurojust regularly publish joint/collaborative press releases on operational cases.</li> <li>Frontex and EASO have jointly organised a few press trips to their field operations.</li> </ul>	ONGOING	EASO EUROJUST EUROPOL FRONTEX
		Cooperation and sharing information within the different communication networks under the Heads of Communication and Information Network (crisis communication, online communication, internal communication).	ONGOING	ALL JHA AGENCIES
		Production of subtitles in all EU languages for the corporate JHA Agencies video organised by eu-LISA.	DONE	ALL JHA AGENCIES
		Preparations for the EU Agencies Forum in Brussels (06-07 Dec 2016). The role of JHA Agencies will be discussed during the Justice and Home Affairs Panel.	DONE	ALL JHA AGENCIES

The European Union Agency for Law Enforcement Training (CEPOL)

Executive Director's Staff

**The JHA Training Matrix Report 2015**

<Final>

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## The JHA Training Matrix Report 2015

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## 1. Executive Summary

The Justice and Home Affairs (JHA) Training Matrix (TM) initiated in 2014 within the context of the JHA agencies' contact group functions as a basis for structured exchange of information and coordinated planning in the field of training activities provided by Migration and Home affairs agencies (CEPOL, EASO, EMCDDA, eu-LISA, Europol, FRONTEX) as well as the European Security and Defence College (ESDC).

The role of Justice Affairs agencies as training providers is not separately emphasized in the TM as training is not their main mandate, however the input and the support of Justice Agencies in training provided by Migration and Home Affairs Agencies is significant and remarkable. Justice Agencies contributed to various trainings provided by Migration and Home affairs agencies and are mentioned as supporting stakeholders in the Training Matrix.

The report shows a substantial progress as regards the number of training activities (323) and trained persons (16,308), while the topics covered by the training provided by the Agencies correspond with the priorities of the European Agendas on Migration and Security.

The analysis of the document provides some key insights on the training activities reported and delivered by the agencies. While there is already a wide cooperation among the JHA agencies and most of the training needs are addressed, there is room for enhanced cooperation between agencies, especially in terms of joint activities or activities conducted in partnership with one or more agencies, as well as for a more structured needs analysis. Similarly to the previous year, it is still recommended to improve the JHA TM as a tool that can be used for planning purposes and not only to provide a picture of who does what, and to extend its use to better respond to policy requirements.

## 2. Purpose of the Report

The objective of this report is to facilitate agencies' cooperation, by:

- Providing a general overview of the agencies' training activities in 2015, to facilitate cooperation in the areas of common interest;
- Identifying areas of complementarity between the agencies;
- Serving as a source of information for gap identification between the EU policies and the JHA agencies' training activities, with the aim to further align agencies' training activities to policy requirements.

## 3. Background

The main purpose of the JHA TM is to enhance awareness and coordination of EU training measures by the EU law enforcement agencies.

CEPOL initiated with the JHA partner agencies the establishment of the Training Matrix in January 2014, as a first step towards the implementation of a European Law Enforcement Training Scheme in line with the Communication of the European Commission<sup>16</sup>. In addition to the JHA agencies, the European Security and Defence College (ESDC) was also asked to provide their input, in order to provide a comprehensive overview of the JHA related training.

The process of the Training Matrix has been supported by the JHA Contact Group under the umbrella of the European Asylum Support Office (EASO) holding the chairmanship of the JHA contact group in 2014. The document has been incorporated in the JHA Scorecard that year. CEPOL distributed the first document to the training experts meeting of the JHA network in April 2014. Based on the remarks and recommendations received from the agencies, the Training Matrix was improved and kept up-to-date throughout 2014. For example, e-learning modules were added to the matrix, as well as various webinars. A first analysis was conducted by CEPOL in June 2014, which resulted in preliminary conclusions and recommendations. The Training Matrix was uploaded on the CEPOL website in August 2014, with a purpose of easing its update process. Read and write access was granted to the relevant staff of the agencies.

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<sup>16</sup> COM(2013) 172 final.

Various talks took place between CEPOL and the agencies. It was agreed that the document would need to be modified to take into account the specificities of the training provided by the agencies (e.g. FRONTEX, EASO etc.). CEPOL introduced its vision to develop the Training Matrix into a training planning, reporting, and management tool. Such vision has been shared with the partner agencies and will need to be discussed and found by common accord of all involved training providers to further fine tune the document for future use. In 2015, reflections continued between CEPOL and the fellow agencies on how to meet the expectations and comply with the ambitions in this respect.

According to the CEPOL Five-year (2011-2015) Evaluation Report Implementation Action Plan, in order to ensure greater synergies and coherence among the EU training suppliers, the JHA Training Matrix should be utilised as a coordinated planning tool. In order to reach this goal, the planned actions indicate that the use of the JHA Training Matrix would be enhanced as an online repository of all training planned to be delivered by the JHA agencies and other relevant partners such as the European Judicial Training Network (EJTN) and the European Security and Defence College (ESDC) by December 2017.

In order to ensure transparency, facilitate access to the information, data collection and management, as well to make the tool more user friendly and keep it up-to-date it was decided to develop an online tool granting involved agencies direct access to it. The development of the online tool started in autumn 2015, the first concept was presented in October 2015 during the third JHA network expert group meeting under the eu-LISA's chairmanship. In December 2015 the beta version of the JHA online TM was demonstrated to the JHA agencies, recommendations for improvement gathered and forwarded to the developer. Proposals were taken on-board and enhancements possible within the remits of existing technical specification were introduced. With the support of the JHA agencies and the ESDC the tool was tested in the early beginning of 2016 and successfully launched after the final fine-tuning and fixing the encountered minor technical bugs.

Heads of the JHA Agencies in November 2015 agreed that the Training Matrix, accompanied by an annual report, is functioning as a solid basis for structured exchange of information and coordinated planning providing a detailed overview of the existing training products. The first JHA TM Report reflecting the outcomes of the year 2014 was presented jointly by eu-LISA and FRA to the Standing Committee on operational cooperation on internal security (COSI) on 16 December 2015.

The Council of the European Union on 10 March 2016 adopting the Council conclusions on migrant smuggling invited the relevant EU agencies (in particular Europol, Eurojust, Frontex, FRA, CEPOL and EASO) to enhance inter-agency cooperation focusing mainly on the synergy of activities of all agencies involved and on information exchange, through the use of the EU Contact Group of Agencies on migrant smuggling. In March 2016 the Contact group of EU agencies on migrant smuggling set up by the Commission stated that the focus and the efforts should be invested in the mapping of the existing training on countering migrant smuggling at the EU level, via the JHA Training Matrix.

Recently more requests for mapping of training activities or/and training needs gap analysis in different operational areas (e.g. firearms trafficking, forensics) have been incorporated in various Council Conclusions, thus paving a way to a solid and more structured use of Training Matrix.

In the end of February, beginning of March 2016, CEPOL sent out official letters to the Heads of the JHA agencies, as well ESDC, EJTN and DG HOME introducing the online tool, inviting to nominate users and to contribute. Requested user rights were granted in the following months and first contributions were provided.

The details of the contribution by EJTN have not been finalised yet. Nevertheless CEPOL initiated negotiations with the EJTN with regard to conclusion of a Working arrangement between two organisations, where among others JHA TM is covered as one of the negotiation subjects.

As for the evolution of the tool, although this does not cover the reporting period, it should be noted that in 2016, an upgrade of the TM has been initiated and is ongoing in order to allow bulk upload (importation) of training activities, as a respond to the demands of the agencies being the users of the Matrix. Once finalised, this should bring along an even more increased use of the Matrix.

#### 4. Analysis and Main Findings

This analysis shows that the Training Matrix enhances the understanding of partner agencies' actions and helps identification of internal security, border and asylum management and Common Security and Defence Policy (CSDP) training needs and gaps.

All JHA agencies and ESDC were invited to contribute to the JHA TM. The table 1. shows the split of 316<sup>17</sup> training activities reported as offered by Migration and Home Affairs Agencies, as well as by the ESDC, which have been listed in the 2015 JHA TM, including residential (in-presence) as well as online/e-learning (distance learning) activities and exchanges<sup>18</sup>.

Compared to the data of the previous year (i.e. 2014), the number of training activities shows stability (316 compared to 319). CEPOL and Europol substantially increased their activities (184 compared to 148 and 30 compared to 20 in 2014 respectively). There are no significant changes as for the other agencies with one major exception: ESDC reported only 1 training activity in 2015, compared to the 41 in the previous year. This figure itself explains the minimal decrease in the total number of training activities. Eurojust, EIGE and FRA did not create entries of (organised) training activities on their own, as training is not their mandate, nevertheless it has to be noted that Eurojust and FRA supported 13 training activities provided by other agencies, according to the data entered in the TM.

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<sup>17</sup> In addition five activities were reported having been cancelled. It is optional to report cancelled activities.

<sup>18</sup> Exchanges allow the trainee to spend a period of time with a counterpart in his/her hosting country, exchanging knowledge and good practices, initiating cooperation projects and fostering deep and long-lasting learning.

**Table 1. Number of training activities 2015**

	Training activities				Total
	Residential		E-learning	Exchange	
CEPOL	92		91 <sup>19</sup>	1 <sup>20</sup>	184
EASO <sup>21</sup>	2	20	n/a	n/a	22
EMCDDA	7		n/a	n/a	7
ESDC	1		n/a	n/a	1
eu-LISA	13		9	n/a	22
Europol	30		n/a	n/a	30
FRONTEX	45		n/a	5	50
<b>TOTAL</b>	<b>190</b>	<b>20</b>	<b>100</b>	<b>6</b>	<b>316</b>

The agencies, in line with their respective mandates and tasks, implement trainings on the widest range of thematic law enforcement fields. While existing training opportunities cover a wide spectrum of priorities, the number of beneficiaries is however limited when compared with the size of potential audiences/target groups<sup>22</sup>.

<sup>19</sup> The figure includes on-line modules and courses.

<sup>20</sup> This figure refers to the European Police Exchange Programme (EPEP) of CEPOL as a single activity and should be read in conjunction with the number of participants under EPEP, i.e. 428 in 2015.

<sup>21</sup> Most of EASO trainings contain a part of online training, followed by a face-to-face training.

<sup>22</sup> E.g. under its new legal mandate, the potential target group of CEPOL became much wider, “**law enforcement officials**” being now identified as the community CEPOL should serve. i.e. ca 1.9 M persons throughout the EU.

A total of 16 362 law enforcement officers and other officials were trained in 2015 by the agencies and ESDC, according to the data reported. Table 2 shows that through residential activities, webinars and e-learning modules and exchanges (the latter two categories being subject to the data collection for the first time). This is a progress compared to 2014, for which 11 866 beneficiaries were reported, which could indicate following:

- Increase in the number of trainings reported through the Matrix;
- Increase in the number of beneficiaries<sup>23</sup> reached by trainings, mainly through the use of on-line platforms. For example, nearly half of those beneficiaries were attending CEPOL webinars, this particular tool gathered the largest audience in the law enforcement community. Whilst online learning cannot be considered as a substitute for in-presence training, it nevertheless shows the capacity to reach much wider audiences than residential activities.

**Table 2. Number of participants of training activities 2015**

	Participants			
	Residential Activities	Webinars	e-Learning modules	Exchanges
CEPOL	3073	6731	2709 <sup>24</sup>	428
EASO	49	n/a	166 <sup>25</sup>	n/a
EMCDDA	216	n/a	n/a	n/a
ESDC	30	n/a	n/a	n/a
eu-LISA	335	258	n/a	n/a
EUROPOL	1014	n/a	n/a	n/a
FRONTEX	1155	n/a	n/a	198
<b>TOTAL</b>	<b>5872</b>	<b>6989</b>	<b>2875</b>	<b>626</b>

<sup>23</sup> Increase is even more impressive, taking into account the drastic decrease of the data reported by ESDC (30 participants compared to 1 409 in the 2014).

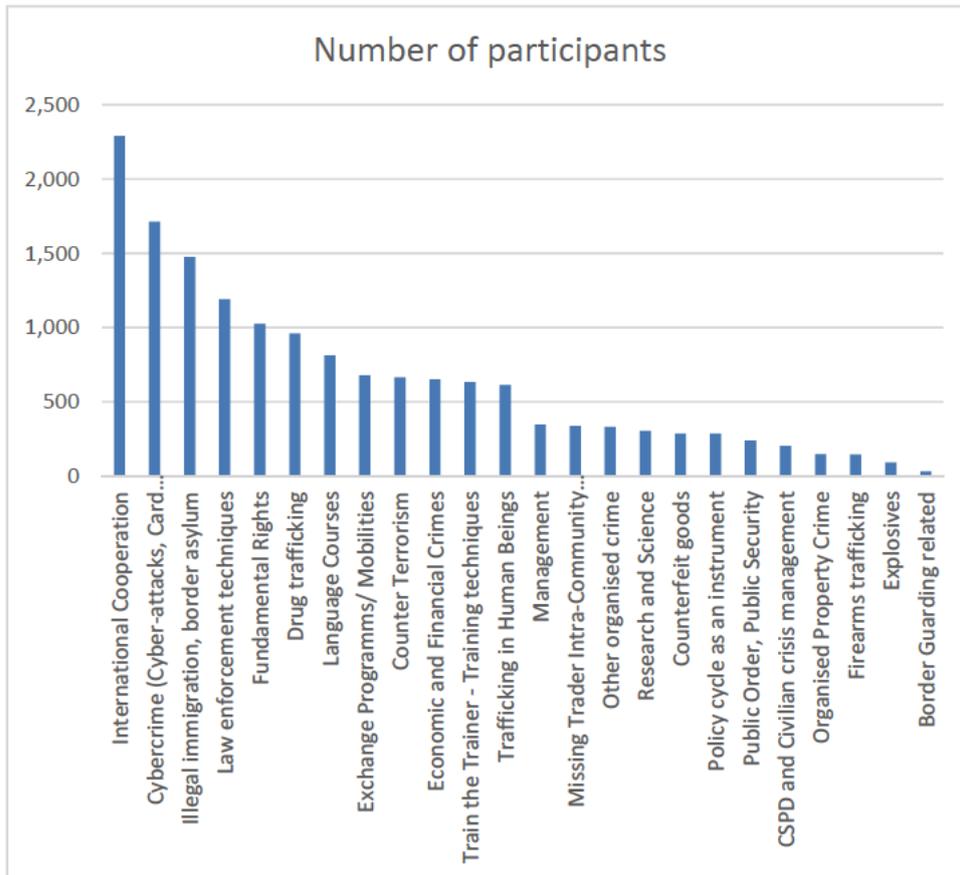
<sup>24</sup> Additional 51 participants attended an on-line course.

<sup>25</sup> EASO e-learning modules contain face-to-face sessions as well.

The range of topics is wide; priority is given to the most prominent security issues in the EU.

**Figure 1.**

**Training activities' participants by topic**



International cooperation, cybercrime, irregular migration/border/asylum are the topics which are most widely addressed in terms of participants. CEPOL, EASO, and FRONTEX are the biggest providers of those activities. The CSDP training figures are also important showing the combined role of ESDC and CEPOL. Besides law enforcement techniques, the main priorities of EMPACT (European Multidisciplinary Platform against Criminal Threats) are also addressed. However, with regard to the importance of topics such as counterterrorism or arms trafficking (firearms being one of the Policy Cycle priorities), the number of trained officers continue to show some room for improvement.

Figures related to inter-agency cooperation on training also give important indications. There are in fact already many training activities involving two or more JHA agencies. CEPOL has partner agencies collaborating in 71 activities. The main partner agency is Europol, with which they partnered on 50 activities. For remaining activities, other agencies were involved based on their mandates. Besides CEPOL, FRONTEX involved JHA partners in 6 activities (total number of activities: 50), EASO – 4 (total number of activities: 22), EMCDDA - in 1 activity (total number 7 activities) and ESDC- 1 (total number of activities: 1).<sup>26</sup>

## 5. Conclusions and Recommendations

Data shows that the use of the JHA TM has improved among the participating agencies.

The Training Matrix also was considered to be a useful tool for structured exchange of information and coordinated planning in training and knowledge exchange between JHA agencies by the external evaluators of CEPOL stating that the possible overlaps more likely will be (better) addressed through operational cooperation and tools such as the JHA Training Matrix.

Taking into account the above mentioned the following has been recommended:

1. Continue promoting the use of the JHA Training Matrix and raise awareness of it among the staff of the JHA Agencies.
2. Agree on the scope of future development of the JHA Training Matrix, such as coming to a more accurate and shared definition of target audiences and thematic training areas, so to facilitate better planning.
3. Use the JHA Training Matrix as a point of reference for annual programming as a training planning, reporting and management tool to exploit possibilities for joint actions where possible, avoid duplication, and design new training activities.<sup>27</sup>

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<sup>26</sup> The number of reported joint activities is thus 83, compared to 115 in 2014. This decrease may be explicable by the decrease of entries by ESDC.

<sup>27</sup> In this context, the outcome of the future Strategic Training Needs Analysis (STNA) and annual analyses (as envisaged in the principles underpinning the LETS) should also be taken into account to ensure a more efficient use of resources, and reduce overlaps or duplication. The sharing of results of training needs assessments conducted by the JHA agencies may be beneficial in this respect, too.

4. As an immediate task for 2017, a common understanding and practice should be developed how to use the TM as a planning tool, requiring harmonization of the timeframe of planning aligned with the SPDs. Early coordination and division of labor are needed in order to avoid duplication of efforts and making more efforts for complementarity. In future, feasibility should be discussed to put the training results in perspective of resources allocated to it.
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