



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 10 January 2014**

**16713/2/13  
REV 2 EXT 1**

**JAI 1047  
COSI 134  
ENFOPOL 372  
CRIMORG 140  
ENFOCUSTOM 167  
PESC 1408  
RELEX 1049  
JAIEX 100  
GENVAL 71  
FRONT 178  
COMIX 629**

**PARTIAL DECLASSIFICATION**

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of document: 16713/2/13 REV 2 RESTREINT UE/EU RESTRICTED  
dated: 12 December 2013  
new status: Public

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Subject: Draft Operational Action Plan 2014 related to the EU crime priority A:  
"Illegal immigration"

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Delegations will find attached the partially declassified version of the above-mentioned document.

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**ANNEX**

**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 12 December 2013**

**16713/2/13  
REV 2 EXT 1 (10.01.2014)**

**JAI 1047  
COSI 134  
ENFOPOL 372  
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**NOTE**

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From : Presidency  
To : Delegations

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No. prev. doc. : 13495/1/13 REV 1, 11292/4/13 REV 4

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Subject : Draft Operational Action Plan 2014 related to the EU crime priority A:  
"Illegal immigration"

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Delegations will find in annex the revised Draft Operational Action Plan 2014 regarding the EU crime priority A: "Illegal immigration", developed under the overall responsibility of IT as the driver for this OAP, to be agreed by COSI. This revision is based on the outcome of the discussions in the COSI Support Group on 9 December 2013 and the written comments received.

## DRAFT

**Operational Action Plan****Illegal Immigration****1. Aim**

This Operational Action Plan (OAP) has been created within the framework of the EU Policy Cycle for organised and serious international crime<sup>1</sup>. This OAP corresponds to the following priority:

**"To disrupt OCGs involved in facilitation of illegal immigration operating in the source countries, at the main entry points to the EU on the main routes and, where evidence based, on alternative channels. To reduce Organised Crime Groups' (OCGs) abuse of legal channels for migration including the use of fraudulent documents as a means of facilitating illegal immigration".**

This OAP contains a breakdown of all the operational actions that will be carried out during the year 2014 as the way to reach the various strategic goals chosen during the "MASP" workshop. It also gives a general overview of the tasks and responsibilities of the Member States and the Agencies involved in the delivery of the plan.

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<sup>1</sup> 15358/10 COSI 69 ENFOPOL 298 CRIMORG 185 ENFOCUSTOM 94

## 2. Context

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

- **NOT DECLASSIFIED**

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

Illegal Immigration, is one of the 9 crime priorities defined in the Council conclusions on setting the EU priorities for the fight against organised crime between 2014 and 2017 in the framework of the EU Policy Cycle<sup>2</sup>.

Other relevant **EU initiative** in this area is the “*EU Action on Migratory Pressures - A Strategic Response*”<sup>3</sup>.

This Operational Action Plan contains several actions that are (partially or totally) addressing elements listed in the mentioned programme.

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<sup>2</sup> 12095/13 JAI 611 COSI 91 ENFOPOL 230 CRIMORG 98 ENFOCUSTOM 118 PESC 843 RELEX 630

<sup>3</sup> 9650/12 MIGR 45 FRONT 67 COSI 25 COMIX 288

Starting from the "EU Action on Migratory Pressures", 3rd biannual preliminary update (16344/13) final version doc. 17382/13, the following links have been identified:

**NOT DECLASSIFIED**

### **3. Structure**

The plan is essentially a coordination overview presenting the general outline of operational activities, rather than the specific detail of each. That detail will be found in the related activity documentation which is referenced within this plan. The activity documentation should include a description of the break down of the activity in “What, When, Where, Who and How” the activity will be carried out.

The Annex to the plan contains a table with all operational activities.

The table will facilitate:

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

## **4. Management & Project Support**

### **4.1. Management**

Overall management responsibility for this OAP lies with the Drivers and Co-Drivers of each crime priority as identified by COSI.

Every individual operational activity of this OAP has a designated leader duly tasked and empowered for this role.

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

The management approach shall be in line with the EMPACT Terms of Reference<sup>4</sup>.

### **4.2. Project support**

In order to allow the Driver to focus on project management (of the common actions), and to reduce the national responsibility for overall EU coordination, Europol shall provide the project support for this OAP in line with the EMPACT Terms of Reference.

### **4.3. Information management**

The Europol Analysis Work File for serious and organised crime [AWF SOC] shall be the primary means by which operational data emanating from the activities within this plan shall be processed.

The Europol Information System may also be used where appropriate as a secure data repository directly accessible by the MS participants in terms of data sharing searches and cross-matching.

AWF SOC is comprised of a series of operational Focal Points dealing with specific crime areas and the FP relevant for this OAP is FP CHECKPOINT.

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<sup>4</sup> 14518/12 COSI 82 ENFOPOL 309

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

The relevant actors of the OAP should ensure that operational data will be forwarded to Europol FP CHECKPOINT for insertion, cross-matching an analysis in this manner. Such contributions should be clearly marked EMPACT Illegal Immigration.

## **5. Methodology**

### 5.1 Planning

**NOT DECLASSIFIED**

The scope of operational activity included in the plan corresponds to the conclusions and recommendations emanating from the specific assessment of the problem which is central to the priority crime area.

When available, the actions should also include administrative measures. Wherever possible, due use will be made of opportunities and processes for a wider inter-agency approach. The MS are invited to integrate actions developed in the plan at the appropriate level into the MS national planning and dedicated resources should be allocated to ensure full support to the common EU approach. Similarly, the Agencies should reflect the actions developed into their yearly work programmes.

The OAP will be validated by COSI, and the tasking responsibilities contained in the plan confirmed. That process has also identified any actions contained in this plan which are related to other plans, and vice versa, and these issues will be included in the agenda of the OAP kick-off meeting in early 2014 and will be managed by the driver in conjunction with the action leaders, participants and Europol, in cooperation with the drivers of the other pertinent OAPs involved.

## 5.2 Implementation

The activity will be implemented according to the breakdown of actions and timescales contained in the activity plan. The Driver will be the authority to execute or delegate the management/leadership of a specific action to the Action Leader, who then has the responsibility for initiating and reporting on each action to the Driver.

In order to enable the 6 monthly monitoring by COSI as foreseen in action 37 of the Policy Cycle, the action leaders will report to the driver and co-driver, and include each MS participant where the action is described as ‘all participating’. This will allow the driver and co-driver to monitor the progress through 2014, acknowledge the successes and identify the challenges. It is expected that learning from this reporting process will influence the OAP’s throughout the policy cycle.

## 5.3 Monitoring and reporting

The templates include the means for recording results. Monitoring and reporting shall be done in line with the regime established by the Commission and using the template provided for the policy cycle reporting.

This regime for on-going monitoring & periodical reporting<sup>5</sup> should include:

- Progress and results within the individual operational activities, including targets and key performance indicators (KPIs) .
- Progress and results within the overall operational action plan, including the measurement of achievement as agreed at the MASPs meetings.
- Cross reporting between different strategic goals/OAP’s as appropriate

## 5.4. Good practices

Experiences within the delivery of the OAP which provide examples of good (and bad) practice will be duly recorded. This will be a responsibility of the Driver to report them to the attention of the EMPACT Support unit and of the National EMPACT Coordinators for wider sharing.

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<sup>5</sup> Including possible reference to resources allocated and their use



**Crime Priority A - Illegal Immigration – OAP 2014 – List of actions**

**NOT DECLASSIFIED FROM THIS POINT UNTIL THE END OF THE DOCUMENT (page 27)**

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