



Brussels, 21 October 2025
(OR. en)

14185/25

GAF 28

'I' ITEM NOTE

From:	General Secretariat of the Council
To:	Permanent Representatives Committee
Subject:	Inter-institutional Exchange of Views pursuant to Article 16 of Regulation (EU, Euratom) No 883/2013: Mandate for the meeting on 3 November 2025

I. BACKGROUND

1. In accordance with Article 16 of Regulation (EU, Euratom) No 883/2013¹ (the OLAF Regulation), as last amended by Regulation 2020/2223², "*the European Parliament, the Council and the Commission shall once a year meet the Director-General for an exchange of views at political level to discuss the Office's policy relating to methods of preventing and combating fraud, corruption or any other illegal activity affecting the financial interests of the Union*".

¹ Regulation (EU, Euratom) No 883/2013 of the European Parliament and of the Council of 11 September 2013 concerning investigations conducted by the European Anti-Fraud Office (OLAF) (OJ L 248, 18.9.2013, p. 1).

² Regulation (EU, Euratom) 2020/2223 of the European Parliament and of the Council of 23 December 2020 amending Regulation (EU, Euratom) No 883/2013, as regards cooperation with the European Public Prosecutor's Office and the effectiveness of the European Anti Fraud Office investigations (OJ L 437, 28.12.2020, p. 49).

2. The representatives of the European Parliament, the Council and the Commission agreed by common accord, as foreseen in the relevant Working Arrangements³, to hold the tenth Inter-institutional Exchange of Views on 3 November 2025. A technical preparatory meeting, as provided for in Recital 41 of the OLAF Regulation, took place on 11 September 2025.
3. Based on a Commission proposal, a draft annotated agenda for the exchange of views was discussed between representatives of the three institutions and agreed subsequently in writing. The draft annotated agenda was presented to the members of the Working Party on Combating Fraud at its meeting on 6 October 2025 and was accepted (see the ANNEX). At the same meeting, the Commission provided and presented an information note on the agenda item (see the Annex to the ANNEX).
4. In line with the provisions of point 3.1 of the practical arrangements for the Inter-institutional Exchange of Views³, this year's meeting will be hosted and chaired by the Council of the European Union.

II. GUIDANCE FOR THE EXCHANGE OF VIEWS

5. Based on the draft annotated agenda presented to the members of the Working Party on Combating Fraud, including the background document, this mandate intends to provide guidance to the delegation representing the Council at the Inter-institutional Exchange of Views, composed of the Danish, Cypriot and Irish representatives.

³ Doc. 14556/16.

6. The lines to take to represent the Council's position on the White Paper for the EU Anti-fraud Architecture (EUAFA) Review are as follows:

- The Council welcomes this reflection, as well as its timely tabling along the process of adoption of the new Multiannual Financial Framework (MFF) and is ready to contribute according to its institutional role.
- The Council finds it important that the EUAFA is effective in protecting the EU's financial interests and that different EU bodies and institutions involved in the EU complement each other.
- A clear delimitation of mandates and responsibilities of all EU bodies and institutions involved in the EUAFA should be a focus point in further steps, with the aim of avoiding duplication and greater efficiency, including in their complementarity, information sharing and coordination of investigations.
- Coordination between the EU level actors and with national authorities, including, in case of OLAF, through the Anti-Fraud Coordination Services (AFCOS), should be a priority in the future anti-fraud landscape. However, consideration shall be given to the different national legal systems.
- In this sense, the Council will closely examine all proposals leading to strengthening governance, such as holding an annual strategic dialogue among the operational EU anti-fraud actors.
- The Council will also examine any measures proposed, including legislative changes, underlining that any such new proposals should be accompanied by a thorough impact assessment and not result in additional administrative burden for national authorities.

III. CONCLUSION

7. Against this background, the Permanent Representatives Committee is invited to entrust the mandate set out under point II.6 above to the delegation representing the Council at the Inter-institutional Exchange of Views.
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DRAFT ANNOTATED AGENDA

2025 INTER-INSTITUTIONAL EXCHANGE OF VIEWS on OLAF

3 November 2025, 13.00-15.00

Welcome by the Chair (DK Presidency) and adoption of the agenda (5 minutes)**Agenda item: Reviewing the EU Anti-Fraud Architecture (110 minutes)**

The discussion will be an occasion for the European Parliament, Council, European Commission, European Court of Auditors as well as Eurojust, Europol, EPPO and OLAF (AMLA participation as observer) to explore preliminary perspectives on the review process of the EU Anti-fraud Architecture along the key areas for reflection identified in the White Paper. The discussion will also examine short-term and longer-term measures envisaged by each EU anti-fraud actor to enhance overall effectiveness of the EU Anti-fraud Architecture and protection of Union financial interests. Specifically, participants are also invited to express a view on the opportunity of holding an annual strategic dialogue on the EU anti-fraud framework among the operational EU anti-fraud actors, to improve coordination and cooperation:

- **Preliminary perspectives on the review process and issues covered in the White Paper**
- **Possible short-term practical measures envisaged by each actor**
- **Views on the opportunity of holding an annual strategic anti-fraud dialogue**
- **Possible longer-term structural measures requiring legislative or regulatory changes identified by each actor to improve efficiency**

Reference document: Information note by OLAF on the review of the EU Anti-fraud Architecture, the White Paper adopted by the College on 16 July 2025¹

- *The Chair will open the Exchange of Views and invite the representatives of the European Court of Auditors, Eurojust, Europol, EPPO, AMLA as an observer (tbc) and OLAF to present their perspective on the agenda item (time each – 7 minutes)*
- *The Chair will invite the Institutions (European Parliament, Council and European Commission) as well as the Supervisory Committee of OLAF to express their views on the agenda item. (total time each – 10 minutes)*
- *The Chair will invite the representatives of the European Court of Auditors, Eurojust, Europol, EPPO, and OLAF to respond to comments made by the Institutions and the Supervisory Committee of OLAF. (time each – 3 minutes)*
- *The Chair will conclude the agenda item (5 minutes).*

¹ COM(2025) 546 final.

Information note for the Inter-institutional Exchange of Views

3 November 2025, 13:00-15:00

Agenda Item: Reviewing the EU Anti-Fraud Architecture

The Commission published a White Paper for the Review of the EU Anti-fraud Architecture (AFA) on 16 July 2025 outlining the need to strengthen the protection of EU revenue and expenditure by criminal and administrative means¹.

The objective of the review is to improve and streamline cooperation between all the AFA actors, address challenges and bridge existing gaps, while making the best use of their respective capabilities. The review will explore how to create a more integrated system and optimise use of resources while leveraging on new technologies and looking at the complementary of functions of the actors.

In a context of ever-evolving operational environment, including translational fraud, growing organised crime in fraud schemes, use by fraudsters of advanced technologies like artificial intelligence, of encrypted communication and crypto currencies as well as rise of the amounts at risk of fraud and irregularities require all EU and national anti-fraud actors to intensify their cooperation. This holds for all stages of budgetary protection: **effective prevention, detection, investigation, prosecution as well as precautionary measures and recovery of funds to the Union budget.**

The White Paper underlines a **crucial role and continuous engagement of all AFA actors**. It complements the Commission's proposal for the next multi-annual financial framework. The conclusions of ongoing evaluations will feed into the AFA review. In turn, the results of the holistic AFA review will feed back into any legislative follow-up to these sectoral evaluations. The Commission will produce a Communication by the end of 2026 with the results of the review, which could be accompanied by the necessary legislative proposals.

The White Paper identifies **five key areas of focus for the review**, such as the pooling of expertise, proper and timely exchange of quality data, more systematic reporting, sharing and analysis of data, complementarity, mutual support to investigations at national and EU level and leveraging new technologies. Moreover, the AFA review is expected to lead to a better governance of the EU's framework for protection of the EU budget against fraud and other irregularities. The efficiency of the recovery process is at the core of the review.

Ultimately, the objective is to maintain public trust in the protection of the EU budget project by clearly and jointly presenting practices, roles, and results to citizens.

¹ COM(2025) 546 final.

At the exchange of views, all the participants are invited to **present preliminary perspectives and ideas for the review process** of the EU Anti-fraud Architecture along the lines set out in the White Paper, notably focusing on replying to the questions raised therein. Participants are encouraged to reflect on both short-term practical measures and longer-term structural measures requiring legislative or regulatory changes, to enhance the EU Anti-fraud Architecture. Specifically, to strengthen governance of the architecture, participants are also invited to express a view on the opportunity of holding an annual strategic dialogue on the EU anti-fraud framework among the operational EU anti-fraud actors, to improve coordination and cooperation.
