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NOTE	
from:	General Secretariat
to:	delegations
Subject:	Conclusions of the 6th Annual meeting of the National Experts on Joint
	Investigation Teams (2-3 December 2010, the Hague)

Delegations will find in the Annex a report and conclusions from the 6th Annual meeting of the National Experts on Joint Investigation Teams held on 2 and 3 December 2010 in the Hague.

Sixth Meeting of National Experts on Joint Investigation Teams *The Hague, 02 - 03 December 2010* Report

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contact point in his/her country and available 24/7, excellent	
networker and involved at early stage of investigation with	
police and judicial authorities, aware how to make full use of	
EU organisations	
- Answer JIT related legal questions and must have the know-	
how (substance of national, EU and other EU Member States	
Law), be proactive and strives to establish a data warehouse to	
gather and disseminate information and best practices,	
evaluation results, JIT agreements (etc), link with national	
practitioners and source of reliable information	
- Responsible for awareness-raising/marketing, by, for	
instance, reporting success storties, reporting in newsletters,	
setting up national trainings, etc; promotes JITs, attends	
internal evaluation and final debriefing of JITs of his/her	
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- Need to be familiar with all funding schemes	
- Funding procedures need to be less bureaucratic and in line	
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- Awareness raising to be done by Eurojust and Europol on	
funding	
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- Need to implement findings of 5 th JIT expert meeting	
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of an expert platform	
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police/judicial co-operation and the objectives of supporting	
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 > Training - Training for seconded members may be helpful if considered pragmatically as to length, duration and intensity and tailored to individual case. 7. Report on the first JIT Funding Project and outline of the second JIT Funding Project > Ouctome of the First Funding project: 34 applications, 13 JITs funded, total budget €316 473 > Presentation and best practices for applying for funding at Eurojust under the Second Funding Project starting on 01 October 2010 with an envelope of €2 272 800 8. Update on progress in the establishment of the Secretariat of the Network for Joint Investigation Teams at Eurojust > JIT Secretariat Coordinator to start in the first quarter of 2011 9. JITs with Third Countries > Legal framework for Third Countries to participate in EU JITs > Legal framework needed to create International JITs > Practical example encountered in Eurojust > International Instruments available and ratification status:
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9. JITs with Third Countries → see p. 13-14 > Legal framework for Third Countries to participate in EU JITs → see p. 13-14 > Legal framework needed to create International JITs > Practical example encountered in Eurojust
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International Instruments available and ratification status:
Second Additional Protocol of 08 November 2001 of the
European Convention on Mutual Assistance in Criminal matters
of 20 April 2000, UN Convention against Transnational
Organized Crime of 15 November 2000 and Agreement on
Mutual Legal Assistance between the EU and the USA of 25
June 2003.
Alternatives to International JITs: mirror investigations and
General cooperation agreements with neighbouring countries.
10. Reflections on future trends in JITs \rightarrow see p. 14
Importance of awareness-raising and increase of practitioner's
confidence which could lead to the formation of more JITs, for a
longer duration and wider participation from Member States.

INTRODUCTION

The sixth meeting of National Experts on Joint Investigation Teams (JITs), jointly organised by Eurojust and Europol, was held at Europol's premises in The Hague, the Netherlands, on 02 and 03 December 2010.

The meeting was attended by experts and practitioners from 22 Member States and by representatives of the Commission, the General Secretariat of the Council, Europol and Eurojust. On the first day of the seminar, the plenary session included 8 presentations on a variety of topics ranging from support given to JITs to the presentations of the practicalities of several national systems in setting up JITs, and 2 workshops. On the second day, the results of the workshops' discussions were presented in the final plenary session, which also included 4 further presentations. The seminar closed with general conclusions.

OPENING OF THE SEMINAR

The meeting was opened by representatives of Europol and Eurojust, who welcomed the participants and introduced the work of both Europol and Eurojust in relation to JITs. A representative of Europol presented the main changes that occurred since the last meeting, in December 2009, and focused on Europol's new strategy as on 1 January 2010, Europol became a fully-fledged agency of the European Union. This strategy ensures that Europol develops key capabilities and delivers a unique set of operational services for the European Union in three ways: (1) as a criminal information hub with unique information management capabilities, which will enable a concentration of EU criminal data in one centre; (2) as a support centre for law enforcement operations and as a centre for law enforcement expertise, e.g. by pioneering new techniques, and strengthening the position of a platform for specialist areas such as terrorism and euro counterfeiting; and (3) by developing a new European High Tech Crime Centre. Furthermore, Europol continuously assesses its services to ensure that the operational needs of the Member States are captured, understood and met.

A representative of Eurojust underlined the fact that the number of JITs set up in the European Union seems to be increasing but that the gathering of accurate statistics has proven to be quite difficult. He introduced the funding possibilities available through the Commission programme and, in particular, through the Eurojust funding projects. Indeed, 34 applications for funding were received under the First Project, and more are expected, as the Second Eurojust Funding Project has a budget of over €2 million to help finance JITs. He also announced that the Secretariat for the Network of National Experts on JITs will be located within Eurojust, according to the revised Eurojust Decision, and will be operational at the beginning of 2011.

PRESENTATIONS AND WORKSHOPS

3.1 Europol's newly available support to JITs

A representative of Europol presented the new Europol strategy and its objectives.

Europol wants to become the principal support centre for law enforcement in Europe by effectively delivering a unique set of operational support services, by providing enhanced co-ordination of operational actions in the European Union and by developing more effective co-operation with external partners. Furthermore, Europol is to be seen as the EU criminal information hub, leading to the further development of a European Criminal Intelligence Model (ECIM), which will improve its analysis and information management capabilities. Lastly, Europol strives to become a EU centre for law enforcement expertise by developing new techniques to prevent and combat serious international crime and terrorism, by strengthening its position as a platform for specialist areas and by acquiring and giving quality training in key law enforcement techniques.

A representative of Europol made a presentation on the new organisational structure of Europol and particularly the objectives of the operational centre, designed to support regional needs. These objectives consist of support of Member State operations with a single point of entry for checking information against all data systems and the follow-up of operational information, and the availability of the operational command, co-ordination and support centre on a 24/7 basis to support cross-border operations. The operational centre also serves a coordinating role: it is a monitoring centre for the implementation of operational actions based on the prioritised threats and needs of the Member States, capable of identifying threats at an early stage and offering real time reports and support.

3.2 JITs in the Western Balkan region; activities of DCAF Ljubljana; Bulgaria and Romania in a European Commission-financed project.

A representative of Europol presented the JIT training programme for prosecutors and investigators in the South East European Region (SEE), in which both Europol and Eurojust participated.

The Police Cooperation Convention for Southeast Europe (PCC SEE) was signed on 05 May 2006 between Albania, Bosnia Herzegovina, Bulgaria, former Yugoslav Republic of Macedonia, Moldova, Montenegro, Romania and Serbia and entered into force on 25 September 2008. This Convention adopts the Schengen standards in the SEE and provides for strategic and judicial police collaboration. The Geneva Centre for the Democratic Control of Armed Forces (DCAF) hosts the Secretariat for the PCC SEE . Its objective is to support SEE countries in their reforms of police, border police and justice and to foster cross-border co-operation. The DCAF, with Bulgaria and Romania, established trainings for legal practitioners to improve, on the one hand, skills and knowledge related to cross-border co-operation, and, on the other hand, mutual trust between judicial and police authorities, and to encourage the creation of a JIT network of police and legal authorities in the SEE.

3.3 Experiences with JITs

3.3.1 Belgium

A representative of the Federal Prosecutor's Office and National Expert on JITs for Belgium, presented the applicable Belgian Normative Framework for JITs. The Federal Prosecutor's Office plays a central role in the establishment of JITs with Belgium. For example, only the Federal Prosecutor can address a request to foreign authorities to set up a JIT, either in his own name or on the request of a local public prosecutor or investigating judge. Furthermore, only the Federal Prosecutor can approve the request concerning the establishment of a JIT from Eurojust or a competent foreign authority. During the past five years, Belgium signed 16 protocols establishing JITs in cases of difficult and demanding inquiries, where there was a need for co-ordinated and common action in several EU Member States. To date, Belgium has only concluded bilateral JITs with neighbouring coutnries (Netherlands and France). These JITs were set up on the initiative of the police services, discussed with the local public prosecutor, the investigating judge and the Federal Public Prosecutor's Office. There were 12 JITs established in matters of serious or organised crime and 4 in cases of terrorism. He further elaborated on the use of the JIT Model Agreement, which proved useful, and detailed an example of successful co-operation between the Netherlands and Belgium.

3.3.2 France

A representative of the French Ministry of Justice dealing with the fight against organised crime, terrorism and money laundering, presented in detail the framework for setting up a JIT in France, the difficulties and successes, and provided the participants with examples and statistics.

France transposed the European provisions on JITs into national criminal legislation in 2004 and concluded, to date, a total of 30 JITs, 11 of which concern terrorism cases. Other cases concern organised crimes such as drug trafficking, traffic of human beings for prostitution purposes, financial and economic crimes, or organised thefts. Of the 30 cases, 5 cases went to court, where the establishment of JITs was not questioned, thus providing a validation of the tool.

Furthermore, to facilitate the setting up of JITs, France concluded framework protocols with Slovenia, the Netherlands, Belgium, Bulgaria, Spain, Germany and Romania, and is currently negotiating with Cyprus. However, the absence of protocols does not preclude the setting up of a JIT with another concerned country.

To date, France has concluded 14 JITs with Spain (one also involving Sweden), 10 with Belgium, 2 with Romania, 1 with the Netherlands and 1 with Bulgaria. The representative described several successful JITs, one of which was supported by Europol and Eurojust, and ended his presentation by outlining occasional challenges, such as the difficulty encountered in defining the object of the JIT, and the lack of knowledge of the applicable procedure by the seconded members of the JIT.

3.3.3 The Netherlands

Representatives of the Central Investigation and Information Unit of the Dutch Royal *Marechaussee*, presented the work of their institution and the work of the said JIT.

They reported that the main benefits in establishing a JIT are the possibility to gather evidence on a broader basis and the possibility to exchange information more effectively. The JIT eliminates the need to formalise ways of obtaining necessary information and strengthens mutual trust between the Member States, who learn from each other through collaboration. Nonetheless, some challenges remain, such as language differences, synchronisation of divergent approaches, differences in legislation and competences and securing JIT operating funding.

3.3.4 Spain

A Spanish examining judge presented the Spanish perspective on JITs. The importance of Eurojust and Europol were underlined and JITs were described as an indispensable tool. Spain, due to its geographical position, is involved in numerous JITs, for which the investigating judge is responsible but must be authorized by the Ministry of Justice.

He then presented a JIT, in which a fluid and effective system of communication has been established within the team with the support of equipment provided by Eurojust, which enabled the JIT to carry out measures within two hours of their requests. Furthermore, many co-ordination meetings were held in the framework of this JIT, in which JIT members decided on many important and sometimes divergent procedural issues.

3.4 Experience with European Commission-funded JITs; first feedback on the evaluation of the European Commission for the first funding obtained

A representative of the Metropolitan Police New Scotland Yard, presented the successes of a JIT, which received substantive funding from the European Commission for the operation of the said JIT.

3.5 Funding for JITs: European Commission funding programmes, deadlines and procedures

A representative of the European Commission presented the ISEC Programme "Prevention of and fight against Crime", under which JITs can apply for funding, and provided examples of unsuccessful applications.

The ISEC Programme had a 2010 budget of €109 million. The programme's main objective is to increase security of citizens by preventing and combating terrorism and crime. Its basic act is the framework programme "Security and Safeguarding Liberties", adopted by Council Decision on 12 February 2007.

The programme is intended for law enforcement agencies, other public and/or private bodies, actors and institutions, including local, regional and national authorities, social partners, universities, statistical offices, non-governmental organisations, public-private partnerships and relevant international bodies. Access to the programme is open to bodies and organisations with legal personality established in the Member States. Bodies and organisations that are profit-oriented shall have access to grants only in conjunction with non-profit- oriented or state organisations. Third countries and international organisations may participate as partners but are not permitted to submit applications for transnational projects.

The Prevention of and Fight against Crime annual work programme for 2011, which was still to be adopted, has a total budget of €109 million. He explained that this financing is slated for transnational projects (i.e. in at least 2 Member States, or in one EU Member State and one candidate country). However, national projects are also eligible if they can be defined as starter measures, if they are complementary to transnational projects, if they contribute to developing innovative methods at EU level and if the development of such methods and technologies is to be transferred to other Member States. The projects that will be granted ISEC funding for 2011 will be co-financed, have a maximum duration of 36 months and require a minimum amount of €100 000. He then detailed the main costs covered: staff, travel, equipment, translation/interpretation and meetings.

The award criteria for ISEC funding is compliance with the priority areas and relevant EU strategic documents and/or action plans, quality of the proposed action regarding its conception, organisation, presentation, methodology, expertise, expected results and strategy for dissemination, value for money, impact of the expected results on the general objectives of the programme and European added value.

All information and deadlines for submitting an application can be found at <u>http://ec.europa.eu/home-affairs/funding/isec.funding_isec_en.htm</u>.

3.6 Workshops

The participants were divided into two workshops:

- Workshop 1, "Profile requirements for the successful JIT expert at national level, identifying role and mission"
- Workshop 2, "Solution-oriented discussion on main commonly encountered issues during setting up, running and conclusion of JITs, as identified by practitioners"

Workshop 1

After a summary of the findings on the role and mission of previous meetings of national experts on JITs by the Chair, the participants proceeded to a *tour de table* to share their experiences and expectations of their roles, the Eurojust JIT Funding Project, the Secretariat and their needs.

Discussions were centred on four main themes and the findings are detailed below.

- The role of the JIT expert:

Experts recognised themselves in the following description of their daily activities:

The JIT expert possesses expertise and extensive practical experience in JITs, is the central contact point for JITs in his/her country and is available 24/7. Furthermore, s/he is an excellent networker/ involved at an early stage of investigation with police and judicial authorities, and is aware of how to make full use of the expertise available at Eurojust, Europol, the EJN and from JIT experts in other Member States.

The JIT expert is able to answer legal questions concerning the establishment of JITs in his/her own country and must have the know-how (substance of national, EU and other EU Member States' laws) and be able to provide national guidelines on how to set up a JIT. S/he is proactive and strives to establish a data warehouse to gather and disseminate information on best practices, evaluation results, JIT agreements and all other aspects of JITs in his/her Member State. S/he is the link with national practitioners and is able to provide reliable information.

S/he is responsible for awareness-raising/marketing, by, for instance, reporting success stories, reporting in newsletters, setting up national trainings, etc. S/he promotes JITs in particular with neighbouring countries but considers going further and, finally, the JIT expert is to attend internal evaluation and final debriefing of the JITs established in his/her Member State.

- Funding possibilities:

The JIT experts agree that they are to be familiar with the funding schemes of the European Commission and Eurojust (full range of funding possibilities versus support for limited number of activities), that the funding procedure needs to be less bureaucratic and more in line with practitioners' needs for swift solutions, and that Eurojust and Europol are to support awarenessraising about different funding possibilities.

- Priorities for the Secretariat:

The JIT experts recognised the need to implement the findings of the 5th JIT expert meeting, giving priority to making the Secretariat a centre of excellence on court decisions and outcomes of JITs, maintaining a directory of JIT experts and becoming fully aware of funding issues. Furthermore, the Secretariat shall collect best practices, training and awareness material identified by JIT experts at national level for JIT experts in other Member States and shall establish an expert platform, with the support of Europol, for direct exchange of non-personal information.

- The needs of the JIT experts to perform their duties:

The JIT experts emphasized that they must be in a position where they can actively identify cases in which JITs would be appropriate, with the support of Europol and Eurojust. Furthermore, they identified the need to receive support in the organisation of regional awareness-raising meetings regarding JITs and JIT funding from Europol/Eurojust/CEPOL/EJN. Lastly, they identified the need to get the national budgetary and manpower support necessary to perform their roles.

In concluding the workshop, the participants recognised the need to engage the JIT expert in the earliest possible stage, to receive advice from Eurojust and Europol and to organise more training sessions and awareness-raising and marketing seminars. They also identified the need for earlier and easier access to funding and to work with and develop the work of the Secretariat and its expert platform.

Workshop 2

The Chair of the workshop presented the results of the mini-survey designed to identify commonly encountered issues, which had been submitted in advance of the annual meeting. A significant amount of replies were received, although it must be stressed that the survey may not be representative. The overall conclusions should be seen as a snapshot rather than an authoritative overview applicable across the Member States.

The main two aspects of the outcome of the survey are that:

- No insurmountable or overarching problems were identified by the respondents in the setting-up, running and conclusion of JITs. A large majority of the respondents reported encountering no major impediments in the application of the JIT concept as a tool of international police and judicial co-operation; and
- The same number of respondents were satisfied with the outcome of the JIT, would set up a JIT again, both in principle and in the specific case, would recommend the use of a JIT to colleagues, and promoted their use in general.

Discussions were centred on four main themes and the findings are detailed below.

- The JIT Agreement and the Operational Action Plan (OAP):

While not all participants were convinced that all parts of the Model Agreement suited direct use, they recognised that the Model Agreement can be used as a checklist to confirm that no point is omitted. In addition, the JIT experts felt that each country should decide whether to attach the Operational Action Plan to their JIT Agreement.

The formal aspects of the setting up of a JIT, such as the drafting of the agreement, as well as the application for funding, could be dealt with by experts, thus allowing the practitioners to focus on operational activities. The benefits of each Member State developing such expertise at a national level were considered.

- Funding and support possibilities:

The funding application process would be facilitated by the early involvement of Europol and Eurojust, especially in the pre-JIT stages, both for assistance in the drafting of the JIT Agreement and assistance in the application for funding – directly from Eurojust or from the European Commission.

Participants acknowledged that JITs are costly. Expenditures for travel, equipment, translation, interpretation and meeting facilities are the major potential expenses.

The procedures to apply for JIT funding, including the duration of the process, at the European Commission were found cumbersome and not appropriate to international police/judicial cooperation and the objectives of supporting individual operational JITs. An adjustment of the procedural aspects specifically for JITs, taking into account the need for flexibility, quick provision/evaluation of application is desired. Likewise, Europol and Eurojust should consider continuing improving their role in facilitating applying for these funds.

Delegates mentioned they would welcome an extension of the range of available support, such as purchase of specific law enforcement equipment.

The JIT experts agreed that awareness of the funds available and the related application procedures should be enhanced, both at European as well as national level. Consideration could be given by the national authorities to focus and develop funding application expertise.

- Communication amongst JIT members:

Communication issues amongst members of a JIT are solved pragmatically, and usually involve the choice of one common language. An ad-hoc and economic approach to translation is generally taken.

- Training:

Training/briefing for seconded members may be helpful, if considered pragmatically as to length, duration and intensity being tailored to the individual case, ranging from a mini-briefing to a proper training.

3.7 Report on the first JIT Funding Project and outline of the second JIT Funding Project

A representative of Eurojust presented the outcomes of the first JIT Funding Project and provided the participants with an outline of the second JIT Funding Project, including details on what Eurojust is able to fund and how to apply.

The first JIT Funding Project was granted a budget of 316 473. A total of 34 applications were received under the first JIT Funding Project and Eurojust funded 13 different JITs (as some JITs applied several times). The second JIT Funding Project, which was launched on 01 October 2010 and which will end on 30 September 2013, has a budget of 22 272 800 and helps finance travel, accommodation, translation and interpretation costs. In addition to financial assistance, mobile phones, laptops, mobile scanners and printers are available for loan. All the details on this project are available on <u>http://www.eurojust.europa.eu/jit_funding.htm</u>.

3.8 Update on progress in the establishment of the Secretariat of the Network for Joint Investigation Teams at Eurojust

The co-ordinator for the Secretariat of the Network for Joint Investigation Teams should start in the first quarter of 2011 and, until then, the Legal Service of Eurojust will continue to ensure all of its tasks. The delegates were asked to verify the accuracy of the list of contact points that had been distributed and to notify Eurojust of any necessary adjustments.

3.9 JITs with third countries

A representative of Eurojust, presented the conditions for JITs with third countries, either as participants in an "EU JIT" or as full members of an "International JIT", as well as the possible alternatives to such JITs.

The participation of third countries in an "EU JIT" is provided for in the MLA Convention 2000 and the Framework Decision on JITs, to the extent permitted by the concerned Member States in a legal instrument. Such participation needs to be regulated within the JIT Agreement.

Eurojust once contemplated the possibility of an international JIT, but the Member State involved did not have a general framework agreement on the establishment of JITs with the third country in question; therefore, parliamentary approval would have been needed. The third country did not have any legislation in place regarding the setting up of JITs. Furthermore, should Eurojust have been involved, a co-operation agreement would need to have been signed to exchange operational information via Eurojust; and, finally, Europol did not have an operational agreement with this third country.

The Second Additional Protocol of 08 November 2001 of the European Convention on Mutual Assistance in Criminal Matters of 20 April 1959 and the UN Convention against Transnational Organized Crime of 15 November 2000 and their ratification status, as well as the Agreement on mutual legal assistance between the European Union and the USA of 25 June 2003, which entered into force on 01 February 2010, were presented.

To be able to set up a JIT with a third country, a legal basis must exist. This legal basis can take the form of a bilateral or a multilateral agreement or an international instrument ratified by all relevant parties or legislation must exist.

When no legal basis for setting up JITs exists, mirror investigations are seen as a good alternative. Another option is to establish a JIT between EU Member States and have a working relationship with third countries via MLA requests. Lastly, some countries have general co-operation agreements with neighbouring countries. Such an agreement was presented to the audience.

3.10 Reflections on future trends in JITs

A representative of Europol presented future trends in JITs, stressing the importance of awarenessraising and the increase of practitioners' confidence, which should lead to the formation of more JITs, for a longer duration and with wider participation from the Member States.

3.11 Conclusions and closing remarks

A representative of Eurojust presented the conclusions of the Sixth Annual Meeting of National Experts for JITs by summarising the discussions of both days. She also thanked the participants. The meeting was closed by representatives of Eurojust and Europol who thanked the participants and speakers for the fruitful discussions and interventions and encouraged the delegates to make use of the opportunities offered by both organisations.
