



ADMINISTRATIVE ARRANGEMENT BETWEEN DG HOME & DG JRC

TERMS OF REFERENCE

The cooperation between DG HOME and the JRC in the field of open sources information has started in 2007 with the signature of a first Administrative Arrangement in the field of Open Sources Intelligence (OSINT).

By taking stock of the growing use of the Internet by criminal and terrorist groups, the Commission recognises the need to support and enhancing Law Enforcement capacity in the use of OSINT as an important component of the overall strategy to fight terrorism and criminal organisations.

Based on the significant experience developed by the JRC in the advanced searching and internet content analysis, the primary objective of this first arrangement² has been the transference of these research techniques to operational usage in Member States by facilitating the setting up of an OSINT users' community, encouraging awareness and exchange of best practices.

The main deliverable within the first Administrative Arrangement has been the development of the OSINT Suite software which is a tool supporting several phases of the intelligence gathering process by finding, acquiring and analysing data from the Internet. The OSINT Suite tool, which is free of charge³ for Law Enforcement organisations, has been largely appreciated by law enforcement authorities and different license arrangements have been signed with Law Enforcement Authorities in Member States.

The increasing demand manifested by OSINT users to continue being supported by the Commission in enhancing their OSINT capacity has ended up with the signature of a second arrangement signed in October 2011 for a period of two years.

While continuing the development of the OSINT Suite tool, the establishment of an online OSINT field handbook⁴, the ongoing arrangement foresees two further major components, namely a) the possibility for Member States authorities to be supported by the JRC in the initial setting up of the EML⁵, severer, including the necessary training support, b) Support to the recently established DG HOME STAR "Strategic Analysis and Response" capability by the European Union / Belguim, Ministry of Interior - Police / Slovenia, Police Headquarters CT Office / Cyprus of Interior - Police National / France, Federal Judicial Police Gendarmerie / The Netherlands, Federal Tax Administration / The Netherlands, VSE / Belgium

² Adminstrative Arrangement to sign a License Agreement with the JRC.
³ On condition to sign a License Agreement with the JRC.
⁴ Federal Police / Belgium, Bio Security Copenhagen / Denmark, Bio Security of Interior / Austria, Ministry of Interior - Police National / France, Federal Judicial Police Gendarmerie / The Netherlands, Federal Tax Administration / The Netherlands, VSE / Belgium
⁵ Describing best practices in the use of OSINT for law enforcement purpose.
⁶ European Media Monitoring
⁷ A tailored version of EML (so called ODIN) is currently used by the EU Sitcen

1. INTRODUCTION

1.1. BACKGROUND



version of EMM. This will include the necessary training support.

3.1.1 Support to the use and installation of new & update EMM modules, including “warning” modules when they become available. EMM is constantly evolving and its capabilities will be made available to DG HOME

3.1 Support to DG HOME "strategic analysis and response" capability

3. CONTENTS

The aim of the current Administrative Arrangement is to Support the DG HOME in the maintenance, use and further development of the EMM tool.

2. PURPOSE

The new Administrative Arrangement between DG HOME and JRC will support DG HOME open sources gathering and analysis capability through the installation, maintenance, use and further development of both EMM and the OSINT suite. The JRC will also make available the necessary expertise to allow a fully autonomous use of these tools.

Supporting tools such as EMM (European Media Monitoring) and the OSINT Suite will support the new capability both in its analysis and crisis management dimensions. The recently established STAR capability will measure its success in its capacity to support police development and becoming a credible strategic analysis provider. Achieving such a objective will necessarily require, among others, supporting gathering information/analytical tools.

The capacity of finding, extrapolating and analysing open sources information is an essential component of the new "strategic assessment and response" capability (A4). This requires the transfer of the research techniques developed by JRC to operational usage in DG HOME.

The „strategic analysis and response” capability is currently established in Unit A, „knowledge hub for migration and security”. This is established capability, which holds a key role in developing a risk assessment process related to security threats as well as a critical management capacity in DG HOME, operates in DG HOME’s Secure Zone which is a security facility accredited for the handling, processing and storing of EU classified information up to SECRET EU.

1.2. Way forward: support to DG HOME Open Sources Information gathering and analysis capacity.

3.1.3 Supporting DG HOME in the initial installation and use of the OSINT Suite in DG HOME secure zone. That includes the necessary training support and clarification of technical, security and operational aspects of the deployment.

3.1.4 Support to DG HOME in the production of open sources daily products.

3.1.5 Setting up of a DG HOME "crisis management portal" to support DG HOME Duty Function capacity in the management of crisis within DG HOME policy area. That includes access to technologies hosted at JRC/Ispra site to enable mapping/visualisation of events.

3.1.6 Support to DG HOME in the management and integration in EMM of commercial open sources providers

3.1.7 DG HOME will provide the required Intra-muros resources, allocated under the Secure Zone ISF-P Annual Work Program budget. Working on a full time basis to help on the implementation of the current Administrative Arrangement. These consultants will have a suitable level of experience in open source intelligence and its analysis, combined with the IT experience needed in order to analyse the requirements for the system and to specify and implement the changes needed to customise it as required, for example through the definition of specific EMM categories. This level of experience would correspond, for example, to the relevant profile specified in the ESP-DESIS III framework contract managed by DIGIT

These staffs are needed to ensure a smooth implementation and transfer of the necessary knowledge to DG HOME operational staff to discard any operational risk and to facilitate a common understanding of the operation of the concerned systems.

4. INFORMATION TO BE PRESENTED IN THE OFFER

The JRC is required to present a detailed action plan describing how it wants to achieve the delivery of the services within the contractual timeframe.

The offer will present in a structured way:

- An understanding of the purpose of the services and the nature of the tasks to be undertaken. Details should be given on a preliminary assessment of the difficulties and expected results.
- The proposed work packages to deliver the outlined services and deliverables
- The proposed team organisation and structure which will be put in place to achieve the expected results.
- Detailed costs break down for the work packages (price) and presenting the respective roles and workload of all the profiles needed to support implementation of these systems.





The JRC shall submit a draft final report, including a financial report with detailed effective arrangements, costs per work package, within 14 months from the date on which the Administered Arrangement is signed, and present it to DG HOME in a meeting. This report shall also describe the work accomplished and the results obtained when carrying out the contract.

5.4. Final report

- An executive summary consisting of a succinct (typically less than three main body text pages) to update on the activities carried out
- A progress report indicating main difficulties encountered and results obtained
- An update of the work plan for the remaining period
- Annexes listing documentary information gathered, relevant contacts made, meetings held.
- DG HOME shall comment on the interim report within twenty days of reception. The JRC shall submit updated documents within fourteen days of receiving DG HOME's comments.

The JRC shall submit a draft interim report to DG HOME within 9 months from the date on which the execution of the tasks under the present Administrative Arrangement begins and present it to DG HOME in a meeting.

5.3. Second Interim report

- An executive summary consisting of a succinct (typically less than three main body text pages) to update on the activities carried out
- A progress report indicating main difficulties encountered and results obtained
- An update of the work plan for the remaining period
- Annexes listing documentary information gathered, relevant contacts made, meetings held.
- The draft interim report shall be provided in paper and electronically. DG HOME shall comment on the interim report within twenty days of reception. The JRC shall submit updated documents within fourteen days of receiving DG HOME's comments.

The JRC shall submit a draft interim report to DG HOME within seven months from the date on which the execution of the tasks under the present Administrative Arrangement begins and present it to DG HOME in a meeting.

5.2. First Interim report

- The draft inception report shall include a detailed project plan for the first six months, the composition of the team of experts and a description of the planned activities. A revised document, based on the discussions in the kick-off meeting, shall be delivered within two weeks after the meeting.

The JRC shall submit a draft inception report two weeks after the execution of the tasks under the present Administrative Arrangement begins.

5.1. Inception report

The JRC shall be required to submit the following reports, in English:

5. REPORTS AND DOCUMENTS TO BE SUBMITTED

DG HOME shall have **twenty five days** from receipt to approve or reject the report, and the JRC shall have **fourteen days** in which to submit additional information or a new report.

The final report shall be approved by DG HOME in writing, and in any case will deemed to have been accepted if DG HOME does not communicate any comments to the JRC within forty five days of the date of receipt of the study.

6. DURATION OF THE CONTRACT

The duration of the administrative arrangement shall be **15 months**.

7. WORK CONDITIONS

7.1. Place of work

The work shall be carried out on the premises of the JRC (Ispra) and DG HOME (Brussels)

7.2. Missions

The JRC may need to carry out missions in order to obtain information necessary for carrying out activities foreseen in the Administrative Arrangement. Steering meetings with DG HOME will in principle be held in Brussels. The cost of such missions shall be integrated in the overall costs of the study.

7.3. Workshops

When justified, networking activities such as workshops in order to reinforce the exchange of information with external experts or stakeholders may be organised. The JRC will invite DG HOME to such activities and will report specifically on the results. The costs of such workshops should be integrated in the financial proposal.

7.4. Confidentiality and security clearances

The JRC shall ensure that members of the team, who might have access to classified information for the purpose of the actions to be carried out, have valid and appropriate security clearances.

7.5. Meetings with DG HOME

The JRC may be requested, and should be prepared, to attend a kick-off meeting at DG HOME's premises in Brussels. At least two additional meetings in Brussels should be foreseen for the discussion of both the draft interim reports and the draft final report.



8. MAXIMUM BUDGET

The maximum amount available for presenting the study is 260.000 Euro.

The budget is indicated in line with the principle of sound financial management, and the principles of economy and value for money shall prevail.

While setting the travel budget, the JRC is invited to take into account the requirements and the geographical coverage needed.

The financial proposal should be split per group of tasks, differentiating for each task human resources costs, infrastructure costs, administrative costs, meetings and missions costs. These costs should be all inclusive over the duration of current AA 15 months.



Technical Annex To Administrative Arrangement between DG JRC & DG HOME

This technical annex describes the work to be carried out by DG JRC under the Administrative Arrangement between DG JRC and DG HOME concerning the support to the use of EMM in the secure zone and to the activities related to the OSINT Suite and its community.

1 Introduction and Background

Open Source Intelligence (OSINT) is playing an increasingly crucial role in the overall process of intelligence gathering.

A "Strategic Analysis and Response" capability (STAR) has been established within DG HOME Unit A4 "knowledge hub for migration and Security". This capability holds a key role in developing a risk assessment process as well as a crisis management capacity in DG HOME. To perform this task, both classified and open source material will be gathered for analysis and evaluation. The gathering, processing and analysis of the open source material are the main subject of this Technical Annex.

Although the material gathered is non-classified and predominantly originating from 'open sources', the collated material and any added information may subsequently be considered classified. For this reason, STAR operates in DG HOME's secure zone.

To support this work, tools are needed to collect, analyse and process information from open sources and to create information products that can be used by the analysts.

The Joint Research Centre (JRC) has developed considerable experience in advanced open source text mining and analysis for Open Source Intelligence (OSINT). Most notably it has developed two media monitoring systems that facilitate the work of OSINT analysts. The first tool is the Europe Media Monitor (EMM Server) which is a server based suite of applications used to perform almost real-time media monitoring and data analysis. It has already been adopted by EU Institutions and some Member States' law enforcement authorities. The second tool, called EMM OSINT Suite, is a tool which can be installed directly on the desktop computer of OSINT analyst and serves as a baseline tool to be used in law enforcement.

1.1 Purpose of the Services

The aim of the current Administrative Arrangement is to support DG HOME's open source monitoring, harvesting and analysis capability based in the DG HOME secure zone. This includes the maintenance, use and further development of the customised version of EMM established in DG HOME's secure zone.

Customised versions of both EMM software and OSINT Suite have been supplied to DG HOME under previous Administrative Arrangements. JRC will maintain this software, provide and install upgrades to the latest versions, and install enhancements and new modules when available.





- Further languages for automatic translation
- Latest MyNews user customisable web interface presenting tailored selection of news topics.

New functionality will most likely include:

- Support for the integration of third party open source providers (on request)
- Training of DG HOME staff in new functionality
- Installation of new functional modules
- Into the EMM system
- Support for the definition and refinement of categories and the integration of further sources system (including Newsdesk, NewsBrief, Category Editor) and the EMM OSINT Suite
- Helpdesk support via email and / or bug tracking software for issues found with the EMM
- Remote installation of updates to EMM and Windows software.
- Remote technical support to operations and maintenance of EMM system.

The following support activities are needed:

both EMM server software as well as the stand-alone desktop tool kit EMM OSINT Suite. This supports both activities of the EMM system with new functionality. This comprises the installation of patches as well as the upgrade of the system with new functionality. This comprises the installation of undertakes tasks to keep the software tools operational and updated. The JRC undertakes the secure zone. The JRC capability. The software is used fully automatically by DG HOME within the secure zone. The JRC under a previous A the software developed by the JRC has been installed to support the STAR

2.1.1 Description

2.1 WP1 Maintaining JRC Tools for STAR

The work to be carried out has been divided into several work packages (WPs). Some of these work packages result in a clear deliverable; others describe a more continuous support activity for the duration of the AA, especially the work carried out by support team at the JRC premises and the continuation of the EMM core system itself. The different activities are limited by the allocated resources for time and effort of each work package.

New modules, especially related to social media monitoring and event detection and extraction will be installed when they become available. The support will also include regular updates to the system.

The approach through which DG HOME will provide remote access to the JRC will be agreed. JRC would prefer RDP over a VPN, but is open to other solutions as long as they provide full remote desktop access to the servers

- Support for template creation
- Support for source management
- Software upgrades
- Remote problem solving (fixing configuration, restarting as needed)
- Daily monitoring of EMM software
- Helpdesk (email support, problem tracking)

Using remote access facilities provided by DG HOME, the JRC will provide the following remote support activities to the EMM software installed in the secure zone:

- Improved event metadata extraction.
- Integration of social media monitoring components

This work package does not include the purchase of the necessary hardware capacity to run and upgrade the system. The necessary hardware will be provided by DG HOME. Nevertheless, this work package includes the recommendations and advice on how to update, replace or complete the IT architecture and infrastructure to run efficiently the all EMM software packages.

2.1.2 Deliverables

- EMM Software Tools for STAR kept operational (Technical support, online documentation, helpdesk)
- Support for definition and refinement of categories and new sources
- Installation of new modules including training
- (on request) integration of third party open source providers

2.1.3 Time and Effort

- 3 PM¹ Internal Staff
- 3 PM consultant
- 1 Mission to Brussels

2.2 WP2: Workshops Open Source and Social Media Information

2.2.1 Description

In the past years, DG HOME and the JRC have established a community of OSINT practitioners from MS law enforcement authorities and EU institutions. This community gathers yearly for a workshop to exchange best practices and to train practically the use of open source tools such as JRC's OSINT tools which DG HOME and the JRC share with MS authorities.

In recent years, the use of open source social media information has emerged as an important field of interest for European Institutions and MS authorities.

The JRC is tasked to organise at least two workshops for EU institutions and MS law enforcement authorities with the following intentions:

- Exchange best practices in the use of open sources between MS and EU institutions
- Train in the use of OSINT tools, such as JRC's EMM tools
- Gather requirements and analyse existing gaps in the use of social media information by EU institutions and MS authorities
- Foster networking of MS and EU practitioners in the OSINT field

DG HOME and the JRC will decide on the following points regarding the organisation of these workshops:

- Invited participants (MS authorities, EU institutions)
- Date, location and duration of the events
- Format (presentations, hands-on exercises) and topics covered

¹ The allocated staff resources are measured in Person Month (PM).





- 3 Missions to MS authorities for training purposes
- 8 PM internal staff

- Modularisation of software and new functions (esp. for social media)
- Bug fixing and feature releases
- Information web site and material
- Trainings with existing and prospective users

The integration of social media functionality shall be done based on requirements gathered with users of the software (see 2.2) and be coordinated with social media functionality of EMM Server.

- Add functions to exploit open source information from social media
- o Achieve synergies with other tools, such as EMM Server applications
- o Allow integration of functions into tool chains of MS and EU authorities
- o Improve agility to respond to new requirements faster
- Modularise and open functional components
- Keep documentation updated and relevant
- Maintain operational status of core functions

In order to exploit the full potential of the software the following tasks are planned:

A prior usage evaluation has shown that training is crucial for further dissemination and application of the software in MS authorities. Trainings with existing and new OSINT Suite users have proven to be very effective because immediate user feedback is gathered, and the software can be customised to the needs of the user. These trainings may be at JRC's premises as well as on-site with MS authorities.

enforcement authorities.

The EMM OSINT Suite toolkit is in use by several law enforcement authorities to exploit open source information. However, further dissemination is needed to bring the software to users in law

2.3 WP3 Disseminate and Enhance EMM OSINT Suite

- Workshop costs (expert expenses, venue, catering, etc.)

- Document summarising results of workshop
- Provide supporting online event web site
- Organise two workshops for MS authorities and EU institutions

2.4 WP4 (optional) Improve Social Media Monitoring capabilities of STAR

2.4.1 Description

On request by DG HOME the EMM system for STAR will be extended to improve monitoring of social media. The requirements gathered in WP2 shall be used to define the exact scope of the improvements.

Improvements may take into consideration the following aspects for Twitter and Facebook:

1. Monitoring tweets related to categories in use by STAR, collating and identifying the most active Twitter users and most commonly tweeted URLs
2. Investigating attitudes towards relevant policy topics (e.g. migration), and related trends, through analysis of related narratives
3. Monitoring of Facebook is done through the public search API, to identify and categorise posts and comments relevant to STAR categories (e.g. migration).

The improvements in social media monitoring need to be coordinated with category improvements, such as planned for WP1.

2.4.2 Deliverables

- Functional improvements to monitor social media sites
- Training of STAR staff in the use of the new functions

2.4.3 Time and Effort

- 10 PM Consultant

2.5 WP5 Management and Reporting

2.5.1 Description

JRC will coordinate the various tasks within this Administrative Arrangement to ensure that the work is completed as planned and deliverables are provided on time.

2.5.2 Deliverables

The JRC shall be required to submit the following reports, in English:

2.5.2.1 Inception report

The JRC shall submit a draft inception report two weeks after the execution of the tasks under the present Administrative Arrangement begins (KO – Kick Off).

The draft inception report shall include a detailed project plan for the first six months, the composition of the team of experts – with a focus on the external services - and a description of the planned activities. A revised document, based on the discussions in the kick-off meeting, shall be delivered within two weeks after the meeting.

2.5.2.2 Interim report

The JRC shall submit a draft interim report to DG HOME within six months from the date on which the execution of the tasks under the present Administrative Arrangement begins and present it to DG HOME in a meeting.

This document shall consist of:



4.4 Confidentiality and security clearances

The JRC shall ensure that members of the team and external service providers, who might have access to classified information for the purpose of the actions to be carried out, have valid and appropriate security clearances.

4.5 Meetings with DG HOME

The JRC may be requested, and should be prepared, to attend a kick-off meeting at DG HOME's premises in Brussels. At least two additional meetings in Brussels should be foreseen for the discussion of both the draft interim reports and the draft final report.

5 Risks and dependencies

A risk exists with respect to the required security clearance for the consultants. The consultants should have a security clearance. Early identification of potential consultants and request for clearance is therefore necessary to provide the requested services in case of any replacement to be managed over the AA duration or any further extension.





The EMM Senior Expert, [REDACTED] will provide support

The project leader will be [REDACTED] he will be responsible for overall coordination.

The team is composed of JRC staff (officials) and external consultants. The JRC ensures that all members of the team have the appropriate security clearances required for the tasks allocated to them.

7 Team Organisation

WP	Ref	Description	Due Date
1	D 1.1	EMM Base system for STAR kept operational (Technical Support, Online documentation, Helpdesk)	Duration of AA
1.2	D 1.2	Support for definition and refinement of categories and sources and third party open source providers	Duration of AA
1.3	D 1.3	Installation of new modules including training	After availability
2	D 2.1	Organise two workshops for MS authorities and EU institutions	Duration of AA
2.2	D 2.2	Provide supporting online event web site	Duration of AA
2.3	D 2.3	Document summarising results of workshop	After workshop + 1 month
3	D 3.1	Trainings with existing and prospective users	Duration of AA
3.2	D 3.2	Information web site and material	Duration of AA
3.3	D 3.3	Bug fixing and feature releases	Duration of AA
3.4	D 3.4	Modularisation and new functions (esp. social media)	On request during duration of AA
4	D 4.1	Functional improvements to monitor social media sites	On request during duration of AA
4.2	D 4.2	Training of STAR staff in the use of new functions	On request during duration AA
5	D 5.1	Inception Report	KO + 2 weeks
5.2	D 5.2	First Interim Report	KO + 6 months
5.3	D 5.3	Final Report	KO + 14 months

The team of consultants at JRC includes a range of different profiles, including end user support, helpdesk, user interface design and analysts, complementing the researchers who work on various aspects of computational linguistics such as entity recognition, sentiment analysis etc. The most appropriate combination of these experts is used for the analysis and implementation of the software. The specific contracts for each consultant specify the skills required and refer to the different projects on which that consultant will work, as it would be impractical to make a specific contract for each consultant for every project.

DG HOME will provide required intra-muros resources, working on a full-time basis to support the implementation of the current Administrative Arrangement and particularly in the operational use of EMM in DG HOME.

Their support will focus mainly on:

- Ensuring a smooth implementation of a pre-analytical capability and transfer of necessary knowledge on the use of EMM and related products to DG HOME staff, reducing operational risk and facilitating a common understanding of the systems.
- Development of new categories, refinement of existing categories to fit DG HOME areas of interest and production of open source daily products.
- Internal training and support for consultants from the JRC team.



8 Indicative Budget Breakdown*

WP	Title	Cons PM	Staff PM	Missions Days	Mission Cost	Consultant Staff Cost	Staff Cost	Mission Cost	Specific Credits	Total Cost
WP1	Maintain JRC Tools for STAR	3	3	1	2	30000	21039	2000	0	53039
WP2	Workshops Open Source and Social Media Information		1.5			0	10519.5	0	25000	35519.5
WP3	Disseminate and Enhance EMM OSINT Suite		8	3	6	0	56104	6000	0	62104
WP4 (opt)	Improve Social Media Monitoring of STAR	10	0		100000	0	0	0	0	100000
WP5	Management and Reporting		0.5	2	2	0	3506.5	2000	0	5506.5
		13	13	6	10	130000	91169	10000	25000	256169

Notes

- Consultant costs are calculated using an average of 10000 €/PM, according to the average daily cost of consultants under the current framework contracts.
- Staff costs are calculated using an average of grades tasked with the work packages

* All amounts are overhead included using marginal overhead cost model



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