Council of the
European Union

Brussels, 20 July 2017
(OR. en)

11442/17

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COMIX 549

NOTE

From:	General Secretariat of the Council
To:	Delegations
Subject:	Frontex Annual Activity Report 2016

Delegations will find enclosed the Frontex Annual Activity Report 2016 including the Declaration of Assurance and the Analysis and Assessment by Frontex' Management Board.

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≷ FRONTEX 🔲
EUROPEAN BORDER AND COAST GUARD AGENCY

EN

Mr Jeppe Tranholm-Mikkelsen
Secretary General of the Council of the European Union

Council of the European Union
175, Rue de la Loi/Wetstraat
B -1048 Brussels

Transmission of Frontex' Annual Activity Report 2016 and
the Assessment by Frontex' Management Board

Our ref: CGO/MUU/11914/26.05.2017
Please quote when replying

Warsaw, 30 June 2017

Dear Secretary General,

In accordance with Article 62(2)(i) of the European Border and Coast Guard Regulation and pursuant to Article 47(2) of the Frontex Financial Regulation, I would like to provide you with Frontex' Annual Activity Report 2016 and the assessment by Frontex' Management Board.

Both documents were adopted by Frontex' Management Board on 30 June 2017, Management Board Decision 20/2017.

Yours sincerely,
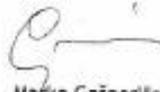
Marko Gašperlin
Chairperson of Frontex' Management Board

Attachments:

1. Frontex' Annual Activity Report 2016 (including the Declaration of Assurance of the Authorising Officer),
2. Assessment of the Management Board of Frontex' Annual Activity Report 2016

FRONTEX
EUROPEAN BORDER AND COAST GUARD AGENCY

MANAGEMENT BOARD DECISION 20/2017
of 30 June 2017

adopting the annual activity report 2016 and its assessment

THE MANAGEMENT BOARD

Having regard to the European Border and Coast Guard Regulation[1], in particular Article 62(2)(i) thereof,

Having regard to the Frontex Financial Regulation[2], in particular Article 47 thereof,

Whereas:

(1)   Each year the Executive Director shall prepare the annual activity report on the Agency's activities and submit it to the Management Board.

(2)   The Management Board shall adopt the annual activity report of the Agency for the previous year and shall assess it.

(3)   The assessment of the annual activity report 2016 was elaborated by the Working Group on Budget and Accounts established by the Management Board.

(4)   No later than 1 July, these documents shall be sent to the European Parliament, to the Council, to the Commission and to the Court of Auditors.

HAS DECIDED AS FOLLOWS:

Article 1
Annual activity report 2016

The annual activity report 2016, as Annex I to this decision, is hereby adopted.

Article 2
Assessment of the annual activity report 2016

The assessment of the annual activity report 2016, as Annex II to this decision, is hereby adopted.

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[1] *Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No 2007/2004 and Council Decision 2005/267/EC (OJ L 251, 16.09. 2016, p. 1).*
[2] *Management Board Decision 1/2014 of 8 January 2014.*

Article 3
Communication

The annual activity report 2016 and its assessment, as referred in Articles 1 and 2, shall be sent by the Management Board to the European Parliament, to the Council, to the Commission and to the Court of Auditors.

Article 4
Entry into force

This decision enters into force on the day following its adoption.

Done by written procedure, 30 June 2017

For the Management Board
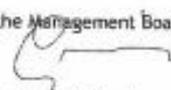
Marko Gašperlin
Chairperson

ANNEX:

Annex I - Annual activity report 2016

Annex II - Assessment of the annual activity report 2016

Annual Activity

Report 2016

21 June 2017

Table of Contents

GLOSSARY

ABC	Automated Border Control
ABS	Air Border Sector
ABN	Annual Bilateral Negotiations
AFIC	African Frontex Intelligence Community
BCP	Border Crossing Point
CA	Contract Agent
CCC	Common Core Curriculum
CEAS	Common European Asylum System
CF	Frontex Consultative Forum on Fundamental Rights
CIRAM	Common Integrated Risk Analysis Model
COSI	EU Council Standing Committee on Internal Security
CPIP	Common Pre-Frontier Intelligence Picture
DCP	Direct Contact Point
DG	Directorate-General
DPO	Data Protection Officer
EASO	European Asylum Support Office
EBCGT	European Border and Coast Guard Teams
ECA	European Court of Auditors
ECGFF	European Coast Guard Functions Forum
ED4BG	European Day for Border Guards
EDF	European Union Document-Fraud
EDPS	European Data Protection Supervisor
EEAS	European External Action Service
EFS	Eurosur Fusion Services
EJMSBM	European Joint Master's in Strategic Border Management
EMPACT	European multidisciplinary platform against criminal threats
EMSA	European Maritime Safety Agency
EPN	European Patrol Network
EQF	European Qualifications Framework
ERA	European Railway Agency
ESP	European Situational Picture
ETIAS	European Travel Information and Authorisation System
EUBAM	European Union Border Assistance Mission to Moldova and Ukraine
Eu-LISA	European Agency for the Operational Management of large-scale IT Systems in the Area of Freedom, Security and Justice
EaP	Eastern Partnership
Europol	European Police Office
EURTF	EU Regional Task Force
EUROSUR	European Surveillance System
FAR	Frontex Application for Return
FASS	Frontex Aerial Surveillance Services
FCOI	Frontex Compatible Operational Image
FOSS	Frontex One-Stop- Shop
FP	Focal Point
FPS	Frontex Positioning System

FRA	European Union Fundamental Rights Agency
FRAN	Frontex Risk Analysis Network
FRO	Fundamental Rights Officer
FRS	Fundamental Rights Strategy
FSC	Frontex Situation Centre
FSO	Frontex Support Officer
GAMM	Global Approach to Migration and Mobility
GIS	Geographic Information System
GO	Guest Officer
HQ	Headquarters
HR	Human Resources
IAC	Internal Audit Capability
IAP	Interoperability Assessment Programme
IAS	Internal Audit Service
ICC	International Coordination Centre
ICMPD	International Centre for Migration Policy Development
ICS	Internal Control Standard
ICT	Information & Communication Technology
IMO	International Maritime Organization
IOM	International Organisation for Migration
IPA	Instrument for Pre-Accession Assistance
IPCR	EU Integrated Political Crisis Response
IRMA	Integrated Return Management Application
JHA	Justice and Home Affairs
JO	Joint Operation
JORA	Joint Operation Reporting Application
JRO	Joint Return Operation
LCC	Local Coordination Centre
LAU	Legal Affairs Unit
LEGNET	Legal Expert Network
MAP	Multi Annual Plan
MARRI	Migration, Asylum, Refugees Regional Initiative
MB	Management Board
MoC	Memorandum of Cooperation
MoU	Memorandum of Understanding
MS	Member States
NCC	National Coordination Centre
NGO	Non-Governmental Organisation
NFPOC	National Frontex Point of Contact
OHCHR	Office of the High Commissioner for Human Rights (United Nations)
OLAF	European Anti-Fraud Office
OMNTE	Overall Minimum Numbers of Technical Equipment
OPERA	Operational Resources Management System
OPLAN	Operational Plan

OPV	Optional Piloted Vehicle
OSCE	Organisation for Security and Cooperation in Europe
PCCCs	Police and Customs Cooperation Centres
PNR	Passenger Name Records
PRAN	Pre-return Activities Network
PP	Pulsar Programme
PPP	Public-private partnership
PRI	Poseidon Rapid Intervention
R&D	Research & Development
RABIT	Rapid Border Intervention Teams
RAU	Risk Analysis Unit
RPAS	Remotely Piloted Aircraft System
SAC	Schengen Associated Country
SAR	Search and Rescue
SBC	Schengen Border Code
SBCLT	Schengen Borders Code eLearning Tool
SIR	Serious Incident Report
SFD	Simplified Frontier Declaration
SGO	Seconded Guest Officer
SIS	Schengen Information System
SLA	Service Level Agreement
SNE	Seconded National Expert
SOP	Standard Operating Procedure
SQF	Sectoral Qualifications Framework
TA	Temporary Agent
TC	Third Country
TCN	Third Country National
TEP	Technical Equipment Pool
THB	Trafficking in Human Beings
TRU	Training Unit
UNHCR	United Nations High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime
VIS	Visa Information System
WG	Working Group

Executive Summary

1. In 2016 Frontex' mandate was boosted with the adoption of the European Border and Coast Guard regulation (EU) 2016/1624. Under the new mandate, the role and activities were significantly expanded (e.g.: rapid reserve pool; return experts' pools; vulnerability assessment; coast guard function etc.); the permanent staff will be more than doubled and the Agency will be able to purchase its own equipment and deploy them in border operations at short notice.

   While the "European Border and Coast Guard Agency" replaces the "European Agency for the Management of

   Operational Cooperation at the External Borders of the Member States of the European Union", it has the

   same legal personality and the same short name: Frontex.

2. The main operational focus of Frontex in 2016 was on the Central and Eastern Mediterranean areas which experienced the most significant migratory pressure. Considerable operational resources were also allocated to the Western Balkan area where migrants that entered the EU in Bulgaria and Greece flowed into (so-called secondary movements).

3. The sea border activities of Frontex were performed under the umbrella of five joint operations - Poseidon, Triton, Hera, Indalo, Minerva as well as rapid intervention - Poseidon. With a difficult situation at the external EU borders, especially in the Central Mediterranean and Eastern Mediterranean regions, 2016 marked big increase in operational activity resulting in interception of high number of migrants (approx.370,000) and consequently high number of persons being thoroughly screened.

   2016 saw also an increased cooperation with other players in the security domain such as the cooperation

   with EU NAVFOR Med Sofia in the margins of joint operation Triton and the NATO in joint operation Poseidon.

4. The land border activities of Frontex were performed under the umbrella of four joint operations – Focal Points Land, Coordination Points, Flexible Operational Activity 2016 (Border Surveillance and Border Checks). The unstable migratory situation in 2016 lead to numerous requests from Member States for increased support at their external land borders. To this end, Frontex coordinated activities supported, among others, the enhancement of the operational activities at the mostly affected Bulgarian - Turkish border with the reinforcement of border surveillance aiming at strengthened control of the migratory flows arriving to the EU.

   Throughout 2016, increased support was provided at the Bulgarian – Serbian and Greek - the Former Yugoslav Republic of Macedonia borders with the aim to control the attempts of migrants for secondary movements towards Serbia. At the same time, Hungarian – Serbian and Croatian-Serbian borders were supported in order to ensure consistency of the enhanced operational activities in the Western Balkans area.

5. Frontex-coordinated joint operations at the international EU airports were performed under the umbrella of six joint operations – Vega Children, Focal Points Air 2016 – Regular Officers, Focal Points Air 2016 Intermediate Managers and Pegasus.

6. In 2016 Frontex assisted 232 Return Operation (+251% comparing with the operation assisted in 2015) returning in total 10,698 people. The budget committed for joint return operations in 2016 was EUR 30,5m. Frontex started supporting Member States in the implementation of national return operations (NROs) even before the new regulation entered into force. Both the wording and the implementation of Art. 9 of the former Frontex regulation called for a more flexible approach in accordance with the EU policy on return. The ED Decision 2016/36 of 23.03.2016 adopted a broader interpretation of JROs, allowing Frontex to support more MS with NROs, not only frontline MS.

   In 2016 Frontex provided a dedicated assistance to specific Member States such as Greece.

7. The new regulation on the European Border and Coast Guard established new elements in the activities related to pooling of resources. Frontex had to address these new needs and integrated them with the old ones.

   The first action was to revise the profiles of experts to be made available for the European Border and Coast Guard Teams. Frontex did it in cooperation with the Member States and the European Commission. As a result, two new profiles were created: dog handler and European coast guard functions officer. Besides, three new expert profiles corresponding to the new tasks in the area of return activities were developed: forced-return monitor, forced-return escort and return specialist. As a consequence, three return pools, consisting of experts corresponding to these profiles were effectively set up.

   Another important development in the area of pooling resources was the establishment of the new mandatory rapid reaction pools for human and technical resources. The new regulation entered into force in October, by December Member States confirmed the availability of expected 1500 experts to be placed at the immediate disposal of Frontex for deployment in case of a rapid intervention.

8. The baseline assessment, the first step of the Common Vulnerability Assessment Methodology, was officially launched in January 2017, enabling the first assessments to be delivered in April 2017.

9. With reference to the extended scope of the mandate on processing of personal data in the EBCG Regulation, Frontex implements new activities on processing of personal data for risk analysis, namely (1) process personal data on terrorists, (2) enable Frontex staff to collect personal data (3) send collected and processed personal data back to the host Member State.

   The PeDRA Pilot exercise was successfully launched and implemented in a succession of Joint Operations in Italy, Spain and Greece, from 2 February 2016 until 31 January 2017. Personal data immediately began to arrive in Frontex, were processed, used for risk analysis and then were transmitted to Europol.

10. Throughout 2016 Frontex has been providing tailored services for the enhanced situational picture at the EU external borders (earth observation, maritime monitoring, and enhanced weather forecast data). Frontex handled more than 90 requests from Member States and other partners for activation of services such as satellite imagery over the Central and Eastern Mediterranean region. These included for example vessel detection services (providing satellite imagery of specific sea areas) and pre-frontier monitoring (providing imagery analysis of pre-frontier areas).

11. In 2016, approximately 110 curriculum designers and trainers from Member States and Schengen Associated Countries were trained in course design and eight Sectoral Qualifications Framework (SQF) trainers were recruited to support the SQF alignment process.

    As a result, some of the Member States have started to review their curricula and align it with Bologna and Copenhagen principles using SQF.

    In 2016, 23 students of the European Joint Master's in Strategic Border Management (EJMSBM) have successfully concluded the taught component of the programme and progressed to the dissertation stage.

12. In 2016 Frontex enhanced cooperation with Interpol, IOM, UNHCR, UNODC, ICMPD and other international actors. This year marked the start of an EU-funded technical assistance project "Regional Support to Protection Sensitive Migration Management in the Western Balkans and Turkey" in the framework of the Instrument for Pre-Accession Assistance (IPA II) and as part of the EU accession processes of the Programme's beneficiary countries: Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Kosovo*, Serbia, Montenegro and Turkey.

13. The Fundamental Rights Officer (FRO) has continued to provide advice and develop new tools serving the purpose of promotion of fundamental rights in border management activities. In line with the new legal framework, the Complaints Mechanism was set up.

14. In 2016, Frontex saw a slight increase in requests for access to documents (63 requests) compared with the year 2015 (60 requests). Applications often contained several and complex sub-requests, amounting often to a request for a very large number of documents. Overall, the Agency was requested to provide access to 725 documents. The most common applications for access related to Serious Incident Reports from Frontex operations. Others included requests for access to Operational Plans, Evaluation Reports and minutes from several meetings held.

15. In 2016, Frontex' initially adopted budget of EUR 254.0 m was amended twice resulting in the final budget of EUR 232.8m. The number of grants issued to co-finance Frontex coordinated operations increased significantly compared with 2015 and 2014: Frontex issued 1741 grants in 2016 compared with 1323 in 2015 (+32%) and 1073 in 2014 (+62%).
Overall, 1167 procurement procedures were carried out in the course of 2016 compared with 1137 in 2015. These procedures were implemented either by launching own tender procedures or using Framework contracts in place concluded by the Agency or by the Commission.

16. In light of the extension of Frontex' mandate and foreseen grow in staff members in the next four years a first ever Human Resources Strategy was developed and adopted. The strategy serves as guidelines for HR management in 2016-2019.

   In 2016, a total of 134 new employees joined Frontex, there were 54 new posts published and eight employees were reassigned to other tasks. At the end of 2016 Frontex reached a total of 365 staff members, out of which 197 temporary agents, 93 contract agents and 75 seconded national experts.

17. During 2016 the audit on "Data Validation and Quality Assurance for the Risk Analysis" was completed. The final report received on 6 September 2016 and subsequently the Action Plan was developed and sent mid October 2016.
The provisional accounts and a reporting package were forwarded to the accounting officer of the Commission and the Court of Auditors on 28 February 2017.

18. In February 2016 Frontex' Management Board endorsed the Annual Evaluation Plan 2016 with the aim to carry out four evaluations during the year. As of mid-2016 the preparation and implementation of the EBCG Regulation required shifts of resources in all parts of the organization, therefore the increased workload allowed to implement only two out of the four initially planned evaluations. ('Evaluation of the monitoring and risk analysis function'; 'Evaluation of Joint Operations and Pilot Projects – Process Design')

19. The 2016 annual review of the internal control system and organisational performance provided reasonable assurance to Frontex management as to the level of compliance with all internal controls, on the correct functioning of the systems in place and on organisational performance.

Introduction

In line with the new European Border and Coast Guard Regulation[1] which entered into force on 6 October 2016, Article 68(3)(d) thereof stipulates that the Executive Director shall <u>prepare</u> each year the **Annual Activity Report** on the Agency's activities and submit it to the Management Board. Article 62(2)(i) of the EBCG Regulation states that the <u>Management Board shall adopt</u> an Annual Activity Report of the Agency for the previous year and forward it, by 1 July at the latest, to the European Parliament, to the Council, to the Commission and to the Court of Auditors.

The first part (Chapter 1 to 3) of the **Annual Activity Report** contains comprehensive, reliable and easily understandable information regarding Frontex' work; it outlines

- developments achieved at policy and Agency level;
- the situation at the external borders in the course of 2016;
- the new and enhanced mandate of the Agency and
- the main activities per Strategic Action Areas during 2016.

It also reports on

- the cooperation with third countries,
- the way how fundamental rights are promoted in the Frontex' coordinated activities, and
- the issue of public access to documents.

Finally, as stated in Article 26 and 28(8) of the EBCG Regulation, it provides a comprehensive comparative analysis of the results of evaluations of core operation activities with a view to enhancing the quality, coherence and effectiveness of future activities.

As stated in Article 47 of the Frontex Financial Regulation[2] the authorising officer shall <u>report</u> to the Management Board on the performance of his duties in a form of an **Annual Activity Report** and <u>submit it for assessment</u>. No later than 1 July each year the report together with its assessment shall be sent by the Management Board to the Court of Auditors, to the Commission, to the European Parliament and the Council.

The second part (Chapter 4 to 6) of the document represents such a main instrument of management accountability and constitutes the basis on which the Executive Director as authorising officer takes his responsibility for the

- management of human and financial resources by reference to the general and specific objectives set in the work programme;
- efficiency and effectiveness of the internal control systems, including an overall assessment of the costs and benefits of controls;
- accounts and the report on budgetary and financial management and
- indication of the results of the operations by reference to the objectives set, risks associated.

The new EBCG Regulation came into effect as of 6 October 2016. The extended and enhance mandate drives the need for revision of the current Mission, Vision and Values of the Agency applied during 2016. Nevertheless, the statements outlined below reflect the former legal framework in place, while a new 'Mission Statement 2025' - currently under development - will reflect essential changes to strategic and conceptual elements of the new mandate.

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[1] Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No 2007/2004 and Council Decision 2005/267/EC (OJ L 251, 16.09. 2016, p. 1).

[2] Management Board Decision No. 01/2014 of 8 January 2014.

Mission

Frontex supports, coordinates and develops European border management in line with the Treaties including the Charter of Fundamental Rights of the EU as well as other international obligations.

Frontex **supports** the Member States[3] (MS) to achieve an efficient, high and uniform level of border control in accordance with the relevant EU Acquis in particular the Schengen Border Code.

Frontex **coordinates** operational and EU measures to jointly respond to exceptional situations at the external borders.

Frontex **develops** capacities at Member States and European level as combined instruments to tackle challenges focusing of migration flows, but also contributing to fight cross border crime and terrorism at the external borders.

Vision

Frontex is the trustworthy European Border Agency, strengthening the European area of Freedom, Security and Justice.

Frontex is supporting the Members States to keep up their responsibilities by providing operational solidarity, especially to those facing disproportionate pressures at their external borders.

Frontex applies the concept of Integrated Border Management with a balanced focus on effective border control and fight against cross border crime. The Agency uses effectively all means including enhanced interagency cooperation and cooperation with Non EU and Third countries to fulfil its remit.

Frontex promotes the European border guard culture with the full respect and promotion of fundamental rights as an integral element. Special focus is applied to the right for asylum and international protection and the principle of non-refoulment.

Frontex builds the capacities and capabilities in the Member States aiming at developing a functioning European System for Border Guards.

Professional staff and a set of operational and administrative capabilities enable Frontex to add value to the European Union.

Frontex is the preferred provider of operational support and expertise on border management to Member States, the Commission and other EU Agencies.

Values

Within a team-work focused framework, enabled by open communication, Frontex' staff members share and live the corporate values. Consequently, they perform their activities in a highly professional way. Humanity links Frontex' activities with the promotion and respect of fundamental rights as unconditional and integral component of effective integrated border management resulting in trust in Frontex.

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3 The term 'Member State' includes the Member States of the European Union and the Schengen Associated Countries

1. DEVELOPMENTS

1.1. The situation at the external borders in 2016

In 2016, a drop in detections reported at the external borders with Turkey and Western Balkan countries led to an overall decrease in detections of illegal border- crossing at EU level. However, with over half a million detections (511 371), the figure is still significantly higher than any yearly total between 2010 (104 060) and 2014 (282 933). This means that the pressure on the external borders of the EU remained exceptionally high in 2016.

The migratory pressure at the EU's external borders with Turkey has been easing since October 2015. An important factor in this regard is the EU-Turkey statement, which came into force in March 2016, in which Turkey agreed to secure its maritime and land borders and accept the return of irregular migrants from Greece. Nevertheless, Greek Hotspots saw several riots last year resulting in injuries and material damage. Similar security problems and overcrowding in Bulgaria reflected persistent tensions in reception facilities and the precarious situation of migrants and refugees.

Never before had detections been so high in the Central Mediterranean area, with 181 459 in 2016, which is 18% more than in 2015. For the third consecutive year, detections in the Central Mediterranean Sea have exceeded 100 000. Irregular migration via Libya is dependent on the services of the smuggling networks. Therefore, any activity that would disrupt or deter these groups could significantly curb the flow of irregular migrants into the EU.

The increasing number of vulnerable persons moving through the Central Mediterranean, in particular Nigerian women, makes it very clear that effective detection of people trafficked for sexual exploitation, forced labour and other purposes remains a major challenge for border authorities.

The establishment of Hotspots in southern Italy helped to considerably improve the registration of new arrivals. However, many arriving migrants were also disembarked outside Hotspot areas, which undermined the uniform application of registration rules.

As in the case of the Central Mediterranean, never before had detections on the Western Mediterranean route been as high as in 2016, with more than 10 000 detections. This is 46% more than in 2015 on the same route, and 21% more than in 2011, the previous record-breaking year. Most migrants were from Africa, which indicates the growing pressure of irregular immigration from this continent towards the EU.

In 2016, more than 7 000 people were detected with fraudulent documents at the EU's external borders. This represents a decrease of about 15% compared with the previous year. However, as in 2015, the number of people detected travelling with fraudulent documents within the EU proved higher than at the external borders (almost 11 000 reported in 2016). In addition to the smuggling of migrants, document fraud emerged as a key criminal activity linked to the migration crisis. Fraudulent documents can be in fact used or re-used for many other criminal or terrorist activities. This will continue to represent a substantial threat to the security of the EU in 2017.

Within the Schengen free-movement area, several EU Member States and Schengen Associated Countries (Germany, Austria, France, Sweden, Denmark and Norway) introduced temporary controls at specific border sections. These controls have been extended until the first months of 2017 amid continued concerns about managing spontaneous flows and repeated terrorist attacks in several Member States.

Even though Turkey accepted a number of irregular migrants from Greece and a greater number of failed asylum applicants were returned to Western Balkan countries, the overall number of effective returns at EU level remained relatively stable in relation to 2015, with 176 223 effective returns reported in 2016 (+0.6%). With regard to returns, the main issue continued to be linked to the difficulties in obtaining travel documents from countries of origin in time.

Overall, there is an underlying threat of terrorism-related travel movements. This is mainly due to the fact that the Syrian conflict has attracted thousands of foreign fighters, including EU citizens, dual-nationality holders and third country nationals.

1.2. Developments at Policy Level

In 2016, Frontex work was significantly shaped by the dynamic European and international policy environment, particularly in the EU area of freedom, security and justice.

The key milestone for the Agency was the swift adoption of the European Border and Coast Guard Regulation[4], reinforcing the mandate of Frontex.

EU Agenda on Migration

Implementation of the European Agenda on migration was at the forefront of the Agency's work, informing policy level discussions and, where relevant, contributing to the implementation of the following initiatives:

- Revised proposal for an Entry-Exit System to facilitate and reinforce border check procedures for non-EU nationals;
- The proposed reform of the Common European Asylum System (CEAS), including Dublin Regulation, European Union Agency for Asylum, Asylum Procedures Regulation, Qualification Regulation, Reception Conditions Directive and EU Resettlement Framework;
- Proposal to adapt and reinforce the Eurodac system, with a view to facilitating returns and helping tackle irregular migration;
- Proposal for a targeted modification to the Schengen Borders Code to make checks on EU citizens against all relevant databases mandatory. Checks on all third country nationals and EU citizens will now be mandatory both when entering and when exiting the EU.

Implementation of the EU Action plan against migrant smuggling (2015-2020), EU action plan on return, and the detailed 'Back to Schengen Roadmap' have provided a framework for the Agency's work in these areas.

European Agenda on Security

Implementation of the effective and sustainable Security Union opened a number of new opportunities for strengthening border security in the EU. Significant efforts have been dedicated to strengthening information sharing, and making the best use of existing tools, systems, and EU Agencies, including Frontex. Key developments include:

- Proposal for the European Travel Information and Authorisation System (ETIAS) to strengthen security checks on visa-free travellers. With ETIAS Central Unit envisaged to be part of Frontex, implementation of the system, once adopted, will require close interagency cooperation, particularly between eu-LISA, Frontex, and Europol;
- The establishment of the High Level Expert Group on Information Systems and Interoperability, with participation of Frontex, Europol, eu-LISA and other EU agencies;
- Adoption of the EU Passenger Name Records (PNR) Directive and subsequent EU PNR implementation plan;
- Proposals to revise the Schengen Information System (SIS), aiming to enhance the ability of the system to fight terrorism and cross-border crime, improve border and migration management and ensure an effective information exchange between Member States.

Key areas of attention have been reinforced by Action Plans adopted in February 2016 on strengthening the fight against terrorist financing, in June on prevention of radicalisation leading to violent extremism, and in December on strengthening the European response to tackle travel document fraud.

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[4] Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 *on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No 2007/2004 and Council Decision 2005/267/EC* (OJ L 251, 16.09. 2016, p. 1)

- In June, the new EU Global Strategy on Foreign and Security Policy outlined a vision for the EU's global role, highlights common ground presents a common way forward.
- Building on the European Agenda on Migration, the Council endorsed the Commission's proposal on the new results-oriented Partnership Framework with third countries, aiming to mobilise and focus EU action and resources in the EU's external work on managing migration. Structured in the form of "compacts", the renewed partnership envisages measures tailored to the situation and needs of each partner country, depending on whether they are a country of origin, transit or a country hosting many displaced persons.
- I mplementation of the EU-Turkey Statement led to substantive decrease of irregular arrivals through the Aegean Sea, and helped to significantly reduce the number of lives lost at sea.
- On the basis of its Global Approach to Migration and Mobility (GAMM), border security continues to be an important element of the EU's dialogue with third countries at bilateral, regional and continental levels. This includes migration policy dialogues through the Khartoum-, Rabat-, Budapest- and Prague Processes, the implementation of the Valletta Joint Action Plan, and other initiatives.
- The UN General Assembly call for global compacts on migration and refugees will lead to extensive consultations on the compacts throughout 2017, including on issues of border control cooperation, addressing migrant smuggling and THB.

1.3. Frontex New Mandate

The establishment of a European Border and Coast Guard, as announced by President Juncker in his State of the Union Speech on 9 September 2015, is part of the measures set out under the European Agenda on Migration to reinforce the management and security of the EU's external borders. The Schengen area without internal borders is only sustainable if the external borders are effectively secured and protected.

On 15 December 2015, the European Commission presented a legislative proposal for the creation of the European Border and Coast Guard, building on existing structures of Frontex, to meet the new challenges and political realities faced by the EU, both as regards migration and internal security. The European Border and Coast Guard was approved by the European Parliament and Council in a record time of just nine months.

While the "European Border and Coast Guard Agency" replaces the "European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union", it has the same legal personality and the same short name: Frontex.

The European Border and Coast Guard helps to manage migration more effectively, improve the internal security of the European Union and safeguard the principle of free movement of persons. The establishment of a European Border and Coast Guard aims at ensuring a strong management of the EU's external borders as a shared responsibility between the Union and its Member States.

Under the new mandate, the role and activities of Frontex were significantly expanded. Frontex' permanent staff will be more than doubled and the Agency will be able to purchase its own equipment and deploy them in border operations at short notice. A rapid reserve pool of at least 1,500 border guards and a technical equipment pool is at the disposal of the Agency – meaning there should no longer be shortages of staff or equipment for Agency rapid interventions. The European Border and Coast Guard will ensure the implementation of Union standards of border management through periodic risk analysis and mandatory vulnerability assessments. The Agency has also been recognized a clear role in the security of the external borders (fight against cross-border crime, terrorism, collection of personal data for the purpose of criminal investigation) and in the development of EU coast guard function. The Agency is tasked with the development of a technical and operational strategy for the European integrated border management. Its role in the management of irregular migration was increased through an extended mandate in the field of return and the possibility to collect personal data for the purpose of migration management.

European Border and Coast Guard Agency
Main Tasks

Risk analysis and vulnerability assessment

The agency collects data on the situation at and beyond Europe's external borders. The data is used to identify trends in irregular migration and patterns in cross-border crime.

NEW The agency conducts annual simulation tests to assess the ability of each EU member state to face challenges at their external borders, and the Executive Director may issue recommendations to the member states.

Operations

The agency deploys border and coast guard officers along with vessels, aircraft, helicopters and other equipment to assist countries requiring support at their borders.

NEW In emergency situations it can quickly deploy border and coast guard officers from the rapid reaction pool of at least 1 500 officers.

Returns

The agency assists the member states in the return of migrants who are ineligible to stay in the EU. The decision as to who should be returned remains the exclusive responsibility of the national authorities of the EU member states.

NEW A pool of monitors, escorts and return specialists will be created. The agency may also play a role in the organisation of voluntary departures.

Situation Monitoring

The agency enables swift data exchange between border authorities of EU member states, the European Commission and other agencies. It provides situation and crisis monitoring, delivering early alerts and updates about the events at the external borders.

NEW To assist in this task, the agency deploys liaison officers to the individual member states.

Coast Guard Functions

NEW The agency supports the cooperation of law enforcement authorities, EU agencies and customs at maritime borders. Vessels and aircraft deployed in its operations also collect and share information relevant to fisheries control, detection of pollution and compliance with maritime regulations.

Cooperation with non-EU countries and international organisations

The agency develops cooperation and signs working arrangements with non-EU countries and international organisations to exchange information about trends in migration and cross-border crime and provides assistance in capacity building.

NEW The agency can carry out operations on the territory of non-EU countries neighbouring at least one participating member state, if it requires assistance due to high migratory pressure.

Combatting cross-border crime

The agency focuses on preventing smuggling, human trafficking and terrorism as well as other forms of cross-border crimes.

NEW The agency shares intelligence gathered at the borders on persons suspected of involvement in criminal activities with national authorities and European agencies.

Research and Innovation

The European Border and Coast Guard Agency facilitates cooperation between border control authorities, research and industry.

NEW The agency assists the member states and the European Commission in identifying key border security technologies and draws up and implements the EU framework programmes for research and innovation activities in the border security area.

Training

The agency develops harmonised curricula and training standards for border guards in all EU countries. It conducts various courses to share knowledge and best practices, including capacity building programmes in non-EU countries.

NEW The agency delivers training on integrated border management and the coast guard functions to border and coast guards across the EU. It also trains experts who will carry out vulnerability assessments.

Respect for fundamental rights

Respect for fundamental rights is at the heart of all activities undertaken by the agency.

NEW Complaint mechanism – Any person who has been directly affected by the actions of staff involved in an activity of the agency can submit a written complaint regarding possible violations of his/her fundamental rights.

2. STRATEGIC ACTION AREAS

2.1. Joint Operations and Pilot Projects

The main operational focus of Frontex in 2016 was on the Central and Eastern Mediterranean areas which experienced the most significant migratory pressure. Considerable operational resources were also allocated to the Western Balkan area where migrants that entered the EU in Bulgaria and Greece flowed into (so called secondary movements).

This phenomenon was a continuation of the migration crisis that started in 2015. Since then there has been a significant increase of resources directed at strengthening Frontex's capacity to carry out joint operations in the areas most affected by large flows of irregular migration.

2016 saw a doubling in the number of guest officers deployed to operational areas (from 2,195 Guest Officers in 2015 to 5,218 Guest Officers in 2016) and a 160% increase in the number of man-days spent on operations (from 107,426 in 2015 to 285,823 in 2016), supported by a further 421 coordinating staff from the host countries who contributed 30,675 man hours to the activities. To add to this, more than double the number of heavy equipment crew members were also deployed (2,944 in 2016 and 1,200 in 2015) performing almost double the number man-days in the operational areas (129,372 in 2016 and 72,000 in 2015).

In 2016 the number of patrolling hours performed by aerial and maritime means were at the similar level as in 2015 – again approximately 81,000 patrolling hours were performed for sea and land border surveillance purposes. There were changes in the type of equipment selected with a shift from smaller items of equipment to larger, and therefore more expensive ones. However, the use of larger equipment enabled larger areas to be patrolled as well as the deployment of equipment with greater range and handling capacity thereby increasing the relative efficiency or the activities. Land means (patrol cars, Thermo-Vision Vans and light equipment such as surveillance cameras and detectors) were deployed for 133,000 operating hours.

The increase in operational activities (including joint operations and return activities) are visible in the budgetary and staff developments of 2016. The budget was increased to 161,562,000 EUR (which is 175% compared to the 92,009,000 EUR allocated in 2015), this represents almost 70% of the overall budget of the Agency for 2016 (232,757,000 EUR). It was accompanied by a 23% increase in the number of Frontex-staff working on joint operations and return activities (from 71 to 88).

2016 was thus a year of significant change, challenges, readjustment and a scaling up of the activities being implemented. At the same time Frontex continued to assist Member States and Schengen Associated Countries (MS/SAC) develop their own capacity and effectiveness in the area of border control through the exchange of good practices, expanding its network of contacts both in the MS/SACs and third countries, as well as learning by example.

In 2016 Frontex developed also a number of new tools for the management of resources and the more precise and extensive reporting of deployment information.

2.1.1. Sea Borders

The sea border activities of Frontex were performed under the umbrella of five joint operations - Poseidon, Triton, Hera, Indalo, Minerva as well as rapid intervention - Poseidon. With a difficult situation at the external EU borders, especially in the Central Mediterranean and Eastern Mediterranean regions, 2016 marked big increase in operational activity resulting in interception of high number of migrants (approx.370,000) and consequently high number of persons being thoroughly screened. 2016 saw also an increased cooperation with other players in the security domain such as the cooperation with EU NAVFOR Med Sofia in the margins of joint operation Triton and the NATO in joint operation Poseidon.

In total, 369 645 migrants were intercepted during the joint maritime operations. With regard to the geographical areas: 178,961 migrants were registered in JO Triton in the Central Mediterranean, and 185,944 migrants arrived to Greece during joint operation Poseidon and rapid intervention Poseidon. It worth to mention that assets co-financed by Frontex in all joint maritime operations have contributed in rescuing 90 517 persons in distress at sea.

The Hotspot concept was also implemented resulting in increased migrant registration, fingerprinting and screening procedures.

During 2016, there were 1020 suspected facilitators apprehended, some EUR 243 m. worth drugs and 14 m. contraband cigarettes seized.

Such a scale of operational and screening activities required deployment of a big number of guest officers and technical equipment items. Deployed experts performed some 290% more operational man-days compared to 2015.

Apart from joint operations in 2016 there were six maritime focal points activated leading to detection of 236 smuggling incidents involving 332 people and one case of drug smuggling. Focal Points Sea was implemented for 182 operational days.

Highlights: Cooperation with Third Countries within Joint Operations

During 2016, in the framework of joint operation Triton, observers from Albania, Moldova, Ukraine and Nigeria have been deployed in the International Coordination Centre (ICC) to improve cooperation.

These deployments have proven to bring concrete operational results as the example of cooperation with Albanian authorities via the observer deployed in the ICC. On 29 June 2016, Frontex co-financed German helicopter detected a fast boat loaded with drugs sailing to the Italian coast. When smugglers realized that they were monitored, they diverted their route heading to the Albanian coast and threw the cargo of drugs at sea while being constantly under monitoring by the helicopter. Albanian observer in the ICC contacted with respective Albanian authorities promptly; a clearance to enter Albanian national airspace was obtained for the German helicopter that allowed to continue the surveillance activity. As a result, two Italian boats of Guardia di Finanza, on duty at Nufronguarfi Durres (Albania), intercepted and stopped the boat. Two Albanian smugglers were arrested and 165 kg of marijuana were recovered from the sea.

Highlights: Poseidon Rapid Intervention and Frontex' role within the hotspots concept in Greece

Based on the request of Greece, the Poseidon Rapid Intervention (PRI) has been launched for a period of five months (January-May 2016) aiming to support the requesting Member State in responding to the urgent and exceptional migration related pressure at the external EU borders within the Eastern Mediterranean region. There were 2256 officers deployed and 83 technical resources (aerial, maritime and terrestrial assets) from 40 different border control authorities of 28 Member States.

During the PRI more than 1 600 incidents of illegal border crossings involving more than 166 000 apprehended irregular migrants were reported. Out of these incidents, more than 900 have turned to Search and Rescue (SAR) cases resulting to almost 48 000 rescued persons.

In light of the EU-Turkish statement, the readmission activity has been incorporated in the frame of PRI as from 28 March 2016. Readmission activity was led by the Greek authorities with the support in human resources and transportations means provided by Frontex. Between end March and end May 2016 (the end of the PRI), 441 persons were readmitted to Turkey through 12 readmission operations. The readmission operations took place from hotspots areas (Lesvos, Chios, Kos, and Samos) to designated Turkish ports. Pakistan (58%), Afghanistan (14%) and Bangladesh (9%) were the top-three countries of origin of the readmitted migrants.

Throughout the 2016 the hotspots concept including the EU Regional Task Force (EURTF) cooperation platform has been developed. In the frame of this concept, five hotspots (Lesvos, Chios, Samos, Kos and Leros) were established, where the EU agencies, such as Frontex, Europol and European Asylum Support Office (EASO), have been working closely at the EURTF and on the respective islands. They were bringing support to the national authorities to cope with the challenging migratory situation in a coordinated manner. The hotspots approach within the Frontex mandate has been incorporated and implemented via the PRI followed by the joint operation Poseidon.

Interagency cooperation, involving European Maritime Safety Agency (EMSA) and European Fisheries Control Agency (EFCA) was enhanced within the umbrella of the Pilot Project "Creation of a European coastguard function". The aim of the project was to enhance cooperation of coast guard functions in the EU, as well as to test practical cooperation among agencies as part of the European Parliament's Priority Actions.

Following this approach operational plans of all joint maritime operations were amended to incorporate closer interagency cooperation and develop standard operating procedures.

Joint planning and reporting at operational level optimises the use of available assets and human resources, with up to now more than 600 aircraft sightings of fishing vessels by the EFCA fisheries inspectors having boarded patrol vessels and maritime patrol aircraft used for border surveillance.

This has led to an increased detection rate of potential "Illegal, Unreported or Unregulated Activities (IUU)" in the region. Furthermore, nine possible pollution cases have been detected by maritime patrol aircraft deployed by Frontex and reported to the respective national authorities for further follow up. Combined regular operational briefings and trainings are undertaken by the relevant Agencies' experts in the field.

Supplementing operational cooperation with and between coast guard authorities executing border management functions, a European Coast Guard Cooperation Network was created bringing together more than 40 different national authorities from EU Member States (including coast guards, navies, border police, customs and maritime authorities), various EU agencies, other EU bodies and international organisations (UNHCR, Interpol and NATO), as well as officials from non-EU countries. The 1st meeting of this network was held in Warsaw in November 2016.

Besides reinforced cooperation with EMSA and EFCA, Frontex also provided operational and technical support to the national authorities responsible for search and rescue (SAR) and for combatting cross-border crime. During maritime operations coordinated by the Frontex in the Mediterranean Sea in 2016:

– 2,669 search and rescue cases were registered;
– 1,020 suspected facilitators were apprehended;
– 80 tons of hashish worth EUR 120 m., 1.7 tons of cocaine worth EUR 103 m. and 13.8 tons of marihuana worth EUR 20 m. were seized, mostly in the Western and Central Mediterranean Sea; 14-million contraband cigarettes worth EUR 3.2 M. were seized.

2.1.2. Land Borders

The land border activities of Frontex were performed under the umbrella of four joint operations – Focal Points Land, Coordination Points, Flexible Operational Activity 2016 (Border Surveillance and Border Checks).

The unstable migratory situation in 2016 lead to numerous requests from Member States for increased support at their external land borders. To this end, Frontex coordinated activities supported, among others, the enhancement of the operational activities at the mostly affected Bulgarian - Turkish border with the reinforcement of border surveillance aiming at strengthened control of the migratory flows arriving to the EU.

Throughout 2016, increased support was provided at the Bulgarian – Serbian and Greek - the Former Yugoslav Republic of Macedonia borders with the aim to control the attempts of migrants for secondary movements towards Serbia. At the same time, Hungarian – Serbian and Croatian-Serbian borders were supported in order to ensure consistency of the enhanced operational activities in the Western Balkans area.

Two new Coordination Points were established in Serbia and Montenegro in 2016, thus further enhancing the operational cooperation between Member States and Third Countries.

In this context intelligence gathering from all border areas ensured continuous monitoring of the situation, identification of possible risks and threats, increased situational awareness across the mainly affected land border areas and consequently increased reaction capability of Member States.

Focal Points Land

The new features of this operation for 2016 were the establishment of eight new Focal Points, enhanced exchange of information between Focal Points and Police and Customs Cooperation Centres and carrying out of a Joint Action Day Danube co-led by Frontex and Hungary (in the framework of EMPACT).

Coordination Points

This main new feature of this operation for 2016 was the establishment of 2 new coordination points namely Mali Zvornik (Serbia-Bosnia and Herzegovina border) and Sukobin (Montenegro-Albania border).

Flexible Operational Activities - Border Surveillance

The new features of this operation for 2016 were the enforcement of exit-controls as a new element along the Bulgaria-Serbia border in order to control the secondary migration routes along the Western Balkans route, significantly enhanced support provided at the Bulgaria-Turkey border as well as increased support with human and technical resources via rolling open calls was provided to Hungary, Bulgaria and Greece.

Flexible Operational Activities - Border Checks

This operation constituted a new feature in 2016. Targeted support to specific border-crossing points, previously provided by Joint Border Check Teams, as from 2016 is being provided in a structured way within the framework of a joint operation.

Highlights: Cooperation with customs authorities

The concept of information exchange between Police and Customs Cooperation Centres (PCCCs) and Focal Points have been elaborated and integrated in the framework of joint operation Focal Points 2016 Land between August and October.

The core idea was to provide local staff of the Member States hosting the operation and guest officers deployed in this joint operation with the possibility to check relevant information on persons and vehicles in the appointed PCCCs for the purpose to render more efficient the border check procedure and decrease the response time.

After the positive evaluation of this new product by stakeholders, the continuation is foreseen as part of the joint operation Focal Points 2017 Land regular activities.

2.1.3. Air Borders

Frontex-coordinated joint operations at the international EU airports were performed under the umbrella of six joint operations – Vega Children, Focal Points Air 2016 – Regular Officers, Focal Points Air 2016 Intermediate Managers and Pegasus.

The intensity of operational activities at the EU external air borders was enhanced and the number of man-days of air-border joint operations increased by nearly 9% compared to 2015 reaching the level of almost 9,000.

Apart from joint operations implemented at the international EU airports Frontex initiated a number of pilot projects aiming at reinforcing border management at the EU external borders (e.g. Reference Manual), and events aiming at promotion of cooperation between different border management actors (e.g. Heads of Airports Conference).

Vega Children 2016

The main focus of this operation was the detection of unaccompanied minors. Within the framework of this joint operation a documentary film was created on the Vega Children activities which will be used for awareness raising purposes and a promoting effective protection measures for vulnerable persons and groups (children and victims of trafficking in human beings) at the external air borders.

Focal Points Air 2016 - Regular Officers

Focused on the detection of individuals involved in criminal activities arriving at airports in Member States and third countries. Provision of enhanced future operational cooperation with the countries involved.

Focal Points Air 2016 – Intermediate Managers

Focused on sharing of knowledge and experience, best practices increased operational cooperation.

Pegasus 2016

The most significant new development in 2016 regarding this operation was the organisation of Joint Action Days (JAD) Bellerophon, which took place within the framework of the EMPACT[5] operational action plan 2016: illegal immigration.

Alexis 2016

The operation was implemented in two stages. The aim of the first one (Alexis I) was to enhance EU airport border guard's document expertise as well as their capabilities to examine EU travel documents and Schengen Visas. Moreover, officers taking part in this activity could enhance their behavioural and profiling assessment of passengers for detecting document fraud used for the purpose of smuggling and Trafficking in Human Beings (THB). The second stage (Alexis II) complemented the first activity by enhancing officers' capabilities to detect and react to abuses related to transits from and to third countries in selected airports.

Eurocup 2016

Based on the request of France, 15 Member States, 3 third countries (Albania, Turkey and Ukraine) and 7 participating airports took part in joint operation Eurocup 2016. 28 guest officers and third-country observers were deployed for the purpose of enhancing security surrounding in connection with 2016 European Football Championships held in France.

Operational activities led to increased targeted reaction capabilities, better allocation of available resources (officers with specific knowledge/expertise), and enhanced situational awareness leading to improved focused recommendations.

Reference Manual

The last version of the Reference Manual library (RM2016) was issued in December and contained contains 10% more than the previous version, reaching 7014 files. The manual contains information that can enhance first-line officers' capability to verify the authenticity of inspected travel documents.

Positive experiences led Frontex to start working on the development of the tool in cooperation with INTERPOL. The project definition phase started in 2016 and is expected to bring its first fruits in 2017.

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[5] European Multidisciplinary Platform Against Criminal Threats

Operational Heads of Airports Conference

The Operational Heads of Airports Conference is organised by Frontex on annual basis. Operational commanders responsible for border control at international airports meet to discuss vital operational issues at stake. The additional value of the conference was the facilitation of personal contacts and sharing of good practice between the operational leaders of international airports. The 2016 edition was attended by 132 officials - commanders of border guard authorities at airports and representatives of different organisations related to passengers handling and airport security.

Highlights: Joint Operation Eurocup 2016

Frontex was requested to support France in improving border and internal security for the duration of the UEFA 2016 Championship which was held between 10 June and 10 July. It was considered that bringing assistance of border guards from the qualified Member States and third countries will help maintaining a safe and secure environment for the players and supporters as well as strengthening external border security measures around the football matches. Risk analysis undertaken by the French authorities identified a need to deploy officers at the external air borders to relieve the burden of local border guards.

Seven participating French airports i.e. Paris CDG, Paris Orly, Bordeaux, Lyon, Toulouse, Marseille, and Nice were supported by 28 guest officers and third country observers from 15 Member States and three third countries (Albania, Turkey and Ukraine). The officers deployed were being redeployed according to the repositioning of their national teams and supporters match-by-match.

The operational concept was to deploy a core team (standing team) of officers to Paris Charles de Gaulle Airport while the other ones (mobile teams) were following the tournament results. These officers strengthened external border control under the supervision of the local authorities, by providing expertise in document fraud and specific language needs, with passengers at the border crossing points that may have dissimulated their real intentions.

During the operational phase 23 incidents were processed and validated by Frontex. These incidents related to 38 persons of which 36 were irregular passengers, detection of 16 falsified documents. There were also 23 cases of irregular migration and two incidents of facilitation or suspected facilitation.

The tournament progressed without any major security problems. The feedback received from the local authorities concerning the joint operation was very positive with this large-scale deployment being considered to be very useful to France especially at a time of heightened security.

2.1.4. Returns

New mandate on returns

The new Regulation on the European Border and Coast Guard has broadened the Frontex' mandate on return as follows:

- Possibility to coordinate or organise returns on Frontex initiative, including through the chartering of aircraft;
- Support Member States in carrying out national return operations, voluntary departure and collecting return operations;
- Provide technical and operational assistance to Member States experiencing particular challenges with regard to their return systems;
- Provide support to the Member States on consular cooperation for the identification of third-country nationals and the acquisition of travel documents;
- Building synergies and connecting Union-funded networks and programmes in the field of return;
- Coordinate the use of relevant IT systems;
- Organise, promote and coordinate activities enabling the exchange of information and the identification and pooling of best practices in return matters between the Member States.

Return operations

In 2016 Frontex assisted 232 Return Operation (+251% comparing with the operation assisted in 2015) returning in total 10,698 people. The budget committed for joint return operations in 2016 was EUR 30,5m.

Frontex started supporting Member States in the implementation of national return operations (NROs) even before the new regulation entered into force. Both the wording and the implementation of Art. 9 of the former Frontex regulation called for a more flexible approach in accordance with the EU policy on return. The ED Decision 2016/36 of 23.03.2016 adopted a broader interpretation of JROs, allowing Frontex to support more MS with NROs, not only frontline MS.

The 'Collecting Joint Return Operations' concept (escorts and aircrafts, used to collect irregular migrants in a Member State and return them to their country of origin, are from the third country of return) was developed already in 2013. Nevertheless, in 2016 the number of Collecting Return Operations coordinated by Frontex increased up to 15, more than in the three previous years in total.

In 2016 Frontex provided a dedicated assistance to specific Member States such as Greece. Gap analysis performed by the Agency indicated that lack of available funding and the absence of a framework contract for charter aircraft had a direct impact on the effective return of irregular migrants. Alternatives to facilitate Greek participation on flights and organisation of joint return operations were successfully explored, agreed and implemented. Return operations organised by other Member States to countries such as Pakistan, Georgia and Nigeria were carried out in a way to include a stopover in Athens to board on the spot the returnees from Greece.

Furthermore, Frontex launched a call for support to Member States and quickly negotiated arrangements with Denmark, Austria, Belgium and Norway to charter aircrafts for Greece and other Member States in need (e.g. Italy for flights to Nigeria) to carry out return and readmission operations.

Based on the EU-Turkey statement, Frontex started to assist Greece for the organisation and implementation of readmission operations to Turkey: from April until December there were 35 operations implemented, 11 conducted by air to Adana and 24 by ferry.

In 2016 Frontex has implemented the "Rolling Operational Plan" on return support activities by using the newly developed web-based Frontex Application for Return (FAR) in order to be able to better coordinate return operations, collect Member States' needs for assistance, and ensure that Member States' requests can be implemented in a more efficient and user-friendly way.

The FAR is incorporated under the Integrated Return Management Application (IRMA) developed by the European Commission. The inclusion of FAR under IRMA allows Frontex and Member States to actively contribute to achieving an effective exchange of return related information among all partners as one of the possible measures to increase the number of returns.

Pre-return Activities

Frontex's broadened mandate on return led to the establishment of a new Pre-return Activities Network (PRAN); its first meeting took place in December. The intention of Frontex was to establish the PRAN network as a single network of communication for all pre-return related activities, such as invitations for meetings, third country identification missions or activities of EU-led programmes.

Within Flexible Operational Activities in Return, support was provided in particular to Greece, Italy and Bulgaria. They took shape of deployments of experts to Greece to foster practical cooperation with third-country consular staff, development of a national return model, and drafting a protocol and internal operational procedures for the bio-metric identification of Pakistani irregular migrants. Moreover, training of escorts in Greece and Bulgaria were organised and support of long-term deployments of third-country experts assisting Italy in identification process was provided.

In 2016 best practices for the organisation of return operations to Nigeria were revised together with the Nigerian representatives as well.

The phase-in/phase-out process with the EU-funded programmes Eurint and EURLO, supported by COM started in Q4/2016. The inventory of the programmes and their comparison with the Frontex mandate, its legal and financing scheme was carried out and the first steps, like co-chairing of the EURLO Steering Group Committee meetings and Eurint Country Working Groups, were agreed and implemented.

2.2. Management of Pooled Resources

In order to implement all 2016 operational activities Frontex had to coordinate the deployment of appropriate resources coming from the Member States. This process starts in the preceding year where Member States offer the resources, needed against the operational plans for the year in question.

The 2016 operational activities received adequate level of support in terms of experts, technical equipment and deployment of seconded national experts. As operational needs change over the year Frontex was continuously monitoring the situation, performing gap assessments and publishing a number of calls for contributions. During the year, the 2017 ABN with the Member States took place and agreements on the level of operational support were made.

In order to address the lack of operational resources in Frontex coordinated activities a monthly ABN implementation meeting was established under the chairmanship of the ED or DED. The purpose of this meeting is to find viable solutions for deploying additional resources in the operational areas based on the gap analysis performed for the upcoming 3 months.

The new regulation on the European Border and Coast Guard established new elements in the activities related to pooling of resources. Frontex had to address these new needs and integrated them with the old ones.

The first action was to revise the profiles of experts to be made available for the European Border and Coast Guard Teams. Frontex did it in cooperation with the Member States and the European Commission. As a result, two new profiles were created: dog handler and European coast guard functions officer. Besides, three new expert profiles corresponding to the new tasks in the area of return activities were developed: forced-return monitor, forced-return escort and return specialist. As a consequence, three return pools, consisting of experts corresponding to these profiles were effectively set up.

Another important development in the area of pooling resources was the establishment of the new mandatory rapid reaction pools for human and technical resources. The new regulation entered into force in October, by December Member States confirmed the availability of expected 1500 experts to be placed at the immediate disposal of Frontex for deployment in case of a rapid intervention.

With the overarching idea of making operational resources available when and where needed Frontex exploited framework contracts for aerial surveillance and awarded seven specific contracts for Frontex Aerial Surveillance Services (FASS) for the purpose of different operations – Poseidon, Triton, as well as Flexible Operational Activity Western Balkans. In addition, Frontex implemented one aerial surveillance demonstration exercise related to the launch of the European Border and Coast Guard. Answering to changing political situation decided by the European Council after entry into force of the EU-Turkey statement in March, Frontex signed as well a contract for transportation services on land and by sea for the purpose of readmission operations.

Changing migratory situation and arrival of a big number of people at the external EU borders posed also questions of different than logistical nature. One of them was of health nature. In order to generate awareness on potential safety and health risks among the participants of Frontex coordinated activities, Frontex issued five health and safety guidelines on a number of diseases that have been reported or could potentially be encountered in the operational areas. The Agency taking a wider - organisational safety and health - perspective conducted a preliminary research and commissioned a study to look into mental health factors and psychological hazards among officers deployed in Frontex activities in hotspots in Italy.

Frontex enhanced mandate in returns, stemming from the provisions of the European Border and Coast Guard Regulation, required establishment of three new pools of forced-return monitors, forced-return escorts and return specialists. These experts are to participate in return operations and to be a part of the tailor-made European return intervention teams constituted by Frontex for deployment under the framework of Migration Management Support Teams and during return interventions as well as during rapid return interventions.

Frontex had to first develop the profiles and identify knowledge, skills and competences necessary to perform such work. A joint work of Frontex, member States and the European Commission led to creation of such profiles and establishment of a pool of experts from the Member States ready to be deployed as already in January 2017, upon entry into force of the relevant provisions related to return activities.

Frontex assessed the needed number of members of each pool for 600 forced-return escorts, 50 forced-return monitors and 40 return specialists.

2.3. Risk Analysis

In 2016 the delivery of regular strategic and operational analytical outputs were marked by the change connected with implementing the enhancements of the mandate included in the Regulation (EU) No 1168/2011[6] and the preparation for the establishment of the European Border and Coast Guard Regulation (EU) 2016/1624.

Since early 2016, Frontex has been preparing for the implementation of the new regulation, which has affected the Agency thoroughly, especially in areas of vulnerability assessment and personal data processing. Frontex has been tasked to prepare for, and following the adoption of the new regulation to implement the vulnerability assessment.

The development of methodology and consultations with Member States have been taking place since summer 2016, to enable the adoption of the Common Vulnerability Assessment Methodology in November and subsequent launch of the Vulnerability Assessment actions.

With reference to the processing of personal data following the necessary preparations concluded during 2015, in 2016 the provisions of 1168/2011 regulation on processing of personal data for risk analysis were implemented with personal data collecting activities gradually rolled out to cover all sea joint operations. In total over 650 cases containing personal data with contextual information were transmitted from Frontex to Europol in 2016, including almost 1900 person descriptions, and 300 person identities along with over 1000 telephone numbers and 400 addresses. All data arriving at Europol were systematically checked for matches with data already available in Europol; and resulted in 47 hits in the Europol databases, highlighting potential new areas for investigation.

With reference to the extended scope of the mandate on processing of personal data in 2016/1624 Regulation, early preparation enabled smooth dialogue with European Data Protection Supervisor (EDPS) and an amended positive EDPS opinion in November 2016 allowing Frontex to implement selected new activities on processing of personal data for risk analysis, namely (1) process personal data on terrorists, (2) enable Frontex staff to collect personal data (3) send collected and processed personal data back to the host Member State .

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[6] REGULATION (EU) No 1168/2011 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 25 October 2011 amending Council Regulation (EC) No 2007/2004 establishing a European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union

The migration crisis in 2015 has generated an increased focus on migration and border security at a political level and an enhanced demand for Frontex to provide a continuous flow of information about the situation, trends and analysis about the root causes as well as outlook by policy makers and the media.

As a consequence, in 2016 Frontex has enhanced the production of ad hoc reports and briefing aimed at informing high level stakeholders such as the European Commission, the Secretariat General of the Council, the EU Parliament and various platforms of crisis management such as the EU Integrated Political Crisis Response (IPCR), the Western Balkan and the Hotspots, developed a new line of analytical products and updates such as the Weekly Analytical Overview.

Specific analytical output has also been tailored for partner EU agencies such as Europol, European External Action Service (EEAS) and EU NAVFOR Med Sophia, enhancing the fruition of knowledge acquired from the ability to put into context a wide array of information from different sources in the operational area, human intelligence and data contributed by the Member States.

It needs to be highlighted that the changes stemming from 2011 and 2016 regulations were implemented in parallel with regular business as usual activities and other planned enhancements for 2016, such as:

- The elaboration of Data Policy for the Risk Analysis Networks with Member States, to complement the existing guidelines and definitions;
- The extension of the European Eastern Borders Risk Analysis Network to Eastern Partnership Countries;
- The extension of the Africa Frontex Intelligence Community to new members and observers;
- The launch of the new bi-lingual analytical product AFIC Monthly, and inclusion in the standard deliverables of the AFIC;
- The extension of the exchange of information in the Western Balkans Risk Analysis Network to cover cross-border crime, especially firearms;
- Two updates of the Handbook on the Common Risk Indicators on Foreign Terrorist Fighters supporting the operationalisation of common risk indicators in the framework of Joint Operations and beyond;
- Response to the increasing needs of current and new stakeholders to be updated on the developments in the operational area through the upgrade of existing and launch of new dedicated regular and ad hoc analytical reports;
- Increased and effective usage of analytical satellite services for tackling both illegal migration and cross-border crime;
- Significant improvements in multisource data management, and most specifically in the automated processing and advanced statistical analysis of this data.

Developing enhanced situation awareness at the EU external air borders thanks to the use of common indicators for the reporting within Air Border Risk Analysis network.

Highlights: Development of a dedicated vulnerability assessment methodology

Since the European Commission released the road map 'Back to Schengen' in March 2016, Frontex has started developing methodological proposals on how to conduct Vulnerability Assessment, one of the key novelty and main challenge entrusted to Frontex.

Through a series of direct consultations with Member States representatives, the proposals were adapted to the evolution of the legal text of the European Border and Coast Guard Agency, which eventually entered into force in October 2016. These preparations enabled Frontex' Executive Director to have the management board adopting the methodology in December 2016, and the creation of the Vulnerability Assessment Network the same month.

This network has been established as a technical forum for discussions on the implementation of the methodology. At its first meeting, based on scoping work carried out with pilot Member States in September, the network made preparation for the collection to the unprecedented details of the border crossing points (BCPs), border section and main surveillance assets.

The baseline assessment, the first step of the methodology, was officially launched in January 2017, enabling the first assessments to be delivered in April 2017, exactly one year after the challenging concept of vulnerability assessment was outlined.

Highlights: Processing of personal data for risk analysis (PeDRA)

The PeDRA Pilot exercise was successfully launched and implemented in a succession of Joint Operations in Italy, Spain and Greece, from 2 February 2016 until 31 January 2017. Personal data immediately began to arrive in Frontex, were processed, used for risk analysis and then were transmitted to Europol. During the Pilot Exercise a total of 2 800 interviews were performed and successfully reported from 5 Joint Operations resulting in a vastly improved understanding of criminal networks involved in human smuggling. The output of the first year of implementation of PeDRA is an analytical database containing information collected during nearly 3 000 interviews with migrants newly arrived to the EU. The data are summarised in SAS Visual Analytics for use in risk analysis processes, and also for business intelligence functions. The second output is a total of 677 cases containing personal data with contextual information were transmitted from RAU to Europol on the SIENA network. These cases contained a total of 1 858 person descriptions, and 273 person identities along with 1 093 telephone numbers and 445 addresses. All data arriving at Europol were systematically checked for matches with data already in their system; during the Pilot Exercise data transmitted by Frontex resulted in 47 hits with the Europol databases, highlighting potential new areas for investigation.

Alongside the ongoing operational activities, a new unplanned activities were undertaken following the adoption of the new EBCG regulation: Frontex successfully applied to the EDPS for prior authorisation to implement three new activities based on Art 47 of 2016/1624.

Highlights: Africa Frontex Intelligence Community

Since 2010 the Africa Frontex Intelligence Community has been a platform for joint analyses and common knowledge sharing with respect to border security, irregular trans-border movement of people and trans-border criminality. During 2016 AFIC successfully extended its geographical coverage and now includes also several countries form East Africa, linked to "Khartoum process". The Community also implemented one of the recommendations from previous annual reports and started issuing a new monthly product during 2016. In addition, it strengthened a sense of ownership of the African Community by organising two key workshops in Africa (in Ghana and Mauritania), conducted expert field visits in the continent (Aflao border post between Ghana and Togo and new airport in Nouakchott) and captured further attention from the key policy makers in Europe and Africa. The European Commission decided to support the ambition of the AFIC to improve its capacities by adopting a decision in support of the AFIC's consolidation and expansion with an allocation of EUR 4 million. (The Commission Implementing Decision on the Annual Action Programme 2016 for Article 5 of the Instrument contributing to Stability and Peace to be financed from the general budget of the Union).

Highlights: Common Risk Indicators

In the aftermath of the Paris attacks, in November 2015 the Council tasked Frontex to support Member States with the implementation of the Common Risk Indicators (CRIs) on Foreign Terrorist Fighters. Frontex operationalised the CRIs developed by Member States and Europol, by including this task as an operational objective in all land and sea BCP operations and in many air border operations. Also a dedicated CRI handbook, an awareness product on the CRIs, was tailored by Frontex to be disseminated to guest officers and local staff involved with Frontex coordinated operations. This CRI handbook was updated once during 2016, at the end of the year it was also translated into seven EU languages. In addition, the preparation of a separate handbook on risk indicators on foreign terrorist fighters was launched to be used by border control authorities in the neighbouring regions (Western Balkans and Eastern Partnership countries).

2.4. Situation Monitoring

To stay on top of the situation, in 2016 Frontex has provided an increased range of situation monitoring products and services such as:

- Frontex monitored the situation related to cross-border crime and irregular migration delivering over 4,600 situational reports and responding to 1,000 operational information requests;
- PeDRA module was developed in JORA system providing an IT solution for collecting and processing interview reports including personal data thus supporting information exchange with Europol;
- Operational Media Monitoring products supported stakeholders with an enhanced, tailored situational awareness. The recipients of the Frontex Daily Newsletters increased by 10%;
- Cooperation with Europol was enhanced with an increasing number of shared products, i.e. daily situational reports, reports of tracked suspicious vessels;
- Cooperation with NATO was established with the exchange of operational information as of October 2016 about ongoing operational activities in the Eastern Mediterranean;
- Frontex continued to provide operational information to participants of joint operation via Frontex One-Stop-Shop (FOSS) portal. The number of FOSS users increased by 32% compared to 2015;

Important development of 2016 was the initiation of a project introducing Frontex liaison officers to the Member States who will support Frontex with on-the-spot situation monitoring, liaising with local authorities and enhancing communication.

In 2016 Frontex tested internal crisis management procedures; the results of the simulation exercise will support the initiative of the Crisis and Operations Rooms upgrade that has already started.

Highlights: Eurosur Fusion Services and Copernicus Implementation

In 2016 Frontex has been providing tailored services for the enhanced situational picture at the EU external borders (earth observation, maritime monitoring, enhanced weather forecast data) fused and delivered via the Eurosur Fusion Services (EFS) and continuous service improvements.

Frontex handled more than 90 requests from Member States (Italy, Greece, Spain, France, Germany, Slovakia, and Malta) and other partners for activation of services such as satellite imagery over the Central and Eastern Mediterranean region. The latter were used to improve situational awareness with enhanced reaction capabilities of the national border authorities. The total budgetary framework dedicated to satellite imagery services amounted to 6,63 ME in 2016; 4,72 ME contracted under the Frontex–EMSA SLA and 1,91 ME contracted under the Frontex–SatCen SLA respectively. These included for example vessel detection services (providing satellite imagery of specific sea areas) and pre-frontier monitoring (providing imagery analysis of pre-frontier areas).

In addition to the frameworks mentioned before, the JORA system was upgraded six times during 2016, bringing, also for PeDRA, an enhanced vessel tracking tool with an upgraded vessel movements' simulation module, and improved meteorological forecasts.

The European Commission's Copernicus Programme supported EFS delivery. Based on the Delegation Agreement, Frontex is now entrusted with the Border Surveillance component of Copernicus Security service. This cooperation enhanced EFS through access to the Copernicus Data Warehouse and the provision of a wider range of satellite imageries for border surveillance.

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Highlights: Enhancing Situational Awareness in the Central Mediterranean

In addition to supporting the situational awareness of the Italian Authorities via the Eurosur Fusion Services (EFS), Frontex enhanced cooperation with all institutional stakeholders active in the Central Mediterranean area including the EUBAM Libya.

A tailored Geographic Information System (GIS) platform, based on JORA, was designed and delivered to EUBAM Libya to support their situation monitoring activities of Libyan border areas. Moreover, Frontex supported EUBAM Libya activities with tailored situation monitoring products including updates on vessels of suspected illegal activities tracked by Frontex.

Frontex established regular cooperation with EUNAVFOR MED as well. Information provided by Frontex on vessels detected through EFS were triggering EUNAVFOR MED activities. EUNAVFOR MED was granted access to Frontex information exchange platforms and shared its naval assets positions information with Frontex.

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Highlights: Enhancing Situational Awareness in the Eastern Mediterranean

Frontex started to provide continuous support to Greek and other European partners in the EU Regional Task Forces (EURTF) in Piraeus. Further to the permanent presence of a service manager on the spot, Frontex representatives supported the establishment of a local Information Exchange Office responsible for coordinating information exchange between the authorities engaged in the EURTF.

Local support on Frontex situation monitoring services was also delivered through tailored trainings for over 100 officers of the Hellenic Police. The trainings were highly appreciated and resulted in an increased availability of trained EFS users on the ground in various locations, together with an increased capacity to further transmit the skills and knowledge of EFS.

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2.5. Training

Educational Standards

In 2016, approximately 110 curriculum designers and trainers from Member States and Schengen Associated Countries were trained in course design and eight Sectoral Qualifications Framework (SQF) trainers were recruited to support the SQF alignment process.

As a result, some of the Member States have started to review their curricula and align it with Bologna and Copenhagen principles using SQF. The updating process of the Common Core Curriculum (CCC) Basic-Level has started in the 2016 in parallel with the SQF alignment. The review was done on the basis of recommendations resulting from the study carried out in the context of the CCC Interoperability Assessment Programme (IAP) during 2015 including a needs analysis involving Member States and professional expertise by experts nominated by Member States, Schengen Associated Countries and third countries. In 2016, 23 students of the European Joint Master's in Strategic Border Management (EJMSBM) have successfully concluded the taught component of the programme and progressed to the dissertation stage.

Highlights: European Joint Master's in Strategic Border Management
The EJMSBM is an example of executive management studies tailored to border and coast guard mid/high level officers in managerial positions. Experienced border and coast guard professionals from all European Union and high profile academics guide the students throughout this learning experience embedded within the operational realities. The students appreciated particularly the modern and diverse methodology and professionalism of teachers, as well as practical and interactive dimension of seminars and workshops. The Programme has been externally evaluated and according to the final report of the taught component "the EJMSBM can be considered an example of an innovative Master's-level professional programme in its design and delivery". It was stressed that modules achieve good balance between theory and practice and many assessments focus on 'real-world' issues for international border guarding. The continuous monitoring, review and improvement process ensures that the Programme stays operationally relevant in accordance with the highest educational standards.

Pre-Deployment Training

The new elements in the European Border Guard Teams (EBGT) training area were regional profile training courses; following activities were organized during the year 2016:

- three Profile training course for Debriefing experts (48 participants),
- three profile training courses for screening experts (60 participants),
- four second-line airport officer profile training courses (64 participants),
- four EBGT land border surveillance officer training courses (72 participants),
- three maritime borders surveillance officer training courses (47 participants), and
- two courses for advanced document officers (30 participants).

Overall, 19 courses were organised and attended by in total 321 participants.

The Practical Tool on Access to the Asylum Procedure had been developed in close cooperation with European Asylum Support Office (EASO).

Highlights: Regional profile training courses for screening experts
The novelty in the area of pre-deployment training was launch of the regional training courses for screeners, aimed at developing key competences and strengthening capacities of officers tasked with nationality assumption and screening. Three regional courses for screening experts were organised for countries most affected by the current migration flows. The 60 successful course participants from the targeted regions are in jobs where screening activities and nationality assumption is performed regularly, or who have been planned for deployment to Joint Operations as screening experts. Following the success and based on request from other Member States, also the regional course for debriefing experts was organized.

Training Support for Border and Coast Guard Functions

Training initiatives established in the previous years were maintained and continuously delivered while creating new initiatives and training opportunities anchored in the emerging border and coast guard environment. Some examples of new developments relate to the usage of e-learning tools for a wide range of topics (e.g. English for border guards, Schengen Borders Code) and positively facing the needs of new legal provisions (e.g. courses for EUROSUR operators, Common Integrated Risk Analysis Model - CIRAM). Focus on quality assurance was enhanced compared to previous years, introducing qualitative assessment for some of the courses and Sectoral Qualifications Framework certification systems for the recognition of border guard related competences expected to adopted at EU level, by the border guard community.

Highlights: Training Support for Border and Coast Guard Functions

Schengen Borders Code eLearning Tool (SBCLT) was officially launched on 8 March 2016, with representatives from Member States and Schengen Associated Countries at Frontex Headquarters. The SBCLT is a virtual simulation of border checks on persons at the Schengen external border at an airport. It can be used to improve the knowledge about the application of the Schengen Borders Code as well as practical skills concerning the performance of border checks in accordance with the Practical handbook.

Training Networks and Infrastructures

In 2016 Training Needs Assessment (TNA) was carried out resulting in a published TNA 2016 Report. Regular meeting of national training coordinators - the Annual Training Conference was conducted on Fundamental Rights and Coast Guard Functions; the Partnership Academies were presented with a new programme and financial scheme.

A pilot grant for Sectoral Qualifications Framework (SQF) alignment was launched. The national training coordinators were invited to an annual meeting to discuss training needs. The ICT platform was contracted and the learning management system was officially accepted and upgraded. Educational technology courses were conducted and guidance was provided for instructional design of e-learning content, with facilitation and maintenance of applications (V-Aula, Moodle, SBCLT). Frontex training staff received eLearning training and webinars and courses were created.

Ad hoc Training, Missions and Logistics

In addition to logistics services needed for the training activities held in Frontex headquarters a variety of training activities have been organised: a training for Libyan Coast Guards under EUNAVFOR MED mandate was conducted in December 2016 on a vessel on the open sea.

Furthermore, a training event was carried out in cooperation with the European Coast Guard Functions Forum (ECGFF) with about 50 participants. Another event was held in Split, Croatia on 'Securing Europe's External Borders: European Border and Coast Guard involving around 80 participants.

Highlights: Training of Libyan Coast Guards under EU NAVFOR Med mandate

Frontex is training the Libyan officers on law enforcement at sea. Frontex has contributed to the training package one under EUNAVFOR MED Sophia[7] mandate with a "Law Enforcement" module for 59 Libyans and three tutors.

The training took place aboard the Italian naval vessel San Giorgio in December 2016 and was delivered by nine Frontex trainers. With the training programme, Frontex is contributing to increasing the border control capacities of the Libyan Coast Guard and Navy. The topics covered included preparing and planning of law enforcement operations and combating of smuggling and trafficking of human beings. It also covered the protection of human rights in all coast guard activities.

2.6. Research and Development

Harmonisation of the EU Border Control Capacities

This project aims at harmonising the EU Member States' border control capacities – including the harmonisation of technical equipment and working practices where necessary – and identifying future capacity needs with a view to making the border control more efficient and effective.

Frontex aims to achieve compatibility and interoperability by working closely with Member States and other stakeholders to develop and implement shared standards and recommendations.

These goals are achieved by examining areas of common practices and by identifying capability needs leading to the development of successful practices and recommendations in the area of border control which are thereafter cascaded to the policy makers and EU funded research.

Among other activities in this area Frontex published the Report on Implementation and Operation of Visa Information System at national level, developed two trainer's manuals: Automated Border Control (ABC) Systems for First Line Officers, and Vulnerability Assessment and Testing for Automated Border Control Systems. The latter two were complemented by an online self-directed training to support training of officers at the national level.

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[7] EUNAVFOR MED operation Sophia is but one element of a broader EU comprehensive response to the migration issue, which seeks to address not only its physical component, but also its root causes as well including conflict, poverty, climate change and persecution.

Automated Border Control (ABC) solutions have proven to be an efficient part of the border control process, being extensively deployed in 16 Member States. The role of ABC will continue to increase significantly, meaning that EU border guard officers and other professionals need to receive sufficient training and up-to-date information about the border checks processes using ABC systems, fostering a clear understanding of the complex landscape of ABC procedures and functionalities and the associated risks, vulnerabilities, and possible mitigation strategies.

In support of these objectives Frontex has developed a diverse set of training tools on ABC systems, targeting different topical areas and levels of expertise. These training tools consist of high-quality, hardcopy trainer's manuals and self-directed online training tools, in support of the delivery of training on ABC systems at the national level. The trainer's manuals come complete with additional reference materials and notes to the trainers, providing them with teaching and assessment methods. The online training tool is an interactive course available on Frontex Virtual Aula, complete with narration and an online assessment allowing the trainee to assess their level of progress. This extensive set of training tools cover the following topical areas:

- Intermediate training on Automated Border Control Systems for First Line Officers aimed to provide the participants with an understanding of the principles of ABC systems, the operation of e-Gates, role of biometrics in identity verification systems and possible vulnerabilities;

- Advanced training on Vulnerability Assessment and Testing for Automated Border Control Systems, targeting the project managers and specialised experts, and is aimed to provide the participants with a deeper understanding of the methods of assessment, testing, and mitigation of security risks on ABC systems.

This collective effort marks the first time that harmonised training capabilities have been developed in support of fostering a common, EU-wide understanding of the complex landscape of ABC systems, aligned with the European educational standards for border guarding. Moreover, it is a testimony to the excellent cooperation between Frontex, the Portuguese Immigration and Borders Service (SEF), the German Federal Office for Information Security (BSI), national and international experts, and the joint commitment to safeguarding an efficient and effective management of ABC systems through the delivery of targeted and harmonised trainings at the national level.

The training tools will be introduced to the Member States in 2017 through targeted "Train the Trainer" Training sessions, where Member States experts will have the opportunity to receive the training before transposing the course materials to the national level.

Frontex has been working in the area of ABC since 2007 and since 2010 facilitated the ABC Working Group (WG) composed of experts from EU Member States and third countries in order to pursue end user harmonisation and to identify best practices in the area of ABC.

Development and Technical Assistance

Frontex's activities in the area of development and technical assistance aim to deliver, through the implementation of pilot projects, innovative solutions (product/technology innovation, process innovations and organisational innovations) for border management.

The project aims to support the implementation of integrated border management by:
- maturing new capacities and capabilities,
- providing advice, technical support and expertise to internal and external stakeholders,
- fostering cooperation with third countries and international organisations.

The Council Decision (EU) 2015/1523 called upon the European Agencies to provide specific support to Italy and Greece in the context of the migration crisis. Frontex was invited to work with the respective Member States authorities to help them in fulfilling their obligations stemming from the EU legislation to swiftly identify, register and fingerprint incoming migrants.

Against this background, a "Registration Package" inter-agency initiative (involving eu-LISA, EASO and Frontex) with the goal of developing a flexible solution that would be available upon request to Member States to complement their existing capacity to perform identification and EURODAC registration of irregular migrants, was set up. The Agencies agreed on the development of a proof of concept test. The action consisted of testing for a limited period of time a capacity that includes providing both technical and physical infrastructure (i.e. containers equipped with office facilities and fingerprinting scanner devices for the EURODAC registration) as well as an adequate number of staff.

The main agreed objective of the proof of concept test was to fine-tune and gain better understanding on how a "flexible" solution for the identification and EURODAC registration of irregular migrants could be implemented.

The lessons learnt during the running time of the proof of concept were used as direct input for the "Hot Spot" development.

Frontex provided also technical assistance for establishing identification and registration capacities for the management of mixed migration flows to IPA II beneficiary countries (Albania, Bosnia and Herzegovina, the Former Yugoslav Republic of Macedonia, Kosovo, Serbia, Montenegro and Turkey).

Another important development of 2016 was the establishment of the Working Group on Advanced Traveler Information. The working group supports Member States in developing their capacities for using Advanced Traveler Information for the purpose of border control.

Assessment of Technologies

As part of its research and innovation activities, Frontex studies the availability and readiness of technology for integrated border management. Frontex, in cooperation with the Member States, industry and internal stakeholders, aims to identify technical solutions that could address operational needs, establish their readiness to be integrated and tested in a real operational scenario, and then make recommendations for introducing these solutions in the field.

To test potential solutions and assess their capabilities as well as identify future needs, Frontex organises demonstrations of technology, conducts technical feasibility studies and runs pilot projects at all types of border.

Out of all activities of 2016 in this area it is worth mentioning the trial of border surveillance technology for land borders organized in Slovakia.

Highlights: Land Border Surveillance Working Group meeting and Industry Demonstration held in Slovakia.

Key experts from the 12 European countries gathered in September to debate and observe in the real field the current achievements in the area of border surveillance domain. During the event 12 leading companies demonstrated a variety of technologies for border surveillance, in principal systems consisting of radars, cameras, line detection sensors, communication systems, low altitude detection and anti-RPA[8] systems.

The main outcome was the report on the Technical Best Practices and Guidelines for Border Surveillance in the areas of: mobile land border surveillance systems, data sharing and operational communications as well as technical equipment acquisition process, sensors for line, perimeter and for low flying detection. The technical requirements for mobile surveillance systems serve as a basis for further development of technical specifications for acquisition of technical equipment and have been already used for that purpose by several Member States and one third country (under technical assistance project).

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[8] Remotely Pilot Aircraft

Innovation

Frontex aims to assist the European Commission with the planning and implementation of the European Programmes for Research and Innovation which relate to border security. Under this project, Frontex provides a platform for a two-way exchange of information between the developers of border security technologies/initiators of research projects and their potential end-users.

Keeping up with industry's and academia's newest products, services, technologies and developments helps the border guard community to identify options and opportunities for developing future capacities. It also offers answers to specific questions and needs, helps everyone involved to understand what the trends are and – especially for researchers in this field – to see where they are in relation to what has already been done.

The project investigates new ways of setting up and managing research and innovation at EU level, but also the feasibility of joint procurement between border guard authorities themselves as well as border guard authorities and Frontex.

2.7. External Relations

In the course of 2016, Frontex maintained an effective cooperation network with third countries (TCs), international organisations, and relevant EU entities.

Cooperation with EU agencies

The Regulation on the European Border and Coast Guard opened up new possibilities for cooperation with EU agencies in relation to the coastguard function, resulting in the trilateral working arrangement between Frontex, the European Fisheries Control Agency (EFCA) and the European Maritime Safety Agency (EMSA) on coast guard functions. The working arrangement was prepared in 2016 with a view to adoption by Frontex Management Board at the beginning of 2017.

Close cooperation continued with the nine justice and home affairs (JHA) agencies, both through the JHA agencies network, as well as on bilateral basis. Partnerships with JHA agencies were crucial for the operational activities related to the hotspot initiatives in Italy and Greece, coordination of operational actions in the context of the EU Policy Cycle/EMPACT, and regular exchange of border-related situational awareness and operational media monitoring products. With regards to the engagement with Europol within the framework of EMPACT related air border actions, Frontex participated in the Global Airline Action Days twice during 2016, attending the Command Post at Europol HQ on both occasions. Furthermore, a Europol representative was deployed to Budapest during a Frontex coordinated Joint Action Day (Bellerophon) in September 2016, following attendance at the pre-deployment briefing held at Frontex HQ.

At bilateral level, cooperation with eu-LISA was strengthened through an annual cooperation plan, whereas regular exchange with EASO was facilitated through the deployment of EASO Liaison officer to Frontex. A cooperation agreement with Europol, signed in December 2015, paved the way for regular transmission of personal data from Frontex to Europol – another cooperation avenue extensively tested throughout 2016.

Cooperation with international organisations

In 2016 Frontex enhanced cooperation with Interpol. Joint activities included the ongoing Dial Doc/Reference Manual project, tactical inclusion of Interpol officers in Frontex operational activities, close interaction between Frontex and the Border Management component (IBM Task Force) of Interpol and Interpol's participation in Africa-Frontex Intelligence Community (AFIC) meetings. Based on this successful cooperation, both entities identified the need for closer strategic and operational cooperation, possibly leading to a new working arrangement in 2017.

Efforts were made to formalise the cooperation with OSCE with a possible conclusion of a working arrangement envisaged in 2017. Similarly, possibilities for an intensified cooperation with the International Maritime Organization (IMO) in the maritime domain, especially in the coast guard functions, and with the World Customs Organization (WCO) in the customs domain, were explored with a view to future WAs.

The Agency resumed cooperation with EUBAM Libya paving the way for closer action in 2017 and continued close cooperation with IOM, UNHCR, UNODC, ICMPD and other international actors in various areas of its mandate.

Cooperation with third countries

On the basis of the mandates given by the Management Board, possibilities were explored to negotiate working arrangements with i.e. Egypt, Tunisia, Morocco and Senegal. In the frames of the ongoing revision of working arrangements in accordance with the Regulation on the European Border and Coast Guard, updated proposals were sent to Albania, Serbia and the Former Yugoslav Republic of Macedonia.

Frontex participated in the migration policy dialogues in the framework of the Khartoum-, Rabat-, Budapest- and Prague Processes as well as Valletta Joint Action Plan implementation.

In accordance with the European Border and Coast Guard Regulation, an annual report was submitted to the Management Board related to the activities Member States undertake with other Member States and/or with third countries at the external borders of the EU, outside the framework of the Frontex activities.

2016 saw the deployment of the first Frontex liaison officer to a non-EU country (Turkey). Management Board also approved the deployment of a liaison officer to Niger, and to Serbia. Moreover, the priority regions for possible deployments in 2017 were approved: Western Balkans, North Africa, West Africa, Horn of Africa and the Silk Route region.

In the strategic dimension, cooperation with the United States of America was given a new start based on the existing working arrangement, while first steps were also made in relations with Israel.

Highlights: Enhanced cooperation with priority third countries

Work on establishing, developing and maintaining structured cooperation with non-EU countries, EU entities and international organisations continued and was further enhanced throughout 2016. For instance, a working arrangement was concluded with Kosovo[*], which means that Frontex is now partnering with all countries of the Western Balkan region.

Also, negotiations with Senegal and Morocco progressed well – the working arrangement with the latter was approved by the Frontex Management Board and the signature depends on further developments on the political level. Good contacts were established with Egypt, with an exploratory mission held in October 2016. Discussions with Niger were initiated at the end of 2016 with a view to concluding a working arrangement. A cooperation plan detailing the working arrangement was signed with Ukraine. The process of updating the Cooperation Plan with Turkey commenced.

Libya remained a focus for Frontex. The Agency contributed to the capacity building and training of the Libyan Coast Guard and Navy in the frames of additional tasks for EUNAVFOR Med Sophia operation. In that regard, training has been provided to 59 Libyan Coast Guard officers (in addition to three tutors) in specific modules falling directly under the remit of Frontex.

Technical assistance

Apart from the launch of the IPA II project - "Regional Support to Protection Sensitive Migration Management in the Western Balkans and Turkey", Frontex continued the implementation of the Eastern Partnership (EaP) Integrated Border Management Capacity Building Project, a component of the EaP/IBM Flagship Initiative carried out in cooperation with WCO, IOM and ICMPD. In 2016, 76 activities (of which 47 are trainings) were implemented with 686 officials trained.

In the framework of the ENPI Project – "Promoting the participation of Jordan in the work of EASO as well as the participation of Morocco and Tunisia in the work of EASO and Frontex", which finished in 2016, Frontex participated in the closing conference of the project and contributed to the final report submitted by EASO to the European Commission.

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[*] This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence

Highlights: Launch of IPA II project in the Western Balkans
2016 marked the start of an EU-funded technical assistance project "Regional Support to Protection Sensitive Migration Management in the Western Balkans and Turkey" in the framework of the Instrument for Pre-Accession Assistance (IPA II) and as part of the EU accession processes of the Programme's beneficiary countries: Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Kosovo*, Serbia, Montenegro and Turkey. Frontex is in the lead of the implementation of one of the components of the project aiming at introducing and sharing EU standards and best practices on migration management. The project is being implemented jointly by Frontex, EASO, IOM and UNHCR. In 2016, Frontex organized six regional courses in combatting trafficking in human beings, detection of falsified documents, identification and screening of nationality, and interviewing techniques. Two sessions which took place in the Frontex Partnership Academy in the Netherlands, whereas the remaining trainings were hosted by Montenegro. Overall, 29 activities were conducted and 123 border guards and asylum officers were trained in the frames of the project in 2016.

2.8. Communication

In 2016 Frontex strived for transparency and active provision of information to general public, border management community and Frontex staff. It was a year of the change of mandate, which resulted in changing the visual identity of the Agency, new logo, and information activities aiming at explaining the new mandate of Frontex as European Border and Coast Guard Agency.

The official launch of the latter took place at the Kapitan Andreevo Border Crossing Point at the Bulgarian-Turkish border with Turkey. The event included a presentation of the vehicles, equipment and teams of the new Agency, and was attended by Bulgarian Prime Minister Mr. Boyko Borissov, Deputy Prime Minister and the Minister of Interior of Bulgaria Ms. Rumiana Bachvarova the Migration, Home Affairs and Citizenship Commissioner Mr. Dimitris Avramopoulos, State Secretary of the Ministry of Interior of the Slovak Republic Ms. Denisa Sakova, Executive Director of the European Border and Coast Guard Agency Mr. Fabrice Leggeri, and other senior officials, including high level representation from Turkey.

In the time of change the internal communication was strengthened with the use of different communication tools such as events (i.e. town-hall meeting on the new regulation on Border and Coast Guard, live-streamed launch of the new Agency from Bulgaria), written communication and development of a modern intranet platform that will allow information sharing and collaboration of Frontex entities. The magnitude of communication effort can be illustrated by the production of content for an internal newsletter that reached new highs with 17 issues and more than 219 articles published.

Frontex continued its online communication for internal and external stakeholders. The Agency developed a new website information architecture and graphical representation that will make browsing the new official website to be launched in 2017 easier. Frontex's social media communication efforts resulted in the increase of reach and significant increase in the number of followers compared to 2015 such as 128% increase of Frontex Twitter account followers and 72% increase of ED4BG Facebook-fanpage followers. The Agency started as well sharing its risk analysis data on EU Open Data Portal (data.europa.eu).

In 2016, Frontex organised around 130 media visits to operational areas (including patrols and interviews) which resulted in a wide coverage of the Agency's activities in international media, as well as in a number of regional media outlets. More than 800 students learned about the Agency during study visits organised in Warsaw and during conferences attended by Frontex representatives.

Frontex has been regularly organising press conferences in European capitals. In 2016 Frontex Executive Director and Deputy Executive Director met with groups of journalists during ten press conferences and numerous smaller media briefings. The Executive Director gave more than 30 interviews to international media.

Frontex handled on overage 500 media requests per month, including requests for information on ongoing activities, requests for comments, interviews or statistics. The Agency received around 150 requests for information from the general public and researchers.

As part of 2016 outreach events, Frontex took part in Docs against Gravity, one of the world's largest documentary film festivals taking place in Warsaw. Frontex had its own dedicated movie section "Borderlands", with documentaries dedicated to the topic of migration and border management. Frontex continued to organise the European Day for Border Guards (ED4BG), an annual event celebrating border guards from all Member States and Schengen Associated countries. The 2016 edition focused on future of border management and the new mandate of Frontex.

In 2016 Frontex produced more than 70 publications such as training manuals, risk analysis and general awareness material. The video production focused on training products but there were a few general awareness movies just to name Vega Children on trafficking in human beings or animations explaining the role of Frontex in returns and coast guard function. Last year saw also communication-capacity development: a multimedia management system that will allow easy retrieval of photos, videos and graphics for communication purposes was created.

Highlights: Press field visits and Field Press Coordinators

In order to increase operational transparency and assist the media on the ground, Frontex deploys Field Press Coordinators (FPCs). Over the course of last year five Field Press Officers were deployed to Joint Operation Triton in Italy and Joint Operation Poseidon in Greece. The FPCs are drawn from the European Border Guard pool and are typically national border agencies' press officers seconded to help Frontex handle media in the operational area. Their tasks include helping journalists move around operational areas, facilitating embedding in patrols and interviews with national officers, and collecting operational photo and video material for the press.

Last year, Frontex coordinated four two-day-long visits to Sicily to explain the functioning of Operation Triton for a team of 25 German journalists, 11 Czech journalists, 8 Slovak journalists and 10 Spanish media representatives. All participants of the visits had prior knowledge of migration issues and Frontex. The visits served to further consolidate the knowledge of Frontex and its new mandate, border management and security issues among the journalists specialised in these topics. While the visits immediately generated a high number of articles and interviews about Frontex in the national media of the individual Member States, the long-term advantage is important, as it helps build a thorough understanding of management of the EU external borders and its challenges.

2.9. Fundamental Rights

In 2016, the Fundamental Rights Officer (FRO) has continued to provide advice and develop new tools serving the purpose of promotion of fundamental rights in border management activities.

Over the year FRO has been providing input during the drafting of operational plans to promote the respect of fundamental rights in all Agency's operational activities. With the entry into force of the Regulation on the European Border and Coast Guard, FRO contributed to the alignment of operational plans with new regulation by revising the plans and the guidelines for various profiles in the plans (debriefing, fingerprinting, etc.).

FRO designed as well a questionnaire on referral mechanisms for vulnerable groups in the Member States where operations take place, and supported the drafting on a Standard Operating Procedure (SOP) on complaint mechanism including the complaint form for potential violations of fundamental rights. FRO proposed a fundamental-rights specific operational objective and basic compliance indicators necessary for providing FRO observations to the Frontex Evaluation Reports (Article 26 of the new regulation). FRO extensively contributed to the Guide for Joint Return Operations coordinated by Frontex on fundamental rights aspects during return operations.

FRO team has also extensively supported the training activities of fundamental-rights relevant aspects related to specific profiles within the operational teams, as well as in the design of curricula for Member States officials i.e. fundamental rights for border guard's on-line tool, and fundamental rights and international protection in the EU project for first entry officials from EASO.

The Serious Incident Report (SIR) mechanism was established as a key part of an effective monitoring mechanism for fundamental rights in all activities. In 2016, 24 serious incidents were reported and followed-up by Fundamental Rights Officer. As a result, FRO closed 10 incidents and provided recommendations and corrective measures while other serious incidents are pending as the investigation is still ongoing by respective Member States' authorities.

FRO continuously works on improvement of an effective monitoring mechanism as provided by the new regulation. FRO team visited sea, land and return operations and provided substantive recommendations for prevention of fundamental rights violations during operational activities. This component includes:

- the setting up of a complaint mechanism as a new feature of a tool to monitor compliance with fundamental rights in all Frontex's activities,
- the creation of an electronic case management system, drafting and consulting the complaint form, supporting the drafting of the rules of the mechanism, and
- the establishment of competent focal points within national authorities and human rights institutions that monitor and investigate potential violations of fundamental rights by border authorities.

In addition, FRO provided specific reports on fundamental rights implications on various fundamental rights matters of interest for the activities of Frontex, such as return and readmission and the protection of children in the operational and training activities. FRO coordinated as well to the drafting of the profile of the forced return monitors profile and extensively supported the creation of the pool of monitors. Moreover, FRO contributed to the Evaluation of 'Frontex Design for Evaluations of Joint Operations and Pilot Projects' (2012-2016).

In March FRO presented a final draft of the Fundamental Rights Strategy after intensive internal units and external consultation with relevant stakeholders, such as Consultative Forum and Management Board. The negotiation of the EBCG Regulation obliged to suspend the adoption process of the FRS.

Highlights: Forced return monitoring

The FRO has been actively involved in the promotion of forced return monitoring since the beginning of her mandate, in close coordination with the Fundamental Rights Agency (FRA) and the International Center for Migration Policy Development (ICMPD).

Since the entry into force of the Regulation on the European Border and Coast Guard, the creation of a specific profile for forced return monitors, the FRO, in support of internal business units, has managed to effectively advise the profile drafting for a force return monitor and the creation of a pool of forced return monitors from Member States. The members of the pool are trained on fundamental rights related to return operations, monitoring and reporting.

Notably, the exchange of reports with the FRO is enriching the analysis and understanding of a European pool that serves to ensure compliance of fundamental rights with the highest standards and in a common understanding of European principles and values, that is transparent and accountable.

2.10. Administration and Finance

Finance and Procurement

In 2016 Frontex kept the regulatory framework updated and adjusted to the evolving needs of the Agency. Through the regular monitoring of the budget implementation and the implementation of the Procurement Plan, financial services contributed to the achievement of Frontex' objectives. Two budget amendments and 19 budget transfers were made in order to reprioritise the Agency's activities due to the entry into force of Frontex new mandate.

A significant increase in both numbers and amounts of commitments processed has been observed: commitments increased in numbers by 18% and reached 3,962; the amounts increased by 61% to EUR 280.9 m. Likewise, the number of payments processed increased by 14% to 14,124, the overall amount increased also by 60% to EUR 199.2 m.

In line with the founding and the Frontex Financial Regulation, the Agency spends the major part of its budget via grants issued to co-finance operational activities, including return activities and via procuring products and services.

The number of grants issued to co-finance Frontex coordinated operations increased significantly compared with the previous year. Overall, Frontex issued 1741 grants in 2016 compared to 1323 in 2015 (+32%). Besides the number of grants also the overall amount covered by grants almost doubled compared with 2015 and increased from EUR 99.4m to EUR 169.9m.

Overall, 1167 procurement procedures were carried out in 2016 compared to 1137 in 2015 resulting in concluding contracts worth EUR 22.8m. The amount of contracts concluded does not include procedures that were cancelled, not finalised yet, and the estimated values of framework contracts.

The introduction of the semi-automated tools for procurement/contract management and preparations for e-procurement are under development. A horizontal working group for contract management has been set up and aims at delivering proposals regarding the improvement of the contract management inclusive automation.

Human Resources

In light of the extension of Frontex' mandate and foreseen grow in staff members in the next four years a first ever Human Resources Strategy was developed and adopted. The strategy serves as guidelines for HR management in 2016-2019. It provides an overview of strategic and operational objectives within the area of HR and assesses risks associated to them. The document also gives clear indication how human resources services will be provided in a changed environment and will switch from a purely administrative support to advisory and strategic dimension. Based on the strategy a new business model for HR services was prepared and recruitments for new functions have been launched.

New legal provisions were smoothly implemented and staff awareness was raised. Informative sessions on pension and insurance schemes were organized to raise the level of staff knowledge in these respects.

In 2016, a total of 134 new employees joined Frontex, there were 54 new posts published and eight employees were reassigned to other tasks. At the end of 2016 Frontex reached a total of 365 staff members, out of which 197 temporary agents, 93 contract agents and 75 seconded national experts.

Altogether 282 employees went through the appraisal procedure; out of 66 jobholders eligible for reclassification 32 were reclassified. 40 contract renewal procedures started in 2016.

In 2016, in addition to 22 language courses (English, Polish, French, German, Spanish) held in-house and attended by approximately 160 staff members, 96 employees participated in other courses provided in-house (for instance workshops on performance management, trainings on MS Office 365 or basic Fundamental Rights trainings).

Apart from this, 51 employees participated in externally provided specific job-related courses (for instance trainings on social media intelligence; a seminar on electronic procurement, an advanced Linux administrator training or a seminar on case law in public procurement).

Internal Services and IT

In 2016 administration services continued rendering services for operational part of the Agency - regular services and support to all other entities within the Agency which mostly entailed procurement of goods and services, processing financial transactions (approx. 2,000). In 2016 Frontex hosted 845 meetings with external visitors, received almost 14,800 guests. There were 557 cases of malfunctions and needs for repairs handled and over 2,400 missions organised.

On the top of regular tasks, Corporate Services planned and implemented the relocation of EURTF Catania into its final premises, organised the 7th edition of the European Day for Border Guards, performed a space optimisation study, initiated actions with view to office space expansion and contributed to the HQs Agreement negotiations. The expatriate services handled over 300 requests for support of various complexity to support newcomers to the Agency.

On the information and communication technologies part, maintenance, support and development of different operational systems (e.g. Eurosur, GIS platform, Frontex-One-Stop-Shop, Frontex Media Monitor, Appraisal and HR systems, new ICT Training platform). New ICT solutions were developed and delivered to the business area: FAR (Frontex Application for Return), upgrade of Opera system, LENS (multimedia asset management solution).

Following the decision of the Executive Director, negotiations have been started with eu-LISA, space has been assigned in their data centre for the Disaster Recovery Site of Frontex. Parts of the Service Level Agreement have been drafted, a high-level planning, a design and the acquisition of the necessary equipment have been made during the year 2016.

A Document Management System Pilot project has been run for the automation of the workflow related to the production and approval of the Executive Director Decisions to assess the potential of the solution. The workflow has been put in production and the project continues to go on with other workflows.

After repartitions of the tasks between the European Commission, Joint Research Centre and Frontex, the responsibilities of different development of the Integrated Return Management Application (IRMA) platform was agreed and Frontex was made responsible for the development of Frontex Application for Return (FAR). The development was made and the first version put in production in October. The application is being used by the unit responsible for organisation of return operations as well as the Member States for the announcement of the return operations, their preparation and the organisation of the actual return activity and has so far received a positive feedback from the users.

Most of the activities of the Data Protection Officer (DPO) in 2016 related to monitoring and compliance (e.g. by organising the data protection awareness sessions). Assessment of operational and administrative activities regarding impact on the individuals' right of data protection has been performed by provision of advice and contributing to the draft wording of different documents. DPO has been raising awareness about personal data protection in face-to-face meetings but also distributing publications on the subject matter (e.g. Frontex Guide on Data Protection Impact Assessment and Frontex Privacy Impact Checkbox prepared).

Follow-up of the Inspection by the European Data Protection Supervisor has been taking place on regular basis; DPO was coordinating the status of recommendations made by the EDPS in the relevant Inspection Reports

Legal Affairs

Legal services have been provided on a regular basis to administration and operational entities, ensuring legal consistency of their activities. A significant aspect in 2016, was the leading role taken by the Legal Affairs Unit in organizing and coordinating a Task Force to closely follow the legislative procedure for the adoption of the Agency's new mandate, the European Border and Coast Guard Regulation, and in turn instruct Frontex entities on its impact and later implementation. In fact, much of the legal advice provided last year to internal entities was on the implementation of the provisions of the new Regulation, especially related to provisions on returns and cooperation with third countries.

In line with the new legal framework moreover, the Complaints Mechanism was set up in close cooperation with the Frontex Fundamental Rights Officer.

Two Legal Network (LegNet) meetings were also organized in 2016, during which legal experts or practitioners from the Member States had a chance to discuss with the Agency unclear or tricky legal issues in an attempt to reach a common understanding and in this way better assist the operational activities of Frontex.

In the course of 2016, 101 Executive Director (ED) Decisions and 46 Management Board (MB) Decisions were taken; some 15 Operational Plans were signed, whilst several Cooperation Plans, Working Arrangements, Service Level Agreements and other contracts were concluded where legal service provided was essential.

Subject to Regulation (EC) No 1049/2001 when handling applications for access to documents held by it, Frontex amended and improved its internal rules implementing that Regulation in 2016. Furthermore, by Decision No 2016/119 of the Executive Director of Frontex a 'Transparency Office' housed within the Legal Affairs Unit and a network of case-handlers across the Agency, were created to better handle applications for access to documents. More details can be found below in the Annual report on public access to document in 2016.

3. KEY RESULTS AND PROGRESS TOWARDS THE ACHIEVEMENT OF GENERAL AND SPECIFIC OBJECTIVES OF FRONTEX

3.1. Key Performance Indicators

The most relevant **key performance indicators** are the following:

Description of Indicator	*In 2016 the number of Member States participating in operational activities should remain at the same level as in 2015.*
Target	An average of 26 Member States participated in operational activities during 2016.
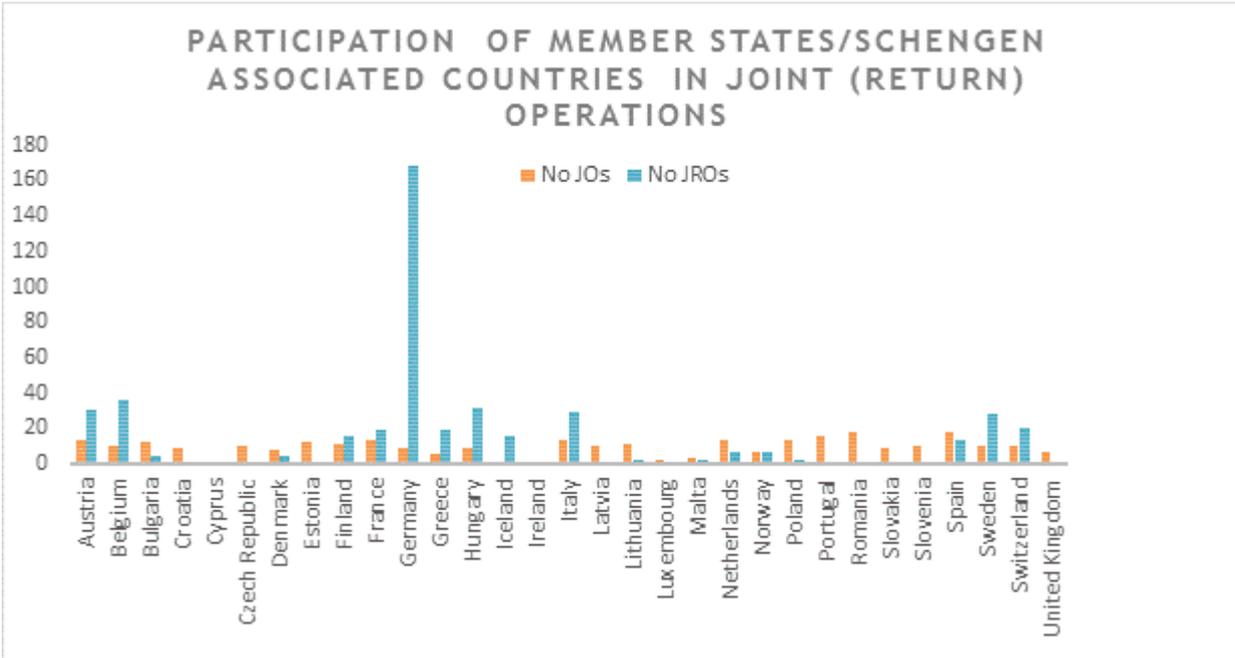
The overview shows that although the number of return operations increased significantly the main user (participants) of those activities and services remained the same as in 2015. The same goes for joint operations, here the number of joint operations remained at the same level as in 2015, with an increase in operational days. Also the participation of Member States shows a similar distribution as in the year before. The graph belows shows the participation of TC in joint operations.

Participation of Third Countries in Joint Operations
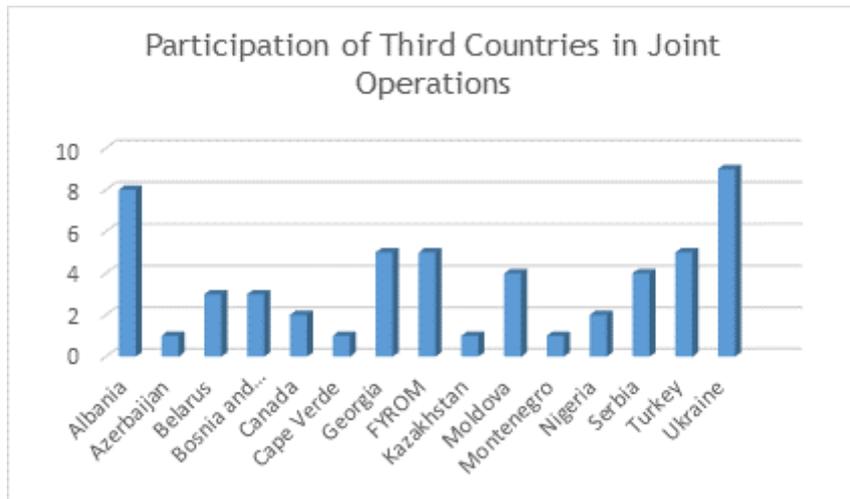
Overall, the set target of 25 MSs/SACs was reached as 30 out of 31 MS/SAC participated (at least in one) of Frontex coordinated operational activities during 2016.

Deployment days for HR and TE on operations per MS/SAC in 2016
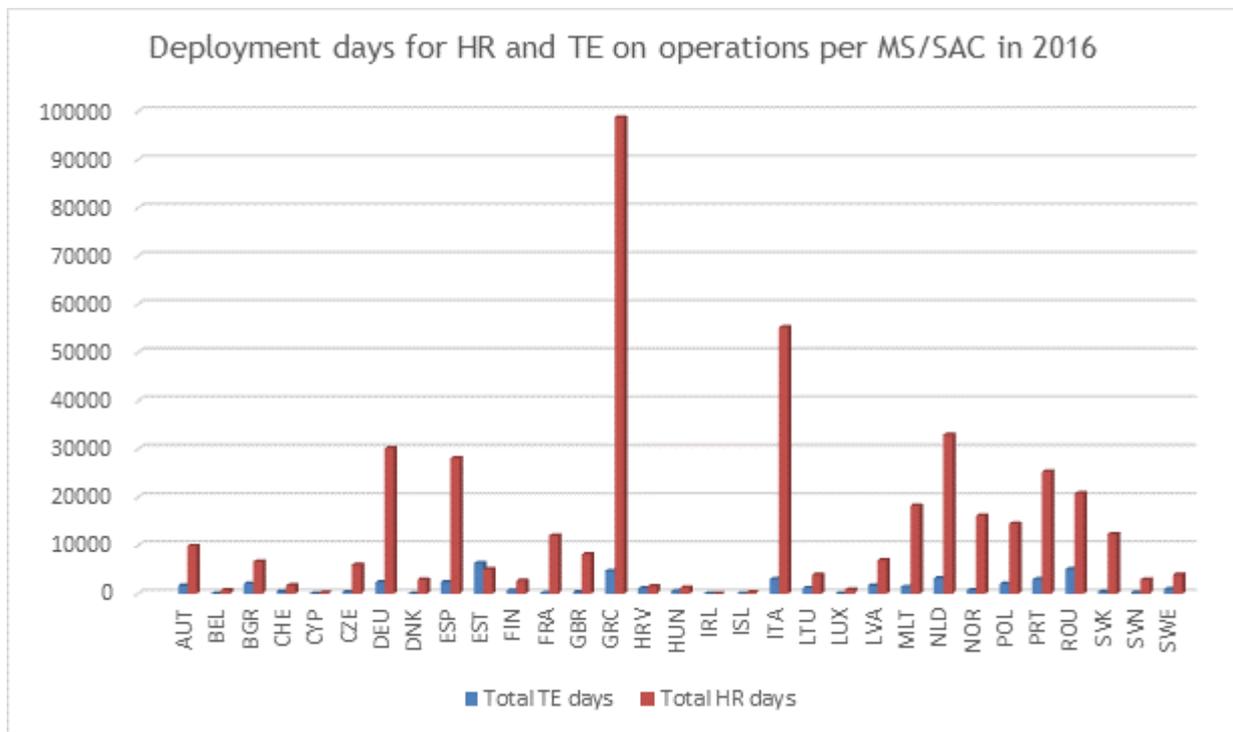
The two graphs show that also in 2016 Greece and Italy were by far the main provider of additional human resources deployed and financed in Frontex' coordinated operational acitivities. Followed by The Netherlands, Germany and Spain. The picture is slightly more balanced with regard to technical equipment.

Deployment days ratio for HR and TE on operations per MS/SAC in 2016

■ Total TE days   ■ Total HR days
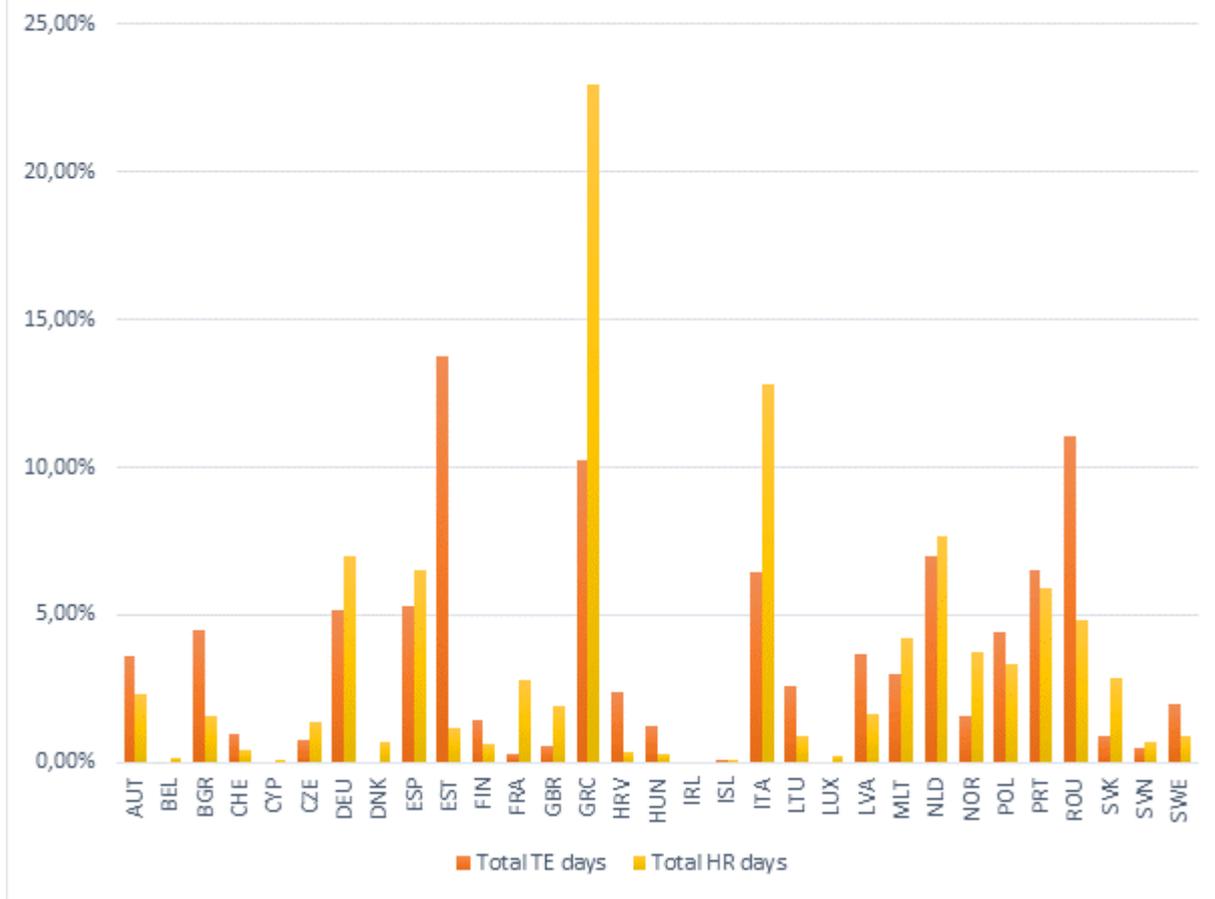
Description of Indicator	*The increased focus on the quality of Frontex' products and services should result in an improved level of customer satisfaction (increase by 0.1 points).*
Target	Customer satisfaction at the level (average) of 4.
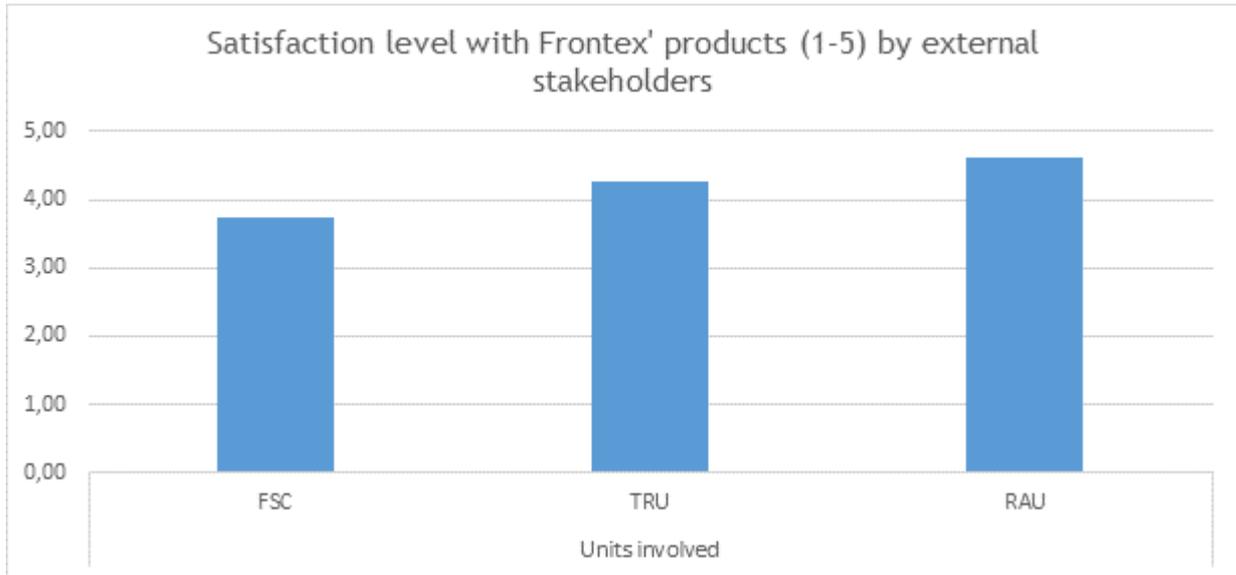
The table shows the level of satisfaction on product/service delivery as assessed by external stakeholders (e.g. authorities in MSs/SACs requesting/receiving services from FSC and RAU and participants in different types of trainings organised by TRU).

Considering the different scales used (score from 1-4 instead of 1-5) the figures had to be factored by 1.25. This result in an average value of 4.2 regarding (external) customer satisfaction.

3.2. Key conclusions on Management and Internal Control

Frontex conducts its operations in compliance with the applicable laws and regulations, working in an open and transparent manner and meeting the expected high level of professional and ethical standards.

Frontex has adopted a set of internal control standards, based on international good practice, aimed to ensure the achievement of its objectives. The financial regulation requires that the organisational structure and the internal control systems used for the implementation of the budget are set up in accordance with these standards.

The 2016 annual review of the internal control system and organisational performance provided reasonable assurance to Frontex management as to the level of compliance with all internal controls, on the correct functioning of the systems in place and on organisational performance. The review highlighted the main strengths and the potential weaknesses of the systems in place and supported the establishment of an improvement action plan.

In 2016, Frontex took measures to improve the efficiency of its internal control systems in the areas of:

- Leadership (ICS 7 Operational Structure, ICS 9 Management supervision, ICS 15 Assessment of the internal control system);
- People management (ICS 3 Staff Allocation and Mobility);
- Planning and stakeholder cooperation (ICS 5 Objectives and Performance indicators);
- Risk management and processes (ICS 8 Processes and Procedures, ICS 11 Document management and ICS 12 Information and communication).

In addition, Frontex has systematically examined the available control results and indicators, including those aimed to supervise entities to which it has entrusted budget implementation tasks, as well as the observations and recommendations issued by internal auditors and the European Court of Auditors. These elements have been assessed to determine their impact on the management's assurance as regards the achievement of control objectives.

In conclusion, Frontex management has reasonable assurance that Frontex has continued to implement a comprehensive system of internal controls, performance and results oriented management embedding risk management and ensuring a proportional approach to compliance and effectiveness of internal procedures and systems. The necessary improvements and reinforcements have been implemented and the Executive Director, in his capacity as authorising officer, has signed the Declaration of Assurance.

Nevertheless, Frontex recognises that given the substantial increase in Frontex' budget (financial and human resources) and the expansion of the tasks and responsibilities that are assigned to Frontex, the internal control system must be further strengthened and improved in 2017.

4. BUDGETARY AND FINANCIAL MANAGEMENT

In January 2016 Frontex observed an internal reorganisation which constituted three divisions (Operations, Capacity Building and Corporate Governance) and separate entities reporting directly to the Executive Director.

All expenditures are implemented in the form of centralised management. As a general rule, the Agency uses the financial circuit model 3 "decentralised circuit with central counterweight", where the operational initiation and verification functions, as well as the financial initiation function, are executed within each division. The ex-ante financial verification is centrally performed by the Financial Services within the Financial and Corporate Services Unit located in Corporate Governance.

For transactions below 5000 EUR, a simplified circuit is followed, where the operational verification function is performed by the Authorising Officer. For payments below 1000 EUR, a low value transaction circuit is followed, where both operational and financial verification functions are performed by the Authorising Officer.

For missions, the operational and financial initiation function is performed centrally by staff in the Corporate Travel Services within Financial and Corporate Services Unit; the operational and financial verification functions are performed by the relevant Authorising Officer.

The system of delegations and deputising in Frontex respects the following principles:

- Executive Director and Deputy Executive Director are entitled to sign all transactions for all amounts and all budget lines.

- Delegations are granted by the Executive Director to: Division Directors, Heads of Units, Heads of Sectors and other selected staff. Different financial thresholds apply to these delegations depending on the position of the AO (as a general rule: Director – EUR 500.000, other positions - between EUR 5.000 and EUR 200.000).

- Deputising/Suppléances: As a general rule, deputising is performed downwards; which means that Heads of Units replace Directors, Heads of Sectors replace Heads of Units; Heads of Sectors which are absent are replaced by another Head of Sector from the same unit or a delegated staff from the sector.

4.1. Implementation of appropriations

Fund source		Budget	Total commitments		Total payments	
C1	Regular budget	232 757 000	227 874 834	98%	153 761 284	66%
C4	Internal assigned revenue	2 255 963	325 233	14%	93 917	4%
C5	Internal assigned revenue carry over	104 676	77 224	74%	71 767	69%
C8	Automatic carry over	43 843 162	37 081 911	85%	37 081 911	85%
	Sub-total:	278 960 801	265 359 202	95%	191 008 879	68%
R0	Earmarked expenditure	21 181 426	15 541 026	73%	8 195 994	39%
	Total:	300 142 227	280 900 228	94%	199 204 873	66%

Table 1 - Summary overview of 2016 implementation per fund source

The initially adopted budget of EUR 254.0m was amended twice, resulting in the final budget of EUR 232.8m.

98% of the C1 appropriations were committed and 66% paid. Uncommitted appropriations of EUR 4.9m (2%) had to be cancelled, whereas committed appropriations of EUR 74.4m (32%) were automatically carried forward to 2017 and constitute C8 funds. These commitments will be paid during 2017 with the final delivery of the goods or services or the completion of operational activities.

The funds automatically carried forward from the year 2015 to 2016 (C8 funds) amounted to EUR 43.8m, out of which 85% was paid. The remaining 15% (EUR 6.7m) had to be cancelled.

The internally assigned revenue, characterised as C4 and C5 funds (collected from Recovery Orders) amounted to EUR 2.3m. Out of the C4 funds, 14% were committed, out of the C5 funds 74% was committed, and 69% was paid.

Title		Budget	Total committed		Total payments	
		A	B	C=B/A	D	E=D/A
A-1	Staff	25 965 000	23 965 283	92%	23 535 599	91%
A-2	Other administrative expenditure	15 570 000	15 231 899	98%	8 826 557	57%
A-3	Operational activities	191 222 000	188 677 652	99%	121 399 127	63%
		232 757 000	227 874 834	98%	153 761 283	66%

Table 2 - Regular budget (C1) implementation per Title

The number of grants issued to co-finance Frontex coordinated operations increased significantly compared with 2015 and 2014: Frontex issued 1741 grants in 2016 compared with 1323 in 2015 (+32%) and 1073 in 2014 (+62%). The overall amount granted almost doubled compared with 2015 from EUR 99.4m to EUR 169.9m. The average amount/grant increased from EUR 75.111 to EUR 97.568.
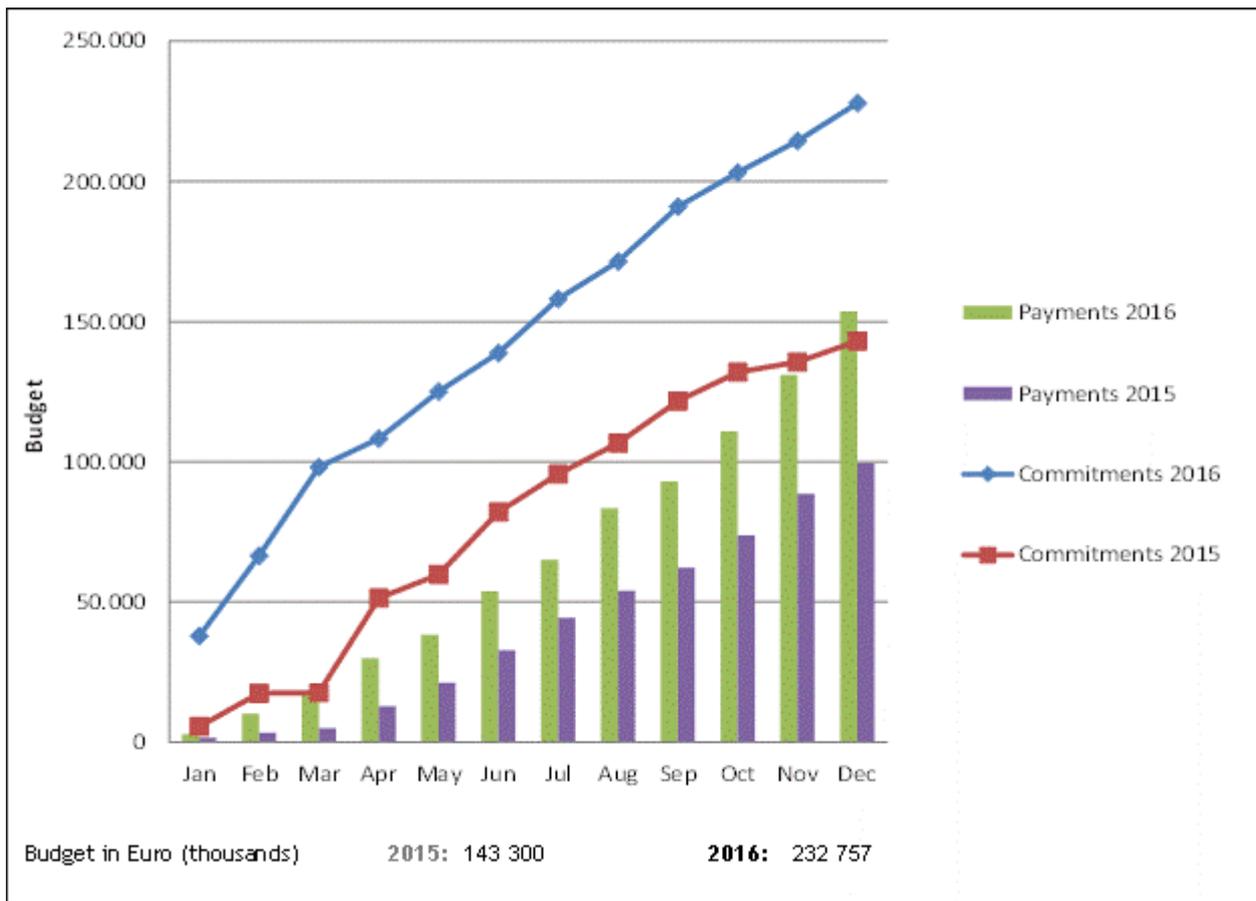
Figure1 - Graphical view comparing C1 funds (commitments and payments) in 2016 and 2015

	2016	2015
Commitment C1	98%	100%
Payments C1	66%	69%
Funds carried forward to the following year	32%	31%
Funds cancelled	2%	-

Table 3 - Comparison performance budgetary year 2016 versus 2015

4.2. Information on transfers and amending budgets

The first amendment was proposed to the Management Board in October 2016, following the entry into force of the European Border and Coast Guard Regulation. In order to start with the implementation of its new and enhanced mandate additional staff needed to be recruited already during the last quarter of 2016.

A needs assessment identified 50 Temporary Agent posts; subsequently the allocation of the posts was also proposed for Contract Agents and Seconded National Experts.

Sufficient funds were still available in the Frontex budget 2016 to secure the payments for those staff members, therefore the 2016 budget amendment N1 adopted by the Management Board on 19 October 2016 with the Decision no 32/2016 did not increase the financial appropriations.

The Management Board adopted the proposal for the second amendment on 18 November 2016 with the Decision no 35/2016. In light of the very generous and at the same time ambitious budget allocation in 2016, the revised forecast showed that despite Frontex having increased its activities and achieving significant improvements compared with 2015, the budget could not be fully implemented. This shortfall in implementation was mainly due to political constraints, particularly with regard to return and readmission activities. Furthermore, not all recruitment procedures could be completed by year-end; this fact, combined with the decrease in the salary weighting for Poland, led to savings in staff expenditure that could not be absorbed. The amendment resulted in reducing the budget appropriations by EUR 1.2m in Title 1 and EUR 20.0m in Title 3.

#	Date of adoption	Description	Impact on appropriations (EUR)		
			Title 1 Staff expenditure	Title 2 Other administrative expenditure	Title 3 Operational expenditure
1	09.03.	FWC for deployment of aircrafts by PRU (from SBS)	0	0	1 875 000
2	23.03.	correction of clerical mistake in funds allocation for ABS and LBS (from RSU)	0	0	1 557 000
3	20.04.	material support to PRU for return operations (from RSU)	0	0	1 300 000
4	26.04.	Title 2 various needs	0	146 000	0
5	16.06.	JO Eurocup and Alexis needs in ABS (from LBS)	0	0	450 000
6	30.06.	Press office missions needs	0	15 000	0
7	22.07.	Audit and evaluation needs; RPAS needs in RDU (from LBS and Title 1)	0	270 000	500 000
8	03.08.	Title 2 various needs	0	96 500	0
9	08.08.	EUROSUR ICT needs (from RSU)	0	0	1 015 000
10	23.08.	interim services needs	90 000	0	0
11	07.09.	postal services and FSC deployment needs (from Comms & EUROSUR)	0	50 000	100 000
12	14.10.	FRO workshop on complaint mechanism (from RSU)	0	0	100 000
13	19.10.	Title 2 various needs	0	238 000	0
14	27.10.	SBS needs for November deployments (from LBS&RSU)	0	0	3 800 000
15	03.10.	needs for Exercise in Croatia (from IEC to TRU)	0	0	180 000
16	28.11.	needs for activities of SBS, LBS, RAU and ICT	0	105 000	3 756 000
17	12.12.	needs in RAU, in security and in ICT (from savings in all Titles)	0	686 000	273 000
18	19.12.	needs in ICT (from EUROSUR savings and reallocation of ICT resources)	0	352 000	0
19	21.12.	needs in SBS (extension of Poseidon and Triton operations)	0	0	100 000
			90 000	1 958 500	15 006 000

A total of 19 budget transfers amounting to EUR 17.1m have been processed in 2016 affecting all Titles. The transfers were made under the authority of the Executive Director without prior approval of the Management Board according to Article 27 of the Frontex Financial Regulation.

Within Title 1 one transfer in the amount of EUR 90k was made to safeguard additional financial resources to cover the increased interim support services in the second half of the year.

The transfers in Title 2 amounted to EUR 2.0m and were necessary to secure funds for expenditure related to

unplanned projects related to the current and new Frontex HQ and other additional expenses resulting from the

increasing number of staff and meetings hosted by Frontex.

In Title 3 transfers of EUR 15.0m were made of which the largest were to cover the needs in logistical support to the operations (readmission activities and deployment of assets); to increase the capabilities of various operational activities; and setting up the complaints mechanism;

4.3. Implementation of appropriations from 2015 carried forward to 2016

The funds automatically carried over from the year 2015 to 2016 (C8 funds) amounted to EUR 43.8m of which 85% was paid. The remaining 15% (EUR 6.7m) had to be cancelled.

	Total budget 2015	Paid in 2015	Paid in 2016	Total payments		Unused	
Staff	21 215 040	21 069 226	92 620	21 161 846	100%	53 194	0,3%
Other administrative expenditure	8 586 000	5 230 781	2 938 173	8 168 954	95%	417 046	4,9%
Operational activities	113 498 960	73 243 203	34 051 117	107 294 320	95%	6 204 640	5,5%
Total use of 2015 appropriations	143 300 000	99 543 211	37 081 911	136 625 121	95,3%	6 674 879	4,7%

Table 4 - Utilisation of 2015 appropriations

4.4. Procurement procedures

Overall, 1167 procurement procedures were carried out in 2016 compared with 1137 in 2015. These procedures were implemented either by launching own tender procedures or using Framework contracts in place concluded by the Agency or by the Commission.

In 2016, twelve exceptional negotiated procedures were concluded for an overall amount of EUR 3.4m. The reasons behind the choice of these procedures were either linked to the protection of exclusive rights of the provider, such as concluding contracts for Microsoft licenses or for the reconstructing works for office space in the Frontex headquarters to give two examples.

Another reason was the extreme urgency after the entry into force of the EU-Turkey Agreement; as the Greek authorities could not procure transport services for readmission activities, the Agency needed to step in to ensure a swift implementation of this political decision made by the European Council. The chair of the Management Board and the competent European Commissioner were informed by the Executive Director in writing.

Number of Procurement procedures

- Open tenders
- Negotiated procedures with 3 candidates
- Negotiated procedures with 1 candidate
- Negotiated procedures with 5 candidates
- Exceptional negotiated procedure
- Orders and contracts issued under existing framework contracts
- Other (contracts with other EU institutions, external experts database and other)
- Payment against invoice (below 1000 EUR)

2% 2% 26% 2% 2% 30%

Figure 2 – Number of procurement procedures

Procurement procedures in EUR thousands

5 056, 136
16 043
3 253
2 768
2 069
774
37 315

- Open tenders
- Negotiated procedures with 3 candidates
- Negotiated procedures with 1 candidate
- Negotiated procedures with 5 candidates
- Exceptional negotiated procedure
- Orders and contracts issued under existing framework contracts
- Other (contracts with other EU institutions, external experts database and other)
- Payment against invoice (below 1000 EUR)

Figure 3 - Procurement procedures in EUR thousands

4.5. Interest charged by suppliers

The overall interest charged by suppliers because of late payments by the agency (>30 days) amounted to EUR 835,94.

4.6. Ad-hoc grants received and delegation agreements

By the end of 2016 Frontex has signed three grant agreements and one Delegation Agreement, all funded by the European Commission:

- Grant agreement "Eastern Partnership IBM" (Regional Capacity Building Project) signed with EC (DG DEVCO) on the 20 June 2014; budget of up to EUR 4.5m for three years starting in 2014.
- Cooperation agreement "Promoting the participation of Tunisia and Morocco in the work of EASO and Frontex" signed on 8 July 2014; total budget of EUR 54 694.
- Grant agreement "IPA II" (regional support to protection-sensitive migration management in the Western Balkans and Turkey) signed on the 22 December 2015; total budget EUR 5.5m, implementation period of 36 months from 1 January 2016.
- Delegation Agreement on "Copernicus 2015-2020" with the European Commission, represented by DG GROW, signed on 10 November 2015, entrusting Frontex the service component implementation tasks, in line with Regulation (EU) 377/2014 establishing the Copernicus Programme. The indicative budget amounts to EUR 47.6m, implemented until 31 December 2020.

Overview of Earmarked expenditure (R0)

Title		Revenue cashed	Total committed		Total payments	
A-41	Eastern Partnership	3 272 307	2 756 234	84%	310 817	9%
A-41	EASO-Tunisia & Morocco	16 247	1 600	10%	1 600	10%
A-41	IPA-Western Balkans & Turkey	2 171 872	1 540 511	71%	1 300 456	60%
A-42	Copernicus	15 721 000	11 242 680	72%	6 583 121	42%
		21 181 426	15 541 025	73%	8 195 994	39%

Overview of Copernicus allocations

Copernicus	Budget A	Total commitments B	C=B/A	Total payments D	E=D/A
Copernicus Security Service Activities	3 445 000	3 445 000	100%	2 320 000	67%
SERVICE AND SUPPLIERS MANAGEMENT	360 000	0	0%	0	0%
PROCUREMENT AND PROVISION	10 001 502	6 690 000	67%	4 145 600	41%
EVOLUTION	1 130 998	700 000	62%	0	0%
USER UPTAKE, CONFERENCES AND TRAINING 3RD PARTIES	448 000	235 677	53%	27 884	6%
REMUNERATION OF THE AGENCY	335 500	172 004	51%	89 637	27%
Subtotal	15 721 000	11 242 680	72%	6 583 121	42%

4.7. Human Resources (HR) Management

4.7.1. HR developments

In 2016, following the adoption of the EBCG Regulation, Frontex resources in the area of budget and staff have been significantly increased. Anticipating a high workload in this matter, Corporate Governance initiated the work on the preparation of the HR strategy which was adopted by the Executive Director in December 2016. This document sets up the new structure of HR service with a main objective to deal with them in more strategic, pro-active and efficient way.

Frontex HR services also looked into the possibilities of increased efficiency of recruitment processes. Following research it was decided to start the implementation of the e-recruitment system which will automate and facilitate the management of the increased recruitment records. The implementation is foreseen for the beginning of second quarter of 2017.

In the course of 2016 Frontex continued its cooperation with the Standing Working Party in relation to the model decision referring to the implementation of certain provisions of the Staff Regulations. Some of the model decision were implemented, namely on reclassification of contract staff and on reclassification of temporary staff.

Other aspects of HR work worth mentioning, developed in the course of 2016 and aimed for implementation in 2017:

- new traineeship policy,

- new policy on contracts of employment,

- new rules on the seconded national experts

- internal mobility policy,

- working time registration system,

- competency framework,

- start up phase of joining the Sysper 2 project.

4.7.2. Recruitment

Process	Volume/quantity	Additional comments
Recruitments completed = newcomers joined Frontex in 2016	134	Figure covers staff members without former employment contract
New external procedures started/published in 2016	54	Several procedures covered more than one post to be filled
Leavers	28	
Reassignments	8	Does not include the modification of tasks for 26 staff members due to reorganization of Executive Support and transfer of Return Sector to Return Support Unit
Number of Art. 90 complaints submitted in 2016	0	The figure refers to any type of complaint (e.g. against reclassification or selection in recruitment procedure)

Recruitment

Legend:
- Recruitments completed (newcomers joined Frontex in 2016)
- New external procedures started/published in 2016
- Leavers
- Reassignments
- Number of Art. 90 complaints submitted in 2016
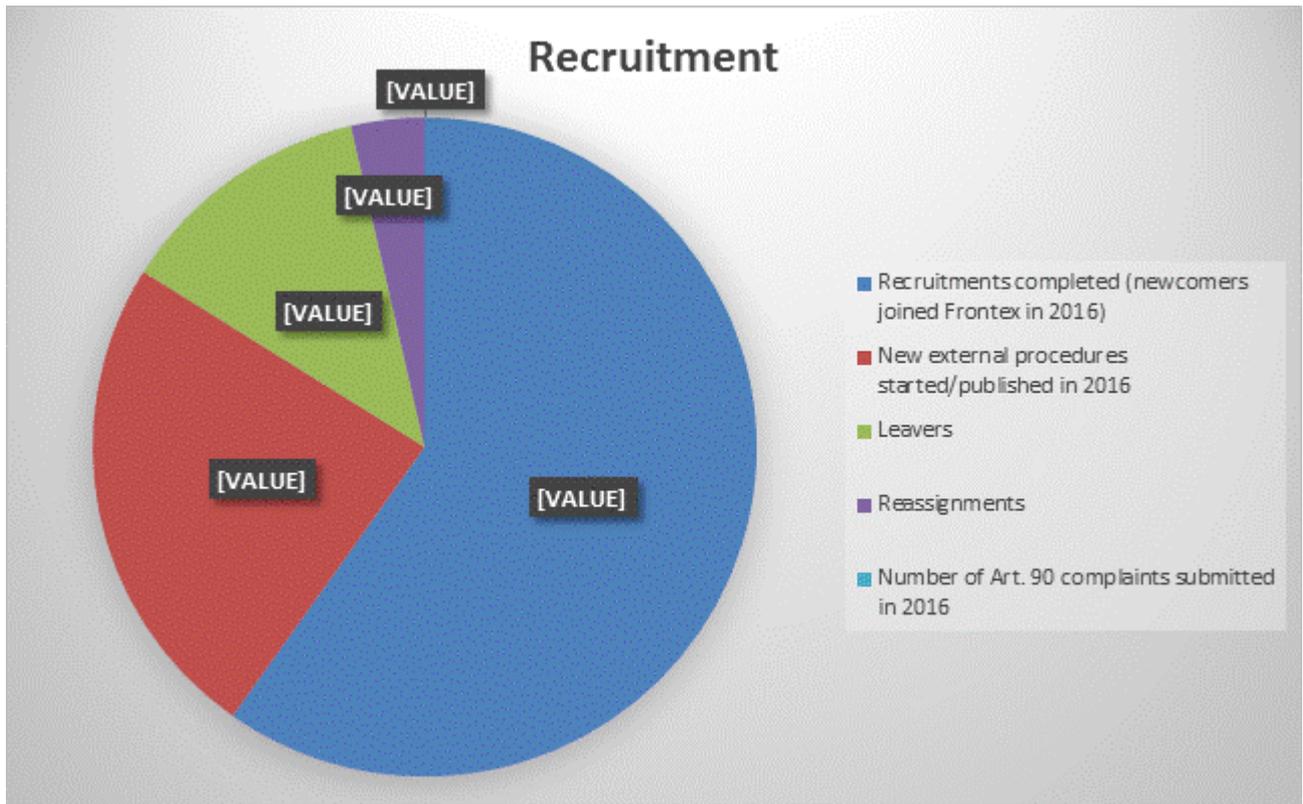
Figure 4 - Staff Issues 2016

4.7.3. Staff Development and Training

Process	Volume/quantity	Additional comments
Appraisal	282 appraisals processed	All appraisals finalized; No complaints under Article 90 (2). There was 1 appeal filed to the Appeal Assessor within the appraisal procedure as per Article 7 of the appraisal rules for TAs.
Reclassification	66 jobholders eligible (53 TAs and 13 CAs) out of which 32 reclassified (27 TAs and 5 CAs)	Process finalized. No complaints under Article 90 (2) received so far, however 3 months complaint period will be finalized on 2 May 2017. 4 complaints filed to the JRC within the reclassification procedure (as per point 7/Article 5 of the MB Decision on reclassification) (3 complaints – TAs; 1 complaint – CA)
Probation	101 probationary periods started in 2016	So far all the contracts confirmed after probationary period (some probationary periods to be finalized in 2017)
Contract renewal	40 renewal procedures started in 2016 (contracts ending in 2016 or in 2017)	No decisions on contract expiry. No complaints under Article 90 (2).
Training	• In-house language courses: 22 groups (5 languages – DE, EN, ES, FR, and PL) - approx. 160 participants • other in-house courses - 96 participants • external courses - 51 participants	

Figure 5 - Staff Development
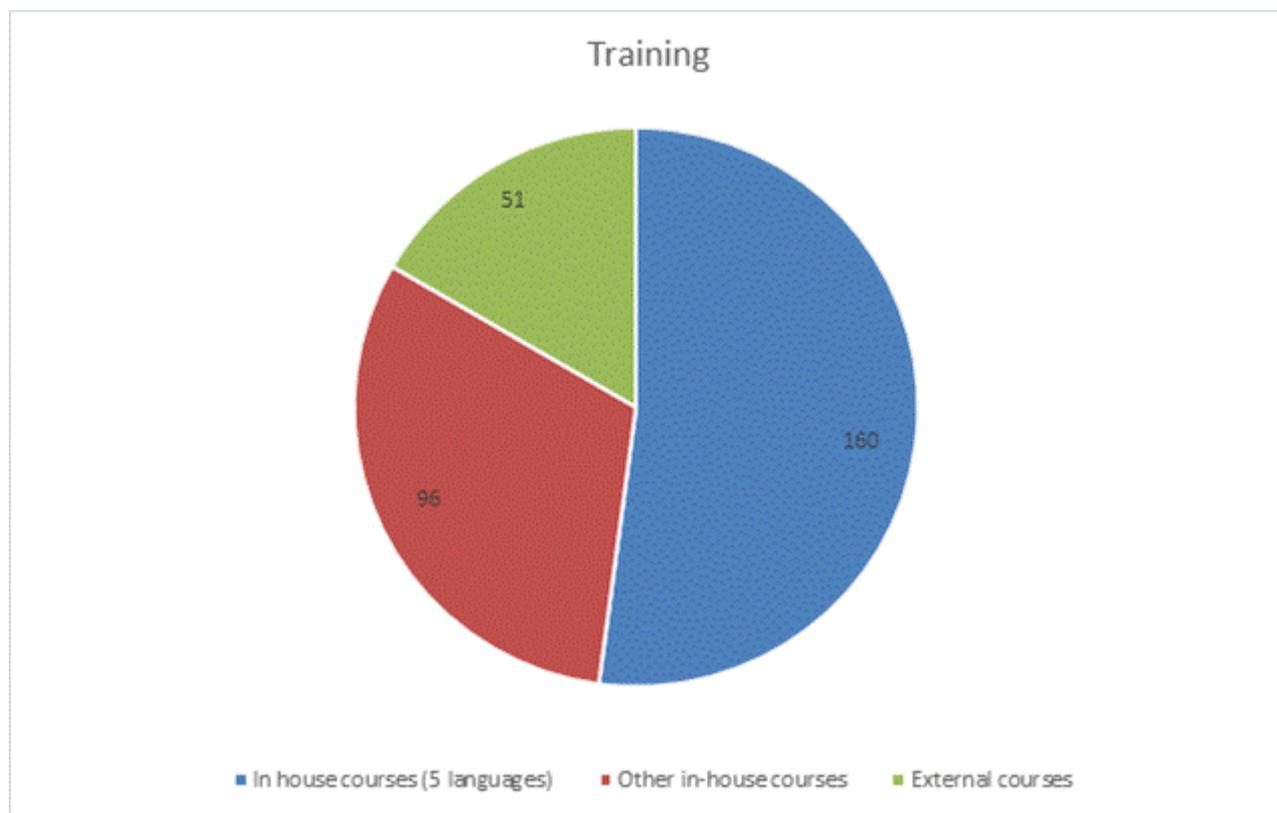
Training

Figure 6 - Training

4.8. Assessment by Management

4.8.1. Ex-ante controls

The ex-ante controls in the Agency are embedded in the financial circuit of the Agency; the financial ex-ante verification plays a vital role in the ex-ante controls.

The financial verification is performed on every commitment regardless of the amount and every payment above EUR 1.000. Commitments verified totalled 3.962 transactions with a value of EUR 280.9m.

Of the 14.100 payment transactions, the financial verification function processed 6.040 transactions (43%) amounting to EUR 171.9m or 86% of the total value of payments. As of May 2016 four Finance Officers perform the financial ex-ante verification next to other tasks.
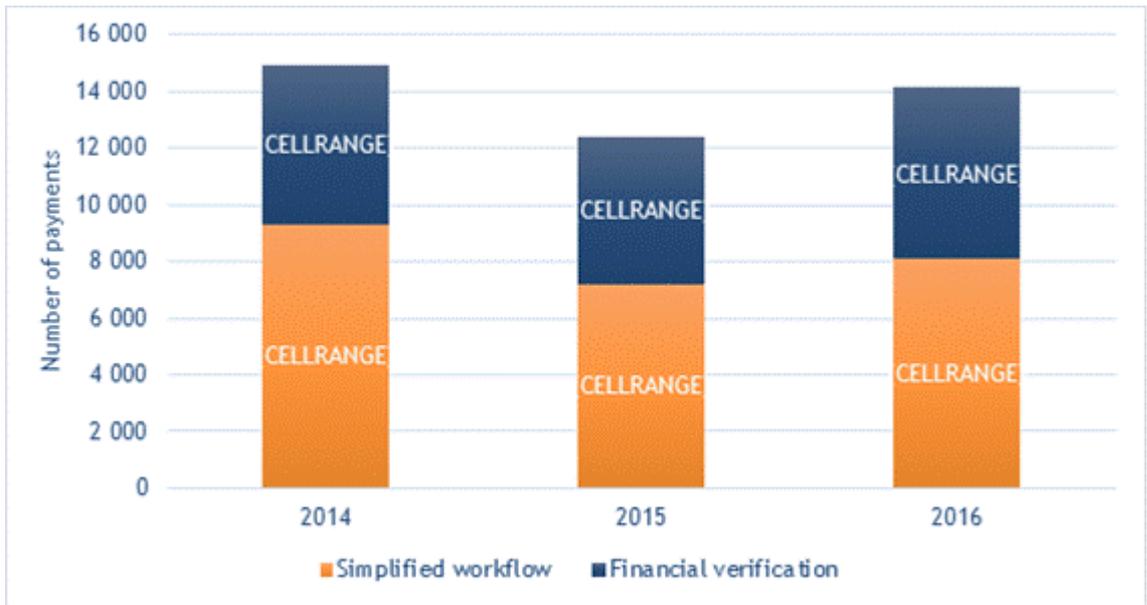
Figure 7 - Number of payments subject to financial verification (2016 compared with 2015 and 2014)

	2014	2015	2016
■ Financial verification	70.087.318,97	102.105.214,44	171.891.195,36
■ Simplified workflow	19.375.849,01	22.794.825,66	26.966.735,69
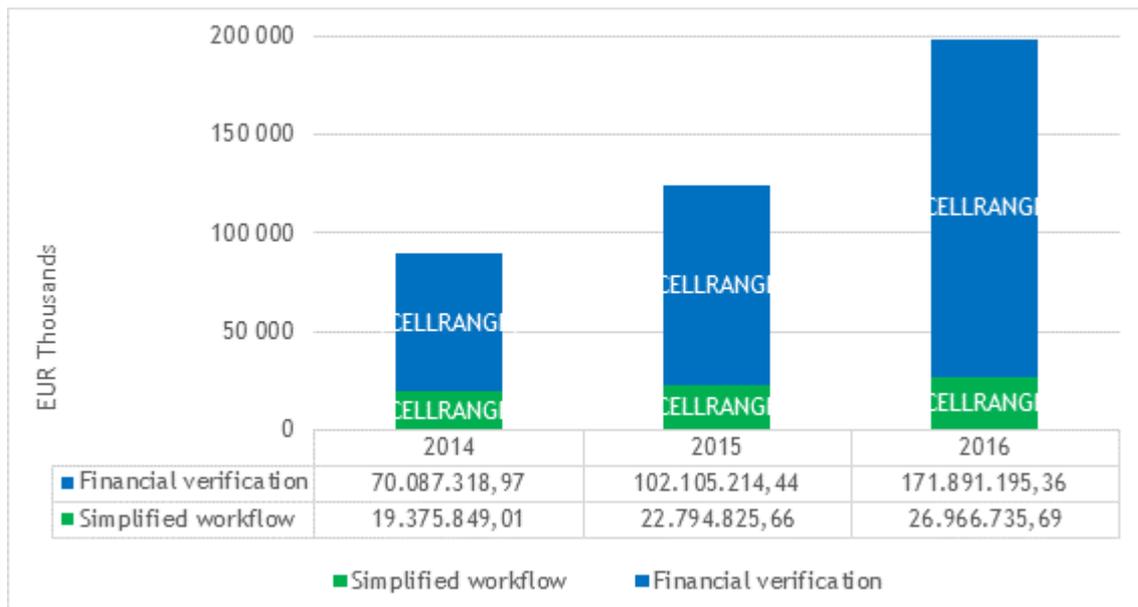
Figure 8 - Financial verification – application of regular of simplified workflow

During 2016 Frontex continued its efforts to strengthen the control framework, in particular in the case of joint operations, pilot projects and return operations. In 2016, Frontex had verified supporting documents substantiating the request for final payment for 640 grants. The final total amount checked doubled compared with 2015 and reached EUR 60.5m, covering 49% of the total amount granted. The total coverage of expenditure checked in 2016 reached 86%.

4.8.2. Ex-post controls

During 2016, the Agency revised its ex-post control scheme in order to render controls more efficient and the system in itself more coherent. The revision resulted in a new ED Decision; ex-ante controls are complemented by ex-post controls carried out in house or at the beneficiaries on the spot; the total annual coverage shall reach minimum 50% of the amount; Additional ex-post controls performed by another Agency on a mutuality basis is complementing the scheme. The reference period for selecting the population is set for 01/07/N-1 – 30/06/N. The controls shall be finalized in due time to include its results into the Annual Activity Report of year N.

Two Member States to which grants had been issued were selected for ex-post controls; these Member States had not yet been subject to ex-post controls and the coverage through ex-ante controls was low.

The control had the following objectives:

1. To gain insight into the MS/SAC systems managing activities financed by Frontex aiming to monitor sound budget implementation in the most effective and cooperative way;
2. To establish a coherence of the approach towards Frontex reimbursements in case of several authorities of one MS/SAC participating in Frontex operations,
3. To provide the Executive Director with additional assurance that effective measures are in place to avoid double funding.

20 grants were controlled amounting to EUR 0.24m. Both controls resulted in a recovery of EUR 9.501,35, as systemic errors were detected. The error rate of the ex-post controls was 3.95% of the overall amount granted.

The aforementioned controls at the Beneficiaries were complemented by additional control measures in form of in-house controls and complemented by controls performed by EIGE Agency within the scope of the a Service Level Agreement covering the bilateral exchange of experts in order to perform ex-post controls, signed in 2014.

Frontex supported the control exercise in EIGE by checking whether the internal control system ensures the compliance of the transactions to the financial rules and to internal procedures. EIGE supported Frontex in performing the control on the validation of user access rights granted in ABAC.

The objective was to resolve any incompatibility between the granted ABAC authorizations and the responsibilities entrusted to a user. The task was performed in the form of a desk review at EIGE premises. The required documentation to perform the exercise was the standard security reports downloaded from the ABAC system together with the relevant decision of Frontex Executive Director regarding the financial circuits, the users and profiles and, a list with the state of play of all Authorising Officers with the budget lines and threshold values they are responsible for.

The control resulted in a short report indicating small shortcomings in the rights encoded in ABAC. All detected inconsistencies were corrected by Frontex and led to the strengthening of the internal control system in house.

4.9. Statistics on financial management

4.9.1. Human and financial resources by activity

Governance Level Activities	Budget	Direct costs	Indirect costs	Implementation	
1. Joint operations	141 946 552	129 337 156	11 970 680	141 307 836	100%
a) Air operations	4 806 531	4 015 240	686 445	4 701 685	98%
b) Land operations	17 595 363	15 739 163	1 718 144	17 457 307	99%
c) Sea operations	119 544 658	109 582 753	9 566 091	119 148 844	100%
10. Return Support	44 021 561	40 001 353	3 801 341	43 802 694	100%
2. Risk Analysis	6 860 306	4 872 898	1 620 462	6 493 360	95%
3. Management of Pooled Resources	6 651 161	4 780 913	930 025	5 710 938	86%
4. Training	7 613 254	5 702 889	958 459	6 661 347	87%
5. Research and Innovation	2 891 011	1 556 871	398 133	1 955 003	68%
6. EUROSUR	14 792 894	13 031 082	1 591 946	14 623 028	99%
7. Situational monitoring	3 796 409	2 790 454	861 402	3 651 856	96%
8. External and public relations	3 620 032	2 393 534	738 482	3 132 016	87%
9. Fundamental Rights incl. Consultative Forum	563 821	412 579	124 176	536 755	95%
TOTAL ACTIVITIES	232 757 000	204 879 729	22 995 105	227 874 834	98%

Table 5 - ABB distribution[9]

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[9] The term 'external and public relations' covers all activities aiming at external stakeholder. This includes activities building relationship with third countries and international organisations but also major events such as the ED4BG or conferences involving border guard authorities from third countries; a number of functions such as IEC, Communication, Cabinet are using the relevant budget;

Figure 10 - ABB distribution

Figure 9 - Regular budget distribution

5. MANAGEMENT AND INTERNAL CONTROL

Frontex has put in place an organizational structure and internal control system that is suited to the achievement of its control objectives, in accordance with the standards and having due regard to the risks associated with the environment in which it operates.

Frontex adopted updated Internal Control Standards based on international good practice, they were approved by the Management Board on the 25 June 2009. These were inspired by those of the European Commission, and provide a comprehensive set of standards and guidelines for evaluating and further developing the internal control system of Frontex. The internal control system is comprised of 16 Internal Control Standards.

Frontex has the process in place to assess the Internal Control Standards what gives reasonable assurance to the Executive Director, regarding the achievement of Frontex objectives relating to operations, reporting and compliance. The assessment is carried out by management, who monitors the functioning of the internal control system on a continuous basis, and by internal and external auditors. The results are explicitly documented and reported to the Executive Director. The reports produced are:

- Declaration of Assurance of the Directors, Heads of Units and where appropriate other subordinate entities in the hierarchy. These are collected and presented to the Executive Director as input into his own Declaration of Assurance as the Authorizing Officer.

- The report on the results of assessment of effectiveness of internal control system.

- The risk assessment report.

- The reports on the exceptions.

- The opinion of the internal auditor (IAS) as expressed in audit report and in its assessment of the implementation of prior audit recommendations.

- The opinion and observations of the external auditor of Frontex (European Court of Auditors) and Frontex' response.

These reports result from a systematic analysis of the evidence available. This approach provides "reasonable assurance"[10] as to the completeness and reliability of the information reported. The control results and other elements that support management's assurance are detailed below as follows: Control Results, Audit observations and recommendations, Assessment of the effectiveness of the internal control system. The inputs are used to provide the Conclusions as regards the assurance.

5.1. Control Results

Frontex has a set of Internal Control Standards (ICS) in place which specify the necessary requirements, actions and expectations in order to build an effective system of internal control that can provide reasonable assurance on the achievement of Frontex' objectives.

The internal control system also includes a number of internal procedures, for example, guidance on conflicts of interests, a code of good administrative behaviour, and the procurement procedures. New internal procedures are introduced when necessary and existing procedures are revised in regular intervals.

In accordance with ICS 8, Frontex has a procedure in place to ensure that overrides of controls or deviations from established processes and procedures are documented in exception reports, justified, duly approved before action is taken, and logged centrally.

The control assessment results presented in the internal control assessment report (p. 3.1.1), the report on the exceptions (p. 3.1.2); the risk assessment report (p. 3.1.3); the report on the implementation of anti-fraud strategy (p. 3.1.4); audits' reports (p. 3.2).

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[10] An internal control system, no matter how well designed and operated, cannot provide an absolute guarantee regarding achievement of an entity's objectives. This is because of inherent limitations of any control system and the possibility of deliberate human intervention to circumnavigate controls.

5.1.1. Internal Control Assessments

The annual assessment of the internal control system is a critical input into the Executive Director's Declaration of Assurance, that in turn is a required element of the Annual Activity Report.

In assessing the internal controls as of the end of 2016, we modified the assessment process allowing to include multiple inputs such as

1. the results from the Internal Control Assessment Survey (involving the whole staff);
2. the desk review of documents that provide tangible evidence that the controls are in place;
3. the results of the risk assessment;
4. the audit's recommendations and improvement actions' implementation status;
5. the results of the internal control self-assessment workshop.

For each internal control requirement, **the level of control** and the **effectiveness of the control** is assessed.

The **level of control** is mainly determined by findings established in the desk review. Here it is assessed what documentary evidence for the different internal control requirements (as identified in the Guidelines on measuring the effectiveness of Internal Control Standards) are in place. The more evidence can be found the higher the level of control.

The assessment of the **effectiveness of control** is based on the level of implementation of audit recommendations and improvement actions, the results of the risk assessment, the outcome of the self-assessment survey and of the workshop involving the management. Here an average value of all the tools used is created.

The table below provides a numerical summary of the results (a 1-5 scale is used where 1 is low and 5 is high) of the assessment of the internal controls as of the end of 2016.

Internal control standard	Level of Control	Effectiveness of control
ICS 1 - Mission	5	3.0
ICS 2 - Ethical & Organisational Values	1	3.7
ICS 3 - Staff Allocation & Mobility	5	2.0
ICS 4 - Staff Evaluation & Development	4	2.3
ICS 5 - Objectives & Performance Indicators	5	2.7
ICS 6 - Risk Management Process	1	2.3
ICS 7 - Operational Structure	5	2.3
ICS 8 - Processes & Procedures	5	2.3
ICS 9 - Management Supervision	5	3.0
ICS 10 - Business Continuity	1	2.3
ICS 11 - Document Management	5	2.3
ICS 12 - Information & Communication	4	2.3
ICS 13 - Accounting & Financial Reporting	4	3.0
ICS 14 - Evaluation of Activities	1	2.3
ICS 15 - Assessment of Internal Control Systems	1	2.3
ICS 16 - Internal Audit Capability	1	3.3

The Matrix below relates the level of controls and the effectiveness of control; that enables to assess how efficient the different controls are.

A very high level of controls (= high level of documented control measures) might still be a weakness in the internal control system if those controls are not effective (= recognised). Such high level of control could rather create an obstacle for achieving process efficiency; therefore, it is important to have an appropriate, balanced level of controls.

The most efficient controls are those having a reasonable (low) level of control achieving a high level of effectiveness (e.g. ICS 2 and ICS 16).

The least efficient are those having a high level of controls but a low effectiveness (e.g. ICS 3, ICS 7, ICS 8 and ICS 11). The ICS 1 and ICS 9 are effective, however, having the high level.
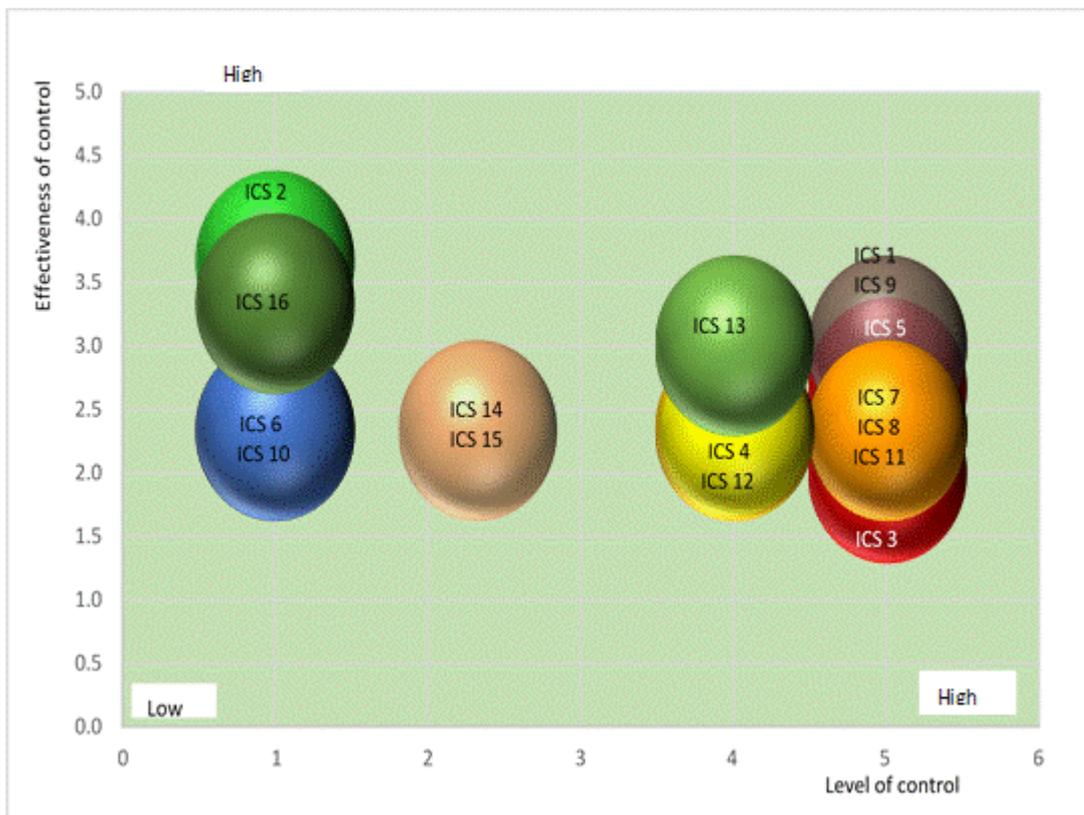
Figure 11-The efficiency matrix of the internal control system in 2016

Conclusions and areas for improvement:

Overall the assessment of the controls in place shows that the controls related to **accounting** and **financial reporting** (ICS 13), **mission and vision** (ICS 1), **organisational values** (ICS 2), **management supervision** (ICS 9) and **internal audit** (ICS 16) are the strongest.

Some positive developments are to be noticed for the controls related to the **objectives** (ICS 5) and **management supervision** (ICS 9).

2016 shows a decrease in the effectiveness of some controls compared to 2015. This is most visible for ICS 1, as the controls related to the mission and organisational values had been rated very high (between 4 to 5). This situation must be seen linked with the changes that are taking place at Frontex such as changes to Frontex mandate with enhanced and new functions and responsibilities requiring increased and new staffing. Such changes are related to uncertainty which explains that the assessment of the level of controls related to staff allocation (ICS3) and organisational structure (ICS 7) remained at relative low level (2). That is the reason why the Executive Director considers the adoption of a new organisational chart as an urgent priority for the Agency.

The areas for improvement

(i) To realign Frontex organisational structure, roles, and functions with new mandate and objectives;
(ii) To strengthen the Internal Control System by increasing the awareness of the staff, especially managers;
(iii) To update Frontex Mission, Vision and Values in line with new Frontex mandate;
(iv) To strengthen HR related processes, especially those related to staff selection and motivation.
(v) To strengthen Risk management process at unit level.
(vi) To revise Business Continuity plans.
(vii) To define Frontex communication process in line with the communication strategy.

5.1.2. Register of Exceptions - Overview of 2016

Having regard to the Financial Regulation, and in particular Article 30(3) and 44(2) thereof Frontex records exceptions in a "Register of Exceptions" in line with the ED's Policy on Recording and Monitoring Exceptions. During 2016 such exceptions were recorded in the register of exceptions, these were monitored and periodically analysed and reported along with recommendations for reducing the exceptions.

Based on the new "Procedure for recording and monitoring of the exceptions" (ED Decision 2015/88 12.11.2015) which entered into the force on 1 January 2016, the structure of the register was slightly changed. The level of 'financial materiality' was raised from 1.000 to 5.000 Euros, balanced by the requirement for an exception to be signed by the 'reporting' officer instead of the authorising officer him/herself.

The relevant regulatory framework is set by:

- European Border and Coast Guard Regulation,
- (Frontex) Financial Regulation and implementing rules,
- Staff and SNE rules,
- Procurement procedures,
- Contractual obligations, and
- Internal procedures.

During 2016 a total of **124** exceptions were registered amounting to **8.358.939 EUR.**

The tendency for the period 2011-2016 showed an increase in the absolute number of exceptions and the amount covered (Figure 5 and 6 below). However, the ratio (percentage %) of the amount covered by the exceptions and the total payment made during a given period, still showed a decreasing trend (Figure 7).

Ratio is an indicator that supports the measurement of the effectiveness of the controls related to exceptions and makes the annual comparison more objective.
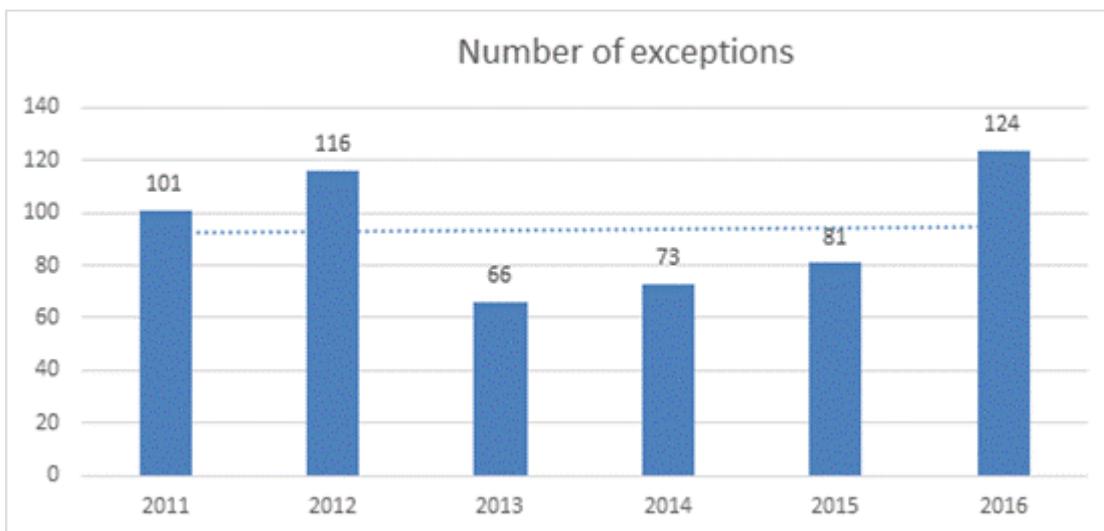
Figure 12 - Number of exceptions between 2011 and 2016
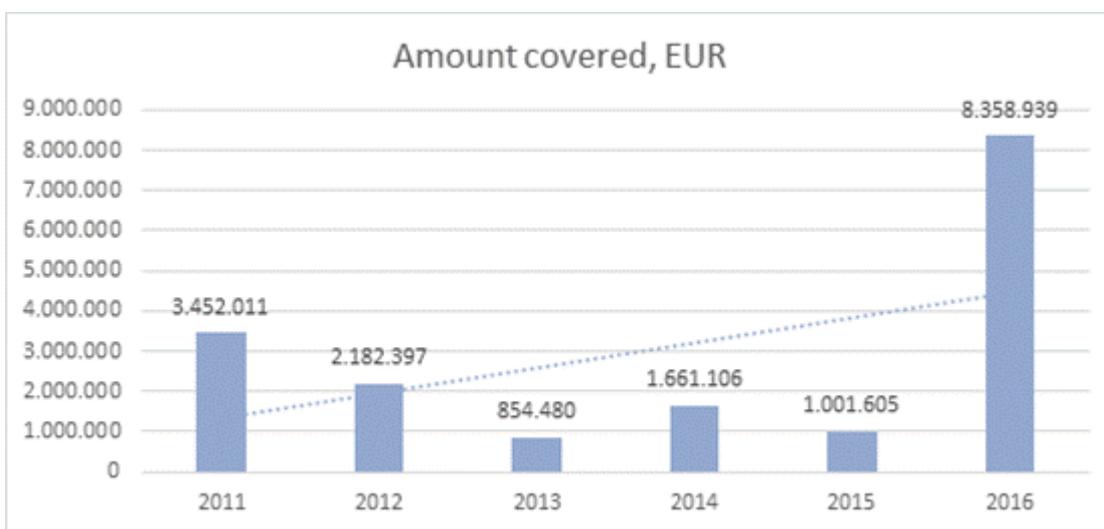
Figure 13 - Amount covered by exceptions between 2011 and 2016
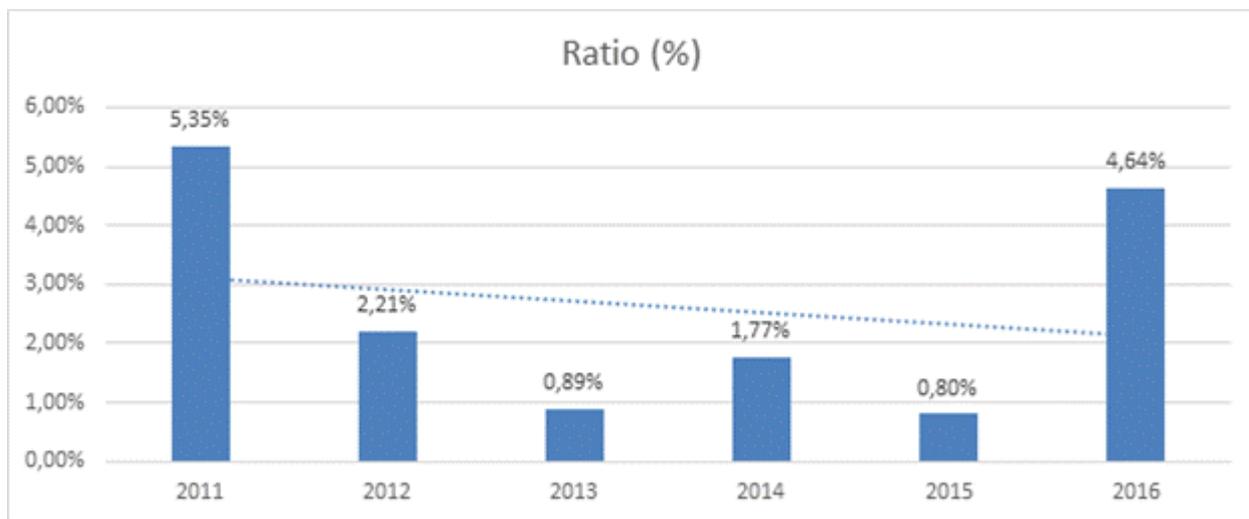
Figure 14 - Ratio (Amount covered by Exceptions/Total payment per period) between 2011 and 2016

73% of the amount covered by exceptions was related to non-compliance with procurement procedures. Those exceptions were required to swiftly implement the EU/Turkey agreement or in anticipation of the new and enhanced mandate. As justifications urgent operational needs, technical reason and the need to avoid the gaps in material support for readmission activities in Greece were provided. It can be summarised that the situation during 2016 is a clear indication that for an EU law enforcement entity as Frontex such procedures don't stand the reality test in exceptional and crisis situations.
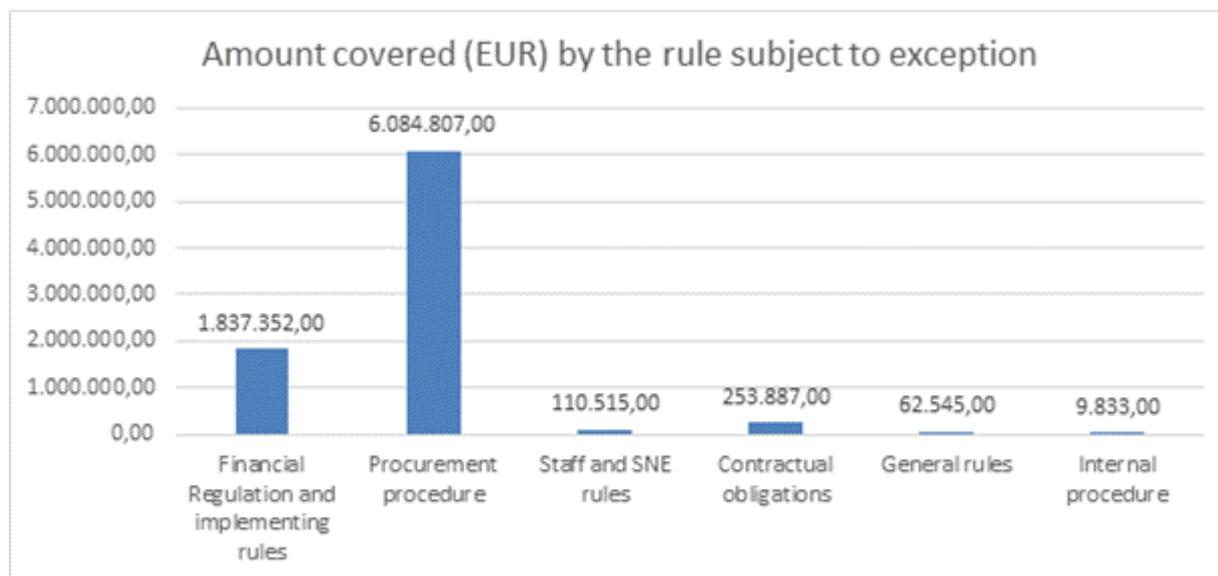
Figure 15 - Amount covered by the rule subject to the exception during 2016

15 exceptions (which is 12% of total number of exceptions registered in 2016) accumulate to an amount of **6.947.089 EUR**, representing **83%** of total amount covered by exceptions in 2016. Those are mostly exceptions related to the non-compliance with procurement procedures and financial rules – ex-post commitment. As outlined before, those exception served the swift implementation of the EU/Turkey agreement or the anticipated application of the new and enhanced mandate. The Chair of the Management Board and the competent European Commissioner were informed in real time by a letter from the Executive Director explaining the circumstances of the exceptions aiming at swift readmission operations from Greek islands to Turkey as decided by the European Council.

5.1.3. Risk Assessments

Frontex has in place a process where each year the top corporate risks that could impact the achievement of the Programme of Work are identified and monitored; if necessary, mitigating actions are taken.

At the corporate Level, a continuous follow-up on the five top risks identified in 2015 was executed; a description of those risks is provided below:

1. *Frontex' ability to comply with Article 25 FX Regulation*
    The increased political interest and external decisions might impact on Frontex' ability to fully comply with Article 25 of the FX Regulation[11] and to achieve its mission.
    <u>Mitigation measures:</u> to continue to build political support amongst key stakeholder; MSs, EU bodies, etc.; clear communication of our mandate and role and of the need to ensure the integrity thereof; monitoring events and identifying trends, then taking appropriate action.

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[11] Art 25 of the Frontex Regulation in place until 5 October 2016.

2. *Unbalanced/increased stakeholder expectations*
Macro changes such as shifts in migration pressure can result in increased/unbalanced stakeholder expectations; some of them even outside the current legal framework; additionally, Frontex' stakeholders have different & often competing expectations for our products & services.
<u>Mitigation measures:</u> repetition of and focus on core message (focus on products and services in the PoW); systematic review of expectations and changes to PoW, including de-prioritising activities where necessary.

3. *Management of Governance risks*
Frontex role and the role of other external entities is modified or expanded, negatively impacting on Frontex' ability to achieve agreed core responsibilities.
<u>Mitigation measures:</u> monitoring and reporting on developments and making sure our role is understood and accepted.

4. *Suboptimal use of human & financial resources*
The need for rapidly expanding resource allocation (money and people) and our ability to ensure proper use of resources is hampered by existing deficits regarding mobility of staff.
<u>Mitigation measures:</u> careful planning and allocation of resources, improved monitoring of POW deliverables & budget, transparent communication to stakeholders and staff.

5. *Reputational Damage*
Continued misunderstanding of Frontex' role (expectations) can damage the reputation of the Agency, further leading to loss of political support impacting on ability to perform function

<u>Mitigation measures:</u> continue to sharpen and communicate our core message on our role, improve support and use of the liaison function in Brussels, monitor events and ensure clear communication of roles and responsibilities.

These corporate risks were formally reviewed in the monthly Cross-Divisional meetings chaired by the Executive Director, more specific mitigating actions were identified and responsibilities for actions was assigned if appropriate.

In addition, managers are responsible for identifying risks for the activities in the PoW and for managing these risks to ensure products and services are delivered as planned. Those main risks were identified at units' level:

- **Improper reporting:** Missing and/or incorrect information/data, or correct information/data not provided in time.
- **Reduced collaboration by third countries:** Replacement of third-countries' personnel in migration offices or at diplomatic representations in Member States may lead to a decrease or suspension of operational cooperation the field of return policy with Member States.
- **Political changes in third countries:** Changes in a third country negatively affecting the respect for fundamental rights would lead to the suspension of joint return operations to such a country.
- **Strategic, policy and legal developments in the EU:** Changes in strategic, policy and legal areas in the EU could heavily influence the activities of the Agency.
- **Internal Decision Making**: Lack of coordination and consultation during the internal decision making process, units not duly involved can be detrimental for the interests of the Agency.

5.1.4. Anti- Fraud Strategy Implementation

Frontex' Anti-Fraud Strategy and Action Plan was presented in the 55th Management Board meeting. Based on the comments received the document was revised. In the 56th Management Board meeting it was decided to submit the revised document for adoption in written procedure. Frontex' Anti-Fraud Strategy and Action Plan was adopted in written procedure on 17 December 2015 (Decision No.56/2015).

Frontex' Anti-Fraud Strategy and Action Plan identifies 4 strategic objectives with 22 actions to be implemented during the period 2015-2018. During 2016 more than 50% of the actions identified were implemented.

During the reporting period no cases were transmitted to the European Anti-Fraud Office (OLAF) and/or the Commission Investigating and Disciplinary Office (IDOC) for investigation.

5.1.5 Ex Post Controls – see Ex Post Controls under II.2.7

5.1.6 Declaration of Assurance Process

Each year the Authorising Officer (Executive Director of Frontex) provides a Declaration of Assurance on the control system. This Declaration concludes that Frontex Executive Director has reasonable assurance[12] that the resources assigned to the activities in the Annual Activity Report have been used for their intended purpose and in accordance with the principles of sound financial management[13], and that the internal control system put in place gives reasonable assurance concerning the legality and regularity of the underlying transactions.

This reasonable assurance is based on the Executive Director's (ED's) own judgement of the information at his disposal such as the reports of the annual assessment of the internal control system, ex-ante and ex-post controls, the findings and observations of the Internal Audit Service and the European Court of Auditors for years prior to the year of this declaration.

In order to strengthen the basis on which the ED's Declaration is signed each Director, Head of Unit and others (as may deemed necessary) sign a Declaration of Assurance for their area of responsibility and provide the declarations to the Executive Director. This helps to ensure accountability, to reinforce the internal control system and to ensure the declaration of assurance process is complete.

5.2. Audit observations and recommendations

5.2.1 European Court of Auditors (ECA)

The European Court of Auditors is required to provide its final opinion on the accounts of Frontex "no later than 1 June of the following year". Therefore, the ECA's opinion on Frontex' accounts for 2016 was not available at the time the CAAR 2016 was prepared. The opinion of the ECA on Frontex' accounts for the year ending 2015 is provided below as this sheds some light on the adequacy of the internal control system.

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[12] An internal control system, no matter how well designed and operated, cannot provide an absolute guarantee regarding achievement of an entity's objectives. This is because of inherent limitations of any control system and the possibility of deliberate human intervention to circumnavigate controls.

[13] In accordance with the principles of economy, efficiency and effectiveness, see Article 29 of Frontex Financial Regulation, Management Board Decision No. 01/2014 of 8 January 2014.

> **"Basis for qualified opinion on the reliability of the accounts**
>
> 9. The Agency underestimated the cost incurred in 2015 but not yet invoiced for prefinanced services related to maritime surveillance by 1 723 336 euro. This underestimation affected the accrued charges and resulted in a material misstatement in the Agency's balance sheet and statement of financial performance.
>
> **Qualified opinion on the reliability of the accounts**
>
> 10. In the Court's opinion, except for the effects of the matter described in the Basis for Qualified Opinion paragraph, the Agency's annual accounts present fairly, in all material respects, its financial position as at 31 December 2015 and the results of its operations and its cash flows for the year then ended, in accordance with the provisions of its Financial Regulation and the accounting rules adopted by the Commission's accounting officer.
>
> **Opinion on the legality and regularity of the transactions underlying the accounts**
>
> 11. In the Court's opinion, the transactions underlying the annual accounts for the year ended 31 December 2015 are legal and regular in all material respects.
>
> 12. The comments which follow do not call the Court's opinions into question.
>
> **COMMENTS ON THE LEGALITIY AND REGULARITY OF TRANSACTIONS**
>
> 13. The ex-post audit to Iceland carried out by the Agency in October 2015 detected irregular payments totalling 1.4 million euro related to the depreciation of a vessel participating in seven joint operations from 2011 to 2015. The Icelandic coast guard had claimed reimbursement of depreciation for that vessel even though it had exceeded the useful life provided for in the Agency's guidelines. Whilst the Agency has the right to recover irregular payments made in the last five years, it announced to recover only the payments made since January 2015, amounting to 0.6 million euro.
>
> 14. The Internal Security Fund (ISF) is set up for the period 2014-20. It is composed of two instruments, ISF Borders and Visa as well as ISF Police, under which 2,8 billion euro and 1 billion euro are available for funding actions respectively. The Commission under ISF Borders and Visa reimburses Member States' purchases of means, such as vehicles or vessels as well as running costs such as fuel consumption or maintenance. The Agency also reimburses such costs to participants in joint operations. There is therefore an unaddressed risk of double funding[14].
>
> **COMMENTS ON BUDGETARY MANAGEMENT**
>
> 15. The level of carry-overs for committed appropriations was high for Title II (administrative expenditure) at 3,2 million euro, i.e. 38 % (2014: 4,5 million euro, i.e. 36 %) and Title III (operational expenditure) at 40,2 million euro, i.e. 35 % (2014: 28,4 million euro, i.e. 44 %). For Title II, the main reason for high carry-overs is IT contracts extending beyond the year-end whereas for Title III, it is the multiannual nature of the Agency's operations.
>
> **OTHER COMMENTS**
>
> 16. States participating in border operations declare the costs incurred on the basis of cost claim sheets which comprise "fixed expenses" (depreciation and maintenance), "variable expenses" (mostly fuel) and "mission expenses" (mostly allowances and other crew expenses). The costs declared are based on real values and follow national standards leading to divergent approaches among participating states which creates a particularly burdensome system for all parties involved. The Court in its Special Report 12/2016 recommended that agencies should use simplified cost options whenever appropriate to avoid such inefficiencies[15]."[16]

Frontex has taken note of the ECA comments and will make improvements where necessary.

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[14] The Court had referred to this risk in paragraph 39 and recommendation 4 of its Special Report 15/2014 'The External Borders Fund has fostered financial solidarity but requires better measurement of results and needs to provide further EU added value'.

[15] Recommendation 1 in the Court's Special Report 12/2016 'Agencies' use of grants: not always appropriate or demonstrably effective'.

[16] **Report on the annual accounts of the European Agency for the Management of Operational Cooperation at the External Borders of the Member States for the financial year 2015, together with the Agency's reply** (2016/C 449/39), *OJ C 449, 1.12.2016, p. 208-213;*

5.2.2. Discharge authorities' (European Parliament) Observations and measures taken by Frontex[17]

The European Parliament granted discharge to Frontex in respect of the implementation of the Agency's budget for the financial year 2014. The main areas in which the European Parliament made observations are listed below.

1. Comments on the legality and regularity of transactions
2. Procurement and recruitment procedures
3. Prevention and management of conflicts of interests and transparency

Frontex has taken the measures in the lights of the Discharge Authority's recommendations. Summary points, which relate to the observations made by the discharge authority's recommendations, are provided below:

1. Frontex is further strengthening its internal control system by improving the controls in prevention and management of conflict of interests and increased the transparency by:

- Continues publishing information on procurement procedures in 2014 in line with the requirements stemming from its Financial regulation; the Agency publishes the necessary information since it took up work in 2005;
- Publishing declarations of absence of the conflict of interest of ED and DED on the Frontex website;
- Finalizing the implementation of whistleblowing rules;
- Raising awareness of the conflict-of-interest policy among its staff;
- Implementing a set of actions for an overall improvement in the prevention of, and the fight against, corruption;
- Introducing enhanced training on the Code of Conduct for all participants in Frontex Activities;
- Applying "relevant measures" strictly in order to protect the financial interest of the Union.

2. Financial processes have been improved by revising the scheme for the participation of UK and Ireland in Frontex activities and updating the calculation method for the financial contribution of Schengen Associated countries. Furthermore the functioning of the delegation of authority has been subject to an ex-post control and currently a revised version aiming at increasing the efficiency of the delegation system is under preparation;

3. Initial steps have been taken to review the financing mechanism and possibly to render it more efficient after the adoption of the Regulation on European Border and Coast Guard which offers the possibility of using various financing instruments for financing operational activities;

4. From March 2016 Frontex has been working with the Polish authorities to establish a comprehensive Headquarters agreement. As the new Regulation on European Border and Coast Guard introduces a deadline of six months after the entry into force of the Regulation for the conclusion of the Headquarters Agreement, its adoption by Frontex Management Board was scheduled for February 2017.

5.2.3 Audits - Internal Audit Service (IAS)

During 2016 the audit on "**Data Validation and Quality Assurance for the Risk Analysis**" was completed. The final report received on 6 September 2016 and subsequently the Action Plan was developed and sent mid October 2016.

The objective of the audit were:

- compliance of the Agency's risk analysis activity with the applicable regulatory framework;
- the efficiency and effectiveness of the processes and controls in place that ensure the quality of the risk analysis, in particular the quality of the data on which the risk analysis is based and the quality of the deliverables resulting from it.

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17 Given the timing of the ECA work, their observations relate to 2014. The discharge for the 2015 accounts is not expected until May 2017. Therefore the ECA Observations and Frontex' response for 2014 are included in this report as this provides information on the adequacy of the internal control system.

<u>The Conclusions and findings:</u>

With respect to the first objective related to the compliance of the risk analysis activity with the applicable regulatory framework, the IAS concluded that the application of the CIRAM ensures that Frontex is compliant with the regulatory framework.

With respect to the second objective related to efficiency and effectiveness of the processes and controls in place, whilst the audit team did not identify any critical or very important issues, room for further improvement had been identified in four areas:

1. strengthening of the exchange of data between the Member States and the Agency;
2. establishing and implementing a strategy for further consolidation and automation of data processing;
3. finalisation of process descriptions in respect of each RAU product;
4. improving the processes to deal with ad-hoc requests.

The report included four important recommendations:

Recommendation 1: Review, upgrade and formalise where necessary the arrangements that exist between the Agency and the MSs in respect of bilateral data exchange responsibilities and roles.

Recommendation 2: Establish and implement a strategy for further consolidation and automation in data processing and validation.

Recommendation 3: Follow and document the 'validation' levels at key stages of the approved and disseminated product process descriptions

Recommendation 4: Adopt processes to deal with ad-hoc requests guaranteeing the quality of RAU deliverables, assess and introduce relevant mitigating measures to counter high staff turnover that has a negative impact on processes related to risk analysis and reduce reliance on short-term secondments of essential staff from Member States

No recommendations rated as 'critical' were issued during the year 2016 and therefore there are no open recommendations rated as 'critical'.

By the end of 2016 the Agency has continued to provide evidence of implementation achieving the successful closure of the open recommendations. The status of implementation of Audit's recommendations during 2016 provided in the table below:

Audit recommendations	Status

2015 Audit on Procurement & Inventory Management:
 	
   1. Improve the review processes within the centralised procurement team (Important)
   2. The Agency should strengthen the level of assurance before accepting to use contract templates provided by external contractors in procurement procedures (Important)
   3. Review and update procurement planning processes in respect of procurement (Important)
	Closed

2014 Audit on Human Resources Management:
 	
   A. Enhance HR guidance and monitoring and improve document filing (Very Important);
   B. Strengthen the justification and documentation of the recruitment (Very Important);
   C. Enhance the efficiency of the recruitment process (Important);
   D. To reshape the training policy (Important).
	Closed

2014 Audit on Stakeholders Relations & External Communication in Management of Pooled
 	
  Resources:
 	
  • Consistency and reliability of objectives and KPIs in the area of pooled resources (Important);
  • Recording and validation of documents supporting the management of stakeholders' relations (Important);
  • Securing sensitive communication with stakeholders (Important).
	Ready for review

2015 Audit on Procurement & Inventory Management:
 	
  (i) To improve controls over the use of the exceptional negotiated procedures (Important)
  I. Planning of Procurements (Important);
  II. Introduction of a dedicated IT Tool for Procurement (Important)
	Ready for review

2012 Audit on IT Development & Management: Implementation of the ICT Strategy (Important)	Open

5.3. Assessment of the effectiveness of the internal control system

As described before Frontex has adopted a set of internal control standards, based on international good practice, aimed to ensure the achievement of its objectives. Frontex sets up a process for assessment of the Internal control system and constantly makes improvements in order to strengthen the standard and increase the efficiency of their application.

The following improvements areas have been addressed in 2016:

Staff Allocation and Mobility (ICS 3): Frontex has been working on the implementation of IAS recommendations related to the recruitment process: to enhance HR guidance; to strength the justification and documentation of the recruitment; to enhance the efficiency of the recruitment process.

Objectives & Performance Indicators (ICS 5): In 2016 we were working further on improvement of staffs' understanding of the link between objectives in Multi-Annual Plan and the Programme of Work and their objectives.

Management supervision (ICS 9): tools developed in 2015 to support management in managing risks used for the PoW 2016 Activities. This helped ensure managers are able to focus on "high risk areas". This is particularly important as the increased work load and the changes in new legislation impact our ability to deliver products and services. The improvement have been made in the area of potential conflict of interest in line with the Anti-fraud strategy.

Assessment of the internal control system (ICS 15): In 2016 we have further developed and improved the new method for assessing the effectiveness of internal controls piloted in 2015.

Document Management (ICS 11): work on the implementation of Document Management System continues during 2016. The Document Management Officer appointed in 2016 to streamline the work done.

Processes and Procedures (ICS 8): Work on documenting the processes continued in 2016, supporting our efforts to streamline processes and be an important input into developing the Document Management System. The processes were prioritised and the most critical ones should be included in the first phase of the workflow automation.

At the beginning of 2017 Frontex assessed the effectiveness of its internal control system as of the end of 2016. The results are presented above under II.3.1.1. Our conclusion is that the internal control standards are implemented and functioning. However, given the very large increase in the budget allocation to Frontex (financial and human resources) Frontex recognizes that there will be an additional strain on the internal control system and that improvements must be made.

5.4. Conclusions as Regards Assurance

Based on the internal control results and the results of the Declaration of Assurance process Frontex concludes that overall the internal control standards are functioning effectively. However, as described above there are areas where improvement is needed, this is especially important given that there will be considerable increases in both financial and human resources until 2020. Since the entry into force of its new regulation on 6 October 2016 Frontex is now the 'European Border and Coast Guard Agency'. As a result, significant changes in the mandate of the Agency will impact on its activities, its internal organization and the way it interacts with Member States and external stakeholders. It is anticipated that these changes will put a major strain on the internal control system.

The information reported above stems from the results of internal control assessment processes and audits monitoring contained in the reports listed above. These reports result from a systematic analysis of the evidence available. This approach provides sufficient guarantees as to the completeness and reliability of the information reported and results in a comprehensive coverage of the Frontex' budget.

Reviewing the elements supporting the assurance as described about and the evidence as presented in this Annual Activity Report some control weaknesses (areas for improvement) were identified. However, these control weaknesses do not rise to the level of a "reservations".

Overall Conclusion

In conclusion, management has reasonable assurance that, overall, suitable controls are in place and working as intended; risks are being appropriately monitored and mitigated; and necessary improvements and reinforcements are being implemented. The Executive Director, in his capacity as Authorising Officer has signed the Declaration of Assurance albeit recognizing that improvement actions need to be taken especially in light of the number and sizes of changes the Agency underwent during 2016 and will further undergo in 2017.

6. DECLARATION OF ASSURANCE FOR 2016

I, the undersigned,

Executive Director of Frontex

In my capacity as authorising officer, declare that the information contained in this report gives a true and fair view[18].

State that I have reasonable assurance that the resources assigned to the activities described in this report have been used for their intended purpose and in accordance with the principles of sound financial management, and that the control procedures put in place give the necessary guarantees concerning the legality and regularity of the underlying transactions.

This reasonable assurance is based on my own judgement, on the information at my disposal (including that provided by managers that reported to me), and such work as the annual assessment of the internal control system, ex-ante and ex-post controls, and the findings and observations of the Internal Audit Service and the European Court of Auditors for years prior to the year of this declaration.

I confirm that I am not aware of anything not reported here which could harm the interests of Frontex.

Although I have not specified any "reservations", the attachment to this Declaration specifies areas where significant improvements can be made to the internal control system.

Warsaw, 29 May 2017

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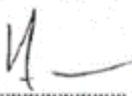
Fabrice Leggeri

I.   Reservations

No reservations.

II.   Areas for Improvement

1. To strengthen the Internal Control System by increasing the awareness of staff, especially managers;

2. *Mission and Visions (ICS 1)*
   To update Frontex Mission, Vision and Values in line with the new mandate of Frontex;

3. *Staff Allocation and Mobility (ICS 3)*
   To strengthen HR related processes, especially those related to staff selection and motivation;

4. *Risk Management Process (ICS 6)*
   To strengthen Risk management process at unit level;

5. *Operational Structure (ICS 7)*
   To realign Frontex organisational structure, roles, and functions with the new mandate and objectives;

6. *Business Continuity (ICS 10)*
   To revise the Business Continuity Plans and ensure alignment of Crisis Management and Disaster Recovery Plan;

7. *Information and Communication (ICS 12)*
   To define Frontex' communication process in line with the communication strategy.

ANNEXES to Chapters 1 to 3

ANNEX 1. Comparative analysis of joint and return operations in 2016

Activities at the external land borders

In response to the challenges faced in the border management of the external land borders, four Joint Operations (JO) were launched.

JO Focal Points 2016 Land was implemented at 46 Focal Points launched as a follow-up of JO Focal Points 2015. Compared to 2015, eight new Focal Points were established. Enhanced exchange of information was established between the Police and Customs Cooperation Centers (PCCCs) and Focal Points, in the framework of JO Focal Points 2016 Land.

Four Member States hosted the operation (Bulgaria, Greece, Croatia and Hungary) hosted JO Flexible Operational Activities 2016 on border surveillance as a follow-up of the JO Flexible Operational Activities 2015. Noteworthy new element was the deployment of human resources and technical equipment along the Bulgaria-Serbia border in addition to the significantly enhanced support at the Bulgaria-Turkey border.

JO Coordination Points 2016 was implemented in seven third countries (Albania, Bosnia and Herzegovina, Former Yugoslav Republic of Macedonia, Moldova, Montenegro, Serbia and Ukraine) where 18 Member States / Schengen Associated Countries (MSs/SACs) deployed 69 experts at eight Coordination Points.

JO Flexible Operational activities 2016 on Border Checks was implemented for the first time in 2016 at 22 selected Focal Points, based on the 2015 Project Joined Border Check Teams.

The overall number of operational days in 2016 increased considerably compared to 2015, with 1316 days in 2016, compared to 1011 days in 2015.

The number of hosting MS/SAC (16) increased with four and the number of participating MS/SAC (28) increased with one compared to 2015, while in terms of third countries there was two additional hosting third countries (7 in total).

Deployed experts performed 80,389 man days, as compared to 73,318 man days in 2015, an increase of more than 11 %.

In 2016, the land borders budget for joint operations was increased to EUR 14,700,000.00 (an increase of more than EUR 5 million from the EUR 9,327,975 in 2015), resulting in a higher volume of activity.

Activities at the external sea borders

Frontex has utilised operational platform aiming to support host Member State by sharing the burden at the mostly effected maritime border as well as to facilitate interoperability and flexible response to the irregular migration phenomena and cross-border crime. In this regard six joint maritime operations and several tailored activities, as well as facilitation of national patrolling in predefined European Patrol Network (EPN) areas were implemented in 2016.

The number of operational days in sea operations in 2016 decreased slightly by 27 % (1,153 in 2016 versus 1,584 in 2015), due to the fact that JOs hosted by Spain due to non-operational reasons had to be delayed.

In 2016, Frontex continued increased budget allocations for joint maritime operations resulting in the biggest volume of operational activities in Frontex history. This corresponded to the increased number of guest officers deployed in maritime operations especially in the hotspot locations.

Deployed experts performed some 290% more operational man-days in comparison to 2015 (155,000 compared to 40,000). From all deployed officers only 1% were consisted by Seconded Guest Officers. In addition, during the maritime joint operations, crewmembers performed 127,000 operational man-days, 112% more compared to the previous year (60,000 in 2015). As regards the gender balance 14% females and 86% males were representing Member States' experts in JOs. Finally, approximately 74 000 operational man-days of coordinating staff provided by the host countries contributed to successful implementation of the operational activities.

The number of participating MS/SAC in joint sea operations remained stable, 30 Member States, in comparison to previous year. There were also six third countries involved in sea operations in 2016, two more than in 2015.

With regard to financing of the operation activities, the budget for the year 2016 was 107,000,000 EUR compared to previous year allocation of EUR 70,400,129. This increase has demonstrated not only the increase of workload related to financial transactions but also in cost effective management of the assets and human resources.

In 2016, there was a sharp drop to arrival by sea to EU, thus total, 369,645 migrants were intercepted during the joint maritime operations in contrast to 972,422, which represents 62% decrease compared to 2015. The migration pressure in 2016 was equally shared among two main operational areas in Eastern Mediterranean area represented 185,944 migrants arrived to Greece during sea operations in 2016 which is huge decrease compared to 811,541 in 2015. In addition to that 178,961 migrants were registered in JO Triton in the Central Mediterranean which is increase compared to the results of the 2015 (155,000 in 2015).

Furthermore, 1,020 suspected facilitators were apprehended during the joint maritime operations – slightly less (13%) compered than the previous year's total of 1,166. This is still important achievement considering proportion of arriving migrants to the EU via sea.

During Frontex coordinated maritime operations there were 2,669 SAR cases registered which represent slight decrease of 25% (3,556 in 2015) and the high volume compared to the proportion of the total number of migrants arrived via sea in 2016.

With the new regulation which come into force on 6 October Frontex also put more emphasis on interagency cooperation related to various illicit activities at maritime domain. During the maritime joint operations, several cross-border crimes, including drug trafficking were detected.

Some 80 tonnes of hashish worth more than EUR 120 million (vs. 106 tons worth EUR 160 million) plus 1.7 tons of cocaine worth EUR 103 million (vs. 35 kg worth EUR 2 million), as well as 13.8 tons of marihuana worth EUR 20 million (vs. 5.4 kg worth EUR 1.3 million) were seized.

Most of the drugs were seized in the Western and Central Mediterranean area.

Moreover, 14,000,000 contraband cigarettes worth EUR 3.2 million were also seized in 2016 (compared to 336 million in 2015).

European cooperation on coast guard functions was notably enhanced within the umbrella of the tailored Pilot Project. The Pilot Project "Creation of a European coastguard function" was meant to enhance cooperation of coast guard functions in the EU, as well as to test practical cooperation among agencies as part of the European Parliament's Priority Actions. There were several positive developments achieved during the pilot project: Operational Plans of all joint maritime operations were amended incorporating closer interagency cooperation, also special operational procedure has been developed.

In 2016 EFCA has received close to 600 fishing sighting forms from assets deployed in Frontex operations. Several operational tailored briefings were performed by EFCA to Frontex deployed crews as well as Frontex representative updated EFCA representatives about particularities of border control missions. For the first time in Frontex history EFCA fisheries inspector joined common patrol in JO Triton, consequently several other airborne and seaborne common missions were performed in 2016 in JOs Triton Poseidon and Indalo.

In addition to that nine possible sea pollution cases were detected and reported to national authorities in the Central Mediterranean Sea area JO Triton.

Activities at the external air borders

The intensity of operational activities at the EU external air borders were enhanced and the number of man-days of air border joint operations increased by 8,7 % from 8,779 man-days in 2015 to 9,546 man-days in 2016. It is mainly due to the continuous and long term deployment of 18 SGOs in the operational areas.

In 2015, six joint operations were carried out for a total of 1,169 operational days, while in 2015 the air border operational activities were implemented under the umbrella of five joint operations for 952 operational days in total.

The number of deployed officers was 16 % lower (317 in 2015 / 266 in 2016). However, the duration of deployments was extended especially in the case of SGO deployments.

The number of participating MS/SAC remained very high (28 in 2016 / 29 in 2015) and additional 12 third countries (11 in 2015) took part in joint operations by hosting operational activities and/or deploying 45 third country observers in total.

Similarly to the previous years the participation at the Operational Heads of Airports Conference remained very high as 80 MS/SAC and 19 third country airports were represented by their Border Guards Commanders or senior delegates which indicates the continuous high interest and need for this annual meeting. In addition, seven international or partner organizations took also part at this conference.

In 2016, the budget of Air Border operational activities was increased by 22% to 3,144.443 EUR (2015 = 2,580,000 EUR) to cover the costs of activities.

Return activities

In 2016 Frontex assisted 232 Return Operation (+251% comparing with the operation assisted in 2015) returning in total 10,698 people. The budget committed for Joint Return Operations in 2016 was EUR 30,538,732.44.

The Agency started to support MSs in the implementation of national return operations even before that the new regulation entered into force. Given the enormous migratory pressure that the MSs were facing in 2016, and in line with the EU Action Plan for return of October 2015, Frontex' Executive Director of the Agency adopted Decision 2016/36, which provided a broader interpretation of art. 9 of the former Frontex regulation (the Agency "… shall provide the necessary assistance for organising joint return operations of Member States…"): according to it, a joint return operation was intended also as a:

- Return operations where there is an element of connection between two Member States;

- Return operations from the identified hotspots locations, or from just one MS facing a disproportionate number of persons staying irregularly in its territory due to a specific and disproportionate migratory pressure at the external borders, as they serve a common interest of all EU MS;

- Collecting Joint Return Operations.

The "Collecting Joint Return Operations" concept, where escorts and aircraft used to collect irregular migrants in a Member State and return them to their country of origin are from the Third country of return, was developed already in 2015. Nevertheless, in 2016 the number of Collecting Return Operations coordinated by Frontex increased up to 17. The destination countries were Georgia, Albania and Serbia.

Compared to 2015, there were many new third countries of return reached for the first time by return operations coordinated by the Agency, namely Afghanistan, Egypt, Guinea, Lebanon, Montenegro, Somalia, Sri Lanka, Sudan, Tunisia and Turkey.

The Agency also provided a dedicated assistance to specific MS such as Greece where gap analysis indicated that a lack of available funding and the absence of a framework contract for charter aircraft had a direct impact on the effective return of irregular migrants. Alternatives to facilitate Greek participation on flights and organisation of JROs were successfully explored, agreed and implemented: for example return operations organized by other MS to Pakistan, Georgia and Nigeria were carried out including a stopover in Athens to board on the spot the returnees from Greece.

Furthermore, Frontex launched a call for support to Member States and quickly negotiated arrangements with Denmark, Austria, Belgium and Norway to charter aircrafts for Greece and other MS in need (Italy for flights to Nigeria) to carry out return operations.

Based on the EU- Turkey statement, in 2016 Frontex started also to assist Greece for the organization and implementation of readmission operations to Turkey: from 04.04.2016 until 31.12.2016, 35 operations were implemented, 11 conducted by air to Adana (114 Syrian nationals) and 24 by ferry (794 third country nationals).

In 2016 Frontex has implemented the "Rolling Operational Plan" on return support activities by using the newly developed web-based Frontex Application for Return (FAR), launched on 7 October 2016, in order to be able to better coordinate return operations, collect Member States' needs for assistance, and ensure that Member States' requests can be implemented in a more efficient and user-friendly way.

Frontex' broadened mandate on return led to the establishment of a new Pre-return Activities Network (PRAN). The enhanced activities of Frontex in the field of pre-return assistance and a detected need for having a respective network for dealing with pre-return matters led to the need of establishing this network. The intention of Frontex was to establish the PRAN network as a single network of communication for all pre-return related activities, such as invitations for meetings, third country identification missions, activities of EU-programmes, inquiries etc. The main objective is to keep the form of the PRAN meetings interactive and promote the involvement of all members in its activities.

Within Flexible Operational Activities in Return support was provided in particular to Greece, Italy and Bulgaria:

- deployments of specialists/experts to Greece to foster practical cooperation with third country consular staff;
- National Return Office model was developed specifically for Greece;
- Frontex commenced the assessment of needs and the draft requirements for a Greek national return case management system;
- Greece was supported in drafting operational procedures for the bio-metric identification of Pakistani irregular migrants;
- training of escorts in Greece and Bulgaria;
- procurement training for travel service contracts provided specifically for Greece with the participation of Bulgaria;
- support of long-term deployments of third-country experts assisting Italy in identification process;
- two workshops aimed at the organisation of return operations to Afghanistan;
- workshop on returns by air and sea to key third countries, and
- using important third country airport hubs for transit with scheduled returns.

In the third quarter of 2016 Frontex launched the phase-in/out process with the EU-funded programmes on return (Eurint and EURLO), with support of the European Commission.

Best Practices for the organisation of return operations to Nigeria were revised together with the Nigerian representatives in September 2016.

ANNEX 2. Annual report on public access to documents in 2016

This annual report on access to documents is drawn up in accordance with Article 17(1) of Regulation (EC) No 1049/2001 of the European Parliament and of the Council of 30 May 2001 regarding public access to European Parliament, Council and Commission documents. It covers the period from 1 January 2016 to 31 December 2016 and is based on statistical data summarized in the tables below.

Frontex is subject to Regulation (EC) No 1049/2001 when handling applications for access to documents held by it, by means of Article 74(1) of the European Border and Coast Guard Regulation.

The practical arrangements for the application in Frontex of Regulation (EC) No 1049/2001, are laid down in Management Board Decision No 25/2016 of 21 September 2016, a decision adopted pursuant to Article 74(3) of the European Border and Coast Guard Regulation. Moreover, Decision No 2016/119 of the Executive Director of Frontex creates a 'Transparency Office' and a network of case-handlers across the Agency to handle applications for access to documents.

Initial applications received by Frontex are handled by the Transparency Office housed within the Legal Affairs Unit (LAU), in cooperation with the appointed case-handlers from the Frontex entities responsible for the documents requested each time. Confirmatory applications are handled by LAU. Frontex decides on a case-by-case basis and either grants full access to the document(s), partial access, or refuses access. The latter two are based on the exceptions provided under Article 4 of Regulation (EC) No 1049/2001.

Access to Frontex documents in 2016

In 2016 Frontex received applications for access to documents concerning some 725 documents.

Initial Applications		Confirmatory Applications	
Full access	15	Full access	1
Partial access	38	Partial access	1
Access refused	10	Access refused	2
Total	**63**	Total	**4**
Applications not processed (applications withdrawn; no proof of beneficiary provided; were treated as a request for information)	12		0

Partial Access and refusals were in the vast majority of cases based on:

- Article 4(1)(a) of Regulation (EC) No 1049/2001 - Protection of the public interest as regards public security of the Community or a Member State.
- Article 4(1)(b) Regulation (EC) No 1049/2001 - Protection of the privacy and the integrity of the individual, in particular in accordance with Community legislation regarding the protection of personal data.
- Document inexistent/not held by Frontex.

The most common applications for access in 2016 related to Serious Incident Reports from Frontex operations. Others included requests for access to Operational Plans, Evaluation Reports and minutes from several meetings held.

Most applicants were said to be academics (students, researchers and professors) and journalists. A large part of the applicants did not however state their function.

In the year 2016, Frontex also reviewed its internal rules implementing Regulation (EC) No 1049/2001 and the Frontex Management Board adopted Decision No 25/2016 of 21 September 2016 in order to simplify its procedures in-house, thereby increasing transparency and providing access to documents in a more efficient manner.

Finally, in 2016 Frontex saw a slight increase in applications compared with the year 2015 (60 requests). Just like in the previous year, applications often contained several and complex sub-requests, amounting often to a request for a very large number of documents. Extension of the deadline was requested by Frontex in 9 out of 67 applications.

ANNEXES to Chapters 4 to 6

ANNEX 3.   Appropriations 2016

Appropriations 2016

Budget Item (amounts in EUR 1 000)	Original Budget 2016	Amended Budget 2016	Transfer of appropriations		Available appropriations	Commitments		Payments		To be Carried Forward					Unused	
										(C2)[1]	(C5)[2]	(C8)[3]	Total			
	(A)	(B)	(C)		(D)[a]	(E)	(E)/(D)	(F)	(F)/(D)	(G)	(H)	(I)	(J)[b]	(J)/(D)	(K)[c]	(K)/(D)
Title 1 Staff	30 636	- 1 786	- 2 885	-9%	25 965	23 965	92%	23 536	91%	0	6	434	440	2%	2 000	8%
Title 2 Other Administrative	14 502	508	560	4%	15 570	15 232	98%	8 827	57%	0	6	6 410	6 417	41%	338	2%
Title 3 Operational Activities	208 897	- 20 000	2 325	1%	191 222	188 678	99%	121 399	63%	0	1 918	67 506	69 425	36%	2 544	1%
Grand total regular budget	254 035	- 21 278	0		232 757	227 875	98%	153 761	66%	0	1 931	74 350	76 281	33%	4 882	2%

Breakdown of appropriation in Title 3

30	Operations	118 977	3 000	3 700	3%	125 677	125 669	100%	78 812	63%	0	223	47 023	47 245	38%	8	0%
3000	Land Borders	14 800	- 800	700	5%	14 700	14 699	100%	10 618	72%	0	0	4 098	4 098	28%	1	0%
3010	Sea borders	100 925	3 800	3 000	3%	107 725	107 825	100%	65 480	61%	0	222	42 493	42 715	40%	- 100	0%
3020	Air borders	3 252	0	0	0%	3 252	3 144	97%	2 715	83%	0	0	431	431	13%	108	3%
310	Risk analysis	1 800	0	176	10%	1 976	1 929	98%	1 233	62%	0	1	697	698	35%	47	2%
311	Frontex Situation Centre	680	0	0	0%	680	680	100%	357	53%	0	0	339	339	50%	0	0%
312	EUROSUR	12 215	0	- 483	-4%	11 732	11 717	100%	7 148	61%	0	1 693	4 614	6 306	54%	15	0%
320	Training	5 000	0	180	4%	5 180	4 428	85%	2 459	47%	0	0	1 968	1 968	38%	752	15%
330	Research & Development	1 600	0	0	0%	1 600	799	50%	465	29%	0	1	334	335	21%	801	50%
340	Pooled Resources	4 275	0	0	0%	4 275	3 535	83%	2 886	67%	0	1	650	651	15%	740	17%
350	Misc. operational activities	1 070	0	108	10%	1 178	1 135	96%	371	31%	0	0	764	764	65%	43	4%
36	Supporting Operational Activities	40	100	0	0%	140	136	97%	34	24%	0	0	102	102	73%	4	3%
370	Return Support	62 685	- 23 100	- 1 056	-2%	38 529	38 529	100%	27 524	71%	0	0	11 005	11 005	29%	0	0%
380	Third countries and EU cooperation	555	0	- 300	-54%	255	121	48%	110	43%	0	0	11	11	4%	134	52%

[1] Non-automatic (C2)
[2] Internal Assigned revenue (C5)
[3] Automatic (C8)

[a] (D)=(A)+(B)+(C)
[b] (J)=(G)+(H)+(I)
[c] (K)=(D)-(E)-(G)

ANNEX 4. Organisational Structure
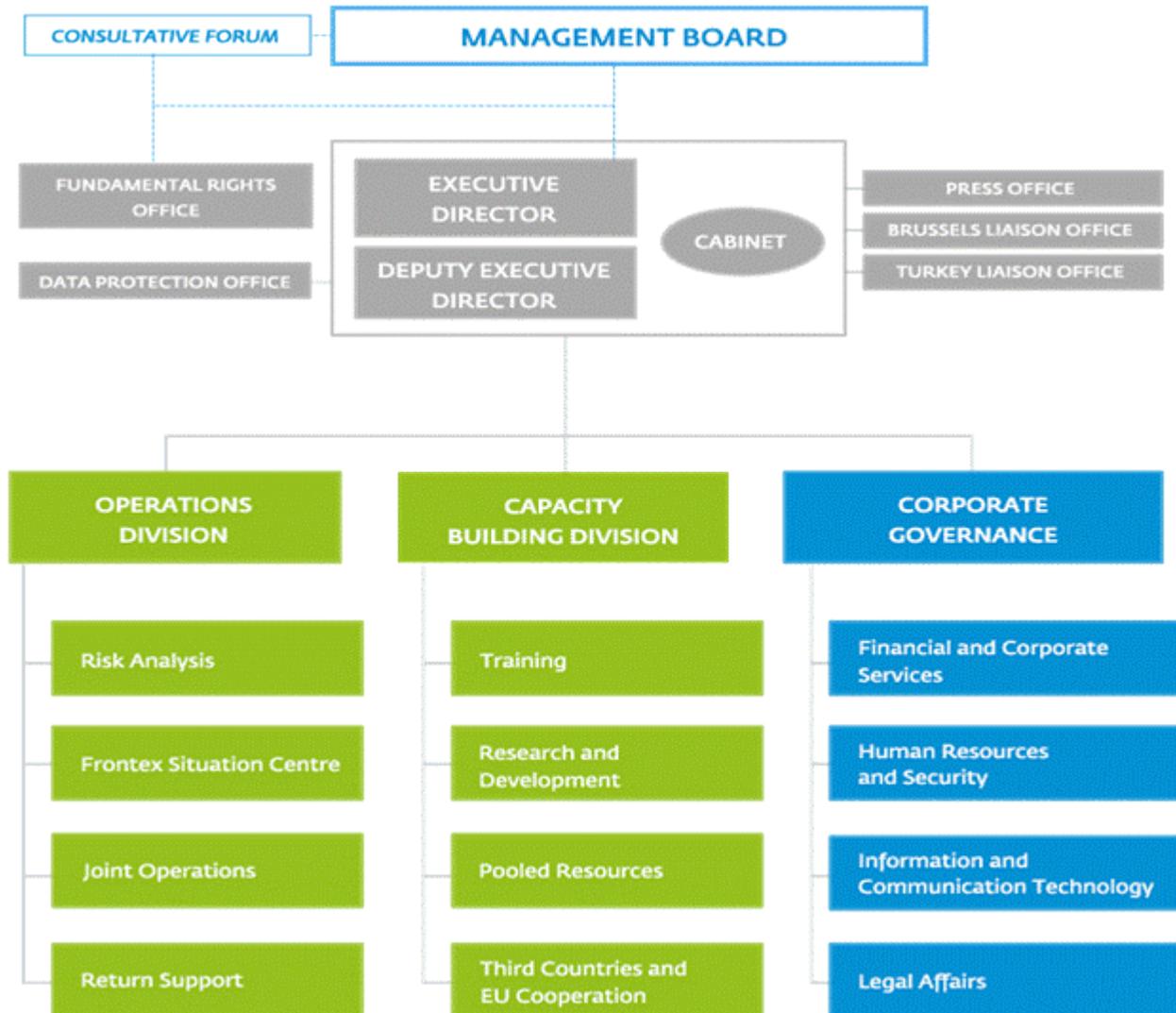
Figure 10 - Organisational Structure as of January 2016

As of January 2016, Frontex had a new structure in place where the main modifications are related to:
- creation of two new units:
  1. Return Support Unit, within the Operations Division;
  2. Third Countries and EU Cooperation Unit, within the Capacity Building Division.
- former Executive Support was streamlined and reduced to a Cabinet; all other functions were reallocated (see above in the organisational chart e.g. Data Protection Office, Liaison Office, PRESS Office) and
- the names of three entities were changed:
  1. Corporate Governance (formerly: Administration Division),
  2. Finance and Corporate Services Unit (formerly: Finance and Procurement Unit),
  3. Human Resources and Security Unit (formerly: Human Resources and Services Unit).

With the new European Border and Coast Guard Regulation which entered into force on 6 October 2016, the new mandate of Frontex, together with the increasing human and financial resources required to review the organisational structure of the Agency.

ANNEX 5.   Human resources – Establishment Plan

Breakdown of Temporary Agents as on 31 December 2016

Function group and grade	2016			
	Authorized under the EU Budget		Filled as of 31/12/2016	
	Permanent Posts	Temporary Posts	Permanent Posts	Temporary Posts
AD16	-	0	-	0
AD15	-	1	-	0
AD14	-	1	-	2
AD13	-	4	-	5
AD12	-	14	-	13
AD11	-	9	-	8
AD10	-	8	-	9
AD9	-	10	-	13
AD8	-	66	-	34
AD7	-	44	-	30
AD6	-	24	-	10
AD5	-	13	-	4
AD total	-	194		128
AST11	-	0	-	0
AST10	-	0	-	0
AST9	-	0	-	1
AST8	-	5	-	7
AST7	-	11	-	12
AST6	-	15	-	21
AST5	-	25	-	17
AST4	-	21	-	6
AST3	-	4	-	5
AST2	-	0	-	0
AST1	-	0	-	0
AST total	-	81		69
TOTAL	-	275	-	197

Differences in the tables above might appear due to the fact that during the duration of an employment contract staff members have been reclassified. Those reclassifications are shown in the columns titled "Filled as of 31/12/2016". This reclassification does not have an impact on the posts authorised under the EU budget because those positions are referring to 'start grade' of a post.

Breakdown of Staff by Unit as on 31 December 2016

Division	Unit	2016		
		TA	CA	SNE
	Directorate	2	0	0
	Cabinet	3	5	1
	Fundamental Rights Office	3	1	0
	Data Protection Office	0[18]	0	0
	Press Office	3	1	0
	Brussels Liaison Office	1	1	0
	Turkey Liaison Office	1	0	0
CGO	Administration Office	7	3	0
	Human Resources and Services	13	22	0
	Finance and Procurement	18	13	0
	ICT	19	6	0
	Legal Affairs	3	1	1
OPD	Operations Division Office (incl. FLO)[19]	4	1	0
	Joint Operations[20]	35	12	22
	Frontex Situation Centre	21	8	10
	Risk Analysis	24	6	18
	Return Support	10	3	6
CBD	Capacity Building Division Office	2	1	0
	Training	9	3	7
	Pooled Resources	5	2	7
	R&D	11	1	1
	Third Countries and EU Cooperation	3	3	2
	Total	**197**	**93**	**75**

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[18] Until end of 2016 the function of the Data Protection Officer appointed by the Executive Director was executed part time (50%) by the Procurement Officer (under 'Finance and Procurement');

[19] The Liaison Officer deployed in Turkey was assigned to the Office of the Operations Division with the Director of Operations as reporting officer;

[20] Due to the monthly fluctuation of deployment, the staff members deployed to the EURFT are not summarised in a separate line but remained in the relevant 'unit lines';

ANNEX 6. Resources per Activities - Programme of Work 2016

1. Joint Operations & Pilot Projects

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Focal Points Concept	JOU 1	The general aim of this concept is to further develop and intensify the implementation of multipurpose operational concepts, further develop the operational activities at air, sea and land borders as permanent platforms for providing sustaining operational presence and information exchange/gathering in areas exposed to specific and disproportionate pressure, for reinforcement at external borders when needed by Flexible Operational Activities and to work as a platform for strengthening the interagency cooperation and gaining border related intelligence. Focal Points are selected for activation according to recommendations resulting from short/mid-term risk analysis reports delivered throughout the year, in order to respond in an effective and accurate manner to threats at the external borders of the EU. Focal Points can also be activated upon justification based on the MS national risk analysis as well as Frontex risk analysis. The main focus of the operational activities to be implemented at EU external land borders will remain in the South Eastern and Western Balkan region.	Under Focal Points concept the following operational activities will be implemented: -JO Focal Points Land; -JO Coordination Points Land; -JO Focal Points Sea; -JO Focal Points Air Regular officers; -JO Focal Points Air Intermediate Managers; -JO Flexible Operational Activities Land on border surveillance; -JO Flexible Operational Activities Land on border checks;	LAND: JO Focal Points Land was launched on 3 February as a follow-up of JO FP 2015. During the operation 46 Focal Points were activated. Compared to 2015, 8 new Focal Points were established. JO hosted the deployment of 30 TC observers from 9 different countries. Enhanced exchange of information between the Police and Customs Cooperation Centres (PCCCs) and Focal Points was noted. Action Danube organised under the umbrella of EU policy cycle/EMPACT and co-led by Frontex and Hungary was implemented in close cooperation with EU Member States, Europol and Interpol. Deployment of Guest Officers at the selected 8 FPs and intensified checks of the passengers and cars in the frame of EMPACT Joint Action Day WB OA 2.1. On the counteraction of firearms trafficking was implemented. Focal Points Staff Exchange was launched with the aim to enhance the cooperation and exchange of information as well as best practices among the Focal Points. JO Coordination Points was implemented between 08 March and 13 December 2016 in 7 Third Countries (ALB, BIH, FYROM, MDA, MNE, SRB and UKR). 18 MSs/SACs deployed 69 experts (profile ALDO/SVDO) as observers in 8 CPs. Effective practical cooperation and networking between the local coordinators of JO FPs and CPs was in place aiming at gaining experience and mutual exchange of information and best practices.	LAND: Deployment of resources: Medium to high level risk of limited interest/willingness of MSs to deploy human resources and/or technical equipment (as deployments based on bilateral agreements were preferred by MS instead of deployments in the frame of Frontex JOs) was partially mitigated by continuous requests via Open Call for 2016. However, the scope of MS response was not sufficient. Medium level risk of limited interest/willingness of MS to deploy the resources or host operational activity under JO Focal Points Land was partially mitigated by some SGO deployments in the framework of JO FOA 2016 BCP. Low risk of limited MS interest in SGO recruitment and deployment was partially mitigated by launching the 5th additional extraordinary SGO Call for 2016. However, the scope of MS response was not sufficient.	24.5

| | | Focal Points concept will also cover Flexible Operational Activities focusing on the green border surveillance, debriefing and screening activities and additionally ensuring increased border checks capacities in BCPs. | | JO FOA 2016 BCU was launched on 03 February, as a follow-up of the JO FOA 2015.
4 MSs hosted the operation (BGR, GRC, HRV and HUN). Noteworthy new element was the deployment of HR and TE along the BGR-SRB border ("exit control" in order to reduce the secondary movements along the Western Balkans route), in addition to the significantly enhanced support at the BGR-TUR border.
Continuous increased support of TE and HR (via "rolling Open-Calls) was provided to HUN, BGR and GRC.
In total, 24 Officers from 6 different TCs have been deployed as Observers in the framework of JO FOA 2016 BCU.

JO Flexible Operational activities land on Border Checks was implemented for the first time in 2016, based on the former Joined Border Check Teams project.
29 Seconded Guest Officers, with 3 different profiles were deployed at 22 selected Focal Points for periods ranging from 2 to 6 months providing operational support in border checks with a focus on the detection of false/falsified documents, stolen cars, clandestine detections and intelligence gathering, thus advancing the identification of possible risks and threats and increased situational awareness across the mainly affected land border areas.

SEA:
In JO FP Sea due to lack of contributions from MS of experts, the final number of Team Members was quite low, but even so FX managed to activate 6 FPs and to coordinate a good level of operational results. 23 first-line officers were deployed for 786 man-days.
The number of incidents is low for 2016 - a total of 236 incidents involving 332 persons. Additionally one case of drug smuggling was detected. During JO FP Sea 182 operational days were implemented. | Low level risk of limited interest/willingness of the MS to host deployment of TC observers in Focal Points land was addressed and TC observer were deployed to some available Focal Points.

Low level risk of limited interest/willingness of the MSs/SACs to deploy experts in TCs (under JO Coordination Points) was substantially mitigated by launching additional requests via Open Call for 2016.

Medium level risk of limited interest/willingness of the MSs to participate in the PCCC-FP information exchange was partially mitigated by widening the scope of information exchange and promoting the product in several events.

Medium level risk of limited interest/willingness of the MS participate in the different operations/actions organized under EMPACT. Multipurpose character of the JO was promoted in several Frontex-LBS and EUROPOL events.

Under JO FOA BCU - medium to high level risk of alleged misconduct related to the introduction of new legislation in a host MS was mitigated by:
-COM visits and assessment of the MS' legal framework ruling the border area; | |

				AIR:	-Operational Team and FRO close monitoring of the implementation of the operational activities;	
				JO Focal Points Air 2016 – Regular Officers	
				In total 106 EU/SAC/TC officers were deployed, for a total of 3,233 deployment days at the 35 EU/SAC and 6 Third Country airports which participated in the implementation of the joint operation.	-detailed Operational Briefing (from OT to MSs' participants)
				The deployed officers reported 421 detected incidents involving 640 persons, 357 refusals, 159 asylum seekers, 8 facilitators and 15 overstayers. In addition 333 abused documents were also reported as well as 2 Foreign Terrorist Fighters were identified.	-and by Frontex Press releases
				Joint Operation Focal Points Air 2016 – Regular Officers delivered the following main benefits:	Medium level risk of limited human resources of host MSs in relation to the Intelligence gathering process under JO FOA BCU.
				• Positive impact on the operational cooperation among EU and Non-EU airports based on the exchanged experiences and established contacts.	
				• Increased knowledge about different operational practices in Member States and Third Countries.	Low level risk was associated with the limited MS interest/willingness to participate in the Focal Points Staff Exchange product due to unavailability of key officers being engaged in important national tasks.
				• Increased knowledge in Member States and Third Countries about Frontex operational activities and its values.	
				• Increased response capacity of Frontex having permanent Focal Point structure established.	SEA: Medium level risk of limited MS capacity to deploy experts due to ongoing large scale joint maritime operations was partially mitigated by negotiating with MS hosting operational activity in particular periods when more resources were available.
				JO Focal Points Air 2016 – Intermediate Managers	
				59 EU/SAC/TC officers were deployed during the Joint Operation which provided a platform for information, experience and best practices exchange at intermediate managerial level.	
				Joint Operation Focal Points Air 2016 – Intermediate Managers delivered the following main benefits:	AIR: High risk of lack of hosting capabilities at participating airports in ABS JOs due to quickly shifting national operational priorities. It was mitigated by focusing on the most relevant needs of participating airports when
				1. Positive impact on the operational cooperation among EU and Non-EU airports based on the intermediate managers experiences and established contacts.	
				2. Increased knowledge about different managerial practices in Member States and Third Countries.	
				3. Increased knowledge at the managerial levels	

				in Member States and Third Countries about Frontex operational activities and its values.	planning JOs. High risk of lack of staff in ABS due to low speed of recruitments. Mitigated by continuous re-prioritization paired with assessment of all incoming requests. High risk of ex post commitments due to lengthy internal approval process. Mitigated by closer monitoring of deadlines involving line management. High risk of reduced operational coverage due to growing number of destinations, airlines and passengers, and limited number of resources at participating airports. Mitigated by continuous assessment and reprioritization of locations for deployment of SGOs and GOs. High risk of lack of Third Country deployments due to their limited financial possibilities to pre-finance deployment costs and comply with Frontex financial rules. It was mitigated by close monitoring of the situation and enhanced communication by Third Country partners as well as by taking over payments with the support of Travel Desk aiming to address such issues proactively.	

| EPN Concept | JOU-2 | Joint maritime operations within the Framework of European Patrols Network (EPN) will be implemented according to risk analysis priorities to support MS at the external borders in operational areas of Central Mediterranean, Eastern and Western Mediterranean Regions, and Atlantic Ocean in order to control irregular migration flows towards the territory of the MS of the EU and to tackle cross border crime. Frontex will maintain enhanced operational activities in the Central and Eastern Mediterranean, by joint operations EPN Triton and EPN Poseidon Sea, including Hot Spots concept. By demonstrating sustainable operational presence and information exchange/gathering in areas of the external borders exposed to specific and disproportionate pressure, substantial contribution is provided in accordance to the EUROSUR objectives and cooperation and coordination with other EU Agencies and bodies or International Organizations as well as Third Countries is systematically enhanced. | Under EPN concept the following operational activities are foreseen: - EPN Triton; - EPN Poseidon Sea; - EPN Hera; - EPN Indalo; - EPN Minerva | Under the EPN Concept five joint maritime activities have been implemented as planned. In addition to that Poseidon Rapid Intervention has been implemented. All activities resulted in 971 operational days. Frontex, thanks to increased budget allocations for joint maritime operations, managed to increase unprecedented volume of operational activities in all Frontex history. Deployed experts performed 155 000 operational man-days. In addition, during the maritime joint operations, crewmembers performed 127 000 operational man-days. Finally, approximately 74 000 operational man-days of coordinating staff were provided by the host countries. The number of participating EU MS/SAC in joint sea operations was 30 MS. There were also six Third Countries involved in sea operations in 2016. In total, 369 645 migrants were intercepted during the joint maritime operations. As regards geographical areas 178 961 migrants were registered in JO Triton in the Central Mediterranean and 185 944 migrants arrived to Greece during sea operations in 2016. During JO's 3861 debriefing interviews were performed by Frontex deployed debriefers. Also Frontex by assuming a new role has significantly contributed to hotspot concept implementation by providing experts for fingerprinting and screening. Technical equipment (seaborne and airborne) deployed by Frontex delivered 80330 patrolling hours in JOs. Frontex has provided substantial contribution to SAR and combatting cross border crime during maritime operations in 2016:
• 2669 search and rescue cases were registered;
• 1020 suspected facilitators were apprehended;
• 80 tons of hashish worth M€ 120, 1.7 tons of cocaine worth M€ 103 and 13.8 tons of marihuana worth M€ 20 were seized, mostly in the Western and Central Mediterranean | High level risk of limited cooperation by non EU countries (transit and departure) was partially mitigated by EU – Turkey statement, which led to more migrants apprehended by Turkish authorities as well as activation of readmission activities. However, situation in the Central Mediterranean needs substantial political change as operational activities cannot be seen as standalone solution. Medium level risk on lack of HR to implement full scale JOs was partly mitigated by deployed experts from MS for FSO positions as well as launching equipment for SNE positions. Medium level risk of not having proper TE (airborne and seaborne) for implementation of annual JOs was partially mitigated by utilising FASS service provided by Frontex as well as using assets from Host MS. Also all opportunities to encourage MS to contribute more with TE were used during various Frontex meetings. Medium risk on hesitation of MS to expand operational concept of JOs including other coast guard functions was mitigated by tailored workshops as well as by elaboration with EFCA tailored SOPs which were also consulted with Host MS. | 30 |

				Sea;
				• 14 million contraband cigarettes worth M€ 3.2 were seized;		
				• 1020 facilitators apprehended.		
Pulsar Concept	JOU-3	The operational activities at external air borders will be implemented according to risk analysis recommendations and identified needs to support MS across the entire external air borders as well as in Third Countries that signed working arrangements with Frontex. Focus will be given to threats and perceived vulnerabilities/needs identified at the external air borders.	The concept will cover following operational activities: - JO Alexis I and II - JO Pegasus - JO Eurocup	**JO Alexis 2016 I and II:** In total 22 Member States, 6 Third Countries and 32 participating airports took part in the implementation of Joint Operation Alexis 2016. To support operational activities Interpol deployed an IBMTF (Integrated Border Management Task Force) coordinator at Genève and at Riga (RIX) Airports. During the joint operation 97 officers (including 12 Third Country observers and 2 Seconded Guest Officers) were deployed at different airports according to the operational needs for a total of 2.827 man-days covering the profiles of Second-Line Airport Officer and/or Advanced-Level Document Officer. The 30.634 implemented countermeasures of the 2 Alexis activities as well as the high number of participants and the 2,012 man-days deployed in the course of the joint operations contributed to the enhancement of border security. During this operation, main trends as well as new and emerging aspects regarding irregular migration flows were also reported. The information provided by airports allowed Frontex Risk Analysis Unit to highlight new and emerging trends. The Document Road Shows were highly appreciated and welcomed by the 7 hosting airports, which is also indicated by high number of border guard officers trained by the deployed document experts. In the second phase of JO Alexis a Seminar was also organized at the Police Academy of Latvia in Riga. This activity, including the distribution of the Reference Manual tool has given a significant contribution to the achievement of the planned	High risk of lack of hosting capabilities at participating airports in ABS JOs due to quickly shifting national operational priorities. It was mitigated by focusing on the most relevant needs of participating airports when planning JOs. High risk of reduced operational coverage due to growing number of destinations, airlines and passengers, and limited number of resources at participating airports. Mitigated by continuous assessment and reprioritization of locations for deployment of SGOs and GOs. High risk of lack of Third Country deployments due to their limited financial possibilities to pre-finance deployment costs and comply with Frontex financial rules. It was mitigated by close monitoring of the situation and enhanced communication by Third Country partners as well as by taking over payments with the support of Travel Desk aiming to address such issues proactively.	9

objectives and it represented an opportunity to engage the local officers with the concept of the joint operation.

Joint Operation Alexis I and II 2016 provided the following main benefits:

- Tailored operational support and capacity building strengthening Member States operational capabilities at perceived vulnerabilities/needs.
- Effective and efficient operational response to perceived vulnerabilities meeting existing threats indications (European Situational Awareness) in order to enhance security of external air borders.
- Increased response capacity to emergency situations.

JO Pegasus 2016
A total of 20 Member States with 21 participating airports took part in the implementation of Joint Operation Pegasus 2016. During the implementation 16 officers were deployed at these airports according to operational need for a total of 982 man-days covering the profiles of Second-Line Interview Officer and/or Advanced-Level Document Officer.

The 21 participating airports reported 224 validated incidents involving a total of 316 persons as well as a total number of 248 unlawfully used travel/supportive documents and visas.

The added value of Joint Operation Pegasus 2016 consisted of increasing mutual awareness concerning new modus operandi related to irregular migration as well as some emerging trends. It also highlighted some aspects of cross border crime and related irregular migratory phenomena at the EU's external air borders, some of them being already observed in the framework of other Frontex Joint Operations.

JO Pegasus 2016 delivered the following main benefits:

- Increased targeted reaction capabilities.

| | | | | Better allocation of limited resources (officers with specific knowledge/expertise). Sharper perception of current illegal migration trends. Enhanced situational awareness leading to improved focused recommendations. Flexible and more targeted reaction capabilities. Synergies developed with the activities of other key partners.
JO Eurocup 2016:
Based on the request of France in total 15 Member States, 3 Third Countries (Albania, Turkey and Ukraine) and 7 participating airports took part in Joint Operation Eurocup 2016. 28 guest officers/third country observers were deployed at participating French airports for a total of 575 man-days covering the profiles of First Line Officer.

There were no incidents identified of a person that tried to enter France under a false pretext of attending a Euro 2016 football game whilst actually intending some other purpose.
Reports relating to irregular migration were received from the Paris airports of Paris Charles De Gaulle (CDG), Paris Orly (ORY), and the regional airport of Bordeaux (BOD).
The reporting mainly related to migrants encountered in possession of forged counterfeit or otherwise abused documentation. Some were seeking to enter or transit via France to other destinations.
There were two incidents of facilitation reported. There were no incidents of trafficking in human beings.
There was no evidence that the Eurocup event led to an increased pressure of irregular migration at the external air borders of France.
JO Eurocup 2016 delivered the following main benefits: | | |

				• Increased targeted reaction capabilities • Better allocation of limited resources (officers with specific knowledge/expertise) • Enhanced situational awareness leading to improved focused recommendations • Flexible and more targeted reaction capabilities		
Vega Concept	JOU-4	Frontex will promote effective protection measures for vulnerable persons/groups (children and victims of trafficking in human beings) at external air, land and sea borders from a law enforcement point of view. Under this concept Frontex will further develop cooperation with non-EU Countries and with EU Agencies and International Organisations (Europol, FRA, Interpol, UNHCR, and IOM) organizing also public awareness sessions at EU airports.	The Vega concept will cover following operational activities: - JO VEGA Children - PP VEGA	AIR: **JO Vega Children 2016** In total 19 Member States participated in the Joint Operation with 15 participating hosting airports and with 24 officers deployed in mixed teams along with 23 representatives of 6 International and Non-governmental organizations. During the joint operation there was one confirmed case of an unaccompanied minor being detected. There were no incidents of trafficking in children. However 8 documents were identified as being forged, counterfeit or obtained unlawfully. In the frame of this joint operation a documentary movie was created on the Vega Children activities which can be used for awareness raising purposes and promoting effective protection measures for vulnerable persons/groups (children and victims of trafficking in human beings) at external air borders. **PP Vega 2016** Vega Countermeasures Handbook Update 2016 In 2016 Frontex supported by experts from Member States reviewed, updated and restructured the table of content of the handbook. An update was also made to the best practices identified by law enforcement services to prevent, detect and arrest smugglers/traffickers at airports. During workshops specific information on countermeasures on cases involving vulnerable persons at airports were added. In addition a chapter related to countermeasures detection of Foreign terrorist fighters crossing air borders was created. Finally Frontex and Member States' experts created a "light" version of the handbook (international	AIR: High risk of lack of hosting capabilities at participating airports in ABS JOs due to quickly shifting national operational priorities. It was mitigated by focusing on the most relevant needs of participating airports when planning JOs. High risk of reduced operational coverage due to growing number of destinations, airlines and passengers, and limited number of resources at participating airports. Mitigated by continuous assessment and reprioritization of locations for deployment of SGOs and GOs. High risk of lack of Third Country deployments due to their limited financial possibilities to pre-finance deployment costs and comply with Frontex financial rules. It was mitigated by close monitoring of the situation and enhanced communication by Third Country partners as well as by taking over payments with the support of Travel Desk aiming to address such issues proactively.	2

| | | | | edition) that will serve as a basis on which third countries will build upon.

LAND:

Draft VEGA Handbook on Land Borders was distributed for testing within the framework of all ongoing Land Borders Joint Operations.
Based on the experience gained during this testing phase, the Handbook is to be finalized and foreseen to be published by Q3 - Q4 2017. | LAND:

Low risk of limited interest of MSs to provide contribution/feedback to participate in the drafting of the product.
The handbook was presented in some LBS meetings and also provided to the Frontex Consultative Forum. | |
|---|---|---|---|---|---|---|
| Return Support – Operational Concept | JOU-5 | Frontex will enhance the practical cooperation on return by scaling up numbers of joint return operations where destinations will be based on request from the EU Member States on assistance and coordination. The Rolling Operational Plan will be replaced by a web based platform for day to day update of request for assistance and coordination. Frontex under this concept will scale up pre-return assistance to the EU Member States and facilitate cooperation with third countries on identification and acquisition of travel documents. The activities will also cover third country delegation visits (Task Forces) for identification purpose and issuing travel documents. Frontex, as part of the flexible support, will provide on request capacity building on return including training, linking screening process with the actual identification and return process. Frontex will ensure the operational coordination of an integrated system of return management to build synergies between EU funded return projects and Frontex. | | 232 Return Operations, including Joint, Collecting, National and Voluntary departures, after new financial scheme for return was approved in line with the new Regulation.
35 readmission operations in the framework of EU-Turkey Statement.
October 7th 2016 Frontex Application for Return (FAR) started functioning as Rolling Operational Plan communication tool.

Four Evaluation and Planning meetings with DCPs, integrated in the Rolling Operational Plan scheme. | | 28 |

				LAND:	LAND:	7.5

		The role of Frontex Direct Contact Points on return (DCPs) will be further enhanced as part of the operational coordination of return management and for the exchange of operational experience and knowledge in return matters.				
Additional Products and Services	JOU-6	Products and Services that can be delivered in addition and are more tailored than the products and services of the concepts mentioned before. Activities under EPN General are related to harmonization, compatibility and interoperability and seek further development of operational effectiveness and efficiency in coherence with the main recommendations and conclusions of the JOs.	- Frontex Positioning System; - Frontex Compatible Operational Image; - EPN Staff Exchange; - EPN Yellow Pages; - Tailored Working Groups; - Support to regional cooperation for in maritime domain; - Operational Heads of Airports Conference; - All-in-One meeting; - PP Reference Manual; - Project Reference Manual online; - Project Air Border Monitoring; - Best practices on Land border's ICC procedures.	LAND: Best practices on Land border's ICC procedures were implemented in 2016. Workshop with selected EU experts was organised in FX HQ, with the aim to explain the scope of the project and to plan a field visit to the LBS ICCs targeted to learn from the daily practices/procedures and to put them in a structured and standardized form. After the field visit and based on the learnings acquired during the visits, the experts were requested to further elaborate a document, illustrating the identified procedures and tasks – in the format of guidelines/handbook (for FSO ICC procedures). On 14.12.2016, a second WS with the same experts was held in FX HQ, aiming at presenting the final draft (developed by FX FCO) of the guidelines. Planned future steps: presentation, during the 1st HCN Conference in 2017, of the outcomes of the workshops (the handbook) with the aim to agree on the harmonized ICC procedures. SEA: Frontex Positioning System was tested to verify its full operational capability for Frontex coordinated operational activities under real conditions. More than 15 assets from different MS had the FPS transceivers installed by Frontex on board during Indalo, Poseidon and Triton 2016 joint maritime operations, increasing the situational awareness and reaction capability of command and control structures. Collection and aggregation of financial data was improved by working on the new prototype of the transceivers and on the functionalities of the software for automated financial reporting. The feedback from MS crews and Staff of the ICC Rome	LAND: No risks identified SEA: High risk of lack of availability of SBS staff to implement additional activities in parallel with JOs was partially mitigated by involving also MS various profile experts as well as operational platforms used to integrate the SBS services. Medium level risk of dependency on external contractor to deliver agreed product for FPS was mitigated by constant follow up and reminders, however still implementation was delayed. Medium level risk on willingness of MS to accept the services was mitigated by using the opportunity of various tailored meetings and workshops to advertise and explain the usefulness of the services, allowing Frontex to continue testing and developing products in a real operational scenario. Low level risk of interagency cooperation as regards coast guard issues among agencies was mitigated by establishing the Steering group and nominating Frontex contact person, who was responsible for fine tuning of the final FX	7.5

| | | | | where a console with the software was deployed was collected and used for further development.

Within FCOI the focus in 2016 was in (still on-going) preparations for Aerostatic Aerial Border Surveillance Demo "Tethered Balloons".

46 EU MS/SAC officers (369 man-days), participated in EPN Staff Exchange programme under which working visits were performed in migrant reception sites of Spain and hotspots in Italy and Greece in connection with main joint maritime operations. Additionally, tailored exchanges were organised and Common Patrols with Liaison Officers on-board neighbouring countries were performed between ITA and GRC (September) and BGR and ROM (1 August-8 October), the latter with weekly communication with Frontex HQ and contribution to coast guard functions.

EPN Yellow Pages web based database was promoted during several meetings as the primary source of practical information before operational deployments. Successful introduction of a new section on Hotspots was implemented in 2016. Detailed information on nine Hotspots was added.

Frontex organized several meetings under EPN General umbrella: one in May (with c. 110 participants), one in December (with c. 50 participants) and special event launching European Coast Guard Cooperation Network which took over the legacy of the EPN in November (with c. 200 participants). Additionally, there were 3 Tailored Working Group meetings organized during 2016 with representatives of 18 MS and one international organization (MAOC), resulting in a finalised draft of the handbook - best practices in boarding and interception. Frontex also contributed to regional maritime cooperation by providing support for the Latvian presidency of Baltic Sea Region Border Control Cooperation. Frontex was also an active player in ECGFF and followed all developments in | position.
Medium level risk of overlapping and cost-effectiveness of products and services within the Agency was balanced by inviting representatives from other respective units and divisions to SBS organized meetings and workshops as well as sharing materials related to the topic.

AIR:
Low risk of lack of participation in OHAC and All-in-one meeting from MS with the lack of strategic airports of MS due to not being able to participate in the event. It was mitigated by close monitoring and contingency planning for rescheduling the implementation dates if needed.

Low risk of lack of capacity to organize the meeting or find a suitable location for the OHAC conference where around 150 persons were expected to participate was mitigated by contingency plans with additional locations.

Medium risk for PP Reference Manual of lack of availability of MSs document experts was mitigated by enhanced communication on the project benefits and careful assessment of workshop dates as well as contingency planning with | |

| | | | | this regard. Aforementioned meetings as well as tailored workshops were used to engage with MS end users focusing on coast guard functions and other important issues within maritime domain.

AIR:
Operational Heads of Airports Conference
The Operational Heads of Airports Conference is organized by Frontex every year for operational commanders responsible for border control at international airports in order to further promote the value of cooperation in the field of Integrated Border Management.
The aim of the Conference is to facilitate personal contacts between the operational leaders of international airports. Furthermore, it is a good opportunity for delegates to discuss issues of shared interest and be updated on the latest developments in the field of air border integrated management.
The conference was attended by 132 officials, Commanders of Border Guard Services at airports and Organisations' Representatives. The three days conference went smoothly with declared satisfaction of several delegations. Non relevant issues were identified and the participants showed satisfaction for attending the event. Frontex staff presented the activities planned for 2016, answering to the questions and clarifications requested by the participants. Several delegation praised the usefulness of the conference. First Risk Analysis Unit, but also other speakers reported on the challenges faced today by airport border guards. Comprehensive information on Fundamental Rights, children, PNR and API were provided with specific emphases on travel documents (e.g. Frontex Reference Manual - Interpol Dial Doc project). Apart the presentation given by the Turkish representatives, Frontex speakers underlined several times the importance of TC cooperation for air border activities. Sustained also during informal meetings and discussions by the presence of a member of the Frontex IEC Unit staff, the Frontex team strengthened the relationship with the TC | additional possible dates to ensure the availability of the required number of experts.

Medium risk of inability of INTERPOL and Frontex to conclude an Agreement and/or implement Reference Manual Online due to legal/ political/administrative constrains was mitigated by investigating the constrains and propose legal/ administrative/political change. | |

				heads of airports present at the Malaga event. All-in-One meeting; Every year Frontex ABS organises the All-In-One meeting as a consulting session for all operational activities to be carried out at airports. In this meeting all European Union Member States' representatives received details about the achievements of Frontex Air Border activities in 2015 and foreseen projects in 2016. The annual meeting was a significant platform of the cooperation between Frontex and Member States where the Member States representatives had the possibility to express their opinions and observations on the practical issues of Air Border Sector programme of work and model together with Frontex officials the way the operational activities and pilot projects will be implemented by the Agency over the course of the upcoming year. Apart from the necessity to discuss and develop practical aspects of the projects, the importance of the meeting lied also in the building up of mutual partnership, trust, understanding of the needs and possibilities of both sides, Frontex and competent Member States' authorities, which was necessary for the successful implementation of the activities. During this meeting ideas for future long-term perspective development were also exchanged, from which Frontex Air Border Sector and Member States could benefit when the programme of work for the coming year was prepared. PP Reference Manual; The last version of the Reference Manual library (RM2016), was issued in December 2016. This version contains 7014 files, 10% more than the last version issued at the end of the previous year. The libraries content counts for 507 folders, 3259 PDF files and 1315 HTML files. In total the RM tool has been grown to the size of 5.74 GB, 8% more than the last version delivered at the end of 2015. In course of 2016 the		

| | | | | FRONTEX Reference Manual team decided to produce mostly Frontex Quick Check Cards21 (QCCs) as a priority, and throughout the year about 300 new QCCs were produced. In 2016 Reference Manual has been distributed by the Frontex Reference Manual Team as well as by ABS SGO's and GO's during Frontex coordinated Join Operations (JOs). It was also distributed to NFPOCs and to Airport representatives in a total of 500 copies throughout the year. Based on the information received by the activity manager during different activities of Frontex at the air borders domain, some of the EU Airports, such as Frankfurt, Paris-CDG, Sofia, Warsaw, Lisbon, Budapest, Prague and Bratislava are using the tool on the national Border Police intranet. The last releases of the library were also delivered to Sea Border and Land Border Sector operations. Upon the request of Training Unit, the latest copies of the library were also delivered for supporting training activities, mainly "Road shows". Project Reference Manual online; The Project Initiation Document was approved on 2 June 2016. On 10 August the Deputy Executive Director of Frontex was nominated as Steering Committee Member (and the Director of Operations Division as alternate member) on behalf of Frontex. INTERPOL nominated Tim Morris – Executive Director Police Services and as alternate member Michael O'Connell – Director of Operational Support and Analysis to the Steering Committee. The Frontex Project Board was established and its first meeting took place on 18 August 2016. The Project Board was also established at INTERPOL. Upon the approved PID the Phase 1 of the project | | |

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[21] The Frontex Quick Check Card (QCC) is a decision-aid, seeking to support travel document authenticity verification at first encounter. The product acts as a single point of reference for the first line officer. It contains the most relevant information on the security features and vulnerabilities of the inspected document (based on its specimen) as well as the best detection points (identified through an analysis of all available alerts and risks known concerning the same document). These detection points can be optical or physical security features (and the combination of both) depending on the specification of the concerned identity document (MRTD, e-MRTD, ID cards, supporting documents, etc.) and the reported threats the document is exposed to.

				was planned and the activities of Phase 1 were approved on 29 November 2016 during the first INTERPOL-FRONTEX interagency Steering Committee meeting. An Implementing Arrangement concerning Frontex' direct access to and use of the INTERPOL Information System was signed by DED and the Secretary General of INTERPOL. The Arrangement entered into force on 21 December 2016. Project Air Border Monitoring; In agreement with the European Commission, the project was frozen until the new Frontex Regulation entered into force and the legal basis for personalizing alerts (use of personal data for the purpose of alerting) can be found and agreed with Member States and the European Commission.		
Operational Flexibility	JOU-7	Operational Flexibility shall enable the short term assignment of additional financial resources based on exceptional developments of the migratory pressure and related changes to risk levels. The reserved allocations for land border operational activities may be used to enhance green border surveillance activities and border checks covering additional operational areas (not included under operational concept) affected by irregular migration flow. The operational flexibility allocated to joint maritime operations might be used to enhance ongoing operational activities such as EPN Triton, EPN Poseidon Sea, and EPN Indalo. Operational Flexibility at external air borders concerns the fluctuating migratory pressure that varies from week to week. Such phenomena are identified often at the last moment before activities are launched or even during them.	Enhanced joint operations at different types of borders (indicative): - JO Focal Points Land; - EPN Triton; - EPN Poseidon Sea - EPN Indalo - JO Alexis I and II	LAND: As above specified under Focal Points Concept Moreover, the JO FP 2016 land provided operational support for reinforcement of the GRC-FYROM, BGR-TUR, BGR-SRB, HRV-SRB and FIN-RUS border by establishing 8 new Focal Points as well as by providing additional deployment of human resources and technical means. SEA: As above specified under EPN Concept AIR: As above specified in Pulsar Concept	LAND: As above specified under Focal Points Concept SEA: As above specified under EPN Concept AIR: As above specified in Pulsar Concept	0

The reserved operational flexibility budget has therefore been distributed to the different joint operations carried out at airports with the aim to have resources immediately available per each of those activities while additional budget can be later transferred between different activities according to the need.

The use of the budget will be triggered by emerging needs identified by Frontex or directly by the participating Member States in course of the year. The needs may encompass a certain number of irregular migrants arriving at certain airports, new connections etc.

2. Risk Analysis

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Strategic risk analysis products services and risk analysis methodology	RAU-1	To provide platforms for information exchange and joint analytical work by Frontex and Member States in order to generate and share in-depth knowledge and up-to-date situational awareness achieved also through the constant development of methodology for risk analysis.	EDF-ARA, EDF meetings, Annual Risk Analysis package, Stakeholders participation in the Annual Risk Analysis process; 2 Risk Analysis Thematic Meetings; Regular monthly products; Updates of situation at the external borders; Specialised EU MS capacity assessment;	FRAN: 4 meetings of Frontex Risk Analysis Network (April, June, September, December) with average participation of 29 Member States/Schengen Associated Countries, and Commission, EASO and Europol. Monitoring of the quality and timeliness of information upload. Resolving technical problems and responding to queries. All FRAN meetings implemented as planned providing a forum for discussion on irregular migratory trends and updates on RAU activities. 4 FRAN Quarterly reports issued in full and public versions. Risk Analysis for 2016 issued in full and public versions. Presentation packages at various WPs and other fora. Member States regularly updated on the developments and state of play of the FRAN and the EDF-RAN information exchanges. Knowledge on concrete reporting issues in Member States, and agreement on	**The following risks were identified in the beginning of 2016** **1) Massive arrivals stretch MS resources** The pressure started to decrease especially during Q2 2016. The quality review of the data collected in 2016 will be finalised in the FRAN Annual Report by the end Q2 2017. Some of the flow data especially in relation to intra-Schengen movements continued to be shared on bilateral or multilateral (but not on an EU-wide) basis among Member	13.1

			Methodology for capacity assessment; THB Handbook package; Thematic workshops with THB experts	the way to solve them in the future. FRAN Annual Survey conducted in May-June. Presentation of the Annual FRAN report findings in the June meeting, and full report distributed in September. Guest Analyst workshop with representatives of 6 Member States on Intra-Schengen data collection. Consultation to assess the expected development paths for the scenarios on border management for ARA 2017, including consultation exercise/ workshop with selected Member States and other external stakeholders (EEAS, UNHCR, FRA, EASO). EDF-RAN: Four meetings of the European Union Document-Fraud Risk Analysis Network (February, May, September, December) with the average participation of 25 Member States/Schengen Associated Countries, and Commission, Europol and Interpol. Guest Analyst workshop with the participation of 8 Member States to support update of the Handbook on Impostor Risk Profiles. Digital version of the Handbook also made available on iFADO. EDF-ARA 2016 drawn up as planned. Regular incorporation of analysis on document fraud in FRAN Quarterly reports and monthly analytical outputs, as relevant. Increased quality of and enhanced information collected through the FRAN and EDF-RAN network as the basis for better quality Frontex reports. Update issue and distribution of Handbook on Impostor Risk Profiles. THB Expert Group: did not took place due to the unavailability of human resources. In addition, the Handbook on Risk Profiles on Trafficking in Human Beings 2015 (Limited), was not updated due to unavailability of human resources. In line with the developments of the draft EBCG regulation and following its adoption, RAU has been tasked with the launch of developing this new work area. As result, the following unplanned outputs were delivered: Early engagement with Member States on the development of the Vulnerability Assessment concept and process, in the framework of four Vulnerability Assessment meetings (May, July,	States without Frontex involvement. **2) New focus on intra-EU and intra-Schengen movements** FX has collected data on intra-Schengen movements on monthly basis since 2014. However some MS continued to challenge this and refrain from reporting for political reasons. Also some MS have technical difficulties. Frontex developed the reporting template further in 2016 to facilitate the work done by MS. The new regulation clarified and strengthened Frontex role regarding data collection and analysis of intra-Schengen flow data. **3) Focus on document fraud** The scope and the outputs of FX document fraud related work continues to be limited due to limited HR. However, the Handbook on Impostors and the joint work kicked off on Syrian fraudulent documents were sufficient to keep most Member States satisfied with the EDF activities, though also the envisaged monthly statistical overview/access to interactive data dashboards had to be postponed to an undefined future due to other priorities. **4) Earlier annual figures and the ARA** This risk materialised to the limited extent in the beginning of 2016 when there was a confusion in the public between	

				August, November) with average participation of 28 Member States/Schengen Associated Countries and Commission. Additionally, one meeting related to Vulnerability Assessment testing (September). Further the first meeting of Vulnerability Assessment Network (December). Setting up of the conceptual framework of the Common Vulnerability Assessment Methodology (objective criteria and objective indicators) adopted by the Management Board in November. Annual Implementation Plan 2017 presented to the Management Board. Establishment of the Vulnerability Assessment network and organisation of its first meeting in December 2016. Development of Terms of Reference and working procedures (Q4). Resolving technical problems and responding to queries.	the number of IBC detections and the number of irregular migrants that arrived to the EU in 2015. **5) Disruptions in THB related analytical work** There were delays in the recruitment of the dedicated FTE, thus the resource was not available in 2016. Therefore, the Handbook on THB victim profiles was not updated in 2016. **In addition, the following risk emerged in the course of 2016** The preparation and adoption of the EBCG regulation and assignment of one of the new priority areas of the regulation to RAU has meant intensified workload for the staff of the unit, to take over important objectives and tasks not included in the programming document. No dedicated staff could be recruited for these new prioritized tasks until December 2016, and all preparatory work was carried out by existing resources. Reallocation of existing staff to this new task has impacted on the deliverables and timeliness of regular outputs especially in the second semester 2016. The high political pressure for immediate results concerning Vulnerability Assessment pushed forward the start of the work on the VA concept, methodology, and work plan much in advance of the formal adoption of EBCG regulation.	

				This enabled the adoption of the Common Vulnerability Assessment methodology in proximity to the adoption of the EBCG Regulation, however has increased the risks associated to insufficient consolidation of the work performed.	
Operational risk analysis services and products	RAU-2	Operational analysis products and services are delivered in order to provide situation awareness and advice for the planning implementation monitoring and evaluation of joint operations, pilot projects and EBGT.	Risk Analysis input for JO planning, incl. ABT planning and implementation (AOD); Risk Analysis inputs to JO implementation and evaluation; Risk Analysis Input to EBGT processes; FLO GRC Intel: collection of operational intelligence/inform ation from the operational areas; Support and management of debriefing activities in JO; AB-RAN meetings; Structured information exchange in place; IO workshops	The following JOs and PPs were supported by RAU in 2016: JO Triton 2015, FOA 2016 SE LAND, FOA 2016 WB LAND, COORDINATION POINTS 2016, FPO LAND 2016, ALEXIS I & II 2016, PEGASUS, FPO AIR 2016, VEGA CHILDREN 2016, JO EPN TRITON 2016, JO EPN POSEIDON 2016, JO EPN Minerva 2016, JO EPN INDALO 2016, JO EPN Focal Points Sea 2016, JO EPN Hera 2016, Poseidon Rapid Intervention (28 December 2015 till 26 March 2016 then extended till 31 May 2016), JO FOA BCP 2016 Land, JO Focal Points Air Regular Officers 2016, JO Eurocup 2016. The operational analysts supported the joint operations in the preparatory phase, during the implementation and in the evaluation of each joint operation and Rapid Intervention. In particular, during the preparatory phase they provided the analytical assessments that served as a foundation for the planning and later for the drafting of the operational plan in relation to the identification of the operational concept, the definition of the operational area, the duration and period of the JO, and providing knowledge basis for the deployment of assets and experts. In addition, they provided their input in the definition of the resources, structure and processes that relate to intelligence, and supported the negotiation with the Member States. During the implementation of the joint operations and the rapid intervention the operational analysts provided regular analytical reports, with three distinct set of addressees, the bi-weekly analytical reports for the project team and the coordination	**Availability of skilled experts for debriefing activities in JOs** The lack of skilled debriefing experts in JO remained a problem throughout 2016. This included also withdrawal of SGOS after selection, to be deployed as debriefing advisors in JOs. As a consequence: in increasing number of debriefing teams, reliance on guest officers who did not have the required skills, and following increasing workload on operational analysts, mentoring, and controlling the debriefing team, less accurate information for risk analysis. . **Proper management of debriefing activities related to lack of debriefing advisor** This risk materialised in the beginning of 2016 while the staff recruited to perform this function joined later in 2016. **AB-RAN Meetings** Some MS/SAC (approx. one third) changed their representatives to AB-RAN. This creates problems in smooth flow of meetings and network activity.	22

| | | | | structure of the operation such as the ICC, the bi-weekly analytical briefing for Frontex management and internal stakeholders and the bi-weekly analytical updates for the experts seconded in the operational areas. In the source of the year a two-page dedicated product was developed to be shared with other actors in the operational area: Weekly Analytical Overview. In addition, several ad-hoc reports were drafted on specific themes, whenever this was considered appropriate.
Operational analysts and FLO Intelligence Component staff participated in operational meetings on planning, kick off, briefings/trainings and evaluation of JOs conducted in the region covered.

During 2016 RAU issued analytical reports for the planning and evaluation of joint operations as well as regular periodical analytical reports addressed to various stakeholder groups (Operational Analytical Brief, Operational Analytical report, Operational Analytical Update) during the implementation of operations and ad hoc reports as relevant (Analytical Warning for Operations, JO Briefing Notes). In the course of 2016 a new type of regular periodical report was launched Weekly Analytical Overview meeting the needs of all actors in the operational area, including e.g. EURTF, EUNAVFORMED, NATO. In addition, regular tailored periodical analytical reporting from key operational areas was provided to IPCR and ISAA.
JORA templates were elaborated for the purpose of operational reporting.
Responses based on analytical findings were provided to numerous stakeholders upon request. Advice and update on the impact of geopolitical developments in key transit countries, on the operational response was provided as needed/requested.
Situation awareness at the external air borders provided as input to regular and ad hoc operational analysis, and for information of Frontex Management in Weekly Operational Briefings. | Once the Pulsar Data collection is transferred to JORA, access rights to MS/SAC will be provided only to one or exceptionally two designated national representatives per MS/SAC who need to be permanent members of the AB-RAN.
Hosting authorities sensitivities hampering intelligence collection and risk analysis
Often hosting authorities during JOs hamper the possibility to access information. This happens for issues that are considered sensitive or for the lack of understanding of the work carried out at Frontex. In case the operational analyst insists in having access or removing the factors that hamper access to the intelligence required, the hosting authorities react by reducing the level of cooperation or trying to limit intelligence activities in the operational area.
Reduction of analytical capabilities due to manning of the EURTF in Italy and Greece
The EURTF concept requires the presence in Catania and Piraeus of a RAU member for intelligence issues. Due to lack of dedicated staff and recruitment delays, the presence of operational analyst in EURTF was reduced, and operational analyst work at HQ was prioritised. | |

					ABT support	Ad hoc tasking	
					The Assessment for Operational Deployment was prepared in September to facilitate the preparation of ABT. Executive summary was included for the elaboration of Programming Document 2017.	Operational analysts overcome by unplanned tasks with short deadlines that impinge on the capacity to exploit to the full extent information gathered.	
					Debriefing activities:	**No automation of risk analysis and data visualisation**	
					In 2016 in the framework of the analytical input to joint operations approx. 4 525 debriefing interview reports were submitted to Frontex; 3 926 in sea operations and 599 in land operations. Besides that 674 intelligence officer reports and 680 landing reports were made and sent to Frontex Risk Analysis Unit to be processed.3 RAU Debriefing Advisors (SNE) were providing regional support to the Human Intelligence Network (HUMINT). In order to enhance regional coordination, one of them was deployed in Greece one in Italy and another one was tasked to support debriefing activities in Spain, Bulgaria, Hungary and Italy and Greece based on intelligence needs. In total they were deployed during 28 missions to many operational areas (Indalo, Triton, Minerva, Poseidon Sea, Land, as well as Flexible Activities) where they delivered more than 100 Debriefing Activity Workshops involving about 400 MS experts and national officers coming from different MS. Regular contacts and direction for debriefers was provided through briefing meetings with operational analysts and weekly video conferences.	Lack of knowledge management systems that can automatize analysis and visualisation of data and analytical findings. High reliance on manual processing. With growing amount of data, the analytical outputs become less accurate and time consuming to produce.	
					In addition an External Debriefing Expert was contracted by RAU (during the period June to December 2016) and had 8 missions to several operational areas (Triton/ Italy, Poseidon Sea/ Greece, Flexible Activities JO/ Hungary) and 2 in the Frontex Headquarters. The External Debriefing Expert delivered 12 two-day workshops, with approximately 35 to 40 participants in each workshop from several MS experts (screening and debriefing experts, fingerprint officers, document experts, FSO, team leaders) cultural mediators and other Frontex staff.		
					In order to provide ongoing support to the debriefing activities in the hotspots, Operational Analysts on rotation undertook missions to the EURTF in		

				Italy. The Debriefing Advisors were also deployed to the EURTF Office in Catania as a part of RAU team responsible for operational intelligence gathering.		
				Two HUMINT network meetings organised by RAU took place at FX HQ comprising of Intelligence Officers, Team Leaders of Joint Debriefing Teams involved in the hotspots in Joint Operations Triton, Indalo and Poseidon 2016. These meetings focused on the implementation and extension of Personal Data gathering through debriefing interviews as a matter of priority, with the view of discussing needs and requirements for HUMINT and Personal Data gathering and to exchange best practices.		
				EBGT		
				RAU staff took care of the selection of Seconded Guest officers for the debriefers profile, monitoring their performance and providing briefing/information to support their activities during deployment. The support that was provided by RAU staff included having regular video conferences and field mentoring and resulted in improved quality of reporting from SGOs.		
				RAU staff supported TRU Intelligence Professionals training events by sending an analyst for the planning of training activities, the evaluation of the trainees and providing presentation on the latest issues related to debriefing deployments in joint operations.		
				AB-RAN		
				Due to the continued limited geographical and time limited operations at air borders, RAU maintained situational awareness across the greater part of the external air borders with weekly reporting from over 100 key EU and Schengen airports using the Pulsar Weekly statistical data collection. Reports based on the data were prepared by RAU and shared with MS and SAC. The reporting process was further strengthened by the use of analysts from 27 MS/SAC attending the two meetings of the Air Borders Risk Analysis Network (AB-RAN) carried out during the course of the year, which allowed for the identification and sharing of emerging trends across the sector.		

| Third Country Risk Analysis Services and Products | RAU-3 | Third Country Risk Analysis Networks, third country monitoring and other related activities are the platforms and means for access and exchange of up to date information and analysis with and on Third Countries, enabling situation awareness on the irregular migration situation in Third Countries affecting EU external borders. | WB-RAN ARA, WB-RAN Quarterly packages; WB-RAN meetings and workshops; EaP-RAN meetings and workshops EaP-ARA and EaP Quarterly packages; AFIC meetings and workshops; AFIC report package; TU-RAN meetings; TU-RAN ARA and TU-RAN Quarterly packages; Third Country Monitoring included in regular analytical production Participation in relevant ILO network meetings; | **WB-RAN:** Expert Meeting (March) with the participation of 27 experts from the MS, 12 from the Western Balkan countries and 1 from the European Commission. WB Annual Analytical Review meeting with the participation of 12 experts from WB countries and 4 Member States and end of year planning meeting with the participation of experts from the Western Balkan countries. Guest Analyst Workshop in February with participation of Serbia and the former Yugoslav Republic of Macedonia. Western Balkans Risk Analysis Network Study Visit to Serbia held in June with participation of the representatives of Bosnia and Herzegovina, Kosovo, the former Yugoslav Republic of Macedonia, Montenegro and Serbia. One Cross Border Crime workshop (January) to launch the data collection on the indicator related to firearms with the participation of experts from the region. Information exchange system operational and enabling production of periodical reports: WB-RAN Annual Risk Analysis (full and public versions), Annual Brief, and Annual Indicators overview translated to three languages of the region. Four WB Quarterly reports, full and public release versions available on the website. Following the introduction of the reporting on the firearms indicator, inclusion reporting and analysis of this aspect of cross border crime in the regular and ad hoc reporting on the region. Increased knowledge on the migratory situation in the region enabling quality contributions on the region to general and specific periodical reporting, monthly contributions to the Post Visa Liberalisation Monitoring Mechanism owned by EASO. Feedback to WB-RAN partners and FRAN on the developments. Increased visibility of the network among international organisations in the region. Workshop to launch the joint analytical work on the elaboration of the Handbook on the Operationalisation of Common Risk Indicators, dedicated to the Western Balkans and Eastern European Borders. | **Reduced willingness to actively participate in regional RANs** Network members were disappointed with the fact that regular data collection and analytical activities on cross-border crime was not launched, although the preparatory work on indicators was finalised. Network members had expressed their wish to get analytical products more frequently than on quarterly basis, that is, a monthly statistical report covering key developments. Frontex was not able to deliver due to other priorities and the launch of monthly reports was postponed to 2017. **Failure to meet the deadlines associated with regular reports of regional RANs** Frontex failed to deliver on several occasions' timely regional products, both protectively marked and PVs. Some of the delays were due to non-timely provision of data by participating third countries, some were due to Frontex limited human resources capacity due to unforeseen workload and other priorities. . **Shifting or new priorities of the unit and lack of adequate staff** Analytical and all-sources based third country monitoring had to be given a lower priority due to high number of ad hoc tasks. Neither the already over-due | 9.5 |

				EB-RAN: Expert Meeting (March) with the participation of 23 experts from MS, one expert form EUBAM, eleven EaP representatives of EaP countries and EB-RAN countries. In coordination with IEC and Eastern Partnership team implementing the activities of Eastern Partnership project.	update of the methodology nor the review of the planned product portfolio did not take place.	

EB-RAN: Expert Meeting (March) with the participation of 23 experts from MS, one expert form EUBAM, eleven EaP representatives of EaP countries and EB-RAN countries. In coordination with IEC and Eastern Partnership team implementing the activities of Eastern Partnership project.

Information exchange operational and enabling production of periodical reports: Eastern European Borders Annual Risk Analysis (full and public versions) elaborated with the support of guest analyst from Finland and Ukraine. Annual report translated into Russian, with the support of EB-RAN guest analysts from Ukraine and Moldova. 4 EB Quarterly reports (Full and public versions available on the website).

Workshop to launch the joint analytical work on the elaboration of the Handbook on the Operationalisation of Common Risk Indicators, dedicated to the Western Balkans and Eastern European Borders.

AFIC: Three AFIC workshops (March-Ghana, June-Mauritania, September-Warsaw) to set up the new platform for information exchange and for joint analytical work aiming at delivering the AFIC Joint Report 2016. The EU Liaison Officers' Meeting in the framework of the Africa-Frontex Intelligence Community (AFIC) organised in December in Las Palmas with the participation of 22 LOs form Member States. Joint Report 2016, Continuation of AFIC reporting via CIRCABC. Launch of new product; AFIC Monthly in EN and FR version, as feedback to the analytical community.

TU-RAN: In 2016, a number of meetings were held in Turkey within the framework of TU-RAN. An Expert Meeting (with Turkey, Frontex and three neighbouring Member States only) was held in May while a Joint Analytical Session to prepare for the Annual Report 2017 was held in November. RAU engages with seven Turkish border management related entities, i.e. Turkish Border Management Department (BMD), Directorate General for Migration Management (DGMM), Turkish National Police (TNP),

update of the methodology nor the review of the planned product portfolio did not take place.

Linguistic barriers preventing us from engaging with relevant experts from regional RANs

This risk was mitigated to the extent possible through interpretation (AFIC, EaP, and TU-RAN) during the meetings of the impacted regional risk analysis networks. Also an increasing number of products were translated in different EU and non-EU languages to facilitate the joint work and sharing of the generated knowledge in third countries.

Poor or limited access to relevant information sources in third countries

RAU is increasingly invited to join different EU missions, thus providing more opportunities for direct access to data.

				Turkish Coast Guard (TCG), Turkish Jandarma, and Turkish Customs. Turkey-EU borders – Featured risk analysis for 2016 released in May, and Statistical Annex in September.		
				TCM: Results of regular third country monitoring included in regular reports and ad hoc briefings tailored to the needs of Frontex and EU level stakeholders. Testing and design of social media analysis service tailored to EU borders' analytical needs, resulting in the delivery of a social media landscape report and monthly monitoring of selected areas based on its findings.		
Risk analysis Eurosur specific services and products	RAU-4	To provide the risk analysis layer of the CPIP/ESP, as required by the EUROSUR regulation.	Regular updates of impact levels for relevant sea and land border sections as per agreed procedure RAU Business User inputs provided as required	Impact levels for Eurosur border sections were regularly reassessed and five updates were performed throughout the year. In 2016 RAU uploaded 375 reports in the Analysis Layer, including Key Developments (36), Briefing Notes (2), Analytical Monitors (18) and Earth Observation Reports (319). Extensive cooperation with EU SatCen for the provision of imagery analysis services (Pre-frontier Monitoring, Coastal Monitoring, Reference Mapping and Evolution) within the framework of the Copernicus Delegation Agreement. As a result, Member States had the possibility to request Earth Observation services and access 319 Imagery Intelligence and Geospatial Intelligence reports shared in the CPIP/ESP Analysis Layer. In order to increase the understanding and utilization of Earth Observation services and products, RAU organized two training sessions led by EU SatCen experts and attended by participants from 9 Member States. Regular senior user input and validation of outputs to ICT within the EUROSUR Analysis Tools project. Requirements collection for the Third Country Monitoring (TCM) application, aiming at improving the general functionalities of the application but most importantly automatizing the population of the EUROSUR Analysis Layer.	The risks that were identified in the beginning of 2016, and their real assessment are as follows: **Lack of consistency of Eurosur data** This risk has materialised in 2016 and is being addressed with the update of the EUROSUR Data Model (limited to the illegal migration incident types) taking place in 2017. **Lack of analytical contributions from MS will lead to an incomplete situational picture** This risk has materialised in 2016 and will be partially addressed with the implementation of the EUROSUR Analysis Tools which will permit the MSs to not only used their data but also to manage and query their reports within EUROSUR. **In addition the following risk occurred:** Following the signature of Copernicus DA at the end of 2015 and Copernicus budget	5

					availability for earth observation services, 2016 Frontex budget allocated for these services under RAU-4 (3120) was at risk of non-implementation. This was addressed through re-allocation of the budget to other GIS Eurosur-related services increasing the utilisation of earth observation services for risk analysis.	
Data Management and Technical Support to Risk Analysis	RAU-5	Provision of technical services enabling and supporting risk analysis such as data and GIS analysis, change initiatives to develop personal data processing and business intelligence, building risk analysis capacity in Frontex, Member States and cooperating Third Countries.	Data Analysis and GIS analysis inputs; Access to sources enabled; MS transfers of personal data; Risk analyses prepared on basis of personal data; Intelligence packages to Europol; Stage Plan for PeDRA Stage II; Trainings; Data sources directly available to analysts; automation of data analysis;	**Outputs delivered for Data and GIS services:** • tailored statistical package for the data access and preparation of the WB-RAN statistical reports (monthly, quarterly, yearly); • tailored statistical package for FRAN trend analysis (fluctuation detection for analysis and data validation); • data collection automation, validation based on defined rules, quality report for MS; • FRAN-EDF Data Policy with its updated guidelines; • 2 IMINT border surveillance workshops; • Update and maintenance of GIS operational data analysis applications; • Risk Analysis portal upgrades: access to analytical Copernicus Evolution services; centralized area for analytical mapping products; improved self-service capabilities; • Coordination of more than 100 imagery analysis requests resulting in approx. 350 analytical reports shared in EUROSUR. Large increase in the amount of services requested by the NCCs and also a significant increase in CBC related requests. In addition, unplanned but prioritised output related to prioritised work packages following the adoption of the EBCG Regulation: • multivariate statistics for the analysis of Vulnerability Assessment Objective	**Data and GIS services:** The risk anticipated in the beginning of 2016 was linked to the availability of HR to respond to increased demands for data and GIS support. The risk has materialised but prioritization efforts have allowed to continue our data and GIS support activities. **PeDRA** As regards the planned implementation of processing of personal data for risk analysis (PeDRA Pilot Exercise) in 2016, all risks identified in the beginning of 2016, were successfully mitigated in the course of the year by clear communication with stakeholders and effective promotion of the benefits of all PeDRA activities. **Building risk analysis capacity** As anticipated, the workload and staff shortages during the year have affected the implementation of this activity.	11.6

				Indicators. This capability permits the integration of different indicators, data sources and algorithms (logic and formulas);		
				Processing of personal data for risk analysis (PeDRA)		
				PeDRA Pilot Exercise successfully launched and implemented in a succession of Joint Operations in Italy, Spain and Greece, from 2 February 2016 until 31 January 2017. Personal data immediately began to arrive in Frontex, were processed, used for risk analysis and then were transmitted to Europol. During the Pilot Exercise a total of 2 800 interviews were performed and successfully reported from 5 Joint Operations resulting in a vastly improved understanding of criminal networks involved in human smuggling. The output of the first year of implementation of PeDRA is an analytical database containing information collected during nearly 3 000 interviews with migrants newly arrived to the EU. The data are summarised in SAS Visual Analytics for use in risk analysis processes, and also for business intelligence functions. The second output is a total of 677 cases containing personal data with contextual information were transmitted from RAU to Europol on the SIENA network. These cases contained a total of 1 858 person descriptions, and 273 person identities along with 1 093 telephone numbers and 445 addresses. All data arriving at Europol were systematically checked for matches with data already in their system; during the Pilot Exercise data transmitted by Frontex resulted in 47 hits with the Europol databases, highlighting potential new areas for investigation.		
				Alongside the ongoing operational activities, a new unplanned activities were undertaken following the adoption of the new EBCG regulation: Frontex successfully applied to the EDPS for prior authorisation to implement three new activities based on Art 47 of 2016/1624.		
				Access to sources: Access to main open source intelligence sources was		

				continued throughout 2017. New data source was made available in mid 2016 through tailor made analytical reports on the use of social media in selected countries of origin and transit. **Building risk analysis capacity** Due to workload this activity has not been implemented. At the end of 2016 DG Devco announced the possible allocation of dedicated budget for delivering capacity building activities in AFIC.		
Informing EU policies and regulations with risk analysis. Support to EMPACT	RAU-6	Analytical input and reports are provided to DG Home and other EU institutions in the implementation of relevant regulations and policies.	Analytical contributions provided as planned (incl. HIO) Risk Analysis for presidency operations	**Analytical input provided by Frontex in the implementation of relevant regulations and policies:** - *Schengen Evaluation Mechanism Report for the Annual Programme 2017* delivered to the Commission and shared with MS as required - *Schengen Evaluation Mechanism. Risk Analysis for Unannounced On-site Visits in 2017* delivered to the Commission as required - Involvement of Member States in the guest analyst workshop to analyse the data needed for the Schengen Evaluation Mechanism reports - Frontex observer participation in Schengen Evaluation Mechanism announced visits - Regular monthly input to EASO for elaboration the Joint Post Visa Liberalisation Monitoring Mechanism Report (Western Balkans) - Provision of input to visa dialogues led by the Commission as required - Support provided to Slovak Presidency in the elaboration of report on the activities of the ILOs network in Serbia **Analytical support** to the Belleraphon joint activity is undertaken within the auspices of Empact 2016 **The coordination of Frontex contribution to EU Policy Cycle/EMPACT** related activities was provided	The risk identified in early 2016 in relation to the support to Schengen Evaluation Mechanism was that Frontex will not be able to meet the request for RA experts to participate in the on-site visits was mitigated through increasing the number of experts available in the pool of Schengen observers COM, including RA experts.	1.8

| | | | | by Product and Change Manager to Director of Operations Division and Anti-Trafficking Coordinator, while RAU, apart from is share within led and participated Operational Actions, provided the availability of Mission budget.

• Frontex increased its share within EU Policy Cycle/EMPACT both with the range of the Priorities and the number of Operational Actions. In 2016, the Agency led/co-led 11 and participated in 16 Operational Actions in 3 EMPACT Priorities already, namely Facilitation of Illegal Immigration, THB and Illicit Firearms Trafficking. The most significant share concerned Facilitation of Illegal Immigration with 8 Actions led/co-led and 8 more participated and the role of the Co-Driver of the whole Priority.
• In 2016, the Agency has stepped into the new field such as Excise goods smuggling, following the extension of its mandate and development of the multi-purpose concept of the Joint Operation. Although the Operational Actions start in 2017, the prep meetings and OAP 2017 drafting was held in 2016. Frontex main focus within this Priority is tobacco products and alcohol smuggling via the EU external borders in land and maritime domain.
• Frontex has strived to play more intensive cooperation with customs within EMPACT activities. This has been encouraged by COSI and fulfilled also via the Coordination Mechanism. Some Operational Actions participated by Frontex within Firearms EMPACT Priorities are supported by national customs authorities. In 2016, the Agency has started to prepare its support to JCOs under 8th Action Plan of CCWP, attended CCWP expert group meetings regularly; aligned its engagement with Excise Goods EMPACT Priority. This required the sequence of meetings and missions that have been executed.
• Within EMPACT, Frontex concentrated its efforts along with MSs, Europol and Interpol on intelligence gathering, risk analysis, identification of links to other criminal areas including terrorism, synchronization and synergy with Frontex coordinated, multipurpose JOs, availing Eurosur | | |

| | | | | Fusion Services for cross-border crime and facilitated illegal immigration tackling, sharing the debriefing results to feed the investigations and operational work and the enhancement of the cooperation with certain MS, WB countries and the Eastern European region. | | |
| | | | | • Frontex was actively involved in the preparation and fulfilment of Joint Action Days under EU Policy Cycle led either by MS or Europol under 2016 line (Ciconia Alba Operation). JADs aimed at the intensified controls, searches that could end with apprehensions of irregular migrants, detections of false docs and ID fraud, seizures of illegal goods, arrest of criminals (facilitators, smugglers). They focused on certain phenomenon, region, route, modus operandi, criminal network. They also aimed at initiating new investigations with intelligence obtained or end the on-going investigations with arrests and seizures. Frontex was involved in the Large-Scale JAD under Ciconia Alba managed by Europol aiming at tackling facilitated illegal immigration, ID fraud, THB, drug trafficking and payment card fraud in air border domain. Frontex officers were deployed in the operational coordination centre at Europol to facilitate the exchange of information. Moreover, the Agency was involved in JADs organized by MS or Europol such as GAAD, Vulcan, Elster and took the coordination role within the EMPACT Activity/former JAD DANUBE with the co-leadership of Hungary that allowed to test the closer cooperation between central and regional border police units and investigative units with the assistance of other MS and both Europol and Interpol. Information gathered or analysed during operation DANUBE allowed to boost or start new intelligence cases/investigations against migrant smuggling facilitators. The action held in September 2016, resulted also in the seizures of illegal goods smuggling, detection of stolen vehicles and false documents. Similar activity was executed by the Agency in the air border domain, within the framework of the action BELLEROPHON targeting the risk analysis based airports and air routes exploited | | |

				by the facilitators of illegal immigration.
				• Under EMPACT Priorities, Frontex availed its Eurosur related services (including the analysis related services) to the national criminal police, border guard, customs authorities and Europol (both within FII and Firearms domain) to support their effort with preventing and combating cross-border crime, then fulfilling one of the objectives set in Eurosur Regulation.
				• In the field of the fight against firearms trafficking, beside the involvement in EMPACT Firearms Priority, Frontex became the participant in European Firearms Expert Group closely linked to Firearms EMPACT priority, bringing its perspective of EU external border protection, but also to further build The Agency capacity in the firearms trafficking related field in full alignment of EFE efforts in order to counteract this phenomena better jointly.
				• In November 2016, the Agency joined at the invitation by COM the First meeting of European Union Firearms Experts (EFE) and South East Europe Countries Experts (SEEFEG) aiming at more efficient firearms trafficking counteraction from WB to EU and linked to the Actions under Firearms EMPACT Priority.
				• The overall coordination of EMPACT has been fulfilled on DOPD's Office level in 2016. This has required both the internal and external undertakings, involving almost all units and sectors of OPD, with a significant burden on RAU. Several analytical materials, presentations were elaborated, shared and presented within EMPACT. Series of preparatory meetings at Frontex, kick-off / debriefing / evaluation / coordination meetings and JADs fulfilment were executed within 2016 mostly by means of missions. This has also included the deployments at the Coordination Centres established for JADs.

3. Management of Pooled Resources

Title	Activity ID	Description	Output planned	Output delivered	HR
Technical Assistance	PRU-1	Provision of technical assistance aimed to secure that appropriate resources are made available to support operational activities.	Operational assets managed and made available for Joint Operations; Acquisition of services and operational means; Carrying out an operational resources gap analysis; Making additional calls for contributions to Joint Operations.	- Launching 9 updated calls for contributions with HR and TE to operational activities in 2016 and collection and management of contributions; - ABN 2017 and confirmation of resources for 2017 (negotiation week 17-21.10.2016), letters of agreement sent in December 2016; - Annual Call for applications for Seconded Guest Officers for 2017 published in April 2016 and consequent recruitment and selection of SGOs finalized in October 2016 - ABN with Third Countries 09.11.2016	3
Maintenance	PRU-2	Maintaining the numbers and quality of the assets in the pools to ensure they are sufficient to meet operational needs and legal obligations.	Establishment and selection of TE for the OMNTE; Letters of Agreement with the MS/SAC; Additional technical equipment;	- Establishment of rapid reaction pool (MB Decision 28/2016 adopting the profiles and the minimum number of border guards or other relevant staff that correspond to those profiles to be made available for a rapid reaction pool of European Border and Coast Guard teams followed by a call for contribution) - Establishment of the rapid reaction equipment pool (MB Decision 29/2016 amending Management Board decision 08/2016 of 31 March 2016 adopting rules relating to technical equipment, including the Overall Minimum Number of Technical Equipment (OMNTE) to be deployed during operational activities coordinated by Frontex in 2017 followed by a call for resources) - Establishment of the pools of forced-return monitors, forced-return escorts and return specialists (MB Decision 41/2016 adopting the profiles and the overall number of experts to be made available to the pools of forced-return monitors, forced-return escorts and return specialists followed by a call for contribution) - Revised and new profiles of members of EBCG teams (MB Decision 38/2016 adopting the profiles and the overall number of border guards and other relevant staff to be made available to the European Border and Coast Guard teams)	8

Development	PRU-3	Acquisition of technical equipment and/or services, as well as the development of the Opera resource management application.	Purchase of small items of equipment Contract for the provision of technical equipment and/or services Exploitation of FWC on acquisition of surveillance services (FASS) Upgraded version of Opera (Opera 3)	FWC for FASS was broadly exploited for operational purposes. - Establishment of horizontal Frontex working and sub-working group on Opera Evolution, identification of relevant business areas and processes to be supported by the tool and definition of functional requirements - Adjustments of Opera 2.0 in line with new requirements stemming from the EBCG Regulation	5
Reaction Capacity	PRU-4	Carrying out a rapid intervention exercise.	Operational concept agreed with JOU and integrated into the Frontex plan of Operations; Conducting the REX exercise;	REX exercise not carried out - deemed redundant due to implementation of Poseidon Rapid Intervention 2015 in December 2015 – May 2016.	3
Expert Networking	PRU-5	Regularly conducting the Pooled Resources Network (PRN) meetings in order to exchange information and obtain feedback from Member States and Stakeholders regarding the procedures and tools used in connection with developing and maintaining the pools of technical and human resources.	PRN meetings	4 PRN Meetings held (17-18.03, 7-08.06, 13-15.09, 7-8.12.2016)	1

4. Training

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Educational Standards (Common Core Curricula)	TRU-1	From the basic level up to the Master degree, Common Core Curricula for Border Guards constitute the cornerstones in building harmonised competencies within all stages of professional careers. They are based on the Sectoral Qualifications Framework (SQF) for Border Guarding as overarching framework according to Bologna/Copenhagen principles and the European Qualifications Framework for Lifelong Learning (EQF).	Curriculum designers trained; aligned curricula at Frontex and national level; Revision of CCC according to CCC-IAP outcomes; CCC Mid-Level draft Study programme Year 2 Iteration 1	110 SQF curriculum designers trained; 8 SQF trainers; curricula alignment in progress; The CCC Basic-Level for BCG revised as planned; aligning with SQF and harmonisation process in progress; CCC Mid- Level BCG Management and Training concept developed and work initiated as planned; EJMSBM delivered as planned, approaching graduation	Limited number of SQF trainers and limited availability; Limited time to implement the external reviewers' comments for the entire CCC Basic. Availability of experts with required expertise for the CCC Mid-Level	3.5
European Border Guard Team (EBGT) Training	TRU-2	These types of training activities focus on the specific needs of the EBGT pool members for carrying out their duties effectively, according to the profile defined for their deployment. They ensure flexible and updated delivery according to the situation and envisages direct access to trained human resources during operations.	Training courses for members of the EBGT pool, targeting selected profiles; Regional courses launched, targeting officers from countries most affected by current migration flows. Training curricula updated, reflecting amended profiles	19 courses delivered, attended by 172 Officers. 3 Regional courses in screening and 1 regional course for debriefing delivered Improved capability and deployment readiness of EBGT members	Unavailability of experienced trainers for all types of pre-deployment training Cancellation of participation at very short notice Nomination of EBGT members not meeting eligibility criteria	6.2
Thematic Training Support	TRU-3	To complement national programmes in Member States/SAC towards having specialised trained professionals to perform border guard activities with common	Training of trainers; Update of tools and course delivery; eLearning courses; Simulation; IBM	More than 600 participations in training activities; More than 3700 man-days invested in training; 77 training activities carried out	Lack of training locations with specialised equipment Lack of MS specialised experts	5.2

		training tools, qualifying national multipliers and trainers.	Pilot Training		Low commitment by the Member States to nominate participants	
Training Infrastructures	TRU-4	To promote excellence in border guard education and training by developing and maintaining effective cooperative networks. An ICT platform and eLearning solutions are to be developed to ensure cost-effective training delivery and increase the training capabilities of Frontex, as well as of its stakeholders.	Cooperation activities; TRU ICT platform implemented; Annual conference; Training Experts Certification	Learning Management System upgrade; Annual training conference; Educational technology course; Successful procurements of eLearning and ICT development services; Training needs assessment report	Budget not fully utilised due to procurement procedures for evaluating vendors during the ICT platform evaluation – costs estimated properly. Grant for SQF Alignment (pilot) – strict requirements imposed by Educational Standards prevented applicants from successful application.	5.1
Ad hoc training, missions and logistics	TRU-5	Training solutions to support urgent operational needs on ad hoc basis, missions of TRU staff members and logistics.	Ad hoc training, support and missions	Training of Libyan Coast Guards (59 officers) under EUNAVFOR MED mandate; Training event organised in cooperation with the European Coast Guard Functions Forum (ECGFF); Training event 'Securing Europe's External Borders: European Border and Coast Guard (held in Croatia); Logistics services needed for the training activities held in Fx HQ have been provided; All missions related to training activities could be completed.	The ABC systems training activities, planned to be held in Lisbon/Portugal had to be postponed to 2017	0

5. Research and Development

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Harmonization of the EU Member States' border control capacities	RDU-1	This activity aims to harmonize and where needed to build up the Member States' border control capacities - including the harmonization of technical equipment, where necessary, and of working practices - in order to increase security and enhance travel facilitation at the borders.	1.Report on Implementation and Operation of Visa Information System at National Level (to be published in 2016); 2.Trainer's manuals and courses (face-to-face courses and self-directed online courses) to be delivered (in cooperation with TRU): (1) Intermediate Training on ABC systems for First Line Officers; (2) Specialised Training on Vulnerability Assessment and Testing for ABC systems; 3.Common Procurement Guidelines on ABC (to be published in 2017); 4.Current Practices and Capability Needs at Air Borders (to be published in 2017); 5.Best Practices and Guidelines on Border Surveillance comprising the following sections: (1) sea and land border surveillance - data sharing and operational communications;(2) technical equipment acquisition process; (3) sensors for line, perimeter and for low flying detection; (4) guidelines and technical requirements for mobile land and sea border surveillance systems;	1. Report published and disseminated to MS. In addition, a Working Group meeting was organised accompanied by a field visit. 2. Two trainer's manuals developed: ABC Systems for First Line Officers and Vulnerability Assessment and Testing for ABC Systems. In addition, online self- directed training developed for both courses to support training of the officers and specialised experts at the national level. Furthermore, face-to-face trainings were developed and already delivered (all activities took place in 2016 and first part of 2017). 3. Common Procurement Guidelines on ABC: work performed in 2016 and the final draft is available for revision and publication in 2017. 4. Two WG on ABC meetings organised and accompanied by field visits and demonstrations in Munich and Lisbon. Draft report on Current Practices and Capability Needs at Air Borders is available for revision and publication. Furthermore, 3 WG meetings and 3 field visits organised in support on identifying current practices and capability needs. 5. Best Practices and Technical Guidelines on Border Surveillance were	Lack of availability of highly qualified external expertise which could result in sub-standard products. Member States may not contribute thus jeopardizing the outcomes of the Activity.	4.75

			(5) guidelines and minimum technical requirements for small fixed wing RPAS; 6. Technical Report for Maintaining and Using a Master list of CSCA certificates (**work coordinated and led by the EC; facilitated by Frontex).**	finalised. In addition, 4 WG meetings were organised accompanied by the field visits. The report comprises all findings from desk research, field visits and a demo. 6. Technical Report for Maintaining and Using a Master list of CSCA certificates finalised. 2 WG meetings on Schengen master list organised (with MS representatives and the EC). Pilot started in Norway and Portugal.		
Technical Assistance	RDU 2	Technical Assistance to the European Commission and Member States and further development of border control capacities.	1.Readily deployable European migrant registration capability; 2.Support to WB in building up migrant registration capability (in the context of IPA II project); 3. Pilot on the Future of Border Checks (risk assessment based border checks (air borders). Support to the EC in relation to the Smart Border Package 4. Additional activities performed in order to comply with the requirements of the stakeholders and to contribute to the implementation of the new Regulation (EU) 2016/1624 establishing the European Border and Coast Guard Agency.	1. The "Registration Package" proof of concept developed in cooperation with eu-LISA and EASO was finalized on 15 January 2016. A Joint Report on the "Registration Package" was elaborated by the Agencies. The improved identification and registration process identified in the context of the proof of concept served as the blue print at operational level for establishing and developing the identification and registration process and related infrastructure in the Hotspots. The Agencies foresee to follow up on the outcomes of the proof of concept, taking into consideration also the developments of the relevant legislative framework at EU level (new Eurodac Regulation) 2. Technical assistance for establishing identification and registration capacities for the management of mixed migration flows was delivered to IPA II beneficiary countries by means of the IPA II regional Programme. Inception gap assessment visits were performed in each of the 6 Beneficiary countries to better tailor the		3.25

| | | | | intervention. In addition, expert advice and technical assistance was provided to COM (DG NEAR) for the acquisition of surveillance equipment in FYROM. In this context, a field assessment mission was organized in FYRoM and subsequently technical support was provided to COM for the formulation of the technical requirements for the acquisition of planned technical equipment.

3. Preparatory activities conducted for Assisting Member States in piloting a "Future of Border Checks" end to end facilitation scheme in cooperation with selected third countries.
Participating countries were identified (4 Member States and a Third Country) and 3 meetings were held for preparing the implementation of a ""Future of Border Checks" proof of concept;
A High level Design Document that will support the implementation of PoC by setting up the vision and elaborating on the technical functionalities was developed.

4. A Working Group On Advanced Traveller Information was established to assist Member States in developing capacities for using Advance Traveller Information for the purpose of border control (2 meetings held till present with participation of all MSs and SACs).
A Meeting with Industry on Advance Passenger Risk Analysis was organized - 7 leading Vendors/ Operators companies interested in delivering Advance Passenger Risk Analysis capacity were invited to present their products. | |

				The event provided Industry with the opportunity to explore and better understand the foreseen use cases of Advance Traveller Risk Analysis in border control, as emerging from the needs of border authorities in the EU. It also gave opportunity to express interest for participating in the Future of Border Checks initiative. Expert advice was provided to EC in the context of the Feasibility Study for establishing a European Traveller Authorization System. Contribution for the development of the methodology and collection of baseline data provided for the development of a Vulnerability Assessment.		
Assessment of Border Control Technologies	RDU 3	Assessment of border control technologies for steering their further development at EU level based on end-user needs.	1.Report on Field trial of Border Surveillance Technology for Land Border (including evaluation); 2.Report on Field trial of Border Surveillance Technology for Aerial Surveillance; 3.Report on the assessment and Feasibility Study for the sharing of data at operational level (including a pilot); 4.Report on potential, challenges and risks of utilization of open source information for passenger risk assessment; 5.Feasibility Study on pleasure boats border control information exchange (including a pilot); 6.Report on Interoperable	1. Land trial executed, evaluation done, report produced. (Industry Demonstration of land border surveillance and communication systems was organised -Slovakia 2016- as a first phase of technology assessment process). 2. Activity transferred to 2017. Preparation of a procurement procedure for Assessment of LARGER size long endurance RPAS in Eastern Mediterranean Sea region is planned for the mentioned year. 3. Activity defined, ToR defined. Study and pilot to be outsourced in 2017-2018 once FWC for technical assistance is in place (ToR for FWC for technical assistance pending for approval).		3.25

				Passenger Risk Model based on data analytics;	4. The activity was not conducted due to priority, budget and staff constrains (responsible unit member left).		
					5. Activity defined, ToR defined. Study to be outsourced once FWC for technical assistance is in place (ToR for FWC for technical assistance pending DCBD approval).		
					6. Cancelled. The activity was not conducted due to priority, budget and staff constrains.		
Innovation in Border management	RDU-4		The aim of this activity is to strengthen Frontex monitoring and contribution to the European Border Security Research and to coordinate and enhance the activity and involvement of the border guard community in this field.	1.Report on the meetings Frontex-Industry; 2.Report on the workshop on breakthrough technologies/products for border security; 3.Report on the workshop on proper methodologies/methods/good practices on how to perform research on/investigate/test/verify border security technologies/solutions/products; 4.Report on the workshop on new border security R&D projects developed by Industry and Academia using other financial sources than the EU financing (e.g. Industry's/Academia's own funds); 5.Report on the workshop on the ongoing border security related FP7 projects and the new	1. Meeting held and Report delivered. 2. Meeting held and Report delivered. 3. Meeting held and Report delivered. Needs on this theme extracted from MSs. 4. Meeting held and Report delivered. 5. Meeting held and Report delivered. 6. Contract signed. The study will be ready at the end of 2017. 7. Work in progress. MSs consulted. Only 3 valuable answers received out of 5. They were centralized. Input was asked from DG Home. DG HOME recommended to contact DG CNECT. -Draft ToR elaborated, after studying specific literature, including the MSs input and consulting DG CNECT. -Consultations with DG BUG, DG SANTE and CLIMA which has experience with joint procurement has been initiated.	Lack of interest/engagement of the MS and industry/academia in the activity. Issues with the procurement procedure for outsourcing different studies, with the studies' quality or concerning the implementation of different recommendations/solutions provided by studies	2.75

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projects pertaining to Horizon 2020, WP 2014-2015;

6.Study on the setup and management of border security related research in and outside Europe (outsourced);

7.Terms of reference for a study to be launched in 2017 on possibilities of cross-border joint procurement for border security equipment;

8. Different reports pertaining to the technical support for EC/MSs and the EU funded research projects under H2020 programmes.

9. Development of a methodology for the evaluation of the performance of document inspection readers.
Activity to be outsourced to JRC.

10. Activities for implementing the Article 37- "Research and innovation" of the REGULATION 2016/1624 on the European Border and Coast Guard Agency:

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- After consultations it will be decided if a study is still needed and in positive case finalize the ToR and hand it over to Procurement department in 2017 to start the procedure.

8. One RDU expert was involved in the evaluations organized by the Research Executive Agency (REA) for the offers received for WP 2016 Secure Societies (Horizon 2020). His evaluation report was handed over to REA.

9. Activity transferred to 2017, due to JRC reorganization and slow reaction. Actions performed:
-Letter sent by Frontex to MSs border guard authorities to collect their needs. Valuable input received from 6 countries. They were centralized and sent to JRC.
-JRC suffered organizational changes and it was decided that a new JRC unit will take over the task.
-RDU visited JRC to push the things forward. JRC mentioned that it has to contact DG Home and confirm that this activity is also a priority for DG Home/border guard community and get approval/support and perhaps budget.
-This year JRC informed Frontex that all the approvals are obtained and was supposed to visit Frontex in March for further clarifications. The visit was cancelled by JRC and a videoconference was proposed instead. JRC has yet to reply.

10.Extracting from the MSs their input on possible research topics;
Meeting with DG Home to discuss

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				implementation modalities of the Article 37- "Research and innovation" of the Frontex REGULATION.		

6. Eurosur

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Risk analysis Eurosur specific services and products	RAU-4	To provide the risk analysis layer of the CPIP/ESP, as required by the EUROSUR regulation.	Regular updates of impact levels for relevant sea and land border sections as per agreed procedure RAU Business User inputs provided as required	Impact levels for Eurosur border sections were regularly reassessed and five updates were performed throughout the year. In 2016 RAU uploaded 375 reports in the Analysis Layer, including Key Developments (36), Briefing Notes (2), Analytical Monitors (18) and Earth Observation Reports (319). Extensive cooperation with EU SatCen for the provision of imagery analysis services (Pre-frontier Monitoring, Coastal Monitoring, Reference Mapping and Evolution) within the framework of the Copernicus Delegation Agreement. As a result, Member States had the possibility to request Earth Observation services and access 319 Imagery Intelligence and Geospatial Intelligence reports shared in the CPIP/ESP Analysis Layer. In order to increase the understanding and utilization of Earth Observation services and products, RAU organized two training sessions led by EU SatCen experts and attended by participants from 9 Member States. Regular senior user input and validation of outputs to ICT within the EUROSUR Analysis Tools project. Requirements collection for the Third Country Monitoring (TCM) application, aiming at improving the general	The risks that were identified in the beginning of 2016, and their real assessment are as follows: **Lack of consistency of Eurosur data** This risk has materialised in 2016 and is being addressed with the update of the EUROSUR Data Model (limited to the illegal migration incident types) taking place in 2017. **Lack of analytical contributions from MS will lead to an incomplete situational picture** This risk has materialised in 2016 and will be partially addressed with the implementation of the EUROSUR Analysis Tools which will permit the MSs to not only used their data but also to manage and query their reports within EUROSUR. **In addition the following risk occurred:** Following the signature of Copernicus DA at the end of 2015 and Copernicus budget availability for earth observation services, 2016 Frontex budget allocated for these services under RAU-4 (3120) was at risk of non-implementation. This was	5

				functionalities of the application but most importantly automatizing the population of the EUROSUR Analysis Layer.	addressed through re-allocation of the budget to other GIS Eurosur-related services increasing the utilisation of earth observation services for risk analysis.	
Frontex Situation Centre EUROSUR/FFS Situational Monitoring	FSC-2	In accordance with the EUROSUR regulation, provision of European Situational Picture (ESP) and Common Pre-Frontier Intelligence Picture (CPIP) for enhanced situational monitoring based on (close-to) real time information including delivery of surveillance and environmental data under Frontex Fusion Services umbrella supporting short term/ immediate decision making process and situational awareness.	Enriched European Situational Picture; Frontex Fusion Services delivered to internal and external stakeholders; Enhanced Eurosur services	5% increase (to 97) in service requests of Eurosur Fusion Services compared to 2015; A total of 35 Vessels of Interest (VoI) were tracked in 2016, out of which, 18 transited from 2015. In 2016, 17 new VoI were introduced in the VoI list (48% increase compared to 2015) 124% increase (to 628) in delivering Vessel Detection Service radar images to the requesting Member States; 53% increase (to 359) in delivered satellite imageries of areas of interest published through JORA Visualisation Module;	Lack of human resources with required professional skills and experience.	11
Development of EUROSUR capabilities and services	FSC-3	Enhancement of services and functionalities of Frontex Information Exchange Systems and EUROSUR Fusion Services in order to support situational awareness and reaction capabilities, in accordance with EUROSUR legislation. Further develop and implement the European Border Surveillance Framework (EUROSUR) and promote the operational integration of EUROSUR into border control and surveillance activities across the EU. Following successful security accreditation (EU RESTRICTED) of the Eurosur Communication Network, development of	New and enriched EUROSUR services delivered to users at MS and Frontex for operational use at external borders;	JORA was upgraded 6 times, in order to meet User's needs. Improvements in JORA included enhanced vessel tracking tool, improved meteorological forecasts and an upgraded vessel movements' simulation module. The link between the JORA system and the Eurosur system was also improved; 3 Operational Trials were organized to test the effectiveness and reliability of the Eurosur Fusion Services new operational theatres: 1) in the Atlantic Ocean (Portugal) during July; 2) in the Baltic Sea (Poland) during September, 3) and in the northern Mediterranean Sea (France) during November;	Single point of entry exit approach not followed consequently in the Agency; Lack of human resources with required professional skills and experience.	7

		operational layer displaying positions of assets in Joint Operations and in pre-frontier areas, in line with Eurosur framework. This will be performed in cooperation with external and internal stakeholders (ICT and JOU), featuring possible use of Copernicus resources.				
Response Support by EUROSUR FFS	FSC-4	Provision and fusion of real time and/or close to real time situational awareness and surveillance services (via Frontex Fusion Services) in support of the response activities and exceptional situations at external borders of the EU.	Tailored services in support of MS delivered and available	Enhanced cooperation with the European Maritime Safety Agency and the European Fisheries Control Agency through a new Service Level Agreement; Eurosur Fusions Services were continuously provided to MSs and Joint Operations, including Incident Reporting, Vessel Monitoring and Tracking, Meteo, Visual Data Discovery Service, Maritime Simulation Module and Visualisation Tools services.		2
Eurosur Communication Network	ICT-1	Support, maintenance and further development of the Eurosur Communication Network.	ECN availability; Network services subscription; New releases of the ECN application and bug fixes releases;	Delivered	Unavailability of the Eurosur Communication Network	5

7. Situation Monitoring

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Frontex Situation Centre (FSC) operational activities	FSC-1	Delivery of Situation Monitoring and Information Exchange Services (e.g. Alerts, SitReps, Media Products, Incident Validation, WOB, Correspondence Management) and related customer support, training and access management to Frontex Information Exchange applications including Frontex One-Stop-Shop (FOSS), CMS, Joint Operations Reporting Application (JORA) and Operational Media Monitoring (OMM). Additional enhancement of some services would also be possible through Copernicus resources	Situation monitoring products and services; Frontex One-Stop-Shop; Correspondence management;	Over 4,600 situation monitoring reports produced; 37,197 incidents reported and validated in JORA; 25% increase (to 1,048) of the number of JORA users; Approximately 1,000 requests for information on operational data; 32% increase (to 2,062) in the number of FOSS users; 7,000 documents uploaded to FOSS platform; 21% increase (to 28,701) of correspondence items compared to 2015, managed by the FSC Registration Office;	Difficulties to attract skilled staff [e.g. Senior Duty Officer] with required competences	21

8.1. External Relations

Third Countries

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Coordinate and implement the Instrument for Pre-Accession (IPAII) Multi-Country Action "Regional support to protection-sensitive migration management in the Western Balkans and Turkey"	IEC-1 (Relex - TC-1)	Coordinate and implement the Instrument for Pre-Accession (IPAII) Multi-Country Action Programme "Regional support to protection-sensitive migration management in the Western Balkans and Turkey" to cover the period 2015-2018.	Identification of mixed migration flows; information exchange established for operational cooperation	The project was launched in January 2016, implementation well under way, 29 activities conducted and 123 border guards and asylum officers trained jointly by Frontex and EASO. COM reserved funds for the follow up IPA Project (duration: January 2019 – December 2021)	Changes in political context / lack of beneficiaries' commitment	4
Coordinate and implement the EU Funded Eastern Partnership (EaP) – IBM – Capacity Building Project, to cover the period 2014-2017	IEC-2 (Relex - TC-2)	The main aim of the Eastern Partnership IBM Capacity Building Project is to ensure border security and to facilitate legitimate movements of persons and goods in the region, while ensuring that the fight against corruption and respect for human rights will be given necessary attention throughout the project	Developing/revising the relevant core curricula and tools as well as establishing dedicated training; Delivery of specific IBM training courses; these initiatives will be performed throughout all thematic areas and components of the project; Expansion of the EB-RAN to a possible EaP-RAN	The project continued, implementation well under way, 76 activities (of which 47 are trainings) implemented with 686 officials trained. A request for a non-cost extension for 12 months sent to COM	Changes in political context / lack of beneficiaries' commitment	5

Deployment of Frontex Liaison Officer (FLO) in Turkey and a country in North of Africa (TBC)	IEC-3 (Relex TC-3)	According to article 14/3 of Frontex Regulation, "The Agency may deploy its liaison officers (…) in third countries. Within the framework of the external relations policy of the Union, priority for deployment should be given to those third countries, which on the basis of risk analysis constitute a country of origin or transit regarding illegal migration	Reduction of migratory flows towards the EU; close cooperation with local relevant authorities	LO to **Ankara** deployed: pre-deployment phase 15 January – 31 March 2016, introduction of the LO to the Turkish authorities during the official visit of ED to Turkey in February 2016, setting up the office in April 2016. The LO is a recognised partner of TR authorities and other national and international stakeholders MB approved the deployment of LO to the Western Balkans in **Belgrade**, Serbia and to **Niamey**, Niger; this followed the adoption by the MB of the list of proposed countries / regions for deployment of a LO in 2017 (Western Balkans, North Africa, West Africa, Horn of Africa, Silk Route region)	N/A	1
Develop closer cooperation with Libyan authorities in close coordination with the EUBAM and Frontex LO	IEC-4 (Relex TC-4)	Libya is a transit country and a major source of irregular migration towards the EU by sea. The unstable situation in Libya didn't allow a closer cooperation with them, but we expect that 2016 could be the time to develop it. This could be done in coordination with EUBAM and FLO	Working arrangement; Cooperation plan; EUBAM will establish a bridge with local authorities towards a close cooperation	Close cooperation with EUBAM Libya and EUNAVFOR Med Sophia in order to enhance Libyan civilian coast guarding capacities. In that regard, amongst other activities, training has been provided to 59 Libyan Coast Guard officers (in addition to 3 tutors) in specific modules falling directly under the remit of Frontex whilst IEC facilitated contacts Regular attendance at EUBAM-chaired working groups	Persistent unstable situation in Libya	0.5
24th International Border Police Conference	IEC-5 (Relex TC-5)	This event will offer an opportunity for the Chiefs of Border Guard authorities around the world to share best practices and experiences on various topics of common interest related to border management and security. In addition it will allow to renew personal relationships between the chiefs of border guard management which were established during last years' events and to continue building the international border guard community	Implementation team	The event tentatively scheduled for November 2017. The concept has been finalised		2
Create conditions to	IEC-6 (Relex	Presently the Agency is mandated by the Management	Working arrangements with	WA signed with **Kosovo***	Lack of interest or commitment of the potential	2

conclude working arrangement with the Third Countries to which Management Board gave mandate	TC-6)	Board to negotiate with the following countries: Senegal, Mauritania, Morocco, Tunisia, Libya, Egypt Brazil, and Kosovo[22]	the countries mentioned before	Negotiations launched for the conclusion of a WA with the authorities of **Senegal** Renewed efforts to initiate discussions of WA with **Egypt** Exploring possibilities for negotiating a WA with the competent authorities of **Libya**	third country partners	
Manage the implementation of existing Working arrangements (WA) and Cooperation Plans (CP)	IEC-7 (Relex TC-7)	Frontex concluded 17 WAs with Third Countries (as regards Turkey the WA was approved in the form of a MoU) and in a few cases the WA are developed through CP. It is Relex TC's task to manage the implementation of such instruments in coordination with the other units of Frontex	Tangible achievement to the mutual benefit	Cooperation Plan signed with the State Border Guard Service of **Ukraine**; Process of updating the Cooperation Plan with **Turkey** launched; Revised WAs were sent to **Albania**, **Serbia** and the **former Yugoslav Republic of Macedonia**	Changed prioritisation from internal business entities vis-a-vis the third countries – Business entities balance the priorities between giving attention to EU MS/SAC on one side and third countries on the other side. Commitment for proper implementation on the side of the partner country	2
Counselling and general support to Executive Director, Deputy Executive Director, Directorate and Frontex Units	IEC-8 (Relex TC-8)	Relex TC has a general task for counselling and give general support to the Agency in terms of cooperation with Third Countries (TC)	Provide rapid counselling and support to the Agency	Provided on a regular basis	Lack of coherence of Frontex action in the external dimension	0.5

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[22] This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

International Organisations

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Cooperation with EU Agencies and International Organisations	IEC-9 (Relex IO-1)	Developing, coordinating, evaluating and consolidating the cooperation with partner organisations including EU Agencies and International Organisations. Special focus will be placed on the monitoring and evaluation of the cooperation with partner organisations on the basis of the existing Working Arrangements	Cooperation with EU Agencies and IOs	The trilateral WA between Frontex, **EFCA** and **EMSA** on coast guard functions was prepared in 2016 with a view to adoption by Frontex MB at the beginning of 2017 **EASO** LO deployed to Frontex Annual Cooperation Plan with **eu-LISA** concluded Ongoing cooperation in the framework of the **JHA Agencies Network** Joint initiatives and increased intensity of interaction with **INTERPOL**: tactical inclusion of Interpol officers in Frontex operational activities, INTERPOL's participation in AFIC meetings, the ongoing Dial Doc/References Manual project. Working relationship reassessed and further synergies explored, the need for an enhanced strategic and operational cooperation recognised with a view to commencing negotiations on a new WA Efforts were made to formalise the cooperation with **OSCE** – possibly concluding a WA in 2017. Similarly, possibilities for an intensified cooperation with **IMO** in the maritime domain, especially in the coast guard functions, and with **WCO** in the customs domain, were explored with a view to a future WAs	Operational and Policy developments at EU level could heavily influence the activities of the Agency Duplication of efforts, dilution of information and misdirection of information Lack of commitment of external partners Lack of resources	1
Cooperate with EU Institutions and contribute to EU policy decision making	IEC-10 (Relex IO-2)	Maintaining fluent relations with the EU institutions and contribution to EU policy decision making guided by Frontex strategic interest and developments	support to and cooperation with EU institutions in policy development	Regular information sent to the European Parliament on new WAs as well as on the deployment of LOs	Changes in strategic, policy and legal areas in the EU could heavily influence the activities of the Agency EU institutions may increase their influence over the activities of the Agency which can result in shifting the priorities, activities and	1

					resource allocation of the Agency	
					Incoherent messages to EU institutions from within Frontex	
Strategic advice and support to Frontex Management	IEC-11 (Relex IO-3)	Strategic advice and support to Frontex Management with regard to policy assessments which include inter alia the follow-up to the Article 33 Evaluation and recommendations emanating from the Management Board as well as identifying and providing guidance on opportunities and use of EU financial instruments in the field of Home Affairs and External Relations	Support to Frontex Management in terms of decision-making and policy development; Efficient use of financial opportunities	IEC support function	Low level of involvement / response by the units in-house Lack of coordination and consultation during the internal decision making	1.2
Developing the Frontex THB Strategy	Relex IO-4	Developing the Frontex THB Strategy by initiating new Frontex projects and identifying synergies with ongoing Frontex or External Partners' activities and by building up, strengthening and maintaining an effective network of contacts within MS, EU bodies and International Organisations on THB	Management and coordination of THB Activities	Task transferred to Operations Division	N/A	0.8

8.2. Communication

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Encourage and promote coordinated activities between national authorities, national and international carriers by involving them in Frontex activities	IAT-1	Promotion of European border guard culture and the spirit of cooperation between different border authorities, international organisations and civil society representatives.	Annual Press Officers meeting; ED4BG event; 2 ED4BG on the Road seminars; the Border Post magazine	Production of more than 30 videos serving training and general awareness videos about border management.		4
Increase transparency and enhance Frontex reputation	IAT-4	Increase transparency and enhance Frontex reputation by active communication on its activities in line with Frontex internal and external communication strategy. Provision of timely, structured responses to the media and members of the public (researchers, students, etc.) on all Frontex operational activities, including exceptional and crisis situations. Production of publications and audio/video materials. Organisation of press visits and briefings	Media requests handled in a timely manner. press briefings organised when needed; Requests for public access to documents handled within the required timeframe	Update and implementation of Frontex visual identity to reflect the new mandate of Frontex – the European Border and Coast Guard Agency Deployment of multimedia management system that will serve different communication purposes. Publication of more than 70 publications from training manuals to risk analysis. Content for the official Frontex website and social media channels that led to increase in number of website sessions and page views as well as increase in followers and reach compared to 2015. 17 launches of Frontex Informer – Agency internal newsletter and 10 sessions of Brown Bag Luncheons (internal peer-to-peer knowledge exchange platform). Awareness raising internal events explaining the new mandate of Frontex (launch of the new	Reputational risk	4

			regulation, internal day).			
Media monitoring and analysis	IAT-5		media monitoring contract in place			2

9. Fundamental Rights

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
FR Impact in proposed JO	FRO-1	Coordinate multipurpose joint activities that sustain the operational presence in areas at the external borders exposed to specific and disproportionate pressure as well as facing significant uncertainties; including consistent action in line with operational reaction mechanism laid down in the EUROSUR Regulation.	FR impact in JO	FRO contributed to the drafting of operational plans by providing inputs designed to promote the respect of fundamental rights (FR) in all Agency's operational activities. With the entry into force of the European Border and Coast Guard (EBCG) Regulation 2016/1624 on 6 October 2016, FRO supported the Agency's work and contributed to the alignment of operational plan with the EBCG Regulation by revising the guidelines for various profiles in the plans, designing a Questionnaire on referral mechanism for vulnerable groups in Member States where operations take place, supported the drafting on an SOP on complaint mechanism and submitted the Complaint form for potential violations of fundamental rights. Furthermore, FRO has drafted a FR specific operational objective and basic compliance indicators aiming at gathering of quantitative and qualitative measurement necessary for providing FRO observations to the Frontex Evaluation Reports (Article 26 EBCG Regulation). FRO together with Air Border Sector further developed a Work Package in the implementation of the new regulation aiming at providing sufficient information on the protection of vulnerable groups especially children. FRO has also extensively contributed to the Guide for JROs coordinated by Frontex, which includes a list of forbidden restraints and a model fit-to-travel form that could serve to harmonise EU practices and procedures. FRO team has also extensively supported the training activities of specific profiles within the EBCG teams, such as EUROSUR operations, Maritime Border Surveillance Officers, force return monitors, FR for forced return escorts, FR for border guards on line tool development, and FR and international protection in the EU, the latter an EASO led project for first entry officials.	Lack of Member States' responses to the Questionnaires for the referral of vulnerable groups, postponement of insertion of fundamental rights-related specific operational objectives and indicators in the operational plans.	1

Monitoring FR incidents during JO	FRO-2	Intensify the tailored concepts of different types of joint operations (land, sea, air, return activities) and target the alignment of Frontex' operations with the priorities of the Internal Security Strategy and EU Policy Cycle.	SIR reports	The mechanisms of SIR reporting was established as a part of an effective monitoring mechanism. In 2016, 24 serious incidents were reported and followed-up by FRO. As a result, FRO closed ten incidents and provided recommendations and corrective measures while other serious incidents are pending as the investigation is still ongoing by respective MSs authorities. The allegations refer to potential violations of the right to human dignity and integrity, right to asylum and protection in the event of removal, expulsion or extradition, right to property, rights of the child, right to liberty and security, right to good administration and prohibition of discrimination. FRO contributed to the ongoing process of revision of the existing SOP on Serious incident reporting.	Lack of feed-back provided by the MSs' national authorities;	0.5
FR monitoring system	FRO-3	Intensify the tailored concepts of different types of joint operations (land, sea, air, return activities) and target the alignment of Frontex' operations with the priorities of the Internal Security Strategy and EU Policy Cycle.	FR monitoring system (new complaints mechanism)	FRO continuously work on improvement of an effective monitoring mechanism as provided by the Regulation. FRO team visited sea, land and return operations and provided substantive recommendations for prevention of FR violations in the operational activities. This includes the setting up of a complaint mechanism as a new feature for a tool to monitor compliance with FR in all Agency's activities. For the purpose of an efficient monitoring by FRO and responding by MSs, FRO also engaged in the creation of an electronic case management system, drafted and consulted the complaint form, supported the drafting of the rules of the mechanism, and activated the establishment of competent focal points within national authorities and human rights institutions in charge of monitoring and investigating violations of fundamental rights by border authorities in their Member States.	Lack of staff to assist FRO in dealing with matters related to the fundamental rights monitoring system i.e. complaint mechanism;	0.5
FR analysis and research	FRO-4	Intensify the tailored concepts of different types of joint operations (land, sea, air, return activities) and target the alignment of Frontex' operations with the priorities of the Internal Security	Reports on FR matters	FRO provided specific reports on fundamental rights implications on various fundamental rights matters of interest for the activities of the Agency, such as return and readmission, the protection of children in the operational and capacity building activities. Ad Hoc reports on specific situations were also compiled.		0.5

				Strategy and EU Policy Cycle.		
FR in Frontex	FRO-5	To embed a respect for the principles of Fundamental Rights in the culture of Frontex.	FR contribution in strategic documents	In 2016, FRO compiled the Fundamental Rights Progress Report annexed to the Frontex General Report in March. FRO also contributed to the Evaluation of 'Frontex Design for Evaluations of Joint Operations and Pilot Projects' covering the period from 2012-2016. As a result, the external evaluator provided recommendations for the Agency on how to improve evaluation reporting in a manner to enable FRO to provide observations to the Frontex Evaluation reports as well as indicated lack of staff to support FRO in carrying out her mandate. FRO also contributing to the drafting of Programming document 2018-2020 by setting multi-annual objectives and related performance and compliance indicators. FRO coordinated the drafting of the profile of the forced return monitors profile and extensively supported the creation of the pool of monitors (Art 29 ECBG).	Lack of sufficient and updated information provided in all phases of evaluation cycle, lack of staff to support document revision, and changeable environment in which Agency's operational activities take place, together with changeable priorities (new Regulation).	0.5
FR in communication	FRO-6	To embed a respect for the principles of Fundamental Rights in the culture of Frontex.	FR embedded in Frontex' communication	FRO designed the concept for a town hall meeting on the EASO-Frontex tool on access to Asylum Procedure in June. FRO also provided an entirely new content for the FR aspects of the updated EBCGA webpage, and also the content of the web referring to the complaints mechanism in order to ensure clear and accessible information to potential complainants. FRO regularly briefs both officers to be deployed to operational activities and new staff joining the Agency on FR obligations and tools for ensuring implementation.		0.2
Revision of FR Strategy and AP	FRO-7	To embed a respect for the principles of Fundamental Rights in the culture of Frontex.	FR Strategy Revision	In March FRO presented a final draft of the FR Strategy after intensive internal units and external consultation with relevant stakeholders, such as Consultative Forum and Management Board. The negotiation of the EBCG Regulation obliged to suspend the adoption process of the FRS.	Lack of sufficient staff to support a comprehensive and meaningful revision of the FRS in accordance to new enhanced FR obligations for the Agency.	0.8

10. Administration

Title	Activity ID	Description	Output planned	Output delivered	HR
Provision of financial and procurement services ensuring compliance with the legal and regulatory framework	FIN-1	All transactions of the Agency are timely introduced into ABAC; the revenue is timely collected; financial initiation is supported in selected complex areas; all commitments and payments (above EUR 1000) are verified; procurement procedures above a materiality level are supported and processed; all payments are done by the Accounting Officer and booked in the accounts. The regulatory framework is kept updated.	Relevant updated documents	Complete data entry into the ABAC system was performed. Overall, 1167 procurement procedures were carried out in 2016 (1137 in 2015). Commitments increased in numbers by 18% and reached 3962; the amounts increased by 61% to EUR 280.9m. Likewise, the number of payments processed increased by 14% to 14124, the overall amount increased also by 60% to EUR 199.2m.	16.5
Mission Office	FIN-2	The unit hosts the financial part of the mission office and is responsible for the financial aspects of planning, managing and reimbursement of mission costs to staff members and SGOs.	Operational and administrative missions are financially administered;	The corporate travel services office processed 2634 missions performed by staff members.	2.5
Introduction of semi-automated tools for procurement/contract management and preparations for e-procurement	FIN-3	Assessment and introduction of a tool for procurement/contract management.	Tool in place	Under development	4

Title	Activity ID	Description	Output planned	Output delivered	HR
Selection and recruitment procedures, staff administration, staff training and development.	HRS-1	Supporting selection and recruitment procedures, implementation and enforcement of the Staff Regulations and CEOS, drafting staff policies (EU rules and best practices), assisting Frontex managers and staff member in all HR-related matters: budget assigned to Title 1, staff development related issues; training for Frontex staff members; annual appraisal exercise; the reclassification procedure; and entitlements of Frontex staff (including SNEs and SGOs).	Support provided in three areas: - recruitment and selection - rights and entitlements management -performance management	1. Staff members selected for posts allocated following the establishment plan and management decisions. 2. Salaries paid in accurate way and timely. 3. Appraisal, reclassification and training processes performed according to the binding legal provisions	16
Provision of miscellaneous administrative support to Frontex.	HRS-2	Administrative support consists of: support for meetings and conferences, reception supervision, library, office supplies, property management, expatriate services, travel desk, ad hoc support for other administrative issues.		Frontex hosted 845 meetings with external visitors; guests spent 7427 room nights in hotels in Warsaw; received almost 14800 guests; held almost 3000 internal meetings.	**15**
Ensuring that Frontex personnel, information, buildings and equipment are adequately protected against threats	HRS-3	Safety and security measures in place in compliance with the overall internal security regulatory framework and in line with EU rules and best practices. This includes implementation of the applicable rules, including EUCI, as well as liaison with EU and the Member State security services.		Frontex Security Strategy Adopted. The internal security regulatory framework was updated in line with the Commission's security rules and implemented in practice. This resulted in a positive outcome of the joint Council/Commission security assessment visit to Frontex	14

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Maintain the performance, availability and security of ICT services	ICT-2	Ensuring ICT services availability.	Report on the performance of ICT services delivery; ICT security improvement; ICT user support service delivered; ITSM tool functioning	Delivered	Disruption of ICT services	12
Define architecture for operational consolidated systems and applications	ICT-4	To supply the architecture for consolidation of ICT systems in order to supply common components and reduce the number of systems; the overlapping of functionalities; and costs.	Design of the future technical architecture for the operational systems	Postponed (priority to the implementation of the new regulation)	Non delivery of a future architecture defined for the consolidation of operational systems and applications	1
Technical, procurement and contracts coordination for the evolution of both operational and non-operational systems	ICT-5	Technical coordination of developments made in collaboration with other business units, coordination of the procurement procedures and requests in order to ensure the timely acquisition of licenses, the execution of support and the maintenance and development tasks for: - the bespoke operational systems, FOSS, FMM, Equipment of the Operations room, GIS solution, business intelligence environment; - digital asset management; - bespoke applications in the administrative area.	Licenses renewed and operational systems maintained/built on time; Operational continuity of administrative systems and DAMS	Delivered	Shortage of resources for effective contract and procurement management	6
Intranet / My Frontex workspace	ICT-6	Further development of the My Frontex Workspace (Intranet based collaboration tools) and Record Based Document Management System (RDBMS).	My Frontex Workplace platform configured; functioning RDMS	Delayed, but ongoing		1.5
Implementation of ICT Business Continuity Capability	ICT-7	Continuation of implementation and operation of ICT business continuity capability (Disaster Recovery plan and infrastructure) including the installation, running, improvement, test and	Minimum interruption of the availability of ICT systems - according to SLA	Delivered		1.5

		maintenance of the main ICT services in the disaster recovery site (DRS).				

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Litigation and pre-litigation	LAU-1	LAU represents Frontex in front of EU and national courts. Furthermore, LAU plays an important role in the internal pre-litigation phase and in the recovery of financial amounts due.	Procedural documents logged at the registry	Procedural documents logged at registries of EU Courts on time. All cases won.	Reputation risk and financial loss for Frontex.	1
Legal opinions and advice regarding core business , i.e. OPD, CBD	LAU-2	LAU gives support to internal stakeholders on core business related matters (OPD, CBD). In view of the Mediterranean crises, this activity became to be even more significant.	Operational plans; Legal opinion; Opinions, consultations, meetings; FPA	Operational plans (support), legal opinions and solutions provided	Non-compliance with legal provisions, including with fundamental rights; litigation risk, reputation risk and financial loss.	1
Core business (PAD)	LAU-3	Public Access to Documents requests Caveat: I&T reconstruction significantly affects LAU's workload (two persons from I&T who are responsible for PAD matters pursuant to the MB Decision No 3/2014 have left to other internal entities and will not discharge PAD duties). "Core business" staff do not always discharge their obligations under the same MB decision (was reported in the "risk matrix" a number of times). The figure below for LAU is therefore underestimated.	PAD requests are handled appropriately and timely;	PAD requests for some 725 documents handled appropriately and timely; New MB Decision No 25/2016 adopted on practical arrangements for the application in Frontex of Regulation (EC) No 1049/2001	Reputational and operational risk for Frontex if PAD requests not handled within timeframe and are of high legal quality.	1
Decision-making process	LAU-6	LAU checks the legality of the internal decision-making process.	Decisions taken are legally correct;	Checked all ED and MB Decisions for legal correctness before adoption	Non-compliance with legal provisions; litigation risk, reputation risk and financial loss.	0.5
General support to Corporate Governance Division and Executive Management	LAU-7	General support to Administration Division and Executive Support.	Opinions issued	Opinions issues and assistance provided	Slow or poor functioning of Agency - reputation risk and financial loss for Frontex.	0.5

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Maintain centralised document management system	ADM	Ensuring full functioning of centralised document management system		First element delivered. Ongoing		

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Establish and enhance corporate evaluation function	CTL-1	Internal evaluations (interim, ex ante and ex post) are mandated and coordinated by a central entity, involving internal and external experts.	4 evaluations (ex ante/ex post) are carried out and documented	Out of four, two evaluations were carried out and documented	shifts of resources due to the implementation of the new EBCG Regulation	0.4
Enhance project management best practices in Frontex	CTL-2	Establish and implement a tailored project management methodology - tools and practice, project portfolio planning and management, establish processes for centralised project support function. Ongoing process of building up a project oriented culture.	All project initiatives are aligned with multiannual/ annual planning processes; All projects' documentation stored in one central depository; One budget line for projects	Ongoing		0.4
Business Continuity Management in Frontex	CTL-3	Set up, maintain and adjust Business Continuity Management across Frontex; effectively response to threats; BCM protects main business interests of Frontex according to the adopted strategy.	BCM Strategy, policy and plan in place; test of BCM plan	Procedure in progress		0.2

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Enhance organisational risk management in Frontex	QM-1	Further develop organisational risk management (Internal Control Standard 6) with particular focus on Frontex activities.	Integration of organisational risk into the Corporate planning process.	The risk assessment exercise was based on the objectives identified in the annual programme of work	Due to heavy workload, there is a risk that important managerial functions such as internal control, risk management, will not be strengthened enough, what increase the risk of not having appropriate controls in place.	1
Strengthening Frontex' anti-fraud controls	QM-2	In line with OLAF's recommendations for all EU Agencies and Commission guidelines the controls over potential fraud will be strengthened.	Anti-fraud strategy and action plan.	Action plan for the implementation of the anti-fraud strategy for the period 2015-2018 was partially implemented	Due to heavy workload, there is a risk that important managerial functions such as internal control, risk management, will not be strengthened enough, what increase the risk of not having appropriate controls in place.	0.5
Process improvement	QM-3	Improve processes by strengthening process management.	Process documentation	New process documents prepared in RAU Revision of process documents in FSC	Lack of well-defined and aligned across FX processes lead to unclear roles and responsibilities and incoherent approach related to different activities, which may cause high amount of incidents, loss of productivity and negatively influence FX reputation	0.5

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Establish and execution of Data Protection function (DPO)	DPO	Assessment of operational and administrative activities (planning) regarding impact on the individuals' right of data protection; provision of advice.		Delivered		1

Title	Activity ID	Description	Output planned	Output delivered	Risk	HR
Coordination for Capacity Building	CBD	Coordination of deployment of officers at hotspots (EURT)				1

ANNEX 7. Draft annual accounts and financial reports

According to Art 98 (1) Frontex Financial Regulation (FFR) the accounting officer of the Agency shall send the provisional accounts to the accounting officer of the Commission and to the Court of Auditors by 1 March of the following year.

By 1 June of the following year at the latest, the Court of Auditors shall make its observations on the provisional account of the Agency (Art 99(1) FFR). On receiving the Court of Auditors observations on the provisional accounts of the Agency, the accounting officer shall draw up the final accounts of the Agency. The Executive Director shall send them to the Management Board, which shall give an opinion on these accounts (Art 99(2) FFR).

The accounting officer shall send the final accounts, together with the opinion of the Management Board to the accounting officer of the Commission, the Court of Auditors, the European Parliament and the Council by 1 July of the following financial year.

The provisional accounts and a reporting package were forwarded to the accounting officer of the Commission and the Court of Auditors on 28 February 2017.

As the Court of Auditors has not issued its observations on the provisional accounts the attached overviews (Balance Sheet, Statement of Financial Performance and Cash Flow Statement) are in a draft (provisional) status.

The annual accounts are drawn up in accordance with the Frontex Financial Regulation. The annual accounts of Frontex include the financial statements and the report on the implementation of the budget. The report contains more detailed information regarding the elements of the financial statements (see column 'Note').

The objectives of the financial statements are to provide information about the financial position, performance and cash flows of Frontex.

The financial statements have been prepared according to the accounting rules adopted by the European Commission's accountant, following the principles of accrual based accountancy where the economic outturn, balance and cash flow are concerned. It should be noted that under Frontex Financial Regulation, the accounts consist of the general accounts and the budget accounts, both kept in Euro.

The general accounts are accrual accounts which mean that the effects of transactions and other events are recognised when those transactions or events occur (and not only when cash or its equivalent is received or paid). They are based on the IPSAS (International Public Sector Accounting Standards). The general accounts allow for the preparation of the financial statements as they show all revenues and expenses for the financial year and are designed to establish the financial position in the form of a balance sheet at 31 December.

The budget execution is prepared on the basis of a modified cash accounting. In cash accounting system, payments made and revenue received are recorded. Modified cash accounts means that payment appropriations carried over are also recorded.

These provisions lead to discrepancies between the general accounts and the budget accounts.

The accounting policies have been applied consistently throughout the period.

According to Article 82 of Frontex Financial Regulation, Agency's Accounting Officer shall send to the Commission's Accounting Officer and the Court of Auditors by no later than 1st of March of the following year its provisional accounts, together with the report on budgetary and financial management during the year.

The Executive Director shall send the final accounts, together with the opinion of the Management Board, to the Commission's Accounting Officer, the Court of Auditors, the European Parliament and the Council, by 1st of July of the following year at the latest.

Finally, the final accounts are presented to the Council and Parliament for discharge.

The final annual accounts will be published on Frontex website:

   http://frontex.europa.eu/about-frontex/governance-documents/

Balance Sheet

	Note	31.12.2016	31.12.2015	Variation
A. NON CURRENT ASSETS				
Intangible fixed assets	**3.1.1.1**	**2.313.432,00**	**3.333.506,00**	-1.020.074,00
Tangible fixed assets	**3.1.1.2**	**3.939.170,00**	**3.448.351,00**	**490.819,00**
Plant and equipment		108.840,00	42.735,00	66.105,00
Computer hardware		2.627.979,00	2.101.457,00	526.522,00
Furniture and vehicles		760.512,00	795.527,00	-35.015,00
Other fixtures and fittings		441.839,00	508.632,00	-66.793,00
Long-term receivables	**3.1.1.3**	**0,00**	**0,00**	**0,00**
TOTAL NON CURRENT ASSETS		**6.252.602,00**	**6.781.857,00**	**-529.255,00**
B. CURRENT ASSETS				
Short-term pre-financing	**3.1.2.1**	**10.865.061,64**	**1.878.153,58**	8.986.908,06
Short-term receivables	**3.1.2.2**	**96.846.252,65**	**50.591.078,22**	46.255.174,43
Current receivables		2.673.532,13	4.702.295,52	-2.028.763,39
Sundry receivables		92.885.038,57	38.212.187,45	54.672.851,12
Other		1.287.681,95	7.676.595,25	-6.388.913,30
Cash and cash equivalents	**3.1.2.3**	**18.161,66**	**43.836,86**	**-25.675,20**
TOTAL CURRENT ASSETS		**107.729.475,95**	**52.513.068,66**	**55.216.407,29**
TOTAL ASSETS		**113.982.077,95**	**59.294.925,66**	**54.687.152,29**
C. NET ASSETS				
Accumulated surplus/deficit		19.396.976,55	16.248.444,96	3.148.531,59
Economic result of the year		15.955.565,18	3.148.531,59	12.807.033,59
TOTAL NET ASSETS		**35.352.541,73**	**19.396.976,55**	**15.955.565,18**
D. CURRENT LIABILITIES				

Provisions for risks and charges	**3.1.3.1**	**66.864,44**	**14.600,00**	**52.264,44**
Accounts payables	**3.1.3.2**	**78.562.671,78**	**39.883.349,11**	**38.679.322,67**
Current payables		21.708.421,24	9.859.263,42	11.849.157,82
Sundry payables		36.433,49	99.550,91	-63.117,42
Other		56.817.817,05	29.924.534,78	26.893.282,27
Accrued charges		44.604.299,01	26.717.596,28	17.886.702,73
Accounts payable with consolidated EC entities		12.213.518,04	3.206.938,50	9.006.579,54
TOTAL CURRENT LIABILITIES		**78.629.536,22**	**39.897.949,11**	**38.731.587,11**
TOTAL LIABILITIES		**113.982.077,95**	**59.294.925,66**	**54.687.152,29**

Statement of Financial Performance

	Note	2016	2015
Operating revenue:	**3.2.1**		
Revenues from administrative operations		682.931,60	1.683.577,08
Other		227.906.362,75	138.698.625,19
Operating Revenue total		**228.589.294,35**	**140.382.202,27**
Operating expenses:	**3.2.2**		
Administrative expenses:		**-46.655.367,65**	**-37.389.749,86**
Staff expenses		-18.713.586,84	-16.389.160,42
Fixed asset related expenses		-2.983.691,12	-3.767.467,43
Other administrative expenses		-24.958.089,69	-17.233.122,01
Operating expenses:		**-165.977.525,58**	**-99.841.863,75**
Other operating expenses		-165.977.525,58	-99.841.863,75
Operating expenses total		**-212.632.893,23**	**-137.231.613,61**
Surplus/(deficit) from operating activities		**15.956.401,12**	**3.150.588,66**
Financial operations expenses	**3.2.3**	-835,94	-2.057,07
Surplus/(deficit) from non-operating activities		**-835,94**	**-2.057,07**
Surplus/(deficit) from ordinary activities		**15.955.565,18**	**3.148.531,59**
Economic result for the year		**15.955.565,18**	**3.148.531,59**

Cash Flow

(Indirect method)

	2016	2015
Surplus/(deficit) from ordinary activities	**15.955.565,18**	**3.148.531,59**
Operating activities		
Amortization (intangible fixed assets)	1.595.281,35	2.012.433,97
Depreciation (tangible fixed assets)	1.378.793,11	1.074.192,42
Increase/(decrease) in Provisions for risks and liabilities	52.264,44	-5.560,00
(Increase)/decrease in Short term Pre-financing	-8.986.908,06	-1.765.856,14
(Increase)/decrease in Long term Receivables	0,00	0,00
(Increase)/decrease in Short term Receivables	-46.255.174,43	-35.314.116,12
Increase/(decrease) in Accounts payable	38.679.322,67	15.892.636,05
Net Cash Flow from operating activities	**2.419.144,26**	**- 14.957.738,23**
Investing activities		
Purchase of tangible and intangible fixed assets (-)	-2.444.819,46	-3.590.994,07
Proceeds from tangible and intangible fixed assets (+)		
Net cash flow from investing activities	**-2.444.819,46**	**-3.590.994,07**
Net increase/(decrease) in cash and cash equivalents	-25.675,20	-18.548.732,30
Cash and cash equivalents at the beginning of the period	43.836,86	18.592.569,16
Cash and cash equivalents at the end of the period	**18.161,66**	**43.836,86**

ANNEX 8. Evaluations and other studies finalised or cancelled in 2016

In December 2015 the Commission concluded a Framework Contract – HOM.2015/EVAL/02-ABAC no 30-CE-0740550/00-33 on impact assessments, evaluation and evaluation related services in the area of Migration and Home Affairs. Frontex has expressed its interest to participate in that framework contract to use this in order to outsource certain evaluation activities to an external contractor up to an agreed ceiling.

In February 2016 Frontex' Management Board endorsed the Annual Evaluation Plan 2016 with the aim to carry out four evaluations during the year.

1. *Awareness as combined services provision – Monitoring and Risk Analysis Centre*
2. *Evaluation of Joint Operations and Pilot Projects – Process Design*
3. *Procedure and decision on use of technical equipment in Frontex coordinated operational activities*
4. *Framework Contract for Aerial Surveillance*

As of mid-2016 the preparation and implementation of the European Border and Coast Guard Regulation required shifts of resources in all parts of the organisation. The thereby increased workload across the Agency allowed to implement only the following two out of the four initially planned evaluations

1. *'Awareness as combined services provision – Monitoring and Risk Analysis Centre'*

The cancellation of the "Monitoring and Risk Analysis Centre" section in the EBCG Regulation lead to adaptation of the title to 'Evaluation of the monitoring and risk analysis function'

Recommendations developed by the contractor [Ramboll] as follows
  ➢ New organisational concept
  ➢ Single data management policy
  ➢ Full spectrum of monitoring and risk analysis products and services
  ➢ Integrated user-friendly technical solutions for data collection and dissemination

2. *Evaluation of Joint Operations and Pilot Projects – Process Design*

Recommendations developed by the contractor [ICF] as follows

  ✓ Assurance of linkage between evaluation tools and goals, objectives, indicators
  ✓ Amendment of the scope of the concept of evaluation
  ✓ Establishment of a dedicated team for the evaluation process
  ✓ Automatization of processes - Online platform
  ✓ Specific trainings on evaluation methods
  ✓ Improvement of the dissemination of best practices and findings
  ✓ Timing of the evaluations

The preparation of the action plans, in order to follow up on the recommendations and report on the progress twice a year to the Commission and the Management Board, are currently in progress.