



# **General Report 2014**

A white van with "SWISS BORDER GUARD" written on its side is parked in a field. A guard in a dark blue uniform and cap stands next to the van, looking towards the right. The van has a blue and yellow light on its roof. The background shows a grassy field under a cloudy sky.

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## Foreword from the Chair of the Management Board & the Executive Director

The massive number of migrants arriving at the EU's borders kept migration issues in the headlines throughout 2014. It was the year in which Frontex, border guard authorities and all of the Member States were confronted with more than 280,000 illegal border crossings, double the previous record number (in 2011, the year of the Arab Spring). The ongoing conflict in Syria, instability in Iraq connected with the rise of ISIS and the further break-down of government structures in Libya, the main departure point for migrants last year, significantly contributed to what is considered to be the worst refugee crisis since World War Two.

To assist Italy, which took the brunt of the migration wave, Frontex replaced its joint operations Hermes and Aeneas, which had been underway since 2013, with a larger operation: Triton, which was launched in November. In the first two months of Joint Operation Triton, 14,500 people were rescued in the central Mediterranean, including 4,359 with the direct participation of vessels and aircraft co-funded by Frontex.

As Frontex confronted the challenging migration situation in 2014 by assisting Member States at the external borders, it also recorded many successes in its other core activities. Among the year's achievements were the expansion of the European Border Guard Team and the introduction of the Opera 2 system to help manage border guards and technical pools for deployment in Frontex operations. Frontex and the Member States, under the auspices of the European Commis-

sion, also drafted the Eurosur Handbook to ensure the effective implementation of the system designed to enable better exchange of information about the situation at the external borders. The Agency also worked on a couple of important projects focused on air borders: it launched an initiative aimed at creating a new Air Border Risk Analysis Network (AB-RAN), which will gather information about potential challenges at airports; and, throughout the year, Frontex also coordinated Joint Operation VEGA Children at nine airports to test and evaluate a draft handbook which aims to help detect and protect minors at risk at air borders.

In Brussels, a new Commission under the leadership of President Jean-Claude Juncker highlighted a new migration policy as being one of the priorities in its strategic guidelines. President Juncker appointed Dimitris Avramopoulos as the new Commissioner for Migration, Home Affairs and Citizenship, emphasising his role and that of Frontex in tackling the challenges of irregular migration and cross-border crime.

On the policy front, in May 2014, the European Council and the European Parliament adopted the Sea Borders Surveillance Regulation laying down the rules for the monitoring of external maritime borders during joint operations coordinated by Frontex. The Agency has also been involved in the preparation of the Smart Borders Package and the Schengen Evaluation mechanism.

A milestone in 2014 was the accepting of the first Consultative Forum Annual Report. Many of the conclusions drawn have been implemented since then or are currently being implemented. A highlight of 2014 was the appointment of a new executive director in November: Fabrice Leggeri took over as executive director following the departure of Ilkka Laitinen, who led Frontex from its establishment in 2006 until May 2014. Between June 2014 and December 2014, the Agency was led by Gil Arias, as interim executive director; his excellent work is very much appreciated.

Among Frontex's efforts to build the capacity of European border guards was the Joint Master's programme in Strategic Border Management, which successfully underwent a joint European evaluation. The first Master's course will begin in September 2015.

Frontex, which marks its 10th anniversary in 2015, will also receive an independent external evaluation of its activities. The document will provide an opportunity for Frontex and EU policy makers to consider its plans going forward. As the Agency continues to deal with ongoing emergencies at EU borders, it also has to find strategic solutions and plans for its future, in order to create a flexible structure for guarding European borders.

Frontex will, of course, continue to play its part, bearing in mind that it cannot solve all of Europe's challenges at the borders. It will continue to work closely with the Commission, the Parliament and Member States, as well as other EU agencies. It will expand its cooperation with third countries, especially countries of transit and origin of irregular migration. This is a challenge which is going to require a holistic approach from all relevant actors.

We would like to thank all of the employees of the Agency for their hard work and commitment in 2014. We are convinced that in 2015 and beyond Frontex will remain a place where its cadre of professionals feels challenged and motivated in a changing world.

We appreciate the excellent cooperation among Member State representatives in the management board, as well as the trust and partnership between the management board, the Agency and the European Commission.

In 2015, Europe celebrates the 30th anniversary of the Schengen agreement, which gives citizens the freedom to travel throughout most of the European Union without ever stopping at a border crossing. The agreement has also created a joint responsibility for Member States to protect the external borders, where Frontex will continue to play a key role.

**Ralf Göbel**

**Chair of the Management Board**

**&**

**Fabrice Leggeri**

**Executive Director**







# 1. Introduction

## Mission Statement

Frontex supports, coordinates and develops European border management in line with the Charter of Fundamental Rights of the EU and other international obligations. Frontex supports the Member States\* (MS) to achieve an efficient, high and uniform level of border control. Frontex coordinates operational measures to jointly respond to exceptional situations at the external borders. Frontex develops capacities at the Member State and European level as combined instruments to tackle challenges of migration flows, and the fight against serious organised crime and terrorism at the external borders. Frontex is the trustworthy European Border Agency, strengthening the European area of Freedom, Security and Justice by supporting the Member States to keep up with their responsibilities.

## Vision

Frontex applies the concept of Integrated Border Management and promotes a European border culture based on the full respect, protection and promotion of fundamental rights. Frontex applies the concept of Integrated Border Management with a balanced focus on effective border control and fight against serious crime. The agency uses effectively all means including enhanced interagency cooperation and cooperation with 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 to asylum and international protection and the principle of non-refoulement. Professional staff and a set of operational and administrative capabilities enable Frontex to add value to the European Union.

## 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 full respect, protection and promotion of fundamental rights as an unconditional and integral component of effective integrated border management resulting in trust in Frontex.

## Purpose of the report

Frontex General Report 2014 takes the Programme of Work 2014 as a reference but does not aim to report against each and every objective set. It gives the reader a broad overview of activities carried out during 2014, and additionally highlights individual operational activities and achievements. This information is then complemented with general financial information and annexes presenting lists of different types of activity, comparative analysis of joint operations and summaries of budgetary and human resources. Some information may be repeated between chapters to provide context.

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



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## 2. Developments at Policy Level

The year 2014 was marked by the reaction to a record number of illegal border crossings that were close to 280 000, almost three times as high as the year before. A new Commission in Brussels under the leadership of President Jean-Claude Juncker made migration one of its priorities. President Juncker highlighted the role of Frontex in helping to deal with the massive wave of migrants and its role in helping national search and rescue authorities prevent tragedies at sea. Earlier in the year, the European Council and Parliament adopted the rules for the surveillance of the external sea borders in the context of operational cooperation coordinated by Frontex.

### New Commission

President Juncker named a new migration policy as one of the priorities in his strategic guidelines for the new European Commission, which took office in November. He called for a strong common asylum policy to assist people in need, while dealing more robustly with an uncontrolled influx of irregular migrants, notably through better cooperation with Third Countries.

President Juncker also said he wanted to boost Frontex's operational capacity by increasing its budget and enabling it to pool more resources from Member States. This, according to the new head of the Commission, would increase the ability of the Agency to quickly deploy border guards and equipment in Frontex-coordinated joint operations.

The Commission President appointed Dimitris Avramopoulos as the new Commissioner for Migration, Home Affairs and Citizenship, emphasising his role in tackling irregular migration and cross-border crime, along

with a full and consistent implementation of the Common European Asylum System. The new commissioner is working together with Federica Mogherini, High Representative of the Union for Foreign Affairs and Vice-President Frans Timmermans on the migration portfolio, related security issues and cooperation with Third Countries. Upon taking office, Commissioner Avramopoulos has also emphasised the role of Frontex in helping Europe to manage the massive inflow of migrants.

### Sea Borders Surveillance Regulation

In May 2014, the Council and the European Parliament adopted Council Regulation (EU) 656/2014 establishing rules for the surveillance of the external sea borders in the context of operational cooperation coordinated by Frontex. The Regulation, which replaces Council Decision 2010/252/EU that was annulled by the Court of Justice of the European Union, lays down rules for surveillance of the external sea borders during joint operations coordinated by Frontex, including the detection, interception and disembarkation of persons. It also adopted specific rules on search and rescue of distressed vessels and persons on board. The regulation reinforces the fundamental rights approach to Frontex operational activities.

The Regulation also requires that a Member State hosting a Frontex operation "shall take into account the general situation in ... (a) Third Country" whenever the joint operation allows to disembark in, force to enter, apprehend and hand over persons to a Third Country with specific focus on the respect of the principle of *non-refoulement*.



## Smart Borders Package

The first examination of the Smart Borders Package was completed in February 2014, during which the Council and the European Parliament voiced technical, operational and cost concerns, mainly related to the overall feasibility of the new systems proposed by the Commission in February 2013, and of some of its features.

The Smart Borders Package aims at harnessing new technologies for the purpose of accelerating and simplifying, but also reinforcing, border checks for those crossing the EU external borders. This 'package' is in fact two main regulatory proposals put forward jointly by the Commission.

The package includes a proposal for an Entry/Exit System. This potential database would keep a record of the time and place of entry and exit of third-country nationals travelling to the EU. It would also replace the current manual system of stamping passports to calculate the length of the authorised stay of an individual with a simplified, electronic system. The data would then be made available to border control and immigration authorities.

The second component is the Registered Traveller Programme, which would allow frequent travellers who are not EU citizens to bypass lengthy passport queues upon arrival.

The stated objective of the Smart Borders Package is to create a more open and secure Europe relying on state-of-the-art technologies. Progress on the matter was restricted

to studies by the European Commission and one by the European Parliament.

In order to further assess the technical, organisational and financial impacts of the various possible ways to address these issues, the Commission is looking into options for implementing the Smart Borders Package. This exercise consists of two stages comprising of a Commission-led technical study aimed at identifying and assessing the most suitable and promising options and a pilot project, which will test selected solutions.

The pilot project was entrusted to the European Agency for the Operational Management of large-scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA) to verify the feasibility of the options identified in the technical study and validate the selected concepts for both automated and manual border controls.

## Visas Requirements

On March 17, the European Parliament endorsed the Agreement between the EU and the Republic of Azerbaijan on the facilitation of the issuance of visas. As of April 28, Moldova has also been transferred to the list of Third Countries whose nationals are exempt from visa requirements.

Two new regulation proposals were launched by the European Commission on 1 April 2014. One concerns a Regulation for the establishment of a touring visa and the second concerns a Regulation on the Union Code on Visas (Visa Code). The aim of both proposals

is to simplify the procedures for those willing to enter to the EU for short stays and to reduce costs of processing, whilst maintaining the same level of security.

### Post Visa Liberalisation Monitoring Mechanism

Frontex continued to provide support to the European Commission on monitoring developments in a number of Third Countries related to visa liberalisation. In 2014, the Commission adopted two reports concluding that Colombia and Peru meet the criteria to start negotiating agreements allowing their citizens visa-free access to the Schengen area. Negotiations with these countries may start in the first quarter of 2015.

### Schengen Evaluation Mechanism

The Schengen Governance package was adopted in October 2013 by the European Parliament and the Council. It includes a regulation on the establishment of an evaluation and monitoring mechanism to verify the application of the Schengen acquis. Based on this new legislation, several additional tasks were implemented starting in 2014.

These include delivery of two risk analyses on an annual basis: one to the European Commission and the Member States containing the priorities for the evaluation in the following year and one to the European Commission containing only the priorities for the implementation of unannounced visits (Frontex experts may participate in the evaluation visits). The Agency will also continue to reinforce Schengen Evaluation training.

### Foreign Fighters

In 2014, Member States have become increasingly concerned by the return of their own citizens who took part in conflicts in

countries such as Syria, Iraq and Afghanistan. Some of them have returned to Europe radicalised where they might carry out terrorist attacks.

To deal with the rising threat, the Commission presented informal recommendations on checks of travel documents, including use of the relevant databases at the border crossing points. It also recommended an improvement of the technical infrastructure at border crossings, including the increased use of passport readers, e-gates, and, where relevant, mobile terminals. It also encouraged the use of advanced passenger data in accordance with the Council Directive 82/2004 to enable more targeted checks on incoming flights.



At international level, the United Nations Security Council (UNSC) adopted Resolution 2178 which requires UN Member States to criminalise travel abroad for terrorist purposes as well as financing and facilitation of such travel. A number of Member States had updated their legal frameworks prior to the UNSC Resolution to better address the foreign fighters challenge; others are in the process of doing so or considering it.

### **European Council Guidelines for the Area of Freedom, Security and Justice**

On 26-27 June 2014 the European Council defined the strategic guidelines for legislative and operational planning for the coming years in the Area of Freedom, Security and Justice (AFSJ). The new priorities are to transpose, implement and consolidate the legal instruments and policy measures which were set out in the Stockholm Programme 2010-2014 but also to intensify cooperation, enhance the role of EU agencies and explore the potential for new technologies.

In addition, the guidelines also call for a renewal of the Internal Security Strategy by mid-2015 as part of the efforts to promote operational police cooperation and to prevent and combat serious organised crime, including human trafficking and smuggling, as well as corruption. Furthermore, the Council Conclusions of December 2014 on a renewed Internal Security Strategy call for an update of the EU Integrated Border Management (IBM) Concept.

The Internal Security Strategy represents the EU's common understanding of the threats it is facing and its commitment to using all the resources and expertise available for tackling them together. It represents a shared agenda of actions for Member States, EU institutions and agencies.

Frontex contributed to the revision process of the Internal Security Strategy as part of the Commission's public consultation. With other Justice and Home Affairs (JHA) Agencies, Frontex developed a paper on 'Priorities of the network of JHA Agencies in 2015' in order to provide their input, as key operational players, to the new Guidelines.

### **Multiannual Financial Framework 2014-2020**

The Multiannual Financial Framework (MFF), proposed by the European Commission and approved by the Council and Parliament, sets the maximum annual amounts which the EU may spend in different political fields between 2014 and 2020. In the field of Home Affairs, EU launched two new funds: the Asylum and Migration Fund (EUR 3.869 billion) and the Internal Security Fund (ISF) (EUR 4.648 billion).

Each Member State must present its national programme to describe how it plans to allocate the funds. According to the Regulation on ISF – Borders and Visa, Frontex must be consulted by the Commission on the content of the draft national programmes, and in particular on the activities financed under operating support. In 2014 Frontex provided contributions to the consultation process of the national programmes of 10 Member States that submitted their drafts to the Commission in 2014.

### **Cooperation with Third Countries, EU Agencies and International Organisations**

In February 2014, Frontex concluded a cooperation plan with the competent authorities in Turkey. The plan sets out concrete actions for implementation in the coming years, covering a wide range of activities, with emphasis on risk analysis, information exchange, training and joint operations. Frontex concluded equiva-



lent cooperation plans with Azerbaijan and Moldova in April and December 2014, respectively.

In 2014 Frontex has paid special attention to the countries bordering the Mediterranean Sea, especially considering the humanitarian aspects of irregular migration along the maritime routes. Following the mandates from the Management Board to conclude working arrangements, the Agency has undertaken further efforts to renew negotiations with the authorities in Egypt, Morocco, Senegal and Tunisia.

Frontex is participating in the European Commission-led initiatives within the framework of the EU Dialogue on Migration, Mobility and Security, in particular with Tunisia and Morocco, thus establishing and maintaining direct contacts with the competent authorities of these countries. The mobility partnerships signed with Morocco and Tunisia set out political objectives and provide for a series of initiatives for effective migration management including border and security related aspects.

Since March 2014, Frontex has also been engaged with the European Asylum Support Office (EASO) in a technical assistance project aimed at familiarizing Tunisia and Morocco with the work of both agencies under the interregional project "Promoting participation of European Neighbourhood Policy countries in the work of EU agencies". Activities within the framework of this project are

aimed at providing insight into EU standards and sharing good practices in regard to effective migration and border management.

Cooperation on risk analysis at regional level between Frontex and Third Country partners has proven very efficient, especially under the Western Balkans Risk Analysis Network (WB-RAN), where initial steps to engage with the Kosovo\* Border Police were taken up with the agreement of the network group. The Eastern European Borders Risk Analysis Network (EB-RAN) with Belarus, Ukraine and Moldova has been consolidated and consistently produces high quality analytical products.

Concrete results have also been achieved within the framework of the Africa-Frontex Intelligence Community (AFIC). Practical cooperation and joint efforts between the Agency and experts from most of West African countries continued in 2014 and resulted in the publication of the third annual AFIC risk analysis report.

To enhance cooperation with countries of origin and transit on the African continent, Frontex declared its readiness to support the Rabat and Khartoum Process as far as the activities are covered by its remit. An engagement with Eastern African and Horn of Africa countries in the framework of AFIC could be a good way to gradually engage with the countries in the region.

\* This designation is without prejudice to positions on status, and is in line with UNSC 1244 and the ICJ Opinion on the Kosovo Declaration of Independence

In October 2014, Frontex held the 22<sup>nd</sup> International Border Police Conference (IBPC), which included a higher number of top level representatives of international border guards. The IBPC, which was organised by Frontex for the second time, offered an opportunity for border guard authorities from around the world to share knowledge and experiences on various topics related to border management and security.

As part of the implementation of the Eurosur framework aimed at improving situational awareness at EU external borders and increasing reaction capability of border authorities, Frontex worked closely with other European agencies. Consequently, European Fisheries Control Agency (EFCA) agreed to provide Vessel Monitoring System (VMS) data to Frontex, while EU SatCen will deliver services and information products based on the analysis of satellite imagery tailored to Frontex's needs for border surveillance.

Frontex and Europol agreed on the text of a new working arrangement that would allow for the transmission of personal data and ex-

change of information under the framework of interagency cooperation pursuant to Article 14 of the Frontex Regulation.

In 2014, Frontex contributed to Forced Return Monitoring (FRm) project ran by the International Centre for Migration Policy Development (ICMPD). Together with eight member states, the two organisations prepared the "Framework for a European Pool of Forced Return Monitors (EPFRM)" and "Guidelines and Monitoring Tools".

Frontex worked with the European Asylum Support Office (EASO) and UNHCR on the introduction of protection indicators in Operational Plans for Joint Operations and development of a training module on international law and fundamental rights specially designed for border guards. EASO and Frontex have also initiated study visits and discussions to prepare the implementation of an efficient referral mechanism at the EU external borders for migrants seeking protection in Europe.

The cooperation with the European External Action Service (EEAS) took a new shape



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with the approval of the Working Arrangement by the Management Board of Frontex. Under the agreement, Frontex and the EU-led Crisis Management Operations (CMOs) will cooperate in civilian Common Security and Defence Policy missions and exchange information for situational awareness and risk analysis. The two also agreed to jointly build capacity in Third Countries, especially through EU funded technical assistance projects.

At the operational level, Frontex continued its engagement in EU Policy Cycle 2014-2017 and European Multidisciplinary Platform against Criminal Threats (EMPACT) that included facilitation of irregular migration and trafficking in human beings. The Agency also joined the firearms smuggling priority, concentrating its effort on Western Balkans and Eastern external borders. Frontex participated in Europol's Operation Archimedes, a practical exercise planned to dismantle most threatening criminal networks in Europe. The Agency shared the operational results from selected ongoing joint operations with Europol and Member States and contributed to other priority areas such as combatting property crime, excise goods, drugs trafficking.

Frontex successfully implemented a new activity under the European Patrols Network (EPN) tailored for EMPACT: working visits in debriefing sites at the border.

The activity formed part of the EPN Staff Exchange, which enables networking, sharing

of expertise and best practices among the relevant EU MS staff. It was focused on the team leaders coordinating the work of debriefing teams in Frontex joint maritime operations. The designated team leader(s) from one hosting MS had an opportunity to carry out working visit (lasting approx. one week) to debriefing sites in sea operation hosted in another MS. The team leader was integrated into daily duties, related to coordination of debriefing activities, and worked under the supervision and guidance of the local team leader. Some of the visits were enhanced by the training on debriefing techniques provided for the visitors and local staff by Frontex.

Six mutual visits of team leaders from host MS (Spain, Greece, Italy) took place. Two visits of Spanish and Greek team leaders in Italy took place in the time of Joint Action Days of EMPACT.

In 2014, Frontex also implemented its first common project with Interpol, merging the Frontex's Reference Manual with Interpol's Dial-Doc platform. This project is focused on technology that makes it easier for border guards to check if a travel document is fake by comparing it with images of counterfeit documents.

Frontex and eu-LISA signed a working arrangement and concluded a cooperation plan for 2014. It consisting of four different activities: research and development, training, risk analysis and administrative topics.



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## 3. Development at Agency Level

The year 2014 marked a year of changes in leadership atop Frontex and brought new challenges with a record number of irregular migrants crossing the EU borders.

In May, Frontex's first Executive Director Ilkka Laitinen stepped down after nine years in office. Deputy Executive Director Gil Arias took the top post on an interim basis. In November, the Frontex Management Board chose Fabrice Leggeri to become the Agency's Executive Director. Mr. Leggeri officially took office in mid-January 2015 and Mr. Arias resumed his earlier position of Deputy Executive Director.

In 2014, the operational capabilities of Frontex and European Border Guards were tested with the highest number of illegal border crossings since Frontex began collecting data eight years ago. During the year, 280 000 such crossings were detected, twice the previous record set in 2011, the year of the Arab Spring. The ongoing conflict in Syria, as well as lack of effective government in Libya -- the main departure point for migrants in 2014, significantly contributed to the worst refugee crisis since World War Two.

The European Union's sea borders took the brunt of the influx of migrants. In all of 2014, nearly 218 000 migrants were detected during joint sea operations, or around 600 per day. This compares to less than 54 000 in 2013. The biggest migration pressure appeared in the Central Mediterranean with some 170 000 migrants arriving in Italy. Syrians and Eritreans were the two main nationalities making their way from Libya, followed by nationals of Sub-Saharan countries. The situation of a de-facto failed state in Libya, where law enforcement is virtually absent

has created favourable conditions for the people-smuggling networks to flourish and operate with impunity.

The number of suspected people smugglers who were apprehended in maritime operations stood at 1 086, three times the figure from the previous year. The drastic rise in maritime crossing also resulted in many deadly accidents involving overloaded and often unseaworthy migrant boats. In 2014, across all the Frontex-coordinated joint operations in the Central Mediterranean, more than 173 500 migrants were saved during search and rescue operations, the number 4.5 times higher than in 2013.

### Increased operational activity in the Central Mediterranean

To help Italy deal with the rising tide of migrants, Frontex launched Joint Operation Triton at the beginning of November after receiving an additional budget allocation from the European Commission. JO Triton was launched with participation of 18 Member States, replacing two other operations carried out in Italy since 2013: JO Hermes and JO Aeneas. As the two earlier operations in Italy, JO Triton aims at improving the border surveillance and border control through joint patrols with the assets provided by the Member States. Its operational area covers the territorial waters of Italy and Malta, as well as parts of the search and rescue (SAR) zones of both states.

Although the key objective of JO Triton is to support Italian authorities at the external sea borders, the operation also provides additional search and rescue capacity in the Central Mediterranean as assets deployed

in the operation routinely suspend all border control activities to respond to search and rescue coordination centre (MRCC) requests to assist with distress calls.

In November and December, the first two months of JO Triton, 14 500 people were saved in SAR operations, including some 4 350 rescued with the direct participation of vessels and aircraft co-financed by Frontex.

### Large merchant vessels used to smuggle people

In the second half of 2014, Frontex began to observe a rising number of large merchant vessels in the Central and Eastern Mediterranean that were being used for smuggling people. The cargo vessels were usually decommissioned ships bought by smugglers from scrapyards. They departed from the Turkish coast and headed for Italy. When approaching Italy, migrants made a distress call in the middle of the sea, often with a satellite phone. Several tailored operational actions were undertaken by Frontex to address this new method of people smuggling.

### Cross-Border Crime

In addition to detecting migrant-smuggling, maritime operations coordinated by Frontex uncovered other types of crimes, including drug trafficking. As a result, 344 suspected drug traffickers were arrested in connection to smuggling some 43 tonnes of hashish worth more than EUR 65 million and 35 kg of cocaine worth EUR 2 million. Most of the drugs were seized in the Western and Central Mediterranean area.

### European Border Guard Team and Technical Equipment Pool

To test the preparedness of Frontex and Member States and their operational effectiveness, Frontex held its annual rapid intervention exercise REX 2014 in November and December in Croatia, at the borders with Bosnia and Herzegovina and Montenegro. Seventeen Member States and two Third Countries took part in the exercise deploying a total of 37 guest officers, two observers and various technical equipment to the operational area.

In order to optimise the use of resources the exercise was itself a real operational activity designed to enhance the operational capacity of the Croatian border guard service at its section of the EU's external border. The guest officers were deployed at minimum notice, in line with the "Rapid" mechanism, and carried out real border management tasks alongside their Croatian peers.

At the beginning of 2014 there were approximately 2 500 guest officers in the EBGT pool and by the end of the year this number grew to about 3 400 guest officers matching at least one of the 13 EBGT profiles. With the minimum number of guest officers required set at 1 850 by the Frontex Management Board, the number of EBGT pool members now significantly exceeds operational requirements, making the quality of pool



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members a priority. Consequently, efforts were concentrated on ensuring that adequate numbers of each individual profile were available in the pool at all times. In 2014, the Agency also began to review and revise the current 13 border guard profiles.

Technical equipment pool efforts were concentrated on carrying out a pilot project for the acquisition of border surveillance services, as well as improving the monitoring and reporting procedures related to the overall minimum number of technical equipment (OMNTE).

## Opera 2

Frontex has worked to improve the Opera operational resources management system, which is a custom-developed software application used by Frontex staff and Member States to manage the EBGT and Technical Equipment pools, as well as the deployment of resources in almost all types of Frontex coordinated operational activities.

The improvements introduced in Opera 2 will enable Frontex to manage closely the pools and the deployment of resources, as well as to produce accurate and fully up-to-date reports. The flexibility of the application has been increased and now allows monitoring of a much wider range of resources. In addition, the new version of the application focuses specifically on improving the quality

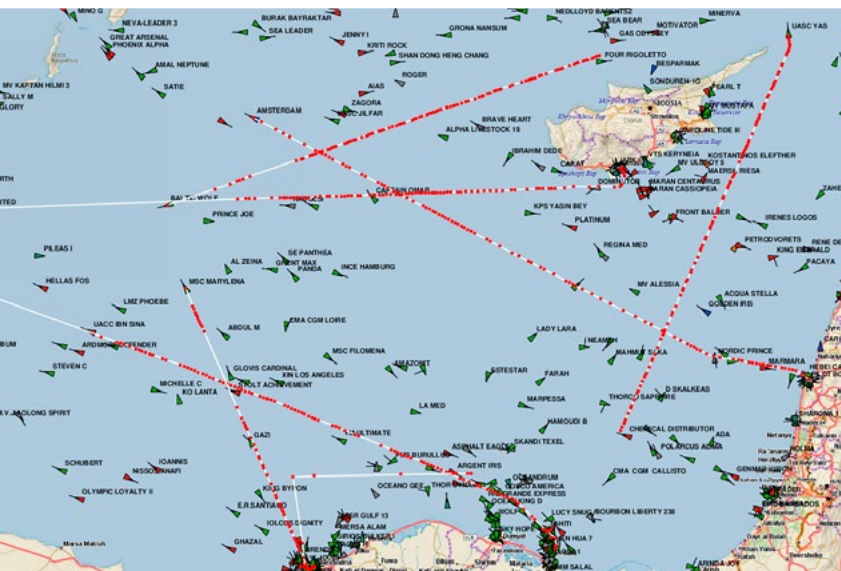
and accuracy of the data relating to the use of human and technical resources, monitoring the numbers in the pools and recording their use in Frontex coordinated activities. Opera 2 is due to be released for use in Frontex operational activities in March 2015.

## Air Borders-Risk Analysis Network

Frontex launched an initiative aimed at creating a new Air Borders Risk Analysis Network (AB-RAN). This is meant to create a risk analysis community, as well as standardised and structured information exchange relevant for the air borders. Such a community and information exchange will result in enhanced situation knowledge on the phenomena at the external air borders of the EU and lead to better risk analysis based planning and implementation of operational activities at the air borders. In the short term, the benefit of the network will be a solid foundation for establishing, common understanding of the objectives, possibilities as well as limitations of information exchange.

## Eurosur

December 2014 was the benchmark for all Member States to be connected to the European Border Surveillance System (Eurosur). The system puts in place a common platform for Member State authorities to exchange information with each other and with Fron-



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to improve situational awareness at EU external borders and increase reaction capability in border control.

Frontex and Member States, under the auspices of the Commission, drafted a Eurosur Handbook with a view to ensure efficient, harmonised implementation of the system at EU level. The handbook defines the role and tasks of Frontex and National Coordination Centres (NCCs), which coordinate and exchange information among all authorities with a responsibility for external land and sea border surveillance at national level, as well as with the other NCCs and Frontex.

The handbook provides guidelines for reaction capability, technical and operational guidelines, recommendations and best practices for implementation and management of Eurosur. The document also discusses the contents and form of the National and European Situational Pictures, which present the overall picture of situation at the external borders based on information derived from the NCCs and Frontex. Finally, it covers the Common Pre-frontier Intelligence Picture, which relates to information and intelligence on the areas beyond the EU

external borders, especially countries of transit and departure of irregular migrants.

In line with Eurosur regulation, Frontex also developed the methodology for attribution of impact levels to external border sections of Member States.

Frontex also created the Analysis Layer Products and Services (ALPS) Catalogue, which lists, describes and defines the analytical reports and services to be shared by the National Coordination Centres (NCCs) and Frontex within the EUROSUR Analysis Layer.

### Frontex Compatible Operational Image (FCOI)

Frontex continued testing FCOI within ongoing joint maritime operations in 2014 using Host MS infrastructure, participating MS air/naval/terrestrial technical equipment deployed in joint operations. Also several tailored workshops have been arranged in order to test real time motion picture secure transmission via 3G/4G networks.

The core idea of the FCOI is to provide secured transmission of the operational data from the technical equipment deployed in the JOs to the Coordination Centres (LCC/RCC/ICC) in Host MS and Frontex in the real or close to the real time.

### Frontex Fusion Service

In 2014, Frontex gradually delivered the initial operational services via the Frontex Fusion Services (FFS). FFS provided updated and close to real time situational picture which included information services, such as the satellite-based Vessel Detection Service which allowed location of small boats at sea.

The core objective of the services is to enhance reaction capability and emergency response of the national border authorities

at their external borders. Due to the nature of migration in the Mediterranean Sea, lives of migrants are often at risk, and practical examples show that FFS brought significant added value providing timely information to MS authorities that allowed more effective rescue operations and saving lives.

### Joint return operations (JRO)

In 2014, Frontex continued testing the so-called collecting joint return operations, where a charter flight to collect their own nationals in the EU territory is organised by a Third Country using its own national escorts. All together four collecting joint return operations were carried out, two to Albania and two to Georgia. For the purpose of organising such return flights, the professional standards of Third Countries' escorts and procedures needed to be harmonised with EU standards. To that end, Frontex has developed "Guidance for Collecting Joint Return Operations by Air Coordinated by Frontex" and held training sessions for the Albanian and Georgian escorts and escort leaders to ensure a harmonised training level and common standards on the protection and promotion of fundamental rights. These operations are subject to certain conditions, including the obligation to have an independent monitor on board. The collecting JRO have proven effective and helped reduce the costs of returning migrants to their country of origin.

### Alexis 2014

Joint Operation Alexis 2014 focused on strengthening the operational capabilities of EU airports by addressing specific needs and vulnerabilities at international airports. Two Alexis operations were implemented which differed in scope and target.

The operational aim of Joint Operation Alexis I 2014 was to enhance capabilities of EU airport

border guards to detect and react to criminal activities that take place in the transit areas of Schengen and non-Schengen airports, including Third Country airports.

The operational objective of the second Joint Operation Alexis 2014 was to enhance document expertise of border guards in charge of passport control at airports as well as implement gate checks at arrival and departure gates.

In total Alexis 2014 took place at 33 airports with participation of 24 Member States and six Third Countries. Seventy-five officers were deployed, including an Interpol expert. As part of the operation, Frontex organised dedicated



document training sessions, which were carried out by five document expert training teams at four EU airports for local staff and guest officers.

### **Contribution to Risk Analysis Products**

Consultative Forum members and other Non-Governmental Organisations (NGOs) with field presence in the countries of origin/departure/destination of irregular migration provided Frontex with information on circumstances on the ground, including migrant profiles. For example, several organisations supplied information to risk analysis products, participated in risk analysis events such as tactical meetings where presentations were delivered on the situation in countries of origin and transit of migrants. They also supported the risk analysis unit in the preparation of some weekly operational briefings.

### **Fundamental rights video**

To support the delivery of the fundamental rights component of the operational briefings, in 2014 the Frontex Fundamental Rights Officer developed a five-minute video on the main fundamental rights provisions that have a particular practical relevance for the work of border guards. The short video is now part of the briefing package and is regularly shown during operational briefings.

### **New Monthly Analysis process, outputs and clients**

Frontex set up a new Monthly Analysis process in response to increasing demand for situation updates and analysis on the general situation at the EU borders, and specific hot spots. An Analytical Board composed of senior analysts has been set up to manage the process which produces three different analytical products that differ in content from focus on data overviews to analytical

interpretation and outlook. The new products are distributed to Frontex partners in the MS as well as high level fora such as SCIFA and meetings of the Council working parties.

### **Social Media Monitoring**

Amid the growing importance of Internet services such as Facebook and Twitter, Frontex Media Monitoring Team has initiated social media monitoring activities. The upgrade and expansion of the media monitoring products has been introduced by adding the content retrieved in the social media platforms to a daily newsletter, internal alerts and responses to various media information requests. The main focus is to increase awareness of what is being said in the social media about Frontex institutional activities and operations, as well as web discussions on irregular migration and border management issues.

### **PeDRA**

In 2014, Frontex PeDRA project was launched with the aim of using personal data of individuals involved in border-related criminal activities to reduce the risk of exploitation of vulnerable groups and increasing border security. The project will allow Frontex to create risk analyses, the results of which will be depersonalised, and Personal Data Packages (PDPs) to be transmitted to Europol on a case-by-case basis. PeDRA aims to achieve increased prevention, detections and arrests of facilitators and traffickers made possible by a more effective operational response by Member States and Frontex, and more successful investigations by Europol.

At the end of 2014 a consultation period began with a draft notification submitted to the European Data Protection Supervisor who will monitor and evaluate PeDRA activities from a data protection perspective.





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## New Headquarters

At the end of 2014, Frontex successfully relocated to the new premises in the Warsaw Spire office complex. The final relocation did not cause any service disruption for the Agency as it was carried out during the Christmas break. Frontex new premises are designed to meet the technical and organisational requirements of the Agency for its current activities and for the next ten years.

The new building provides services which were not available in the previous building, such as adequate meeting facilities. The move also helped enhance the Agency's security systems, provide a large data centre and expand the Frontex situation centre and joint analytical room.

The entire process took place over four months starting in September 2014.



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## 4. Building Capacity

In 2014, Frontex sought to improve the mechanism used to acquire resources for Frontex operational activities. The development and improvement of the technical equipment and EBGT pools is an ongoing task that includes the implementation of seconded guest officer mechanism, revision of the profiles of EBGT members, improving the Opera resource management application and carrying out regular Rapid Intervention Exercises (REX).

### Seconded Guest Officer (SGO) Mechanism

As a result of the second SGO Call for Secondment between December 2013 and May 2014, 76 SGOs of various profiles were selected for deployment in Frontex-coordinated operations. In the first call for secondment, Frontex engaged 69 SGOs creating the pool of over 170 SGOs

SGOs are border guards from the Member States seconded to Frontex for a period of up to six months, during any 12-month period. SGOs are also entered into the European Border Guard Teams pool. Unlike regular Guest Officers, SGOs can be deployed to multiple locations and operations during their six-month deployment period, without the express consent of their national authority.

Two years after the introduction of the SGO Rules, several practical measures were taken to improve the SGO mechanism. These include the establishment of an SGO Task Force which is to improve the decision-making process and make it fully applicable to the specific needs of SGOs.

### VEGA Children

In 2014, Frontex coordinated the Joint Operation VEGA Children at nine European airports with the aim to test, assess and evaluate in real life implementation of the draft VEGA Children Handbook, a collection of best practices on the detection and protection of children at risk at air borders. The scope of the joint operation was to support the processes of identification of accompanied, separated and unaccompanied children at risk, the activation of the referral mechanism by the relevant authorities and disruption of the activities of criminal networks – all following the standard operational procedures of the draft handbook. During the joint operation, 39 cases of children at risk were reported and the referral mechanism was activated for eight of them.

The handbook will offer practical guidance to border guards, who often play a key role in initiating these processes as well as dismantling the related criminal activities. The draft handbook will be finalised taking into account the observations and recommendations received by deployed officers and experts and will be published in the second quarter of 2015.

### Enhancing Border Checks

In 2014, Frontex aimed to build up and improve a portfolio of capacities in border checks, to increase security and enhance travel facilitation at the borders through data collection. The information collected in relation to operational practices for land border checks was analysed and compiled in an updated version of the 'Best Practices in border

checks at EU land Border Crossing Points' that Frontex is to put forward in 2015.

Frontex also launched the process of identifying and collecting best practices for Border Checks at EU sea ports, which is to harmonise the various existing operational practices and adapt existing controls to the Reporting Formalities Directive 2010/65/EU.

As far as the harmonisation process is concerned, 2014 activities continued the identification of best practices for land border surveillance that support and improve the current operational practices.

### **Development of a framework for building a passenger analysis capacity in Member States**

Frontex has explored the possible added value of a Passenger Analysis Model (PAM) to help Member States that have not yet developed such a tool to increase their capacity in border control.

Frontex presented the PAM in a workshop in December and will assess the needs for further work in this area.

### **European Joint Master's in Strategic Border Management (EJMSBM)**

In 2014, the Joint Master's programme in Strategic Border Management developed by Frontex in collaboration with six partner universities and more than twenty Member States border guard academies underwent a special procedure for accreditation: a joint European evaluation. This procedure will ensure that the programme is in line with all Consortium Partners' national requirements in higher education and that the joint award is recognised as a master's award in any education system in Europe and elsewhere.

The programme was evaluated based on a set of criteria and standards defined by the European Consortium for Accreditation (ECA) and implemented across EU as part of the accreditation/validation methodology for joint programmes. The international accreditation panel was coordinated by the Dutch accreditation agency and was made up of prestigious academics, quality assurance experts and specialists in specific subject areas from the UK, the Netherlands, Estonia, Belgium, Slovenia and Ireland.

Following the documents study and a series of interviews with representatives of the development groups and the consortium partners the panel accredited the programme and stated that it would help develop professional competences based on the Sectoral Qualifications Framework for Border Guarding (SQF).

The first master's course will begin in September 2015.

### **Document fraud and risk assessment**

In 2014, Frontex published and disseminated to both Member States and the European Commission the "Document Challenge II" report, which highlighted the strengths and weaknesses of human and technical capabilities to inspect document authenticity, discussed operational and technical vulnerabilities, and recommended areas for improvement and countermeasures in order to make document inspection in the first line of border checks more effective and accurate. The document was based on data from a 2013 exercise in which 42 experts and seven automated document inspection systems were challenged to correctly identify genuine and false travel documents. Portuguese SEF (Foreign Nationals and Border Control Service) and experts from the UK National Document Fraud Unit, the Dutch Royal Marechaussee,



and the German Bundeskriminalamt took part in the challenge.

### **Sustainable Support for Greece and Bulgaria**

Joint Operation Attica continued in 2014 with the deployment of screening experts and interpreters from 14 member states.

The aim of JO Attica is to support Greece and Bulgaria in building return capacity. As the first step in an effective return process

JO Attica coordinated screening activities at the Greek/Turkish land and sea borders, in Athens, at the Bulgarian/Turkish land border and in Sofia, effectively reacting to the changed routes of migratory flows.

In addition, Frontex advised border authorities in both countries on issues related to the identification interviews at third country embassies, the organisation of return flights (commercial, national and joint return operations), and building of the pool of national screening experts.

## 5. Transparency and Access to Information

### Providing information to the public

In 2014, journalists and civil society organisations regularly contacted Frontex to seek information about Frontex activities, specific operations and migratory trends. The Agency provided information, organised interviews and facilitated media visits to a variety of operational areas mainly in Italy, Greece, Bulgaria, Spain Hungary and Poland. Throughout the year, Frontex facilitated access to operations for more than 300 media outlets by taking journalists on board of patrol vessels, embedding them or arranging interviews with officers deployed in Frontex-coordinated operations at the EU borders. During the year more formal media briefings were held in Brussels and Rome.

The interest of mass-media reached its peak in the second half of the year with the preparations to and the launch of Joint Operation Triton in the Central Mediterranean.

In 2014, Frontex deployed for the first time a Field Press Officer (FPO), whose role is to assist journalists visiting the operational areas, arranging interviews and helping them to obtain the necessary photographs and video material. FPOs will be deployed to Frontex-coordinated operations in crisis situations.

### Contacts with researchers

In 2014 there was high demand for information about Frontex activities not only from the media but also from citizens, researchers and students. The Agency answered more than 600 requests for information and hosted

meetings with individual researchers and student groups. Border guard, police and diplomatic academies continued to include study visits to Frontex in their curricula. Last year, Frontex welcomed at its premises almost 500 researchers and students interested in the Agency's activities.

### Outreach

Frontex further improved its on-line presence making the official website more user-friendly, publishing new content on the Frontex YouTube channel and actively communicating on the Facebook page of The European Day for Border Guards (ED4BG).

Frontex also produced a short educational video entitled 'Operational Cycle' to explain joint operations coordinated by the Agency.

European Day for Border Guards, the annual event celebrating border guards from all Member States and Schengen Associated Countries gathered more than 700 guests, who discussed issues related to search and rescue at sea, useful technology, Integrated Border Management and contingency planning.

The ED4BG exhibitors included 39 national authorities from 28 countries. Border Guard academies and the Frontex Consultative Forum on Fundamental Rights and EU-funded research projects related to border management were also represented.

In 2014, an 'ED4BG on the road' interactive seminar dedicated to risk analysis in border management was organised in Bucharest



It was attended by around 100 students who had the opportunity to learn more on a given subject and pose questions to Frontex experts. Additionally, the seminar was live-streamed on the ED4BG website with a chat function enabling the general public to participate in the discussion. As part of outreach events, Frontex became one of the official partners of Planete+ Doc Film Festival, a documentary film festival taking place in Warsaw. Frontex had its own movie section entitled Borderlands with documentaries dedicated to the topic of trafficking in human beings. The audience was engaged in a related debate and had a chance to lis-

ten and talk to representatives of La Strada Polska, the Polish Border Guard and Frontex.

Frontex representatives also attended a number of meetings and debates organised by international organisations and NGOs dedicated to the topics of migration and the role of Frontex – these included meetings in Germany, France, Italy and Netherlands.

Frontex also published a book entitled 'Twelve Seconds to Decide'. Addressed to a wider audience, it presents a whole array of Frontex activities and challenges which it faces using accessible language and narratives.



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## 6. Fundamental Rights

### Frontex Fundamental Rights Officer

During 2014, the Fundamental Rights Officer (FRO) focused her efforts on the establishment of an effective monitoring mechanism on fundamental rights for Frontex activities. The Agency has taken considerable steps to strengthen its reporting and monitoring mechanisms in all incidents taking place within Frontex coordinated activities, and especially in relation to allegations of fundamental rights violations. FRO has observed the internally available procedures designed to report, monitor and deal with allegations of violations of fundamental rights within the Agency and proposed a comprehensive concept for a monitoring system to ensure that the current procedures work in a more coordinated and coherent manner and become more effective.

A comprehensive system that identifies shortcomings in fundamental rights procedures and practices will result in better information on how fundamental rights are observed in practice. The commitment of all Member States, and especially those hosting Frontex coordinated joint operations, is crucial to ensure that information on the measures taken is duly communicated to the relevant Agency staff, including the FRO, via the established information channels to ensure transparency and accountability of the activities coordinated by Frontex.

In addition to supporting the overall establishment of the effective monitoring system, FRO performed her own monitoring and reporting activities. In 2014, FRO visited selected sea and land operations and also embarked on Joint Return Operations on a

regular basis. Learning where the shortcomings exist will result in recommendations on how to address and prepare clear instructions and guidelines for Frontex-coordinated operations and activities in the future.

In the case of joint return operations, the observations and best practices identified during the implementation of the operation aim to enhance the implementation of fundamental rights during the operations. For instance, adequate consideration of medical conditions of returnees or risks related to the embarkation of families with children.

Following the adoption of the Sea Borders Surveillance Regulation, FRO devoted considerable attention to supporting the inclusion of adequate fundamental rights provisions during the drafting of the Operational plans of maritime joint operations.

FRO also contributed to the drafting of the VEGA Children Handbook, a collection of best practices on detection and protection of children at risk at air borders, and the pilot implementation of these best practices. This pilot project was also supported by members of the Consultative Forum. The novelty of participation of civil society and international organisations experts in joint operations aimed at identifying children at risk at the borders was one of the landmarks of the year in terms of strategic development of operational capacities with a fundamental rights based approach.

In 2014, FRO was also involved in the drafting of the fundamental rights related aspects of the Eurosur Handbook, on the possible impact the system may have on fundamental rights. This

work was done in close coordination with the EU Fundamental Rights Agency (FRA).

It has become a standard practice for FRO to take part in the regular pre-deployment briefings provided to participants of Frontex-coordinated joint operations to inform them about the fundamental rights aspects of the Agency's mandate.

In 2014, FRO has participated in the training of Escort Leaders for joint return operations to assess the needs of the monitoring tools during this type of operations, as well as to provide feedback on relevant Fundamental Rights aspects. FRO has also supported initiatives to train monitors of forced

return operations on fundamental rights implications of JROs in the framework of the International Centre for Migration Policy Development (ICMPD) forced return monitoring project "FReM", financed by the European Commission.

FRO and other Frontex experts worked closely with EASO to ensure more efficient referral procedures from border guards to asylum authorities in line with the Asylum Procedures Directive from June 2013 (32/2013/EU).

### Consultative Forum

The Consultative Forum on Fundamental Rights (CF) provided its expert support and



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advice in various thematic areas, particularly on training, operations and strategic planning.

In the area of strategic planning, the CF provided recommendations to the Frontex Preliminary Draft Programme of Work 2015 as well as the Frontex Strategy and Multi-Annual Plan 2015–2018.

CF members supported Frontex Training Unit in the development and finalisation of the Fundamental Rights Module of the Joint Masters' programme in Strategic Border Management. Most of the CF recommendations are now reflected in the final adopted version of the Module. The CF working group on training initiated systematic discussions with the Frontex Training Unit.

In 2014, Frontex requested CF support in its operational activities, particularly in the field of joint return operations. The forum was also actively engaged in the revision of internal guidelines for officers participating in joint operations with a fundamental rights

based approach and provision of information on the human rights situation in Third Countries. The CF was also invited to contribute to the drafting process of the Handbook on VEGA Children as well as the Joint Operation VEGA Children 2014 that served to test the operability and usefulness of its provisions.

To better understand the reality of border control in joint operations, a CF delegation conducted a visit to the Bulgarian-Turkish border in September 2014.

The CF published its first annual report in July.

Based on its first year of work, the Consultative Forum presented a proposal to the Management Board for revision of the Consultative Forum Working Methods. The Management Board adopted amendments on the number and scope of CF meetings (e.g. broadening their scope to allow for a more effective participation of Management Board representatives) and extended the term of CF Chairs from one to two years.



## 7. Internal Communication, Ethics and Integrity

### Fundamental Rights Training

As a result of the close cooperation with both the European Union Agency for Fundamental Rights and the UN High Commissioner for Refugees (UNHCR), as well as with support from the Fundamental Rights Officer, the concept of the basic fundamental rights training for Frontex staff has been developed. This Fundamental Rights training is a requirement stemming from the Frontex Regulation.

Basic two-day fundamental-rights trainings are mandatory for all Frontex staff. Following the first pilot session, as well as the subsequent three sessions organised in 2013, additional four sessions took place in 2014. All the courses were delivered by external fundamental-rights experts. Altogether, 138 Frontex employees had been trained so far.

The training objectives, are three-fold: knowledge, skills and attitude. Specifically, staff are expected to understand the basics and principles of fundamental rights, to be able to ap-

ply a human-rights perspective in their field of work or put them into practice using a "human-rights analysis tool" and consequently accept them as relevant to their work.

### Internal Communication

Information sessions on general interest topics such as Public Access to Documents, Anti-Fraud policy and the obligation of non refoulement in Frontex-coordinated operations were held for all staff throughout the year. In addition, at Brown Bag Luncheons, staff members held informal presentations during which they shared information and experience on different areas of Frontex activities and provided project updates. These popular events took place twice a month at lunch break.

The monthly electronic internal newsletter FrontexINFORMER continued to be a reference point for Agency developments as well as a platform for sharing news and information among Frontex staff.

## 8. Summary of Budgetary and Human Resources issues

The initial budget of EUR 89.2 million for activities indicated in the 2014 Frontex Programme of Work was based on a year of zero growth in terms of both financial and human resources.

The Management Board adopted an amending budget on 22 October 2014 for an additional EUR 4.2 million, hence the final budget for the year amounted to EUR 93.4 million. This budget amendment was necessary to re-

inforce the Agency's capacity to support the implementation of the Joint Operation Triton. This Frontex-coordinated operation was agreed upon at the end of September 2014 after a series of consultations between Frontex, the Italian authorities and DG HOME in response to the intensive migratory flows in the Central Mediterranean area throughout 2014.

By 31 December 2014, the Agency committed 99% of its appropriations, and used 69%



of its appropriations for payments. The final actual utilisation of appropriations for 2014 will be higher as Frontex can make payments on carryover appropriations until 31 December 2015.

## General Budget

The distribution of the 2014 budget reflects the importance given to operational activities. There is a 65:35 distribution ratio between operational and administrative titles.

As of 2014, Frontex started the implementation of Activity Based Budgeting (ABB). Core governance level activities were endorsed by the Management Board which forms the basis for the allocation of direct and indirect

Figure 1 Budget development 2010–2014

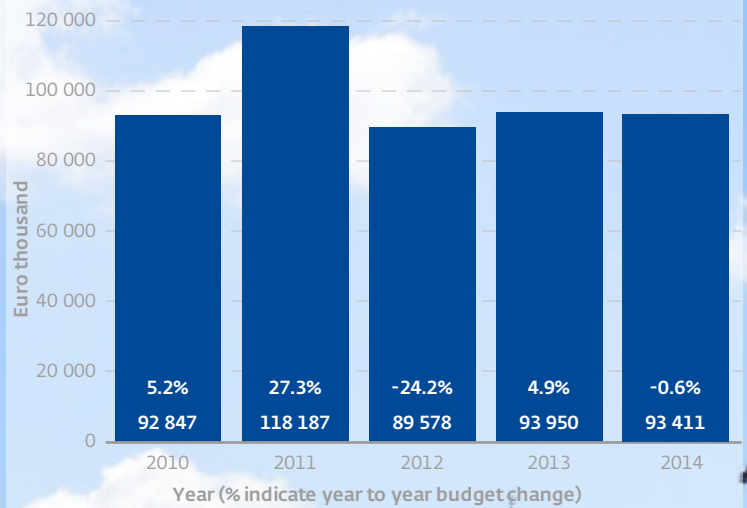


Figure 2 Regular budget distribution

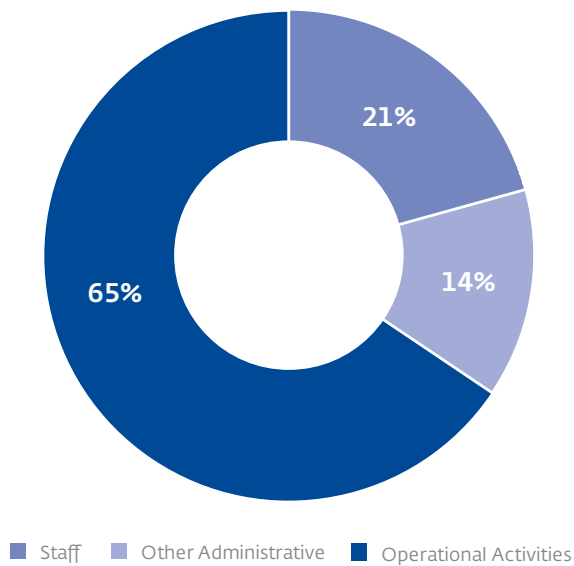
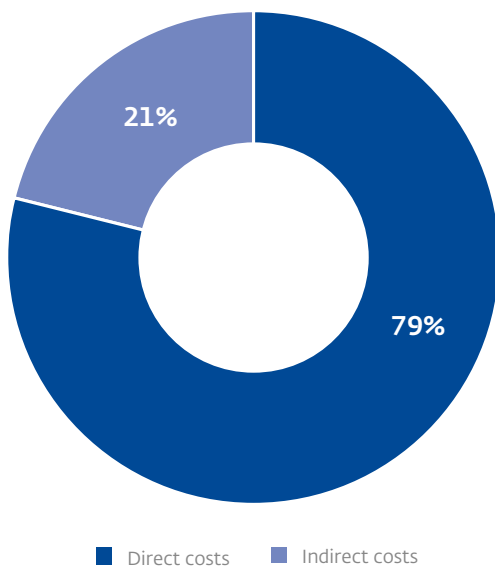


Figure 3 ABB distribution



costs. The implementation of the budget for 2014, based on ABB, indicated that 79% of the human and financial resources are directly attributable to the core operational activities. The purpose of ABB is that all resources, both human and financial, which are needed to implement an activity will be allocated to that activity. The Agency has identified the potential in the ABB approach to improve its resource utilisation and performance management.

### Operational Budget

From the 2014 operational budget amounting to EUR 60.5 million, 77% of the available funds were committed for joint operations (land, sea, air borders and return cooperation) as indicated in the chart below. This allocation of funds is guided by the Frontex Programme of Work as adopted by the Frontex Management Board. Additionally, the budget amendment adopted in October 2014 was allocated to reinforce operational activities in the Central Mediterranean area.

### Use of appropriations 2013 carried forward to 2014

By the close of the 2014 financial year, Frontex managed to use to a large extent the



payment appropriations made in 2013. Of the total amount carried forward from 2013 to 2014, EUR 28.9 million was paid in 2014, while EUR 2.8 million needed to be cancelled. The main reasons for the cancellations were related to the non-implementation of contracts or due to the fact that grant beneficiaries requested lower amounts than estimated at the beginning of an operational activity. Nevertheless, the total budget utilisation of the appropriations made available to Frontex in 2013 was 95%.

### Procurement

Part of the implementation of the Agency's budget relates to the execution of procurement procedures - purchasing products and services from contractors. It needs to be emphasised that Frontex is not outsourcing any of its operational activities. At the end of 2014, the Agency moved to new premises, which resulted in many procurement procedures for ICT equipment or furniture for the Agency's new premises. Overall, 1 087 procurement procedures were carried out in 2014 either by launching tenders or using Framework contracts concluded by the Agency or by the Commission.

Figure 4 Final Operational Budget Distribution

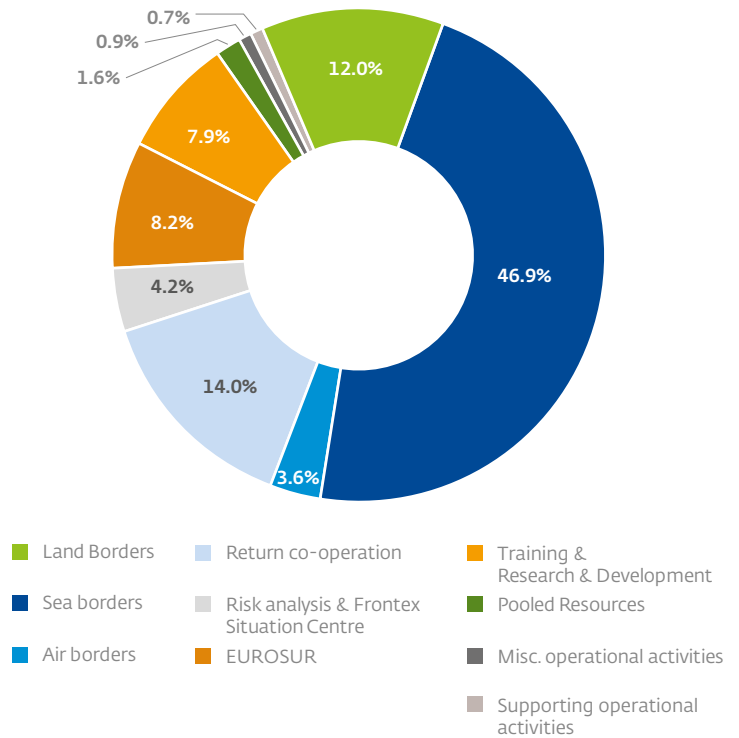
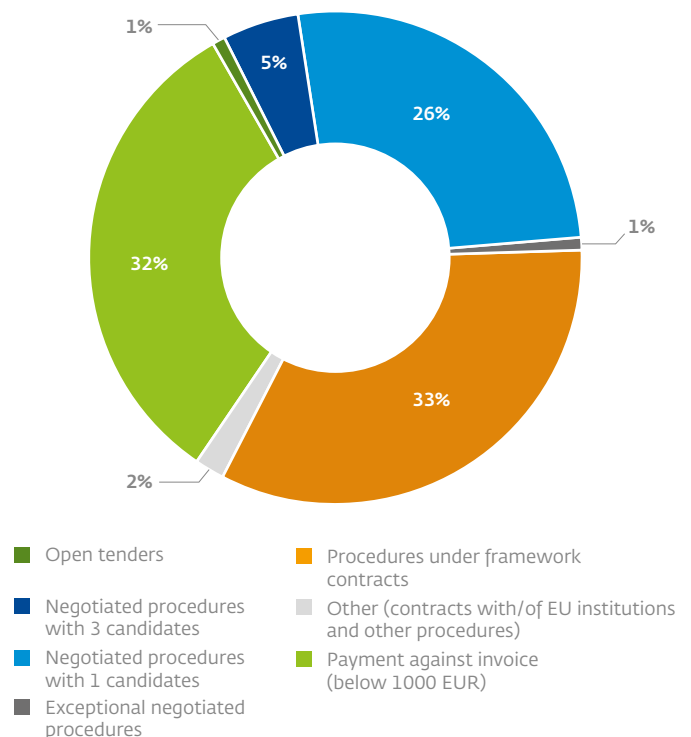


Figure 5 Procurement procedures



## Human Resources

### Recruitment

Similar to other EU Agencies and Institutions, Frontex committed to apply the 5% reduction objective over five years (2014-2018 inclusive) to the number of temporary agents employed at the Agency. Despite the requested reduction, recruitment within the Agency remains high mostly due to a high volume in the rotation of the staff.

There were 46 new staff members recruited in 2014. Thirty recruitment procedures were launched, of which 13 will be finalised in 2015. The procedure for the selection of the Frontex Executive Director was finalised by the Management Board Decision No 25/2014 on 26 November 2014, appointing Fabrice Leggeri as the new Executive Director.

Breakdown tables of staff members by Frontex entities and the number of temporary agents, contract agents and seconded national experts are attached as Annex K and Annex L.

In areas where additional support was needed, an external company continued to provide interim services. In 2014, 14 interim employees worked for the Agency on short term contracts.

### Staff Development and Training

In 2014, the staff members were provided with possible to attend:

- EU language courses (20 sessions),
- fundamental rights training (4 sessions),
- training on self-assessment in the context of annual appraisal exercise (6 sessions).

Sixty-seven other training courses were organised, including 60 specific courses ranging from training on biometrics to EU civil service law and EU public procurement reform.

As a result of the 2014 Reclassification Exercise, 15 temporary agents were reclassified to higher grade and are included in the figures under Annex L.

## 10. Annexes

### Annex A. List of Management Board Members

Country	Name	Position/Rank	Institution
Austria	Mr Robert Strondl	Head of Department of Operational Affairs Major General	Ministry of the Interior
Belgium	Mr Herbert Veyt	Director of Operations Chief Commissioner	Federal Police
Bulgaria	Mr Zaharin Penov	Director General General Commissioner	Chief Directorate Border Police
Croatia	Mr Zlatko Sokolar	Head of Border Police Directorate	Ministry of Interior
Cyprus	Mr Glykerios Leontiou	Commander of Aliens and Immigration Unit Superintendent A	Cyprus Police
Czech Republic	Mr Tomáš Tuhý <i>replaced by</i>	Deputy Police President Colonel	Police Presidium of the Czech Republic
	Mr Martin Vondrášek	Deputy Police President Colonel	
Denmark	Mr Richard Østerlund la Cour	Chief Superintendent	Danish National Police
Estonia	Mr Rando Kruusmaa	Deputy Director General Lieutenant Colonel	Police and Border Guard Board
Finland	Mr Matti Möttönen <i>replaced by</i>	Deputy Chief of the Finnish Border Guard Rear Admiral	Finnish Border Guard
	Mr. Ilkka Laitinen	Brigadier General	
France	Mr François Lucas <i>replaced by</i>	Director of Immigration	Ministry of Interior
	Mr Benoît Brocart	Director of immigration	
Germany	Mr Ralf Göbel	Chairman of the Frontex Management Board Deputy Director General	Federal Ministry of Interior Directorate General of the Federal Police Matters
Greece	Mr Alexandros Denekos <i>replaced by</i>	Director of Aliens Division Police Brigadier General	Hellenic Police
	Mr Alexandros Soukoulis	Police Brigadier General	
Hungary	Mr Zsolt Halmosi	Director General in charge of policing Major General	Hungarian National Police
Ireland	Mr John O'Driscoll	Head of Bureau Detective Chief Superintendent	Garda National Immigration Bureau (GNIB)
Italy	Mr Giovanni Pinto	Central Director of Central Directorate for Immigration & Border Police	Ministry of Interior
Latvia	Mr Normunds Garbars	Chief of the State Border Guard General	State Border Guard
Lithuania	Mr Vainius Butinas	Commander of the State Border Guard Service	State Border Guard Service

Country	Name	Position/Rank	Institution
Luxembourg	Mr Thierry Fehr	Director	National Airport Police Unit
Malta	Mr Neville Xuereb	Superintendent	Malta Police Force, Special Branch
Netherlands	Mr J.A.J Hans Leijtens	Commander Lieutenant General	Royal Netherlands Marechaussee
Poland	Mr Dominik Tracz	Commander-in-Chief of Border Guard Major General	Polish Border Guard
Portugal	Mr Manuel Jarmela Palos	National Director	Aliens and Border Service
Romania	Mr Ioan Buda	General Inspector	General Inspectorate of Romanian Border Police
Slovakia	Mr Ľudovít Bíró	Director	Border and Aliens Police Bureau, Presidium of Police Force
Slovenia	Mr Marko Gašperlin	Deputy Chairman of the Frontex Management Board Assistant Director Senior Police Superintendent	Ministry of the Interior General Police Directorate
Spain	Mr Emilio Baos Arrabal	General Commissioner	National Police Force
Sweden	Mr Sören Clerton	Deputy Commissioner Head of Division	National Bureau of Investigation/Central Border Management Division
UK	Mr Paul Morgan	Director for the South and Europe	Border Force (Home Office)
Iceland	Ms Sigríður Björk Gudjónsdóttir <i>replaced by</i>	District Commissioner	Sudurnes Police District
	Mr Ólafur Helgi Kjartansson	District Commissioner	
Norway	Mr Stein Ulrich <i>replaced by</i>	Senior Adviser	National Police Directorate
	Mr Jan Eirik Thomassen	Assistant National Police Commissioner	
Switzerland	Mr Héribert Wider	Lieutenant Colonel	Swiss Border Guard
Lichtenstein	Mr Mario Büchel <i>replaced by</i>	Head of Security and Traffic Division	National Police
	Mr Uwe Langenbahn	Deputy Chief	
European Commission	Mr Stefano Manservigi <i>replaced by</i>	Director General	Directorate General Home Affairs, European Commission
	Mr Matthias Ruete	Director General	
	Ms Belinda Pyke	Director - Migration and Borders	

## Annex B. List of Management Board Decisions adopted in 2014

01	Decision of MB on the Frontex Financial Regulation	08 January 2014
02	Decision of MB on the adoption of Programme of Work 2014 and the Budget 2014	14 February 2014
03	Decision of MB on the Public Access to Documents	19 February 2014
04	Decision of MB on IE request to participate in and contribute financially to operation activities coordinated by Frontex	19 March 2014
05	Decision of MB on UK request to participate in and contribute financially to operation activities coordinated by Frontex	19 March 2014
06	Decision of MB adopting rules relating to the technical equipment, including Overall Minimum Number of Technical Equipment (OMNTE) to be deployed for Frontex coordinated operational activities in 2015	26 March 2014
07	Decision of MB adopting Frontex General Report 2013	27 March 2014
08	Decision of MB on the adoption of the Frontex's Strategy and Multi Annual Plan 2015-2018	10 April 2014
09	Decision of MB on the adoption of the Unit Costs for Operational Activities	07 May 2014
10	Decision of MB on the adoption of the Multi Annual Staff Policy Plan 2015-2017	20 May 2014
11	Decision of MB on the adoption of MB's analysis and assessment of the Annual Activity Report 2013	20 May 2014
12	Decision of MB on applying by analogy certain Commission's Staff Implementing Rules	21 May 2014
13	Decision of MB on the presentation of the Consultative Forum Annual Report 2013	23 June 2014
14	Decision of MB on the adoption of the MB's opinion on the final accounts for 2013	26 June 2014
15	Decision of MB on the Amendment of Frontex Programme of Work (N1) And Frontex Budget 2014 (N1)	17 July 2014
16	Decision of MB on the Implementing rules to the Frontex Financial Regulation	19 August 2014
17	Decision of MB on the approval of the DED report to the MB on the use of power to give internal instructions on non-classified sensitive information	26 August 2014
18	Decision of MB authorising the request for derogations and non-application of certain EC implementing rules to the staff regulations	11 September 2014
19	Decision of MB on the revision of the working methods of the Frontex Consultative Forum and the modalities for the transmission of information to the Frontex Consultative Forum	24 September 2014
20	Decision of MB on the adoption of the dates planned for the MB meetings in 2015.	24 September 2014
21	Decision of MB on designation of the reporting officers for Executive Management's annual appraisals	25 September 2014
22	Decision of MB on granting differential allowance to Mr Gil Arias Fernandez for the period of his temporary assignment to the post of Executive Director	25 September 2014
23	Decision of MB authorising to request for derogations from the European Commission implementing rules on working time	25 September 2014
24	Decision of MB on the amendment of Frontex Programme of Work 2014 (N2) and Frontex Budget 2014 (N2)	22 October 2014
25	Decision of MB on the appointment of the Executive Director	26 November 2014
26	Decision of MB on the establishment of a permanent MB working group on budget and accounts	27 November 2014

## Annex C. Situation at the external borders in 2014

Detections of illegal border-crossing reached a new record of more than 280 000 in 2014. This was twice as much as the previous high of 140 000 detections in 2011, the year of the Arab Spring. This unprecedented number of migrants crossing the EU external border illegally mainly had its roots in the civil war in Syria and instability in other countries in the region, including the emergence of the militant organisation known as the Islamic State. In addition the crisis in Iraq and lack of effective government in Libya have created the region's worst refugee crisis since the Second World War.

This unprecedented number of migrants detected on the external borders of the EU had several implications for border control authorities and EU internal security:

1) Most of detections of irregular migrants were reported as part of search and rescue operations in the Central Mediterranean area. In 2014, border control authorities saved the lives of thousands of people. Not all could be helped, unfortunately, as facilitators have increasingly used unsafe, overcrowded boats, stretching to the limit the capacities of search and rescue operations of the EU coastal states.

2) The surging demand for crossing to the EU has also created new modus operandi. Since September, Frontex has monitored an increasing use of large cargo ships to transport migrants directly from the Turkish coast to Italy. This multi-million euro business for organised crime groups is likely to be replicated in the Central Mediterranean area. Another worrying trend has been the increasing de-

liberate attempts to involve merchant ships in rescuing migrants. This has prompted the International Maritime Organization (IMO) to voice concerns of the shipping industry over its involvement in rescue operations.

3) With a record number of migrants crossing the border illegally, most resources were devoted to their immediate care, and not towards screening and obtaining basic information like their nationality. Consequently, upon arrival in the EU, many migrants continued their journey to other Member States, increasing the movements of persons staying illegally within the EU.

### Entry points

The increase in the number of illegal border-crossing in 2014 was not evenly distributed along all border sections. Three areas can be identified as the major entry points:

1) The Central Mediterranean: In the annual total for 2014, detections of illegal border-crossing on the Central Mediterranean route accounted for the largest percentage of all detections (170 664, or 60% of the total). This represented a fourfold increase in detections compared to 2013. Most migrants departed from Libya where facilitators continue to take advantage of the lack of law enforcement capacities to prevent departures. The peak in detections was reached in June, but detections for the last months of the year continue to be much higher than in previous years, suggesting that many more migrants could arrive in the spring.

2) Detections on the Eastern Mediterranean route also increased, from about 25 000 in 2013 to nearly 51 000 in 2014. In contrast to 2013, when detections were split between land and sea border, nearly 85% of the detections were reported from the Aegean Sea (around 43 000). This sharp increase in the Aegean Sea meant that migrants departed from a larger number of areas than in previous years and arrived in a larger number of islands, stretching capacity of surveillance. Indeed, in many cases, many were not detected while sailing, but once they had already reached the land.

3) For the second year in a row, detections in the Western Balkans increased significantly from 6 391 in 2012 to 19 951 in 2013 to 43 357 in 2014. This brought the Western Balkan route on par with detections in the Aegean Sea. While the Western Balkans route includes several border sections virtually all detections (97%) were reported at the green border between Hungary and Serbia.

Elsewhere along the external borders, there have been episodes of high pressure, but at a smaller scale. Detections increased by 15% in the Western Mediterranean area (7 842 compared to 6 838 in 2013), mostly at the land border in Melilla (Spanish enclave in Morocco). Circular migration between Albania and Greece remained stable with about 8 800 detections in 2014. A similar stable trend was reported from the Eastern land border with 1 275 detections.

## Main nationalities

In terms of nationalities, Syrians (79 169) represented 28% of the total number of irregular migrants who arrived in the EU in 2014. They were also the top nationality for other indicators, in particular asylum applications, reflecting the dire situation in Syria and the desperate plight of Syrian asylum seekers. However, the vast majority of Syrians did not

apply for asylum in the Member States of entry (mostly Italy and Greece) but primarily in Germany and Sweden.

The detections of Eritreans also reached a record level (more than 34 600, compared to 11 300 in 2013). They were mostly arriving through Libya on the Central Mediterranean route. Like Syrians, they did not apply for asylum in the Member States of entry, but rather continue to other Member States. According to findings gathered by Frontex joint debriefing teams, many of the Eritreans had lived for some time in Libya but decided to leave for Italy because of the violence they were facing. Other Eritreans claimed they had been deported from Israel in April 2014, when the authorities there did not renew their permit of stay.

Detections of Afghans sharply increased to around 22 000 from about 9 500 in 2013. Afghans were detected on the Eastern Mediterranean route (mostly crossing the Eastern Aegean Sea to Greece), and then once again on the Western Balkan route at the Hungarian-Serbian land border (totalling 8 342).

Detections of citizens from Kosovo crossing the land border illegally between Serbia and Hungary sharply increased to total more than 22 000 detections in 2014 (compared to 6 129 in 2013). This trend has been at least partially linked with rumours among Kosovo population that France's decision to remove Kosovo from the national list of safe countries will make it more straightforward to obtain asylum in this Member States.

## Other indicators

Among the other indicators, the strongest increase in terms of percentage and volume was reported to EASO for asylum applications, reaching about 650 000 applications at the EU level (up 40%). As with illegal border-crossing, the top nationalities were Syrians

and Eritreans, as indeed many entered the EU to escape violence in their country of origin. However, in most cases they did not apply for asylum in the Member States of entry, but in other EU countries.

There were 441 780 detections of illegal stays in the EU, which represents an increasing trend compared to the year before and recent reporting periods. However, the actual trend is difficult to establish due to specific reporting requirements in various Member States that bias the data.

There was a steady trend of 161 309 third-country nationals effectively returned to countries outside the EU. In terms of nationalities, there is a striking difference between the nationality detected crossing the border illegally or staying illegally in the EU, and the nationality effectively returned. Most effective returns concerned Albania nationals, followed by citizens of Pakistan and Ukraine.

Member States reported a total of 115 061 refusals of entry at the external borders of the EU, a decrease of 11% compared to last year. The decrease is due to the fact that 2013 was a record year, following the exceptionally large

number of Russians of Chechen origin applying for asylum in Poland and Germany after being refused entry. This modus operandi was not used so much in 2014 due to successful media campaigns in Chechnya.

Detections of facilitators increased by 41% to about 10 000, mostly due to increased detections in Spain and Greece. Italy reported a stable number of facilitators compared to 2013.

Detections of fraudulent documents remained relatively stable, with 9 400 detections reported to Frontex. As in the previous year, this number appears very low compared to the multi-million flow of passengers on entries into the EU.

Detections of clandestine entry in vehicles increased strongly from 599 in 2013 to 3059 in 2014. The increase was mostly due to a tenfold increase in detections reported from the Bulgarian border crossings along the land border with Turkey. The increase started in August, possibly as an indirect consequence of enhanced measures at the green border that might have caused a partial displacement of the flow from green border to border crossing points, by way of clandestine entries



## Annex D. List of Joint Operational Activities

### Air Borders

Name of the Project	Operational area	Lenght	Participating MS and TC
<b>JO VEGA Children 2014</b>	9 Participating airports: Amsterdam, Brussels, Frankfurt, Geneva, Lisbon, Madrid, Bucharest, Porto, Zurich	63 days	8 Member States: Belgium, Switzerland, Germany, Spain, Netherlands, Portugal, Romania, Ireland International Organizations: International Organization for Migration – IOM, United Nations High Commissioner for Refugees – UNHCR. Non-Governmental Organizations: Caritas Austria, Terre des Hommes and Croatian Law Centre.
<b>JO Focal Points 2014 Air – Regular</b>	28 EU Focal Points Air activated: Amsterdam, Arlanda, Athens, Bergamo, Brussels, Budapest, Paris Charles de Gaulle, Dusseldorf, Rome Fiumicino, Frankfurt, Geneva, Helsinki, Ljubljana, Lisbon, Lyon, Madrid, Marseille, Munich, Milano Malpensa, Nice, Orly, Bucharest, Prague, Riga, Vienna, Vilnius, Warsaw, Zurich Airports 5 Coordination Point airports activated: Skopje, Tirana, Sarajevo, Belgrade, and Chisinau Airports	352 days (permanent operation)	24 Member States: Austria, Belgium, Bulgaria, Switzerland, Czech Republic, Denmark, Germany, Estonia, Finland, France, Hungary, Spain, Greece, Italy, Latvia, Lithuania, Netherlands, Norway, Poland, Portugal, Romania, Slovenia, Slovakia, Sweden 6 Third Countries: Albania, Bosnia and Herzegovina, The Former Yugoslav Republic of Macedonia, Serbia, Moldova and Turkey
<b>JO Focal Points 2014 Air – Intermediate Managers</b>	20 EU Focal Points Air activated: Amsterdam, Athens, Brussels, Bucharest, Dusseldorf, Frankfurt, Helsinki, Lisbon, Madrid, Milano Malpensa, Munich, Paris Charles de Gaulle, Paris Orly, Prague, Riga, Rome Fiumicino, Vienna, Vilnius, Warsaw, Zurich 1 Coordination Point airport activated: Tbilisi	280 days (permanent operational concept)	24 Member States: Austria, Belgium, Bulgaria, Croatia, Czech Republic, Germany, Denmark, Estonia, Finland, France, Greece, Hungary, Italy, Iceland, Latvia, Lithuania, Netherlands, Poland, Portugal, Romania, Spain, Slovenia, Sweden, Switzerland 3 Third Countries: Cape Verde, Georgia, Ukraine
<b>PP Flight Tracking</b>	8 EU Interbational Airports: Vienna, Brussels, Dusseldorf, Rome Fiumicino, Milan Malpensa, Ljubljana, Zurich, Amsterdam 3 Third Country Airports: Tirana, Belgrade and Skopje	70 days	Member States: Austria, Belgium, Switzerland, Germany, The Netherlands, Italy, Slovenia and Sweden Third Countries: Albania, the Former Yugoslav Republic of Macedonia and Serbia

Name of the Project	Operational area	Lenght	Participating MS and TC
<b>JO Alexis 2014</b>	33 EU International airports: Amsterdam, Athens, Barcelona, Bergamo, Bratislava, Brussels, Budapest, Bucharest, Copenhagen, Paris Charles de Gaulle, Paris Orly, Geneva, Lyon, Prague, Sofia, Cologne, Dusseldorf, Geneva, Helsinki, Ljubljana, Lisbon, Madrid, Marseille, Milano Malpensa, Porto, Riga, Roma Fiumicino, Tallinn, Timisoara, Stuttgart, Vienna, Vilnius, Warsaw	124 operational days	24 Member States: Austria, Belgium, Bulgaria, Czech Republic, Germany, Denmark, Estonia, Finland, France, Greece, Hungary, Italy, Latvia, Lithuania, Luxembourg, Netherlands, Poland, Portugal, Romania, Spain, Slovakia, Slovenia, Switzerland, United Kingdom  6 Third Countries: Albania, Bosnia and Herzegovina, Macedonia, Moldova, Georgia, Ukraine
<b>JO Pegasus 2014</b>	9 EU International Airports: Lisbon, Milan Malpensa, Stockholm, Vienna, Madrid, Lisbon, Bergamo, Athens, Paris Charles de Gaulle	149 operational days	11 Member States: Austria, Estonia, Greece, Spain, Romania, Latvia, The Netherlands, Italy, France, Sweden, Portugal

## Land Borders

Name of the Project	Operational area	Lenght	Participating MS and TC
<b>JO Focal Points 2013 (extension)</b>	Bulgaria, Croatia, Greece, Hungary, Poland and Romania	90 operational days	19 Member States: Austria, Bulgaria, Switzerland, Croatia, Czech Republic, Germany, Estonia, Finland, France, Hungary, Greece, Lithuania, the Netherlands, Norway, Poland, Portugal, Romania, Slovenia, Slovakia
<b>JO Focal Points 2014 Land</b>	Bulgaria, Croatia, Estonia, Finland, Greece, Hungary, Latvia, Lithuania, Norway, Poland, Romania and Slovakia	275 operational days	25 Member States: Austria, Belgium, Bulgaria, Switzerland, Croatia, Czech Republic, Denmark, Germany, Estonia, Finland, France, Hungary, Greece, Italy, Latvia, Lithuania, the Netherlands, Norway, Poland, Portugal, Romania, Slovenia, Slovakia, Spain, Sweden  6 Third Countries: Albania, Bosnia and Herzegovina, The Former Yugoslav Republic of Macedonia, Serbia, Moldova, and Ukraine
<b>JO Coordination Points 2014</b>	designated border crossing points/ Hosting Third Countries Albania, the former Yugoslav Republic of Macedonia, Moldova, Ukraine	255 operational days	12 Member States: Austria, Croatia, Estonia, Finland, France, Hungary, Latvia, the Netherlands, Poland, Romania, Slovenia, Switzerland
<b>JO Poseidon Land 2013 (extension)</b>	Greece and Bulgaria	85 operational days	15 Member States: Austria, Bulgaria, Switzerland, Estonia, Finland, Greece, Lithuania, the Netherlands, Poland, Portugal, Romania, Slovenia, Spain, United Kingdom

Name of the Project	Operational area	Lenght	Participating MS and TC
<b>JO Poseidon Land 2014</b>	Greece and Bulgaria	281 operational days	25 <i>Member States</i> : Austria, Belgium, Bulgaria, Switzerland, Croatia, Czech Republic, Denmark, Germany, Estonia, Finland, France, Hungary, Greece, Latvia, Lithuania, Malta, the Netherlands, Norway, Poland, Portugal, Romania, Slovenia, Spain, Sweden, the United Kingdom 1 <i>Third Country</i> : Moldova
<b>JO Flexible Operational Activities 2014</b>	Hungary, Croatia, Poland	171 operational days	18 <i>Member States</i> : Austria, Bulgaria, Switzerland, Croatia, Czech Republic, Germany, Estonia, Finland, France, Hungary, Latvia, Lithuania, Poland, Portugal, Romania, Slovakia, Slovenia, Spain 4 <i>Third Countries</i> : Albania, Bosnia and Herzegovina, Serbia, Moldova
<b>JO Rex 2014</b>	Croatia	20 operational days	17 <i>Member States</i> : Austria, Bulgaria, Switzerland, Denmark, Germany, Estonia, Finland, France, Latvia, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden 2 <i>Third Countries</i> : Albania, Bosnia and Herzegovina

## Sea Borders

Name of the Project	Operational area	Lenght	Participating MS and TC
<b>JO EPN Triton 2014</b>	Central Mediterranean	61 days	<i>Host MS</i> : Italy 18 <i>Member States</i> : Austria, Belgium, Denmark, France, Germany, Greece, Iceland, Lithuania, Malta, Netherland, Norway, Poland, Portugal, Romania, Slovenia, Spain, Switzerland, United Kingdom
<b>JO EPN Hera 2014</b>	Atlantic region	92 days	<i>Host MS</i> : Spain 1 <i>Member State</i> : France
<b>JO EPN Indalo 2014</b>	Western Mediterranean	151 days	<i>Host MS</i> : Spain 9 <i>Member States</i> : Belgium, Denmark, Finland, France, Greece, Italy, Portugal, Romania, Slovakia 1 <i>Third Country</i> : Moroccan Observer based on bi-lateral agreement with Spain

Name of the Project	Operational area	Lenght	Participating MS and TC
JO EPN Minerva 2014	Western Mediterranean (seaports)	40 days	Host MS: Spain 15 Member States: Belgium, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Italy, Netherlands, Norway, Portugal, Romania, Slovenia, Sweden, Switzerland 1 Third Country: Ukraine Moroccan Observer based on bi-lateral agreement with Spain
JO EPN Hermes 2013	Central Mediterranean	120 days	Host MS: Italy 11 Member States: Belgium, Denmark, Finland, France, Italy, Netherlands, Poland, Portugal, Romania, Spain, Sweden
JO EPN Hermes 2014	Central Mediterranean	184 days	Host MS: Italy 19 Member States: Austria, Belgium, Denmark, France, Germany, Greece, Iceland, Lithuania, Malta, Netherland, Norway, Poland, Portugal, Romania, Slovenia, Spain, Switzerland, United Kingdom, Czech Republic 2 Third Countries: Turkey, Moldova
JO EPN Aeneas 2013/ 2014	Central Mediterranean	273 days	Host MS: Italy 15 Member States: Belgium, Denmark, Estonia, France, Germany, Greece, Lithuania, Netherland, Norway, Poland, Portugal, Romania, Spain, Sweden, Switzerland; 3 Third Countries: Albania, Georgia, Turkey
JO Poseidon Sea 2013/2014	Eastern Mediterranean	365 days	Host MS: Greece 20 Member States: Austria, Bulgaria, Croatia, Denmark, Estonia, Finland, France, Germany, Iceland, Italy, Latvia, Lithuania, Malta, Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Spain, Sweden, United Kingdom 2 Third Countries: Albania, Georgia
JO Focal Points Sea 2014	Border Crossing Points in 9 MS: Romania, Bulgaria, Spain, Portugal, Slovenia, Croatia, Lithuania, Finland and Estonia	178 days	Host MS: Portugal, Spain, Slovenia, Croatia, Finland, Estonia, Lithuania, Bulgaria, Romania 19 Member States: Austria, Bulgaria, Belgium, Denmark, Estonia, Finland, France, Germany, Latvia, Lithuania, Netherlands, Norway, Portugal, Romania, Slovakia, Slovenia, Czech Republic, Spain, Sweden
EPN General	EPN General activities: EPN Common Patrols/ EPN ALPHA & FOXTROT AREA 3 rounds, Frontex Compatible Operational Image, Frontex Positioning System and tailored meetings/workshops	365 days	all MS
			<b>1829 days in total</b>

## Returns

Name of the Project	Operational area	Lenght	Participating MS and TC	
<b>Return Operations Sector</b>				
<b>JO Attica 2014</b>	GR – external land and sea borders and Athens BG – external land border and Sofia	365 days	Host MS: Greece and Bulgaria	Austria, Denmark, Estonia, France, Italy, Latvia, the Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, United Kingdom
<b>Joint Return Operations</b>				
No.	Destination(s)	Organising country	Participating states (with returnees)	Total no. of returnees
1	Nigeria	Italy	IT, MT, GR	42
2	Pakistan	Greece	GR, ES	41
3	FYR of Macedonia	Germany	DE, SE	80
4	Nigeria	UK	UK, BG, DK, DE, IS, NL, ES, SE	62
5	Serbia	Germany	DE, SE	67
6	Albania (TC)	France	FR, BE, ES	48
7	Pakistan	Greece	GR, ES	50
8	Georgia	Spain	ES, FR, AT, GR, PL, SE	27
9	Colombia & Dominican Rep.	Spain	ES, GR	96
10	Kosovo	Austria	AT, FI, SE, DE, FR, HU, SK	45
11	Pakistan	Greece	GR, FR, HU, PL, SE	32
12	Nigeria	Italy	IT, BG, DK, ES, FI, FR, GR, LT, NO, SE	50
13	Serbia & FYR of Macedonia	Spain	ES, FR, DE	29
14	Bosnia i Herzegovina & Albania	Germany	DE, SE, FR, FI, ES	74
15	Serbia	Germany	DE, SE	65
16	Nigeria	The Netherlands	NL, NO, SE, FR, PL, BG, DE, RO, ES, MT	43
17	Kosovo	Austria	AT, FI, FR, DE, HU, SE	71
18	Nigeria	Italy	IT, BG, FR, DE, NO, MT, PT, CH	50
19	DRC	Belgium	BE, FR, LU	20
20	Kosovo	Sweden	SE, NO, HU, DE.	44
21	Albania (TC)	France	FR, BE, FI	51
22	Pakistan	Spain	ES, FR, BG, BE, LT, MT, SE	27
23	Ecuador & Colombia	Spain	ES, BG	94
24	Nigeria	Austria	AT, FR, DE, FI, CH, GR, DK, SK, NO, MT	26
25	Serbia & FYR of Macedonia	Germany	DE, LU	42
26	Albania & Georgia	Spain	ES, FR, GR, SE, NO	44
27	Nigeria	Italy	IT, BG, FI, GR, NO, PL	45
28	Kosovo	Hungary	HU, DE, FI	70
29	Pakistan	Greece	GR, BG, LT	43
30	Kosovo	Sweden	SE, DE, FR, HU	76
31	Georgia (TC)	Switzerland	CH, FR, DE, DK, PL	15
32	Bosnia i Herzegovina & Serbia	Germany	DE, SE, LU	60
33	Nigeria	The Netherlands	NL, DK, SE, FI, PT, CH, NO, DE, BG, MT, BE, ES	41
34	Albania	Sweden	SE, FI, DE, BE, FR, ES	60
35	DRC	Belgium	BE, FI, RO	23
36	Kosovo	Hungary	HU, AT, DE, FR	69
37	Serbia & Albania	Germany	SE, DE	54
38	Georgia (TC)	France	FR, DK, DE, LT, NL, PL	18
39	Kosovo	Austria	AT, HU	50

**Joint Return Operations**

<i>No.</i>	<i>Destination(s)</i>	<i>Organising country</i>	<i>Participating states (with returnees)</i>	<i>Total no. of returnees</i>
40	Pakistan	Spain	ES, BG, PL	26
41	Serbia	Sweden	SE, DE	56
42	Albania & Georgia	Austria	AT, ES, FR, DE, FI, LT	75
43	Nigeria	Norway	NO, DK, FI, GR, ES, PT, SE, CH	47
44	Russia	Poland	PL, CH	42
45	Kosovo	Hungary	HU, FI, DE	81
<b>Sum of returnees in 2014</b>				<b>2271</b>

## Annex E. Comparative Analysis of Joint Operational Activities 2014

### At Air Borders

The number of officer-days of air border joint operations increased from 5 988 officer-days in 2013 to 6 703 in 2014 despite a slight reduction in the budget, mainly due to the continuous deployment of SGOs in the operational areas.

Six joint activities were carried out for a total of 1 038 operational days, while in 2013 the air border operational activities were implemented under the umbrella of three large scale joint operations for a total of 680 operational days.

The number of deployed officers fell 8% (241 in 2013 versus 222 in 2014), but the duration of deployments was extended especially in the case of SGOs.

The number of participating MS/SAC remained very high (28) and additional eight Third Countries took part in joint operations.

The budget of Air Border Sector was decreased to EUR 2 200 000 EUR from EUR 2 255 000 in 2013.

### At Land Borders

In 2014, seven joint activities (including REX) were carried out at external land borders for a total of 1 177 operational days, while in 2013 eight joint activities (REX included) took place for a total of 1 061 operational days.

The number of deployed officer rose to 1 008 from 984 in 2013 and the average duration of

deployments was extended, especially in the case of SGO deployment.

The number of hosting MS/SAC remained the same (12); the number of participating MS/SAC remained very high (28 in 2014 compared to 27 in 2013) as well as the level of participation of TC (four in 2014 and five in 2013).

In 2014, the budget of Land Border Sector was EUR 7 480 000, or 2.2% lower than in 2013 (EUR 7 641 900).

The area of gravity was partly on the Greek-Turkish and Bulgarian-Turkish land borders, where the Joint Operation Poseidon Land 2013 extension and Poseidon Land 2014 were implemented continuously throughout the year and partly on the Hungarian-Serbian and Croatian-Serbian land borders, where Joint Operations Focal Points Land, Flexible Operational Activities were implemented. Operational activities at those border sections were mainly focused on specialised green border surveillance and debriefing activities.

The deployment of additional Hellenic Police officers along the Greek-Turkish land border, in the framework of national operation "Aspida" (shield) launched as from August 2012, continued in 2014. The Bulgarian authorities implemented a similar large scale special operation (as from November 2013), leading to a sharp decrease of the detections in the area. Comparing data collected during the course of 2013 and 2014, a 54% decrease in the number of apprehension was reported in the operational area of Poseidon Land in 2014 compared to 2013. While the Greek authorities reported an increase

of 93% in the number of apprehended migrants in their area, irregular migration pressure decreased in the Bulgarian operational area by roughly 66% in comparison with the previous year. The displacement of irregular migrants towards Greek territory can be linked to the extension of the Bulgarian special police operation, the further extension of the Integrated Border Surveillance System (IBSS) and the completion of the engineering technical obstacle (ETO) at the Bulgarian–Turkish border.

### At Sea Borders

Aiming to facilitate interoperability and flexible response to the irregular migration phenomena and cross-border crime, eight joint maritime operations and seven tailored activities, as well as coordination of national patrolling in predefined European Patrol Network (EPN) areas were implemented in 2014.

The number of operational days in sea operations in 2014 increased by 8% (1 829 in 2014 versus 1 689 in 2013), due to activation of EPN-Triton in the Central Mediterranean area.

In 2014, Frontex significantly increased its budget for sea operation. The scale of Frontex-financed technical means' deployment was 60 % higher compared with previous year (43 006 patrolling hours versus 26 590). This corresponded to the increased number of guest officers deployed in maritime operations.

Deployed experts performed 50% more operational officer-days (some 20 000 compared to 13 352). In addition, during the maritime joint operations, crew members performed 33 767 operational officer-days (27,300 in 2013). The increase was a result of more intensive patrolling activities.

The number of participating EU MS/SAC in joint sea operations stood at 28, as in the pre-

vious year. There were also six Third Countries involved in sea operations in 2014, one more than in 2013.

With regard to financing of the operation activities, the budget for the year 2014 was EUR 28 383 700 compared to previous year allocation of EUR 28 885 000. This budget was however complimented by 6 800 000 EUR from the 2013 budget which was dedicated to extensions of sea operations in 2014.

In total, 217 776 migrants (some 600 migrants per day) were intercepted during the joint sea operations in 2014 in contrast to 53 758, or about 147 per day, in 2013. The migration pressure in Central Mediterranean areas represented main part of the overall flows via sea borders – approx. 170 000 migrants arrived to Italy during sea operations in 2014. Furthermore, 1 086 suspected facilitators were apprehended during the joint maritime operations – three times the previous year's tally of 357.

For the second year in a row, there was a five-fold increase in migration flows in the Central Mediterranean, where the risk of fatalities was also considerably high due to use of unseaworthy overloaded boats.

In the area covered by JO Poseidon Sea, the number of migrants increased more than four-fold compared with previous year (approx. 45 000 in 2014 versus 10 815 in 2013).

Assets taking part in Frontex-coordinated operations rescued 173 543 migrants, nearly four times the number from the previous year, or 475 people per day, on average.

During the maritime joint operations some other types of cross-border crime, including drug trafficking were detected.

Some 43 tonnes of hashish worth more than EUR 65 million and 35 kg of cocaine worth



2 million were seized and 344 suspected drug traffickers were arrested.

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

Moreover, twenty-four million contraband cigarettes worth EUR 2.8 million were also seized and seven cases of possible sea pollution and two cases of possible illegal fishing were detected.

## Return Operations

Frontex organised 45 joint return operations (JROs) in 2014 with a total of 2 271 returnees compared to 39 JROs with 2 152 returnees in 2013. Even though four flights to African countries were cancelled due to the Ebola outbreak, this was still the largest number of operations and returnees since 2006.

Fourteen Member States took the role of a JRO organiser in 2014. Greece and Hungary organised the JROs for the first time. The top five destination countries of joint returns in 2014 were Nigeria, Kosovo, Albania, Serbia and Pakistan, together making up 37 of the 45 joint return operations.

In 2014, one joint operation (JO Attica) lasting all year round was carried out, as in the previous year. The number of Member States participating in the JO remains unchanged, while the number of deployed officers fell 40%. However, the duration of deployments was extended due to the new concept of SGO deployments. The number of deployed interpreters was increased by 61%, covering more operational locations.

For the year 2014, the budget of Return Operations Sector was increased by 1.76%.

## Focal Points

The Focal Points Concept continued to serve as a platform at air, sea and land external borders for the further development of cooperation between EU Member States and also for the cooperation with Third Countries by deployment of border guards to provide operational support and to gather experience and best practices.

Furthermore, the concept supported the implementation of other regional and local joint operations launched in the same operational areas and enabled the reinforcement of border sections affected by irregular migration.

During JO Focal Points 2014 Air – Regular Officers Member States and Third Countries deployed and hosted 65 officers in total at different airports within and outside the European Union, including deployment of seven observers from six Third Countries, five EU officers as advisors deployed at Non EU airports. Moreover, four Frontex Seconded Guest Officers were deployed at number of EU airports to support the local authorities with expertise.

During JO Focal Points 2014 Land – 12 MS hosted the Focal Points at the BCPs and 24 MS were participating. In total there were 173 officers deployed for 8 788 officer-days.

During JO Focal Points 2014 Sea – 9 MS hosted the Focal Points at the seaport border crossing points and 19 MS participated. In total, 37 officers were deployed for 1,153 officer-days.

## Annex G. List of Training Projects

### PROJECTS

Project ref. number	Project title / Type of event	Number of events	Number of participants	Number of man-days
2014/TRU/2	<b>European Joint Masters in Strategic Border Management</b>			
	Other activities	8	310	1 033
2014/TRU/4	<b>Curricula for Mid-Level Border Guard Education</b>			
	Training	2	36	432
	Other activities	12	149	554
2014/TRU/19	<b>Development and certification of training experts</b>			
	Training	1	18	54
	Other activities	4	21	70
2014/TRU/20	<b>Profile training for Maritime Border Surveillance Officers</b>			
	Training	1	8	16
	Other activities	3	21	58

### ACTIVITIES / BUSINESS AS USUAL

BaU ref. number	BaU title / Type of event	Number of events	Number of participants	Number of man-days
2014/TRU/1	<b>Common Core Curriculum for EUBG basic training</b>			
	Training	13	165	1 400
	Other activities	9	150	509
2014/TRU/3	<b>SQF for Border Guards and Educational Standards in line with Bologna / Copenhagen principles</b>			
	Training	3	66	308
	Other activities	7	49	104
2013/TRU/5	<b>Air Crew Training</b>			
	Training	2	16	48
	Other activities	3	34	60
2014/TRU/6	<b>Training and certification of EUBG canine team instructors</b>			
	Training	6	202	2 047
	Other activities	5	10	36
2014/TRU/7	<b>Falsified documents detection training</b>			
	Training	8	57	506
2014/TRU/8	<b>Training for Schengen Evaluators</b>			
	Training	3	88	343
	Other activities	6	58	112

<b>BaU ref. number</b>	<b>BaU title / Type of event</b>	<b>Number of events</b>	<b>Number of participants</b>	<b>Number of man-days</b>
<b>2014/TRU/9</b>	<b>Training in the field of return operations</b>			
	Training	6	96	416
	Other activities	4	23	70
<b>2013/TRU/10</b>	<b>Detection of stolen vehicles training</b>			
	Other activities	4	10	79
<b>2014/TRU/11</b>	<b>Training tools for EBGT and Schengen Borders Code</b>			
	Other activities	23	206	533
<b>2014/TRU/12</b>	<b>Second-line Airport Officers' Profile Training</b>			
	Training	4	81	738
	Other activities	3	29	41
<b>2014/TRU/13</b>	<b>Training in English communication for Border Guards</b>			
	Training	5	88	243
	Other activities	3	15	45
<b>2014/TRU/14</b>	<b>Profile trainings for Intelligence Professionals</b>			
	Training	9	157	1 183
	Other activities	6	44	96
<b>2014/TRU/16</b>	<b>Fundamental rights and anti-trafficking in human beings</b>			
	Training	5	108	324
	Other activities	6	43	74
<b>2014/TRU/17</b>	<b>Training Unit ICT platform</b>			
	Other activities	4	6	19
<b>2014/TRU/18</b>	<b>Training Support Network</b>			
	Training	1	32	97
	Other activities	10	204	306
<b>SUMMARY</b>		<b>Total number of events</b>	<b>Total number of participants</b>	<b>Total number of man-days</b>
		<b>189</b>	<b>2 600</b>	<b>11 954</b>

## Annex H. Fundamental Rights Progress Report 2014

### Introduction

Art. 1, paragraph 2 of the Frontex amended Regulation explicitly indicates that the Agency, when implementing its mandate, shall always act in full compliance with the EU Charter of Fundamental Rights, relevant obligations and principles of international law. The Frontex Fundamental Rights Strategy, adopted in March 2011, together with its Action Plan, refer to the Fundamental Rights Progress Report (Par 37 and Action 18, respectively). Following the structure of the strategy, the current Progress Report aims to provide an overview of the current state of play and progress made by Frontex in 2014 as regards the implementation of the Fundamental Rights Strategy and Action Plan in particular in the areas of joint operations, Risk Analysis and Capacity Building.

Article 1 paragraph 2 of the Frontex Regulation further states that the Agency shall take into consideration the reports of the Consultative Forum in accordance to Art. 26(a) of the Regulation. The Consultative Forum prepares a specific annual and public report of its activities. The very first CF Annual Report covering its activities and strategic recommendations in 2013 was published on 28 July 2014.

The present Progress Report covers the period from January to December 2014.

### Joint Operations

#### 1. Operational Plans, Operational Briefings, Reporting system

Specific sections on “Fundamental rights in Frontex coordinated activities” and the “Code of Conduct” were introduced in the Handbooks of the Operational Plans for all Frontex-coordinated joint operations. The Handbooks were developed for each type of operation (land, sea, air, return). The standard text related to Fundamental Rights has been established in cooperation with FRO and the Legal Affairs Unit.

All participants in Frontex coordinated joint operations and activities are introduced to the importance of fundamental rights issues during Operational Briefings, organised by Frontex and the Host Member States and delivered to guest officers before their actual deployment to the operational areas. During the briefings, guest officers receive information on the fundamental rights principles that apply to all Frontex coordinated activities and the obligation to promote and protect fundamental rights, including the principle of non-refoulement, in line with relevant international and European law. To support the delivery of the fundamental rights component of the operational briefings, in 2014 the Frontex Fundamental Rights Officer developed a 5-minute video on the main fundamental rights provisions that have a particular practical relevance for the work of border guards. This video is now part of the briefing package and is regularly shown during operational briefings.

The national component of operational briefings, delivered by the national authorities is mostly focused on the reporting mechanism on incidents, including those related to fundamental rights. As mandated in the Code of Conduct annexed to the Operational Plans, all participants in Frontex coordinated operational activities have the obligation to report any allegation of fundamental rights violations occurring in the context of joint operations according to the Serious Incident Report mechanism.

In the course of 2014, Frontex has further strengthened the cooperation – already started in 2013 – with international organisations such as UNHCR and FRA to deliver part of the fundamental rights session during pre-deployment briefings. Experts from those organisations have been invited to provide the guest officers with a specific briefing on fundamental rights including right to international protection, the principle of non-refoulement, identification and referral to relevant authorities of vulnerable groups such as victims of trafficking and unaccompanied minors, both from a theoretical and practical/operational perspective. For instance, in 2014, such practice has been implemented in the framework of joint operations at sea in Greece, Italy and Spain.

## **2. Implementation of the new EU Regulation 656/2014/EU**

Frontex paid special attention to the implementation of the new EU Regulation establishing rules for the surveillance of the external sea borders in the context of operational cooperation coordinated by the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union focusing on its strong fundamental rights obligations. Namely, amendments were introduced to Annex 3 of operational plans (Rules of Engagement) and to the tailored Mission

Report of the Technical Equipment (for Host and contributing MS Vessels).

The Regulation also requires an “assessment of the general situation in a third country” whenever the joint operation allows for the disembarkation, or any other form of handing over apprehend persons to a Third Country. In 2014, such a possibility was only theoretically foreseen for the joint operations carried out in Spain and Greece.

## **3. Joint Return Operations (JROs)**

At the start of each deployment period, JO Attica 2014 provides screening experts and interpreters with an on-the-spot briefing, during which specific reference is made to Fundamental Rights in Frontex activities. The briefing includes relevant information and specific guidance and the video from the Fundamental Rights Officer. All participants in Frontex activities are advised on how to manage vulnerable migrants and refer requests for international protection. In addition, all participants in Frontex activities are informed of the need and obligation to report concerns or allegations, including possible allegation of fundamental rights violations occurring in Frontex coordinated joint operations, and the reporting method to be used in these cases – the Serious Incident Reporting mechanism.

Monitoring of JROs: art. 8.6 of the Return Directive obliges Member States to put in place an effective monitoring system, however, there is not a unified enforced monitoring system in Member States. Frontex efforts were directed to ensure an increase in the percentage of physically monitored flights in the framework of Frontex coordinated return flights. The Agency also holds observer status within the ICMPD-led “FReM” project which established and trained a pool of European monitors. On 22 October 2014, the European Ombudsman launched a new

Own-Initiative Enquiry on Joint Return Operations coordinated by Frontex with focus on two main aspects: i) the monitoring of JROS and ii) conditions and treatment of migrants. Frontex's answer was sent in January 2015.

A new concept of Collecting Joint Return Operations (CJROs) was further developed for two destinations (Albania and Georgia) based on some Member States' experiences with such type of operations organised at national level. Escorts from the two selected destination countries were trained by Frontex to ensure a harmonised training level and common standards and on the protection and promotion of fundamental rights. These operations are subject to certain conditions, such as the obligation to have an independent monitor on board.

During two medical seminars organised in 2014, five police medical doctors from Member States with experience in JROs developed guidelines for medical precautionary measures for JROs and escorts to become an integral part of various Frontex trainings in the field of returns. The aim is to improve and optimise escorts' awareness and capacity to perform their duties safely. Medical doctors also developed a "fit-to-travel" form that reflects adequate fundamental rights standards and requirements of the Code of Conduct for Joint Return Operations.

#### **4. Joint Operation VEGA Children 2014**

During the VEGA Children Pilot Project conducted in 2013 Frontex, representatives of Member States, International and Non-Governmental Organisations members of the Frontex Consultative Forum on Fundamental Rights and the Frontex Fundamental Rights Officer provided expert support to the drafting of the draft VEGA Children Handbook, a collection of best practices on detection and protection of children at risk on the move at air borders.

In 2014, Frontex coordinated the Joint Operation VEGA Children at nine European airports with the aim to test, assess and evaluate the draft Handbook in real life implementation. The scope of the joint operation was to support the key processes of identification of accompanied, separated and unaccompanied children on the move at risk, the activation of the referral mechanism by the relevant authorities and disruption the activities of criminal networks, following the standard operational procedures of the draft VEGA Children Handbook. The Handbook offers specific guidance to border guards, who often play a key role in initiating these processes and dismantling the related criminal activities.

Experts from the Consultative Forum were deployed at the selected EU airports to support with their expertise the work of the local border guard authorities and offices deployed by Frontex. Their main role was to observe, advise and assist the deployed officers during the application of standard operational procedures for the identification of children at risk at external air border controls. In this framework, the joint operation provided a unique opportunity to enhance mutual exchange of professional knowledge with civil society and international organisations and to collect best practices to be implemented in future activities to ensure greater protection of vulnerable children as well as effectively disrupt the activities of criminal networks.

The draft Handbook will be published in the second quarter of 2015.

#### **5. Participation of partner organisations in operational activities**

In November 2014, the Fundamental Rights Agency (FRA) published two reports on the fundamental rights situation at air and land border crossing points. The reports complement and earlier FRA report on the situation

at the EU's southern sea borders. Frontex has taken note of the contents as well as the recommendations illustrated in those reports. The Agency will work on the follow up to such reports in 2015 together with FRA and other relevant partners.

#### *a) Risk Analysis*

In 2014, efforts to mainstream fundamental rights aspects into risk analysis activities and products were concentrated on three main areas.

The procedure for debriefing interviews with migrants was improved, with the inclusion of information on the possibility for migrants to reveal and report fundamental rights violations.

Consultative Forum members and other NGOs with field presence in the countries of origin/departure/destination had the opportunity to provide information on circumstances on the ground, including migrant profiles, available for various risk analysis purposes. For instance, organisations provided specific written contributions to risk analysis products, participated in risk analysis events such "tactical meetings" where information was provided on the situation in countries of origin and transit of refugees and migrants (the Jesuit Refugee Service and UNHCR), supported the risk analysis unit in the preparation of some weekly operational briefings (UNHCR).

The Handbook on Risk Profiles on Victims in Trafficking in Human Beings was updated.

#### *b) Frontex Situation Centre (FSC)*

Fundamental rights are an integral part in the overall situation monitoring activities and in the Eurosur framework. This engagement is reflected in some concrete activities.

Media monitoring: information collected from open sources raises awareness among staff and Member States about potential cases of violations of fundamental rights, allowing the Fundamental Rights Officer and operational staff to take appropriate action.

Serious Incident reporting: the SIR procedure is the official reporting mechanism to inform and report on serious incidents involving also cases of alleged violations of fundamental rights, in the frame of Frontex coordinated joint operations. The mechanism foresees initial reporting and follow-up measures, namely through the appointment of a SIR coordinator (Frontex Fundamental Rights Officer) who ensures collection of all necessary information and proposes measures aimed at addressing the incident.

Frontex Fusion Services (FFS): during 2014 Frontex gradually delivered the initial operational services provided via the Frontex Fusion Services (FFS). The core objective of the services provided to Frontex and the Member States is to enhance reaction capability and emergency response of the national border authorities. In provision of FFS brought significant added value in provision of information to MS Authorities that helped conduct more effective search and rescue operations at sea.

The Eurosur Handbook includes a dedicated chapter on fundamental rights as well as a part on fundamental rights in the chapter on monitoring and reporting activities, where fundamental rights principles are linked to all main areas of Eurosur Framework and connected best practices are outlined.

Eurosur Training: the standard curriculum of the trainings delivered to the Eurosur community includes a fundamental rights session, More detailed topics related to fundamental rights, as described in the Eurosur Handbook can be discussed and further integrated into the daily activities.

## Capacity Building

The principles of fundamental rights and international protection are fully integrated into all Frontex training activities. In 2014 several new training programmes and products with fundamental rights aspects have been developed and launched. Previously developed programmes and products also continued to be implemented. Specific activities with focus on fundamental rights carried out in 2014 include:

### Training of trainers on Fundamental Rights and Anti-Trafficking in Human Beings

The training of national trainers is based on the methodology developed in the Fundamental Rights Trainers' Manual and the Anti-Trafficking in Human Beings Trainers' Manual. Two train-the-trainers courses have been organised for Member States (MSs) and Schengen Associated Countries (SAC) and one course for Working Arrangement Countries (WACs) on Fundamental Rights for border guards, while two train-the-trainers courses for MS have been organised on Anti-trafficking in Human Beings. Experts from the partnership organisations such as the European Asylum Support Office (EASO), the United Nations High Commissioner for Refugees (UNHCR), the Organisation for Security and Co-operation in Europe (OSCE), the International Organisation for Migration (IOM) and the Office of the High Commissioner for Human Rights (OHCHR) all contributed to the training courses.

The participants are trained on the content of the two manuals as well as on how to design a training programme and apply relevant methodologies and participatory approach in trainings on fundamental rights and anti-trafficking in human beings. The use of creative, interactive teaching methods helped to ensure the active and committed involvement of participants.

### E-learning tools on fundamental rights

The development of e-learning tools on fundamental rights has been initiated and will continue in 2015.

An e-learning assessment on anti-trafficking in human beings has been developed and will be launched in 2015.

### European Joint Master's in Strategic Border Management

Fundamental rights and ethics are integral to every aspect of border guarding learning and practice. This is the reason why Fundamental Rights learning is playing an important role within the framework of the European Joint Master's in Strategic Border Management. The Master's has a dedicated Module on Fundamental Rights and Ethics in European Border Management of 5 ECTS credits (140 hours of learning) that aims to equip the students with the knowledge, skills and competences necessary to integrate the respect, promotion and fulfilment of fundamental rights and ethics when taking strategic decisions and considering their implications on border management. The students will obtain knowledge on fundamental rights and ethics as reflected in European and international legal frameworks as well as emanating from relevant jurisprudence and case law. The module will enable the learners to make strategic decisions and to review current institutional structures and policies in a manner that is respectful of fundamental rights and ethics. This module is one of the foundation modules for the whole Master's Programme.

Furthermore, Fundamental Rights learning is integrated throughout the entire Master's programme, in all the other nine modules of the programme, where fundamental rights and ethical considerations are taken into account when approaching the strategic developments within the border guard



organisations, the change management plans, the aspects related to Innovation and Technology in Border Security, Cooperation in Border Management, Risk and Threat Management, the Global Context of Border Security etc.

The Master's curriculum was reviewed by the Frontex Consultative Forum on Fundamental Rights which provided a valuable contribution to its content and approach to learning.

#### **Sectoral Qualifications Framework for Border Guarding**

The programme contains a guide to integrate Fundamental Rights into all border guard learning, with a view to assist Member States in integrating fundamental rights aspects into all training courses. The guide aims to support curriculum developers with writing and assessing learning outcomes related to fundamental rights that become increasingly more specific and are suitable for programmes and course curricula.

In 2014 the project focused on the development of a manual and a course concept for training developers that include practical and theoretical lessons on how to integrate fundamental rights learning outcomes into all courses and curricula in border guard area. Three training courses were delivered in 2014.

#### **European Border Guard Teams (EBGT) profile trainings**

A dedicated session related to fundamental rights and international protection is delivered in each profile training for EBGT members (Profile training for Debriefing experts, Profile training for Screening experts, Profile training for Second-Line Interview experts and Second-Line Airport Officers profile trainings). The topics covered are: fundamental rights in the work of border guards, international protection, identification of vul-

nerable persons, access to the EU and non-refoulement principles, risk factors when interviewing persons with disadvantages, serious incidents reporting. All topics are presented from a legal and more prominently from a practical point of view, bearing in mind the perspective of EBGT members and guest officers.

The development of a new profile training - EBGT Land Border Surveillance Training - has been initiated in 2014 and will continue in 2015. The content of the training will have a practical and interdisciplinary approach and will focus on aspects like communication, detection of cases of irregular migration / Trafficking in Human Beings, lawful measures of border guards, first aid, reporting in a Joint Operation, use of coercive force, etc.

#### **Curricula for mid-level Border Guard education (MLC)**

The new course "Operational Training for EU Mid-management in Border Guarding" was developed in 2014 by EU MS experts in line with SQF level 6, as a common education programme for mid to high-level officers of agencies responsible for border security in the European Union. It includes four distinct modules, of which one is dedicated to Fundamental Rights topics: Introduction to Fundamental Rights, Risks of Infringing Fundamental Rights, Fundamental Rights Awareness Visit, Review of Fundamental Rights Awareness Visit, Violations of Fundamental Rights, Characteristics of a Fundamental Rights-compliant Operational Manager, Future of Fundamental Rights in Border Guards' activities.

At the same time, all other three modules include relevant fundamental rights issues among their topics.

### **Fundamental Rights Training for Frontex staff**

As a result of the close cooperation with both the European Union Agency for Fundamental Rights (FRA) and the UN High Commissioner for Refugees (UNHCR) as well as with support from FRO, the concept of the basic fundamental rights training for Frontex staff has been developed. This concept derives from Frontex Fundamental Rights Strategy.

Basic two-day fundamental-rights trainings are mandatory for all Frontex staff. Following the first pilot session as well as the subsequent three sessions organised in 2013, additional four sessions took place in 2014. All trainings had been delivered by two external experts in fundamental rights. Altogether 138 Frontex staff members had been trained so far. Further training sessions will take place in 2015.

The training objectives, in terms of learner outcomes, are three-fold: knowledge, skills and attitude. Specifically, staff are expected to understand the basics and principles of human rights, to be able to apply a human-rights perspective in their field of work or put them into practice using a "human-rights analysis tool" and finally to accept them as relevant to their work.

### **Other training initiatives**

The Common Core Curriculum (CCC) Interoperability Assessment Programme (IAP) aims to assess the interoperability of border guard forces in Europe. Special attention is devoted to the promotion and protection of fundamental rights. The evaluation of the CCC-IAP directed to border guard students in EU MSs, SAC and WACs addressed several a number of questions on fundamental rights. The programme will continue over the first quarter of 2015. Also in the framework of the CCC Students' Exchange programme, students

participating in the exchanges had the opportunity to deepen their knowledge on fundamental rights issues. In the CCC Teachers' Mobility programme the participating border guard teachers had the opportunity to observe how the respect of fundamental rights in Frontex joint operations work in the hosting Focal Points and to exchange experience on fundamental rights training with their counterparts in the hosting Partnership Academies.

Fundamental Rights aspects are also part of these training activities carried out in the course of 2014: trainings in the area of joint return operations such as trainings for Escort Leaders, the Joint European Cross Border Cooperation Study Module; development of the Schengen Borders Code E-learning Tool and Training Manual for Schengen Evaluators, the Mid-level English Language tool developed for Border Guards at Airports.

Frontex also translated the book "Hope in my Heart, Freedom on my Mind" into English, published on the open market also under the title "Paradise Denied". The book tells the real life story of Zekarias Kebraeb, a young Eritrean who fled his country in search of a better life in Europe and eventually was allowed to remain in Germany. The book raises awareness about the situation of irregular migrants, their views and their needs when in contact with public authorities. The book will be used in the context of training activities for European border guards carried out by Frontex.

### **External Relations with Third Countries**

All Frontex cooperation activities with authorities of Third Countries have been guided by the principle of the full respect for fundamental rights and its active promotion. In 2014 the Agency has started a revision process of working arrangements to enhance

the focus on the respect and promotion of fundamental rights and principles in the operational cooperation with Third Countries.

Frontex and the European Asylum Support Office (EASO) are undertaking an 18-month project entitled "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". Led and coordinated by EASO and funded by the European Neighbourhood Partnership Instrument (ENPI), the project falls under the responsibility of the EU Directorate-General Development and Cooperation (DG DEVCO). The project aims to promote the participation of the three countries in the work of the agencies; EASO alone will implement measures in Jordan, while EASO and Frontex will jointly be involved in activities in Morocco and Tunisia. A component of the project includes a workshop to be held in these countries on how the Agency respects and promotes fundamental rights.

Frontex is also running the EU funded Eastern Partnership (EaP) – IBM – Capacity Building Project, which aims 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 the necessary attention throughout the project. It has three components entailing: 1) capacity building in support in national training

curricula in the state training institutions, 2) specialised trainings including operational capacity building and 3) cross cutting issues characterised by specific horizontal initiatives. This will pay special attention to the good governance principles, focusing notably on ownership, sustainability, integrity, transparency, anti-corruption, interagency cooperation as well as respect and protection of fundamental rights, according to EU and international standards and best practices. As such, these initiatives will be performed throughout all thematic areas and components of the project.

### **Other fundamental rights issues**

According to Art.33 of Frontex Regulation, the Agency is mandated to perform an independent external evaluation on the implementation of Regulation. In 2014 the 2nd external evaluation was launched with a specific focus, among other, on analysing the way the Agency complies with the EU Charter of Fundamental Rights in the performance of its activities. The evaluation will also assess how efficiently the Agency is performing its activities, the impact of these activities and the Agency's working practices and its relations with external stakeholders. The evaluation is expected to identify possible gaps and needs to reinforce the Agency's mandate and processes.

## Annex I. Annual Report on Access to Documents

**Initial requests:**

37 Initial applications received

**Results:**

18 Access granted

12 Partial Access

7 Access refused

**Confirmatory applications:**

2 Confirmatory applications received

**Refusal by exception applied:**

Article 4(1) (a) of Regulation (EC) No 1049/2001: Protection of the public interest as regards public security, defence and military matters, international relations, the financial, monetary or economic policy of the Community or a member State

## Annex J. Appropriations 2014

Budget item (amounts in EUR 1 000)	Original Budget 2014	Amended Budget 2014	Transfer of appropriations		Available appropriations	Commitments	Payments		To be Carried Forward							
									(C2) <sup>1</sup>	(C5) <sup>2</sup>	(C8) <sup>3</sup>	Total	Unused			
	(A)	(B)	(C)	(D) <sup>a</sup>	(E)	(E)/(D)	(F)	(F)/(D)	(G)	(H)	(I)	(J) <sup>b</sup>	(J)/(D)	(K) <sup>c</sup>	(K)/(D)	
Title 1 Staff	20 472	0	-390	-2%	20 082	20 076	100%	19 902	99%	0	1	173	174	1%	6	0%
Title 2 Other Administrative	12 590	0	214	2%	12 804	12 616	99%	8 099	63%	0	0	4 540	4 540	35%	189	1%
Title 3 Operational Activities	56 135	4 214	176	0%	60 524	59 454	98%	36 252	60%	810	4	23 549	24 363	40%	261	0%
<b>Grand total regular budget</b>	<b>89 197</b>	<b>4 214</b>	<b>0</b>		<b>93 411</b>	<b>92 145</b>	<b>99%</b>	<b>64 253</b>	<b>69%</b>	<b>810</b>	<b>5</b>	<b>28 262</b>	<b>29 078</b>	<b>31%</b>	<b>456</b>	<b>0%</b>
<b>Breakdown of appropriation in Title 3</b>																
30 Operations	42 117	4 214	0	0%	46 331	46 196	100%	27 696	60%	0	3	18 846	18 849	41%	135	0%
3000 Land Borders	9 080	0	-1 830	-20%	7 250	7 250	100%	5 315	73%	0	2	1 975	1 976	27%	0	0%
3010 Sea borders	21 440	4 214	2 730	13%	28 384	28 249	100%	13 989	49%	0	0	14 548	14 548	51%	135	0%
3020 Air borders	2 100	0	100	5%	2 200	2 200	100%	1 841	84%	0	1	359	361	16%	0	0%
3050 Return co-operation	9 497	0	-1 000	-11%	8 497	8 497	100%	6 552	77%	0	0	1 964	1 964	23%	0	0%
310 Risk analysis	1 171	0	750	64%	1 921	1 105	58%	792	41%	810	0	313	1 124	59%	6	0%
311 Frontex Situation Centre	600	0	0	0%	600	595	99%	352	59%	0	0	243	243	41%	5	1%
312 EUROSUR	5 030	0	-77	-2%	4 953	4 898	99%	3 157	64%	0	0	1 741	1 742	35%	55	1%
320 Training	4 050	0	0	0%	4 050	4 050	100%	2 552	63%	0	0	1 499	1 499	37%	0	0%
330 Research & Development	1 000	0	-252	-25%	749	732	98%	469	63%	0	1	262	263	35%	17	2%
340 Pooled Resources	1 000	0	-30	-3%	971	935	96%	555	57%	0	0	381	381	39%	35	4%
350 Misc. operational activities	107	0	0	0%	107	107	100%	97	91%	0	0	10	10	9%	0	0%
351 Operational IT projects	110	0	0	0%	110	110	100%	0	0%	0	0	110	110	100%	0	0%
352 European Day for Border Guards	350	0	-13	-4%	337	337	100%	298	88%	0	0	39	39	12%	0	0%
360 External relations 3rd countries and IBPC	505	0	-190	-38%	315	307	98%	216	69%	0	0	91	91	29%	8	2%
361 External relations Int'l Organisations and THB	55	0	0	0%	55	55	100%	50	90%	0	0	5	5	10%	0	0%
362 Fundamental Rights Officer	40	0	-13	-33%	27	27	100%	18	68%	0	0	9	9	32%	0	0%

<sup>1</sup> Non-automatic (C2)

<sup>2</sup> Internal Assigned revenue (C5)

<sup>3</sup> Automatic (C8)

<sup>a</sup> (D)=(A)+(B)+(C)

<sup>b</sup> (J)=(G)+(H)+(I)

<sup>c</sup> (K)=(D)-(E)-(G)

## Annex K. Breakdown of staff members<sup>1</sup> by entities in Frontex on 31 December

Unit	2007			2008			2009			2010			2011			2012			2013			2014			
	AA	CA	TA	SNE	CA	TA	SNE	CA	TA	SNE	CA	TA	SNE	CA	TA	SNE	CA	TA	SNE	CA	TA	SNE			
Directorate <sup>2</sup>	-	-	2	-	-	5	-	3	5	1	3	6	1	3	7	2	3	6	2	2	7	1	3	8	-
Executive Support	-	2	7	3	5	9	3	4	12	5	9	16	4	9	16	5	9	17	5	10	18	5	7 <sup>3</sup>	16	6 <sup>4</sup>
Fundamental Rights Office																	-	1	-	1	1	-	1	1	-
<b>Operations Division</b>																									
Joint Operations Unit	-	1	8	33	7	12	32	10	19	33	11	23	35	11	23	35	11	23	34	11	25	30	11	27	30
Risk Analysis Unit	1	1	5	12	2	13	17	3	12	14	6	17	18	8	17	18	8	17	21	7	15	19	8	18	19
Frontex Situation Centre	-	-	1	-	3	1	2	4	6	3	5	11	3	9	11	4	8	11	7	8	10	6	8	12	7
<b>Capacity Building Division</b>																									
Training Unit	-	1	2	6	2	4	5	2	5	4	3	8	7	3	9	7	3	8	7	3	9	7	3	8	7
Pooled Resources Unit	-	-	2	3	-	2	3	1	2	4	1	5	5	1	5	5	1	5	4	1	5	5	1	5	5
Research and Development Unit	-	1	2	4	1	1	3	1	7	2	1	12	2	1	12	1	1	11	2	1	11	1	1	11	2
<b>Administration Division</b>																									
Administrative Services Unit <sup>5</sup>	3	7	10	-	20	18	-	26	20	-	33	25	-												
Human Resources and Services Unit														26	11	-	28	10	-	26	12	1	28	12	-
ICT Unit														6	17	-	6	16	-	6	17	-	6	18	-
Finance and Procurement Unit	1	3	7	-	3	9	-	5	9	-	6	13	-	7	10	-	5	11	-	6	11	-	7	12	-
Legal Affairs Unit	-	1	1	-	1	2	2	1	3	-	1	3	1	1	3	1	1	2	1	1	2	1	1	2	1
<b>Total<sup>6</sup></b>	<b>5</b>	<b>17</b>	<b>47</b>	<b>61</b>	<b>44</b>	<b>76</b>	<b>67</b>	<b>60</b>	<b>100</b>	<b>66</b>	<b>79</b>	<b>139</b>	<b>76</b>	<b>85</b>	<b>141</b>	<b>78</b>	<b>84</b>	<b>137</b>	<b>83</b>	<b>82</b>	<b>142</b>	<b>76</b>	<b>85</b>	<b>149</b>	<b>77</b>

<sup>1</sup> In the table, staff members are "AA" (Auxiliary Agents [category which ceased to exist in the course of 2008]), "CA" (Contract Agents), "TA" (Temporary Agents) and "SNE" (Seconded National Experts)

<sup>2</sup> The "Directorate" is composed of the Executive Director, the Deputy Executive Director, the Directors of Division, the Product and Change Manager to the Director of Operations, the Management Coordinator in Administration Division and the Management Board Secretariat Coordinator (= 8 TAs); the Assistants to the Directors of Division (= 3CAs)

<sup>3</sup> This does not include 4 CAs who are financed from the Eastern Partnership grant.

<sup>4</sup> This include 2 "cost-free" SNEs.

<sup>5</sup> In 2010, the "Administrative Services Unit" was split into two separate Units (under the Administration Division): Human Resources and Services Unit and Information and Communication Technology Unit.

<sup>6</sup> The total number includes all staff members and individuals who received a job offer and who confirmed their availability by 31 December 2014.

## Annex L. Breakdown of Temporary Agents in Frontex

Function group and grade	2013				2014			
	Authorised under the EU Budget		Filled on 31/12/2013 <sup>1</sup>		Authorised under the EU Budget		Filled on 31/12/2014 <sup>2</sup>	
	Permanent posts	Temporary Posts	Permanent posts	Temporary Posts	Permanent posts	Temporary Posts	Permanent posts	Temporary Posts
AD 16	-	-	-	-	-	-	-	-
AD 15	-	1	-	1	-	1	-	- <sup>3</sup>
AD 14	-	1	-	1	-	1	-	2
AD 13	-	4	-	4	-	4	-	4
AD 12	-	11	-	9	-	11	-	12
AD 11	-	8	-	8	-	8	-	6
AD 10	-	6	-	5	-	6	-	6
AD 9	-	8	-	8	-	8	-	17
AD 8	-	43	-	39	-	43	-	31
AD 7	-	8	-	5	-	8	-	13
AD 6	-	6	-	6	-	6	-	3
AD 5	-	2	-	2	-	2	-	1
<b>AD total</b>	-	<b>98</b>	-	<b>88</b>	-	<b>98</b>	-	<b>95</b>
AST 11	-	-	-	-	-	-	-	-
AST 10	-	-	-	-	-	-	-	-
AST 9	-	-	-	-	-	-	-	-
AST 8	-	5	-	5	-	5	-	8
AST 7	-	11	-	10	-	11	-	11
AST 6	-	14	-	14	-	13	-	14
AST 5	-	17	-	17	-	17	-	14
AST 4	-	4	-	4	-	4	-	3
AST 3	-	4	-	4	-	4	-	4
AST 2	-	-	-	-	-	-	-	-
AST 1	-	-	-	-	-	-	-	-
<b>AST total</b>	-	<b>55</b>	-	<b>54</b>	-	<b>54</b>	-	<b>54</b>
5% reduction objective over 5 years (2014-2019)		N/A		N/A		-1		
<b>TOTAL</b>		<b>153</b>	-	<b>142</b>	-	<b>152</b>	-	<b>149</b>

<sup>1</sup> The results of the Reclassification Exercises are included in the figures of temporary posts filled on the end of the year.

<sup>2</sup> The results of the Reclassification Exercises are included in the figures of temporary posts filled on the end of the year.

<sup>3</sup> The European Commission published the vacancy notice for temporary post of Executive Director to an AD 14 grade resulting in 2 temporary posts of AD 14 (Executive Director and Deputy Executive Director) instead of 1 temporary posts of AD 15 (Executive Director) and 1 temporary posts of AD 14 (Deputy Executive Director), as authorised under the EU Budget.

## Abbreviations used in General Report 2014

BCP	Border Crossing Point
BG	Border Guards
BSCF	Black Sea Cooperation Forum
CF	Consultative Forum
CPIP	Common Pre-frontier Intelligence Picture
CRM	Crew Resource Management
CSDP	Common Security and Defence Policy
ED4BG	European Day for Border Guards
EASO	European Asylum Support Office
EBGT	European Border Guard Team
EEAS	European External Action Service
EFCA	European Fisheries Control Agency
EMSA	European Maritime Safety Agency
ENLETS	European Network of Law Enforcement Technology Services
ESP	European Situational Picture
EURINT	Experience-sharing project on acquisition of travel documents (EU-financed)
FRA	Fundamental Rights Agency
HoTRU	Head of Training Unit
HR	Human Resources
IBM	Integrated Border Management
IBPC	International Border Police Conference
ICAO	International Civil Aviation Organization
ICMPD	International Centre for Migration Policy Development
ICT	Information and Communications Technology (Frontex unit)
IMDatE	Integrated Maritime Data Environment
IOM	International Organisation for Migration
IT	Information Technology
JO	Joint Operation
JORA	Joint Operational Reporting Application
JRO	Joint Return Operation
MIA	Ministry of Internal Affairs
MLC	Mid-level Course
MO	Mountainous Operations
MS	Member State
NFPOC	National Frontex point of Contact
NGO	Non-Governmental Organisation
ODIHR	Office for Democratic Institutions and Human Rights
OHCHR	Office of the High Commissioner for Human Rights (UN)
OLAF	European Anti-Fraud Office
OMNTE	Overall Minimum Number of Technical Equipment
OSC	Operational Search and Rescue Course
PC	Partnership Country
PC	Partner (Third) Countries
FPU	Finance and Procurement Unit
PVLM	Post Visa-Liberalisation Monitoring Mechanism
RAU	Risk Analysis Unit



REX	Rapid Intervention Exercise (2013)
SAC	Schengen Associated Country
SAR	Search and Rescue
SAR	Search and Rescue
SEF	Portuguese Immigration Service
SEM	Schengen Evaluation Mechanism
SGO	Seconded Guest Officer
SIR	Serious Incident Report
SOCTA	Serious and Organised Crime Threat Assessment
SOP	Standard Operating Procedure
SQF	Sectoral Qualifications Framework for Border Guarding
THB	Trafficking in Human Beings
UNHCR	UN High Commissioner for Refugees
VIS	Visa Information System
WA	Working Arrangement
WAC	Working Arrangement (Third) Countries
WB-RAN	West Balkans Risk Analysis Network
WG	Working Group







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Catalogue no. TT-AE-15-001-EN-N  
ISBN 978-92-95205-18-5  
ISSN 2314-940X  
DOI 10.2819/907520



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