

Technical and Operational Strategy for European Integrated Border Management



Technical and Operational Strategy for
**European Integrated
Border Management**



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MANAGEMENT BOARD DECISION 2/2019 of 27 March 2019

adopting a Technical and Operational Strategy for European Integrated Border Management

THE MANAGEMENT BOARD

Having regard to the European Border and Coast Guard Regulation¹, in particular Article 62(2)(f) thereof,

Whereas:

- (1) Pursuant to Article 3(2) of the European Border and Coast Guard Regulation, the Agency shall, by decision of the Management Board based on a proposal of the Executive Director, establish a Technical and Operational Strategy for European Integrated Border Management.
- (2) The Agency takes into account, where justified, the specific situation of the Member States², in particular their geographical location.
- (3) The above strategy for European Integrated Border Management is in line with Article 4 of the European Border and Coast Guard Regulation. It promotes and supports the implementation of European Integrated Border Management in all Member States.
- (4) To ensure the proper implementation and coordination of the above strategy, it is necessary to set up a 'High Level Integrated Border Management Working Group' ('HL IBM WG') hosted by the Agency, the composition, role and tasks of which are further detailed in the Annex to this Decision. The HL IBM WG is without prejudice to the upcoming multi-annual IBM policy cycle and is not to be considered as a 'working group' within the meaning of Article 15(2) of the Rules of Procedures of the Management Board³.

1 Regulation (EU) 2016/1624 of 14 September 2016 on the European Border and Coast Guard (OJ L 251, 16.9.2016, p. 1).

2 For the purpose of this Decision, the term "Member States" also includes the States participating in the relevant development of the Schengen acquis within the meaning of the Treaty on the Functioning of the European Union and its Protocol (No 19) on the Schengen acquis integrated into the framework of the European Union.

3 Decision of the Management Board No 11/2017 of 30 March 2017 adopting the Rules of Procedures of the Management Board.

- (5) The Executive Director should have the power to make non-substantial editorial amendments to the Technical and Operational Strategy for European Integrated Border Management. Once such amendments are made, the Management Board would be informed by the Executive Director, without delay.

HAS DECIDED AS FOLLOWS:

Article 1

*Adoption of a Technical and Operational Strategy
for European Integrated Border Management*

The Technical and Operational Strategy for European Integrated Border Management, as set out in the Annex to this Decision, is hereby adopted.

Article 2

*Non-substantial amendments by the Executive Director to the Technical
and Operational Strategy for European Integrated Border Management*

1. Non-substantial editorial amendments to the Technical and Operational Strategy for European Integrated Border Management may be made by decision of the Executive Director.
2. The Executive Director shall inform the Management Board of amendments under this article, without delay.

Article 3

Entry into force

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

Done in Bucharest, 27 March 2019.

For the Management Board

Marko Gašperlin
Chairperson

Annex: Technical and Operational Strategy for European Integrated Border
Management

Introduction

Strengthening the European Union (EU), upholding its values and promoting them globally, relies, *inter alia*, on the credible provision of safety and security to European citizens. Despite a global situation in which the dynamics of the international security environment have seen a shift, the ultimate goal is to sustain a safe and secure area of freedom, security and justice. Realisation of this aim implies being able to tackle geopolitical instability generating conflicts, migration and the threat of serious organised crime with cross-border dimensions as well as terrorism. Furthermore, readiness to respond to existing and emerging challenging situations at the borders induced by other factors, e.g. demography, economy and environment¹ is required.

At the nexus, the European Border and Coast Guard (EBCG) has been established to ensure integrated border management of the external borders to enable a single area without border checks – the Schengen Area. Member States and Schengen Associated Countries (MS/SAC) have the main responsibility for the management of their sections of the external borders. In this context, effective external border control is a tool for migration management and a crucial component for internal security. At the same time, it preserves free movement and safety of persons as central values of the EU. Safety and security are thus fostered by adequate and operationally available border and coast guard capabilities. Safety and security are further enhanced by collaboration with other EU institutions, and agencies, national border and migration management authorities, law enforcement at home within the Schengen Area and EU policy instruments abroad. In addition, they are strengthened through partnerships with Third Countries. This collective effort constitutes European Integrated Border Management (EIBM). It is underpinned by legislation, policies and their implementation at national and European level (Figure 1).

1 Crisis driven by e.g. geological incidents (avalanches, volcanic eruptions and earthquakes), hydrological (floods, tsunami and limnic eruptions), meteorological incidents (blizzards, cyclonic storms, droughts, hail storms, heat waves and tornados), wild fires and health epidemics.

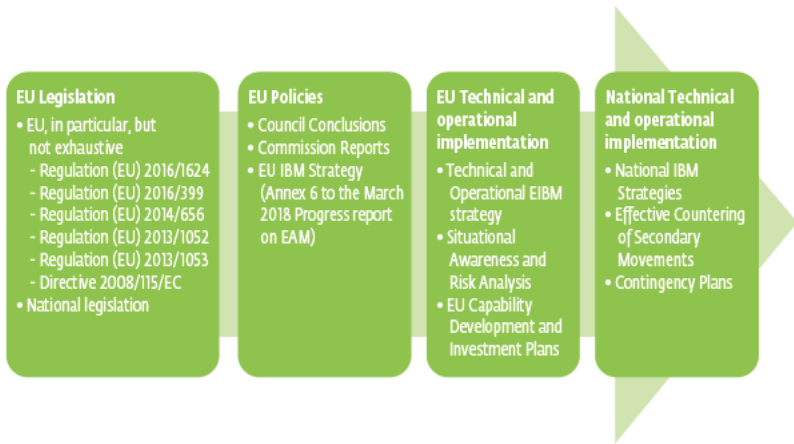


Figure 1: The European and national dimensions of EIBM

According to Article 3 of the EBCG Regulation², the European Border and Coast Guard Agency – Frontex – by decision of the Management Board (MB) based on a proposal of the Executive Director (ED), shall establish a Technical and Operational Strategy for European Integrated Border Management (TO EIBM). The Agency shall take into account, where justified, the specific situation of the Member States, in particular their respective geographical location. The purpose of the TO EIBM is to operationalise EIBM in a comprehensive manner at EU and national levels. It strives to boost strengths and to mitigate weaknesses associated with the management of the EU's external borders today, and, at the same time, to prepare for the challenges of tomorrow. In bringing together the competent authorities of MS/SAC and the European Border and Coast Guard Agency – Frontex, who have the shared responsibility for the effective implementation of EIBM, the TO EIBM is designed to ensure a **long term efficiency** of the EBCG as a multilevel entity. This enables coping with a rapidly shifting environment across the EU and a dynamic situation at the external border associated with changing migration pressure and increasing cross-border criminality in many different forms and facets.

Thus, the TO EIBM, based on the legal and policy frameworks of the EU, consequently:

- Establishes common vision, mission and values of EBCG;
- Summarises the strategic context for the operationalisation of the EIBM at the internal-external nexus;

² Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 – Recital 2 and Article 4

- Describes how the implementation of the TO EIBM should be governed at European level;
- Operationalises the level of ambition for EIBM, set by the Commission and Council, through strategic objectives and specific objectives, which are to be implemented at European and national level³;
- Proposes, on the basis of those objectives, a series of technical and operational actions and activities along with their respective expected added value, guiding the implementation of EIBM at European or national level.

In this context, one of the key roles of the European Border and Coast Guard Agency – Frontex – is to act as the guardian of the TO EIBM, once it has been adopted, taking proactive actions at the European level to promote it, update it and assist national authorities with its implementation.

3 Respecting the roles and competencies of the different EU institutions and national authorities involved in IBM.

Vision, Mission and Values

A common vision and mission for the EBCG is essential to align the expectations of its stakeholders on the TO EIBM outcome. The MS/SAC, supported by the European Border and Coast Guard Agency – Frontex – ensure **the smooth and lawful transit of persons including their means of transport and objects in their possession across the safe, secure and well-functioning external borders of the EU** in support of a European area of freedom, security and justice. Underpinned by strict compliance with fundamental rights, in the spirit of shared responsibility and governed by principles of transparency and accountability, this is achieved by activities undertaken at European and national level aimed at **controlling the external borders in a fully integrated manner together**, working across policy areas, borders and authorities. EIBM is implemented by the EBCG and its partners drawing on a culture that fosters the core values of **professionalism, respect, cooperation, compliance, transparency, accountability and fundamental rights** (Figure 2).

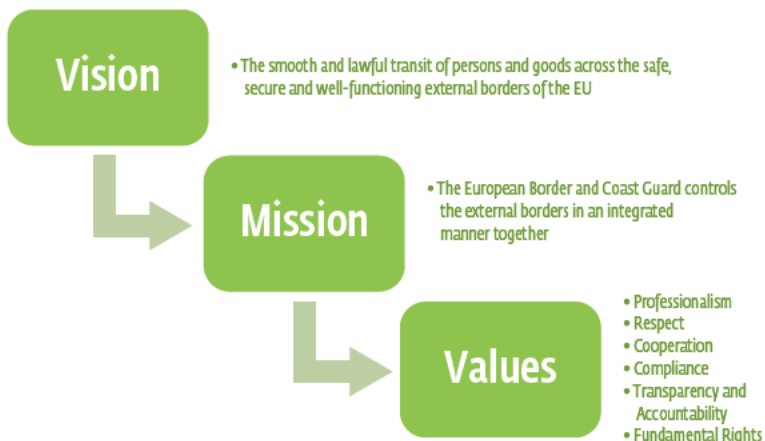


Figure 2: Mission, vision and values

The Strategic Context of European Integrated Border Management

The Concept of European Integrated Border Management

The legal and policy frameworks of EIBM have been established in several strategic documents issued by the EU institutions based on Article 77 of the Lisbon Treaty,⁴ which includes in its third objective a specific provision referring to "**any measure** necessary for the gradual establishment of an integrated management system for external borders".

Before arriving at Article 77 of the Lisbon Treaty, there were two main stages in the development of the concept of IBM:

1. The Commission Communication of 2002 introducing three main pillars for IBM – a common body of law, operational/practical/technical cooperation between the MS/SAC in the field of operations, training, pooling resources, equipment and financial solidarity/burden sharing between MS/SAC.
2. The Council Conclusions of December 2006, which defined IBM according to the following main components:
 - Border control (checks and surveillance) according to SBC, risk analysis and crime intelligence;
 - Investigation of cross-border crime in coordination with law enforcement authorities;
 - The four-tier access control model;
 - Inter-agency cooperation and international cooperation (Third Countries);
 - Coordination and coherence of activities in MS/SAC and Institutions and other bodies of the Community.

4 Consolidated versions of the Treaty on the European Union and the Treaty on the Functioning of the European Union (2016/C 202/01)

Taking into account the first IBM concept, the TO EIBM should include a series of objectives on how the Border Management authorities of the MS/SAC should cooperate at operational or technical level through various activities coordinated and developed by the Agency (vertical cooperation).

Taking into account the second concept, the TO EIBM should include a series of objectives on how the Agency including national border management authorities should cooperate at operational and technical level with other public sector Agencies (migration, customs, coast guard, police, counter-terrorism, defence, crisis management) and also industry, Non-Governmental Organisations (NGOs) as well as with International Partners (horizontal cooperation).

Current Legal and Policy Frameworks

The EBCG Regulation⁵ acknowledges that IBM is a fundamental component to ensure an area of freedom, security and justice, and as such shall be developed and implemented at European and national level. A unified and harmonised implementation of border control rules and standards is essential to efficiently manage the crossings of the external borders, address migratory challenges and contribute to the security of the EU by addressing e.g. serious cross-border crime and terrorism, fully respecting and protecting the fundamental rights standards. In its **Main Elements** for the development of European Integrated Border Management from March 2018,⁶ the European Commission provided the political steering for of the development of a TO EIBM and national IBM strategies, highlighting in the spirit of solidarity and fair share of responsibilities, the fundamental principles of IBM:

- Inter-agency cooperation;
- Development of EBCG capabilities;
- Full respect of fundamental rights;
- High level of professionalism of the EBCG;
- Border control on the basis of risk analysis;
- Further development of tools enabling EIBM, such as harmonisation, comprehensive situational awareness and risk analysis, 24/7 reaction capability including rapid reaction, contingency planning, protection and saving lives;
- Better integration with activities inside the Schengen-area and at internal borders, relevant policies, activities with third countries and the use of available EU funding enabling adequate resources.

5 Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 – Recital 2 and Article 4

6 Annex to the Progress Report on the European Agenda on Migration, COM(2018)250 final, Brussels 14.3.2018

Article 4 of the EBCG Regulation⁷ lays down building blocks for EIBM by defining eleven **strategic components**:

- a) Border control;
- b) Search and rescue taking place in situations which may rise during border surveillance operations;
- c) Risk analysis;
- d) Cooperation between Member States supported and coordinated by the Agency;
- e) Inter-agency cooperation;
- f) Cooperation with Third Countries;
- g) Technical and operational measures within the Schengen area;
- h) Return of Third Country Nationals;
- i) Use of state-of-the-art technology;
- j) Quality control mechanism;
- k) Solidarity mechanisms, including the EU funding.

These, together with the three **horizontal components** – fundamental rights, education and training, research and innovation – collectively form the main elements of the TO EIBM and pave the way for the development of strategic and specific objectives constituting the TO EIBM. Coherence and interaction between all these components and topics is key for an effective and uniform implementation of the European IBM in the different tiers of the four tier access control model at the European and national level.

The strategic and horizontal components are consequently applied onto **the four-tier-access control model** which addresses the measures that can be taken within, at and beyond the external borders of the EU.

- **First Tier:** Measures in Third Countries (countries of origin and transit of irregular migration), including exchange of information and consular activities related to visa and training to the respective officers, aiming at tackling irregular immigration on its source.
- **Second Tier:** Measures with neighbouring Third Countries including cooperation between the authorities for border control through standardized mechanisms and proper information sharing.
- **Third Tier:** Border control measures at the external borders including systematic border checks and detection of any criminal activities on the basis of risk analysis.
- **Fourth Tier:** Measures within the Schengen area (including additional police checks, police cooperation and risk analysis, both aiming at preventing and tackling irregular migration) and return.

⁷ Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard

The Justice and Home Affairs Council Conclusions in June 2018⁸ endorsed the Commission's Main Elements and invited the European Border and Coast Guard Agency – Frontex to prepare, in close cooperation with the MS/SAC and the Commission, a TO EIBM Strategy according to these lines. It further invited MS/SAC to prepare or align appropriate national strategies accordingly within six months from the adoption of the technical and operational IBM strategy by the Agency. The Council Conclusions also invited the Commission to foresee a thematic Schengen Evaluation of the national IBM strategies in 2019 and 2020. The Council further stated that the aim is to manage the crossing of the external borders efficiently, as well as to address migratory challenges and potential future threats at those borders.

The Strategic Nature of the European External Borders in a Dynamic World

The European Parliamentary Research Service (EPRS) acknowledged in one of its **forecasts**⁹ the potential major future impact of geopolitically induced challenges to international security and migration flows from future conflicts or natural disasters. It further highlighted the continued reliance on information and communication technology in spite of the increased vulnerability to cyberattacks. It also stressed the likely persistence of lone actor terrorist attacks.

The forecast identifies the impact of an overall ageing population in the world and changing globalisation patterns on economic sustainability. Technological advances are expected to continue, potentially reaching game-changing heights, and while we will be able to enjoy e.g. increased automation, better connectivity, embedded artificial intelligence and energy efficiency, the challenge for governments will be to keep up with such developments and adapt policies, legislation, governance models and physical and virtual infrastructures.

Climate change is likely to become irreversible, in spite of past, present and future efforts being made, possibly aggravating climate-driven crises such as famines, droughts, heatwaves and floods.

The continuation of challenges to international security caused by both state and non-state actors in the context of access to the Arctic Sea, the proliferation

8 European Council meeting (28 June 2018) – Conclusions, EUCO 9/18

9 Global trends to 2035 – Geo-Politics and International Power, EPRS – European Parliamentary Research Service (EPRS), PE 603.263

of armed unmanned systems, ensuring cyber security and adequate internet governance and hybrid threats will create the need to:

- Regularly forecast alternative, possible futures (and not only a single one);
- Monitor the most important dominating factors and long-term drivers;
- Understand the plausible conditions for conducting border management activities in the future and develop illustrative scenarios;
- Adapt IBM capability planning accordingly.

The overall role of the EU, in its relation to the wider world as laid out in the Lisbon Treaty¹⁰, shall contribute to peace, security, sustainable development, solidarity, mutual respect, fair trade, eradication of poverty and the protection of human rights, in particular the rights of the child. Being based on values common to all MS/SAC, respecting human dignity, freedom, democracy, equality, rule of law and human rights, as established in the Lisbon Treaty, the Charter of Fundamental Rights of the European Union¹¹ and the European Convention on Human Rights, the EU's goals include promoting peace while offering its citizens freedom, security and justice in an area without internal border control.

The effective management of the EU's external borders is of strategic importance to the Union and, in particular, to the functioning of the Schengen area. Of key value to EU's internal and external policies, well-functioning external borders enable the EU to prosper through trade with the wider world while protecting our safe and secure European area of free movement from existing and emerging challenging situations at the external borders.¹² At the core of EIBM there is the EBCG, ensuring the integrity of the EU's external borders surrounded by a dynamic world (Figure 3).

10 Consolidated versions of the Treaty on the European Union and the Treaty on the Functioning of the European Union (2016/C 202/01)

11 Charter of Fundamental Rights of the European Union (2016/C 202/02)

12 Commission Communication on the Security of the Union COM (2017) 779 Final;
Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – A European Agenda on Security, COM(2015) 185 final;
Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – A European Agenda on Migration, COM(2015) 240 final;
Directive (EU) 2017/541 of The European Parliament and of The Council, of 15 March 2017 on Combating Terrorism;
Shared Vision, Common Action: A Stronger Europe, A Global Strategy for the European Union's Foreign And Security Policy, European Union Global Strategy, June 2016

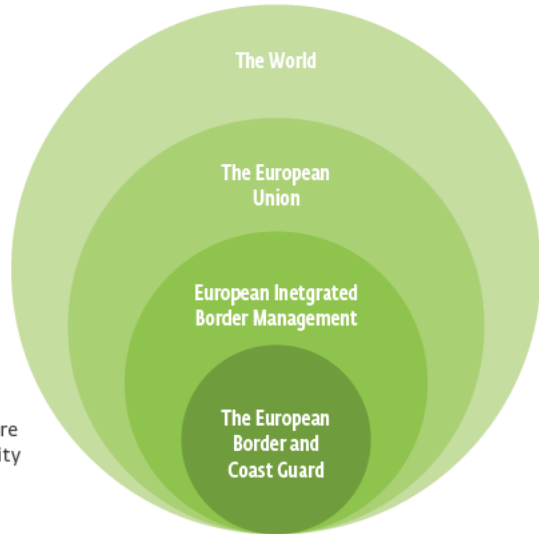


Figure 3: The EBCG at the core of EIBM, ensuring the integrity of the EU's external borders in a dynamic world.

Managing the EU's external borders, however, is a complex task. The land border – 12 033 km – stretches from the Norwegian land border with Russia in the north to the Greek land border with Turkey in the East, and the Spanish land borders with Morocco in Ceuta and Melilla in the south. The sea border – 32 719 km – covers maritime areas in the Mediterranean Sea, the Atlantic Ocean, the English Channel, the Baltic Sea, the North Sea, the Norwegian Sea and the Black Sea. Altogether the external border measures 44 752 km. There are 1 863 authorized Border Crossing Points (BCPs) open daily divided between 451 BCPs at the external land border, 782 BCPs at the external sea border, and 630 at the external air borders with 230 operating regular connections with Third Countries. Based on Frontex Risk Analysis Network data, the total number of passengers recorded in 2018 at the EU external borders was 577 228 100 being checked on entry into the EU and roughly the same number of persons being checked on exit. Bearing in mind that not all countries reported their figures, the actual number of passengers is estimated to even exceed 600 million¹³.

Given the dynamics of international security, protecting the EU against the implications of existing and emerging challenging situations at the external borders implies the need to be able to counter terrorism and crime as well as cyber, health and hybrid threats. In this context the role of the well-organised and fully

¹³ Frontex, data compiled as the basis for Vulnerability Assessment

operational EBCG is crucial. Interagency cooperation with other authorities and Agencies involved in the implementation of IBM concept and especially working at the border is of great importance.

- **Border and coast guard** authorities facilitate lawful crossings at authorized border crossing points as well as detecting illegal border crossings, cross-border crime, foreign terrorist fighters, illegal fishing and environmental hazards. Furthermore Border and Coast Guard authorities also participate, supporting MS/SAC, in search and rescue activities.
- **Migration** authorities manage all aspects of migration into and within the EU in particular ensuring the legal stay of persons and the return and readmission of those not eligible for legal stay in the Union.
- **Customs** authorities ensure legal import and export of goods. This includes the ability to detect illegal transportation of weapons, drugs and money across the borders for supporting activities of terrorists or criminal groups¹⁴. Functional cooperation with customs, as a strategic partner for EBCG is crucial. Therefore, in this particular context, the use of Commission Guidelines for Border Guard and Customs Cooperation should be used to the extent possible¹⁵.
- **Public health** authorities protect the Schengen area from being exposed to external health threats.
- **Law enforcement** authorities hold the responsibility of ensuring public security at the EU external borders and within the Schengen area, which includes facilitating information exchange between law enforcement authorities in order to prevent cross-border crime and carrying out necessary checks within the territory in order to detect persons illegally present at the territory.

Managing the external border will see, besides maintaining and developing the existing information systems, the roll-out of a new set of enhanced ones for border and security in the near future – including the interoperability dimension, which will be of immense importance for EIBM.

Looking at it from this perspective, EU information systems can also be considered part of a border continuum supporting national authorities in the areas of security, border and migration management, visa processing and asylum, beginning with the Visa Information System (VIS) for processing Schengen visa applications and the future European Travel Information and Authorisation System (ETIAS) for advance checks on travel applications by visa-exempted Third Country nationals travelling to the Schengen area. At the borders, the future Entry-Exit System

¹⁴ Commission Guidelines on Further Development of the Cooperation between Border Guards and Customs, Ares (2018)6193959, December 2018

¹⁵ COM Guidelines on Further Development of the Cooperation Between Border Guards and Customs (Ares (2018)6193959 -03/12/2018

(EES) for electronic registration of Third Country nationals travelling to and from the Schengen area and the identification of over-stayers. At the migration management stage, EURODAC¹⁶ is used to register asylum applicants and irregular border crossers, foreseen also the irregular stayers, including their biographic data.

To complete the checks along this continuum it is foreseen that the registration of long-term visa and residence permit applicants will be done in VIS and the registration of all Third Country national subject to a return decision in the new Schengen Information System II. All these different processes along the border continuum are to be supported by thorough security checks in a number of law enforcement information systems.

This increased importance of IT systems, across policy areas and competent authorities, will also require the embedding of a high-level of cyber security. Acknowledging the increasingly positive input through satellite imagery, especially in the area of pre-frontier surveillance, and acknowledging also the fact that cloud technologies and cloud based services have reshaped the global IT landscape, there is finally also a need to safeguard EU vested border management interests as regards space enabled surveillance and communication capabilities.

A fully integrated approach is the only viable way to cope with the ever evolving complexity of managing the EU's external borders.

The Role of the European Border and Coast Guard in Implementing European Integrated Border Management

At the heart of EIBM is the EBCG, which is tasked to implement EIBM as a shared responsibility of the Agency and of the national authorities responsible for border management, including coast guards to the extent that they carry out maritime border surveillance operations and any other border control tasks.

MS/SAC shall ensure the management of the external borders in their interest and in the interest of all Member States in line with Union law and the Agency shall

¹⁶ Regulation (EU) No 603/2013 of the European Parliament and of the Council of 26 June 2013 on the establishment of 'Eurodac' for the comparison of fingerprints for the effective application of Regulation (EU) No 604/2013 establishing the criteria and mechanisms for determining the Member State responsible for examining an application for international protection lodged in one of the Member States by a third-country national or a stateless person and on requests for the comparison with Eurodac data by Member States' law enforcement authorities and Europol for law enforcement purposes

support the application by reinforcing, assessing and coordinating the actions of MS/SAC in the implementation of those measures and in return.

As such the EBCG shall ensure national and international coordination and cooperation among all relevant authorities and agencies involved in border management and trade facilitation to establish effective, efficient and integrated border management at the external EU border, in order to reach the objective of open, but well controlled and secure borders¹⁷.

The European Commission in its Communication of May 2018¹⁸ states that EIBM serves both migration and security policies of the Union. With border control tasks at the core, the capacity to combat cross-border crime and terrorism at the external borders should be strengthened, in order to detect criminal groups and foreign terrorist fighters.

At the European level, close cooperation between the European Border and Coast Guard Agency – Frontex and other EU agencies and institutions, especially in the field of Justice and Home Affairs, and, where relevant, other key partners in relation to border and security management should be reinforced. This includes, but is not limited to, cooperation with stakeholder such as:

- The European Union Agency for Law Enforcement Cooperation (Europol);
- The European Asylum Support Office (EASO);
- The European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA);
- The European Union's Judicial Cooperation Unit (Eurojust);
- The Fundamental Rights Agency (FRA);
- The European Union Agency for Law Enforcement Training (CEPOL);
- The European External Action Service (EEAS);
- The European Maritime Safety Agency (EMSA);
- The European Fishery control Agency (EFCA);
- The International Criminal Police Organization (INTERPOL).

Further synergies shall be sought with other policy areas, such as those addressing the external dimension, including with Third Countries, and those involved in developing and managing capabilities relevant to the EBCG.

In addition, the EBCG as a whole is dependent on legislation, policies and financial resources enabling the implementation of EIBM for a more prosperous and secure society within the Schengen area. Furthermore, it is dependent on operationally

17 https://ec.europa.eu/home-affairs/content/european-integrated-border-management_en

18 9000/18 FRONT138 SIRIS49 COMIX 258 of 28/05/2018

available EBCG capacities and capabilities, underpinned by personnel, infrastructure and facilities able to operate. Lastly, it is dependent on thorough capability and investment planning processes to address the actual needs as well as research and innovation in order to ensure the appropriate supply of equipment and technology from the market (Figure 4).

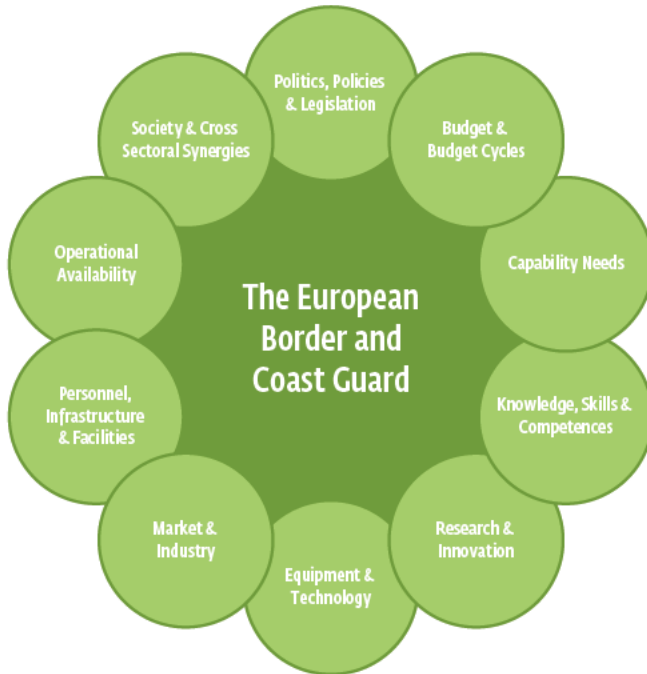


Figure 4: An illustration of the different elements of the border and coast guard system present at both the national level and at the European level, each of which may come with possibilities and constraints

Operationalising European Integrated Border Management – a Shared Responsibility

Operational Outlook and Risk Analysis for the Coming Years

Acknowledging the large number of possible events that can have a profound and unpredictable impact at the EU's external borders, there are a number of trends that can be observed¹⁹. It is likely that the pressure at the southern part of the external borders of the EU will continue over the years to come due to the many migrants still stranded in Libya as well as due to the general political, environmental, demographic and economic challenges in this particular region. In this context the increase in the number of citizens of countries in Western Africa on the move along the Western Mediterranean route could imply an even larger pressure in the coming years. Therefore, the pressure on border surveillance in the Mediterranean – with all of the related aspects of border surveillance in the maritime domain – could increase.

Although at the eastern external land border the situation can currently be assessed as calm – compared with the above – the border situation can still change rapidly due to unpredictable political developments in the neighbouring countries, resulting, among other things, from the increased presence of hybrid threats.

Fully acknowledging the positive effects of visa liberalisation on people-to-people contacts, it nevertheless also needs to be taken into account that the numbers of migrants claiming to be citizens of visa-liberalized countries detected for illegal border crossings and fraudulent use of documents will most likely continue to rise. It is also expected that an increasing number of migrants from North Africa and the Middle East will continue to transit via the air- and/or land border attempting to cross irregularly the border into the EU.

¹⁹ FRONTEX Risk Analysis for 2018, ISBN 978-92-9471-099-4

At the same time, there is also an important modus operandi of migrants entering the EU by using legal routes, either on the basis of visa-free regimes or with a short-term visa, and becoming illegal by overstaying their short term stay. Measures within the field of risk analyses and risk profiles, information exchange between the Agency and MS/SAC and cooperation within EBCG, should be further improved to facilitate MS/SAC in decision-making process during border checks.

In general, the flow of persons in vulnerable situations, including women and children, victims of trafficking of human beings – THB and those fleeing conflicts and wars and seeking international protection is likely to rise.

Also the overall increase in global mobility will result in increasing flows of persons across the EU's external borders. Travel by air will become more complex due to the growth of the low-cost airline sector. Given the increasing level of security features in modern travel documents and stricter migration policies in the MS/SAC, the misuse of genuine travel documents is likely to be an entry method that will become more widespread. Furthermore swift diversification of modi operandi, displacement between routes or border types, and attempts to evade detection or identification are all possible to occur in response to enhanced border checks, surveillance and migration control. The number of migrants undertaking secondary movements is thus also expected to rise.

Overall, there is also an underlying threat of terrorism-related movements. Conflict zones like Syria, Iraq and Libya have attracted thousands of foreign terrorist fighters, including EU citizens, dual-nationality holders and other third-country nationals. Given the loss of ground that Islamist extremists suffered in a number of conflict zones, the threat has evolved into a more decentralised reality that increases the risk of terrorists' movements. The risk that terrorists attempt to cross the external border illegally remains.

Efficient border-and migration management must also include appropriate mechanisms to return Third Country nationals, who do not have a right to stay. Although first successful steps have been undertaken to enhance cooperation between the national authorities (responsible for return-decisions) and the Agency (offering pre-return assistance and return-support), further improvements on the return-rate (the return of Third Country nationals having received a return decision) are needed.

Implementing Integrated Border Management at European and National Level

Coordination and Implementation of the Technical and Operational Strategy for European Integrated Border Management

Effective implementation of TO EIBM at European and national level carries the need for efficient coordination to enable the proper exchange of experiences, best practices, arising needs and new developments.

The complementarity between the European and national level is to be ensured via a dedicated forum within the Agency. Acknowledging that the scope of EIBM is wide, cutting across the remit of several policy areas as well as several authorities, there is furthermore the need for overarching steering, thus also complementing already existing fora²⁰. A best-practice example in this context are several MS/SAC, who have already institutionalised IBM through the function of a national IBM coordinator.

In the spirit of shared responsibility of implementing EIBM, in full respect of the concept of the EBCG and allowing for a structured way of coordination and review of the planning, operationalisation-processes of the TO EIBM both at European and national level, a **High Level Integrated Border Management Working Group (HL IBM WG)** shall be established, hosted at the European Border and Coast Guard Agency – Frontex.

The HL IBM WG shall be without prejudice to the upcoming multi-annual IBM policy cycle proposed under the revised EBCG Regulation as a comprehensive governance and advisory mechanism for the effective implementation of the EIBM. The HL IBM WG shall consist of a nominated representative from each MS/SAC, who has a senior role in coordinating national IBM, the European Commission and the European Border and Coast Guard Agency – Frontex. It shall be co-chaired by a senior member of the European Border and Coast Guard Agency – Frontex and a representative from a MS/SAC. Partner agencies and international stakeholders shall be invited when needed. The HL IBM WG shall carry out their tasks under dedicated Terms of Reference to be endorsed by the MB.

²⁰ e.g. Frontex Risk Analysis Network, Vulnerability Assessment Network, all-in-one meetings and the Pooled Resources Network

The HL IBM WG shall have the following, non-exhaustive, list of tasks:

- Supporting the coordination of the operationalisation of TO EIBM at European and national level by, amongst other things, translating common actions and activities into an Action Plan for TO EIBM setting timeframes, milestones key performance indicators and deliverables to be endorsed by the Management Board.
- Further revising and developing the TO EIBM strategy in accordance with the established revision process laid down in this document and further elaborated in the Terms of Reference of the HL IBM WG in order to support the ED in revising the strategy to be proposed for adoption by the MB.
- Supporting the TO EIBM development process through exchange of experiences on the implementation of the TO EIBM at European and national level, in line with, mainstreaming the overall principles of solidarity, interoperability and fair shared responsibility with the aim of further strengthening the common process at European and national level and making proposals to further its development;
- Contributing to an EU-wide coherent and comprehensive implementation of the TO EIBM by providing advice and support on technical and operational issues;
- Developing and establishing common guidelines for the development and alignment of national IBM strategies with the political guidelines of the Commission and the TO EIBM with the aim of harmonizing the implementation of national IBM strategies by sharing good practices;
- Drawing on expert networks within the framework of the EBCG in the development and revision process of the TO EIBM.

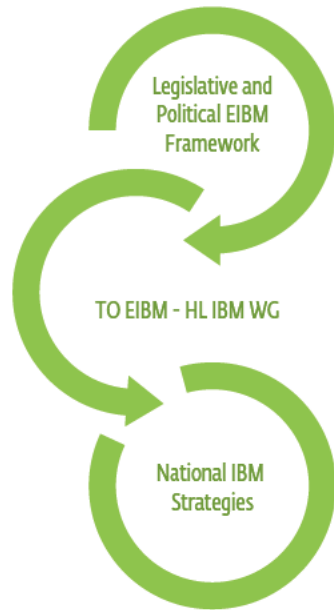


Figure 5: The role of the HL IBM WG is to facilitate coherent implementation of the legislative and political framework of EIBM in the TO EIBM and national IBM strategies.

The common goal shall be a comprehensive, coherent, updated and dynamic EIBM concept, to be regularly reviewed on the basis of achieved results, where all partners involved jointly analyse, pool their knowledge and cooperate to the highest extent aiming at facilitating orderly border traffic and successfully combating all forms of cross-border crime, thus preserving and protecting the common area of freedom, security and justice.

Operationalising European Integrated Border Management through Strategic Objectives

When operationalising EIBM it is important to consider the overall strategic framework:

- Implementing EIBM relies on the **sovereign** MS/SAC and on the European Border and Coast Guard Agency – Frontex, each with their own set of interoperable EBCG capabilities, working together in **solidarity** as the EBCG (Figure 6). It further relies on the EBCG being **coordinated** with partners including other agencies and institutions cooperating with Third Countries. The resulting whole being greater than the sum of the individual parts – the **spirit of shared responsibility**, through partnerships, **increases access to operationally available capabilities**, contributing to EU's overall strategic autonomy,²¹ allowing for effective implementation of comprehensive and coherent EIBM (Figure 7); The special role in the implementation of the EIBM is ensured by the European Commission coordinating the Schengen Evaluations and managing the EU funding.
- Furthermore, as the EU continues to prosper, its external borders will continue to face intensive transit of persons and goods, **leaving the borders vulnerable to challenging situations**. Therefore there is a need to be able to **sustain** capabilities over time that are relevant for the situation today, resilient enough to adapt to what might be faced tomorrow and robust to countermeasures;
- Lastly, the **capabilities needed to control the EU's external borders** in an integrated manner should revolve around **trained personnel** using **technical equipment**, drawing on the full **potential of technological developments** and necessary **logistic support**, in an **organisation** with a clear **command and control** structure, timely supplied with **adequate and accurate information** in order to provide **operational response** in a **safe, secure and healthy manner**.

²¹ Shared Vision, Common Action: A Stronger Europe, A Global Strategy for the European Union's Foreign And Security Policy, European Union Global Strategy, June 2016



Figure 6: The spirit of shared responsibility in the context of operationalising EIBM

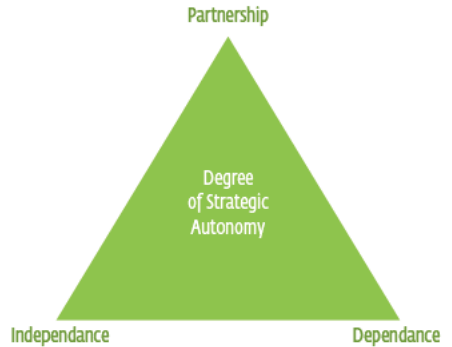


Figure 7: In the spirit of shared responsibility, partnerships increase access to operationally available EBCG capabilities, allowing for effective EIBM

In paving the way **towards the vision of smooth and lawful transit of persons and goods across the safe, secure and well-functioning external borders of the EU technical and operational actions should be developed along three pillars**, each of which can be translated into a strategic objective.

1. The EBCG shall provide reliable and comprehensive situational awareness in order to **contribute to avoiding the occurrence of challenging situations at the external borders** by striving to **predict** and **prevent** them before they emerge. This shall be achieved by sharing information in order to benefit from early-warning and actionable intelligence, thus reducing the vulnerability of the external borders **to challenging situations**;
 - **Strategic Objective 1:** Reduced Vulnerability of the External Borders based on Comprehensive Situational Awareness.

2. The EBCG shall persistently monitor the borders and be able to **launch timely, appropriate and adequate response** if challenging situations emerge at the external borders through thorough planning, implementation and evaluation of operational activities;
 - **Strategic Objective 2:** Safe, Secure and Well-Functioning EU External Borders.

3. The EBCG shall **sustain the necessary EIBM capabilities** – relevant for the needs of today, resilient to adapt to the needs of tomorrow, and robust to countermeasures – in order to provide comprehensive situational awareness, monitor the borders and launch timely response once challenging situations emerges;
 - **Strategic Objective 3:** Sustained European Border and Coast Guard Capabilities.

A visualisation of the link between the strategic objectives and the strategic components and horizontal elements applied onto the four tier access control model can be found in Figure 8.

In the following section, each strategic objective has been provided with a narrative to set the scene followed by a breakdown into specific objectives and subsequent proposed actions.

For each proposed action a set of illustrative activities have been identified to guide the process of implementing EIBM. These illustrative activities have been described in three levels:

- **National Level:** These activities shall be conducted in accordance with national legislation and national IBM strategies by the competent national authorities;
- **European Level:** These activities shall be conducted by the competent EU institutions – acknowledging the strategic role of the European Commission and the technical and operational role of the European Border and Coast Guard Agency – Frontex and other institutional stakeholders, the latter two within the remit of their respective regulations;
- **National and European Level:** These activities are to be carried out at both national and European Level.

Special attention is given to the horizontal components – fundamental rights, education and training and research and innovation, which are applicable to basically all actions listed, but – in case of fundamental rights and education and training – also constitute an independent specific objective.

Horizontal Components	Fundamental Rights			
	Training			
	Research & Innovation			
	Cooperation between Member States and Schengen Associated Countries supported by the Agency			
	Cooperation with Third Countries			
Strategic Components	Inter-Agency Cooperation			
	Qualify Control	Solidarity Mechanism	State-of-the-Art Technology	Border Control
	Search & Rescue	Measures within Schengen Area	Return of Third Country nationals	
Level of Ambition	Strategic Objective 1 Reduced Susceptibility of the External Borders based on Comprehensive Situational Awareness		Strategic Objective 3 Sustained European Border and Coast Guard Capabilities	Strategic Objective 2 Safe, Secure and Well-Functioning External Borders
	Predict & Prevent		Enable	React & Stabilise

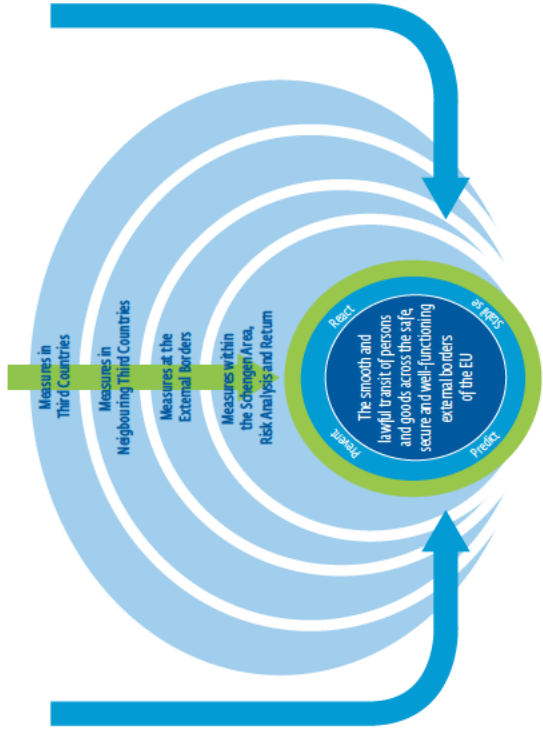


Figure 8: Consolidated Level of Ambition for IBM taking into account core components, horizontal elements and four-tier access control model

Four-Tier Access Control Model

Vision

Strategic Objective 1: Reduced Vulnerability of the External Borders based on Comprehensive Situational Awareness

Background

Reducing the vulnerability to crises and events at the borders requires detailed understanding of short-term and long-term risks as well as of existing vulnerabilities. This is enabled by proper **situational awareness** and **information sharing** and by **systematic and regular risk analysis and quality control**.

Only collaboration and interoperability across policy areas and authorities – nationally, at European level, with Third Countries and with international organisations – through the full implementation of the European Border Surveillance System (EUROSUR) and enhanced information and intelligence sharing through other appropriate channels will enable effective prediction and prevention of crises and events from occurring. The more information and intelligence is captured at early stages of an event the more it increases the likelihood of being able to tackle the criminal networks behind the event. In the context of security threats such as terrorism externally targeting the European area of freedom, security and justice, controlling the border plays an important role in the intelligence value chain. Not only can it provide access to insights into merely one event but more importantly a whole system of emerging events



planned by the networks (Figure 9).

Figure 8: An illustration of the phases associated with staging an event associated with e.g. terrorism and organised crime, showing the importance of sharing information

across policy areas and authorities at national and EU level, working closely with Third Countries as early as possible.

As emphasised by the European Commission²², reliable and comprehensive situational awareness and monitoring of the border situation should be maintained to guarantee a high level of ability to take adequate measures at European and national level.

Risk analysis shall therefore be performed to support strategic, operational and tactical planning and decision-making. Relevant data shall be collected and shared in the framework of the EBCG, especially to support the Agency in delivering centralised situational awareness to MS/SAC and relevant key players from a European perspective.

A European **quality control mechanism in particular through the Schengen Evaluation and Monitoring Mechanism coordinated by the Commission, Vulnerability Assessments** carried out by the Agency and possible national mechanisms, is considered as the essential **tool to guarantee the continuous monitoring of the effective implementation of EIBM** and the preparedness, and readiness to respond to changes in the operational situation at the external borders.

Expected Added Value

The expected added value of actions undertaken as part of this strategy is **better and more efficient handling of migration flows, tackling of cross-border crime, and combat of terrorism and hybrid threats** thus **strengthening the control of the external borders** of the EU and **increasing the security within the Union**. Being able to **respond in a proactive manner** – predicting and preventing – will be achieved through:

- Being able to **comprehensively assess risks** and threats at and beyond the external border drawing on and exploiting the full potential of the **Common Integrated Risk Analysis Methodology (CIRAM)**, including **joint risk analysis with neighbouring border and coast guard authorities, partner agencies and law enforcement authorities and customs**.
- Exploiting the full potential of **the European quality control** mechanism and enhancing synergies between the Schengen Evaluation and Monitoring Mechanism (SEM) and regular **Vulnerability Assessments as well as national quality control mechanisms**.

²² Annex to the Progress Report on the European Agenda on Migration, COM(2018)250 final, Brussels 14.3.2018

- Striving for **comprehensive situational awareness, monitoring** and a **common European Situational Picture** that is underpinned by the implementation of the **EUROSUR**, the ability to exchange and fuse information in a secure manner is enabled through **secure networks**, drawing on **persistent wide area monitoring in the pre-frontier area** and the ability to process gathered information together with facts and assumptions in order to create **actionable intelligence** and provide **early warning to decision-makers**.
- Being able to work beyond the external borders in order to cooperate with and support relevant partner agencies, and law enforcement authorities, which address root causes of irregular migration, e.g. through **Risk Analysis Networks (RANs)** and with the authorities of Third Countries – bilaterally and on Union level through networks such as the **Africa-Frontex Intelligence Community (AFIC)**, utilising the external institutional function of the EU, including **Frontex Liaison Officers (FLOs)** and coordinating efforts with **EU institutions responsible for implementing the EU's external policies**.

Specific Objective 1.1: Comprehensively Assessed Risks

Systematic monitoring and regular systematic analysis of risks at the borders implies being able to predict what may occur in the future, systematically and methodically manage data from different types of sources, increase early warning capability and so enhance decision making and reaction capability.

The challenge is to link different components and build solid interfaces also with other EU policies (e.g. internal security, asylum and maritime security), ensuring that risk analysis is driven by operational needs and threats are identified and passed on to relevant authorities for decision, action and operations to be implemented based on risk analysis.

- **Target:** Timely delivery of relevant risk analysis products and efficient dissemination, including on secondary movements, to all relevant stakeholders to be used for decision making
- **Indicator:** CIRAM 2.0 implemented in all MS/SAC, institutional capacity for risk analysis ensured, risk analysis products drafted and disseminated

PROPOSED ACTION 1.1.1

Analyse risks associated with threats, vulnerabilities, and impact at the borders in line with CIRAM

ACCESS CONTROL TIER

1, 2, 3 and 4

Risk analysis should cover the full scope of EIBM across all four tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

- Risk Analysis
- Training
- Research and Innovation

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Fully implement CIRAM in relevant national authorities • Train personnel in risk analysis • Obtain and exchange information and data 	<p>National Level</p> <ul style="list-style-type: none"> • Comprehensively and thoroughly analysed risks at national level including secondary movement • Trained personnel makes full use of CIRAM 	<ul style="list-style-type: none"> • Support decision making • Support to planning operational response • Support to developing new capabilities
<p>European Level</p> <ul style="list-style-type: none"> • Further develop CIRAM • Further develop and deliver harmonised training on risk analysis 	<p>European Level</p> <ul style="list-style-type: none"> • Comprehensively and thoroughly analysed risks at European level • State-of-the-art training on risk analysis 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Systematically and continuously analyse risks • Compile comprehensive of risk analysis products, regularly update and revise and disseminate them • Regularly update and revise risk-analysis products • Develop new risk-analysis products on a needs basis • Disseminate risk-analysis products 	<p>European and National Level</p> <ul style="list-style-type: none"> • Up-to-date risk-analysis products 	

Specific Objective 1.2: Fully Interoperable and Efficient European Quality Control Mechanism

An efficient European quality control mechanism is based on a well-integrated use of synergies between the **Schengen Evaluation and Monitoring Mechanism coordinated by the Commission**, regular **Vulnerability Assessments** carried out by the Agency taking into account the different legal basis and coverage of the two mechanisms. European quality control should be complemented by national quality control systems. The quality control mechanism should cover the whole IBM concept and EBCG.

- **Target:** Comprehensive understanding of the functioning of the external borders
- **Indicator:** Results of quality control mechanism

PROPOSED ACTION 1.2.1

Assess the functioning of the IBM and possible vulnerabilities of border management capabilities through exploiting the full potential of Vulnerability Assessment and Schengen Evaluation

ACCESS CONTROL TIER

1, 2, 3 and 4

The functioning of the IBM concept should be assessed across all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

- Risk Analysis
- Quality Control
- Training

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Fully implement Vulnerability Assessment in relevant national authorities • Train personnel in Vulnerability Assessment • Establish national quality control mechanism 	<p>National Level</p> <ul style="list-style-type: none"> • Comprehensively and thoroughly analysed vulnerabilities at national level 	<ul style="list-style-type: none"> • Strengthened external border management • Support to planning operational response • Support to decision-makers on prioritisation of activities and resources
<p>European Level</p> <ul style="list-style-type: none"> • Full interoperability between SEM coordinated by the Commission and Vulnerability Assessment carried out by Frontex • Ensure that quality control, in particular through Schengen Evaluation and where relevant Vulnerability Assessment, covers the full scope of IBM • Stabilise and further develop CVAM including objective criteria • Further develop and deliver harmonised training for Schengen evaluators and on Vulnerability Assessment 	<p>European Level</p> <ul style="list-style-type: none"> • Comprehensive overview of the functioning of the external borders and possible vulnerabilities • Harmonised training on Schengen evaluation and Vulnerability Assessment 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Ensure interoperability between the Schengen Evaluation Mechanism and Vulnerability Assessment • Ensure that quality control covers the whole EBCG and its functions 	<p>European and National Level</p> <ul style="list-style-type: none"> • Effective and efficient process for mitigation of vulnerabilities and further development of EIBM 	

Specific Objective 1.3: Effective and Comprehensive Information Exchange Environment

Sharing of information across policy areas at EU level and authorities nationally is essential to be able to serve national and EU decision makers with accurate and comprehensive situational awareness. This is underpinned by the full implementation of CIRAM and EUROSUR as well as assurance of connectivity, interoperability and data fusion.

- **Target:** Comprehensive European Situational Picture and early warning system
- **Indicator:** Geographical coverage of common situational picture

PROPOSED ACTION 1.3.1

Ensure connectivity, interoperability and robustness of networks of data sources

ACCESS CONTROL TIER

1, 2, 3 and 4

Comprehensive connectivity should be established within the Schengen Area and to the extent possible also for secure exchange of data with select Third Countries.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Measures within the Schengen Area**
- Cooperation between Member States
- Inter-Agency Cooperation
- Cooperation with Third Countries
- Research and Innovation

ACTIVITY

European and National Level

- Establish a common network for secure sharing of information at European and national levels
- Establish networks for secure sharing of information with prioritised Third Countries
- Implement adequate and up to date cyber security measures.

OUTPUT

European and National Level

- A network for information sharing across EU institutions, EU agencies and national authorities
- Networks for sharing information with Third Countries
- Protection against cyber threats

ADDED VALUE

- Capability of sharing information across national authorities and across borders within the Schengen Area in a secure manner
- Capability of sharing information with Third Countries in a secure manner
- Efficiently implemented Schengen Acquis and increased ability to respond to changes in the operational environment.

PROPOSED ACTION 1.3.2

Ensure persistent pre-frontier wide area surveillance

ACCESS CONTROL TIER

3

Persistent pre-frontier monitoring should be carried out in the vicinity of the EU external borders within the framework of EUROSUR.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Measures within the Schengen Area**
- Cooperation between Member States
- Inter-Agency Cooperation
- Cooperation with Third Countries
- Research and Innovation

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Establish integrated pre-frontier maritime surveillance systems which will include early warning capacity • Develop advanced tools and technical equipment for the achievement of pre-frontier surveillance capacity 	<p>National Level</p> <ul style="list-style-type: none"> • Cost efficient and evidence- led patrols • Acquire real time operational response capacity • Recognise in a timely and effective manner risks and threats 	<ul style="list-style-type: none"> • Real-time situational picture of the pre-frontier area • Provision of prompt response capacity at the EU external borders.
<p>European Level</p> <ul style="list-style-type: none"> • Interconnect with the national surveillance systems • Facilitate the interoperability among the national surveillance systems • Provide pre-frontier surveillance capacity with the use of state-of-the-art tools and equipment 	<p>European Level</p> <ul style="list-style-type: none"> • Have overall situational picture beyond external EU borders • Contribute to the effective collection and operational sharing of information 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Develop new concepts of pre-frontier surveillance activities • Launch and implement novel and conventional multipurpose surveillance operations 	<p>European and National Level</p> <ul style="list-style-type: none"> • Enhanced surveillance coverage • Real-time surveillance data from the pre-frontier area 	

PROPOSED ACTION 1.3.3

Implement EUROSUR in order to ensure secure capture and exchange of information

ACCESS CONTROL TIER

1, 2, 3 and 4

EUROSUR should be used in the context of all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Measures within the Schengen Area**
- Cooperation between Member States
- Inter-Agency Cooperation
- Cooperation with Third Countries
- Training
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Full implementation of EUROSUR capabilities within the structure of National Coordination Centres • Increase the level of awareness of EUROSUR capabilities among stakeholders • Extend use of the tools and capacities of EUROSUR for effective cooperation and information sharing among stakeholders • Train personnel in operating EUROSUR • Create group of EUROSUR operators 	<p>National Level</p> <ul style="list-style-type: none"> • Effective reporting capability • Improved National Situational Awareness Picture • Acquired overall picture on the current and potential future level of risks and threats • Staff trained for full utilisation of system capacities 	<ul style="list-style-type: none"> • Systematic and searchable recording of surveillance data • Comprehensive situational awareness for better preparedness and prompt and effective response
<p>European Level</p> <ul style="list-style-type: none"> • Further develop the EUROSUR concept in to an effective and user-friendly system • Based on evaluation results advice on how to adapt or reinforce the legislative framework of EUROSUR and improve the use of the system • Connect with the existing situational awareness platforms • Ensure interoperability with the existing reporting tools and situation monitoring centres 	<p>European Level</p> <ul style="list-style-type: none"> • Enhanced proper and on time reporting capability • Ensure advanced and interoperable pan-European Situational Picture • Ensure timely and accurate monitoring of the operational response picture 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Actively use EUROSUR • Update and harmonise the legislative framework • Manage interoperability with existing monitoring/reporting tools and platforms 	<p>European and National Level</p> <ul style="list-style-type: none"> • Up-to-date reporting • Better monitoring of the operational and situational awareness picture • Full exploitation of systems capacity 	

PROPOSED ACTION 1.3.4

Fuse and process information from multiple data sources at EU-level together with facts and assumptions

ACCESS CONTROL TIER

1, 2, 3 and 4

Data should be fused from across the four tiers and subsequently processed.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Measures within the Schengen Area**
- Cooperation between Member States
- Inter-Agency Cooperation
- Cooperation with Third Countries
- Training
- Research and Innovation
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Share expertise concerning the use of European fusion services and information processing among the relevant stakeholders • Train personnel in how to process information and to use European fusion services • Create groups of experts and operators managing and implementing fusions services and information processing services 	<p>National Level</p> <ul style="list-style-type: none"> • Increased information flow and reaction capacity • Improved situational picture for better assessment of potential threats and risks • Well trained and skilled personnel for full exploitation of fusion services and information processing 	<ul style="list-style-type: none"> • Facilitation of delivering a European Situational Picture • Better situational awareness for better preparedness and prompt and effective response • Large data analysis enabled
<p>European Level</p> <ul style="list-style-type: none"> • Fuse and process data at European level • Further develop ability of fusing data from multiple sources across Europe • Exploit synergies between institutional stakeholders at European level • Further develop and deliver training on how to process information and to use European fusion services 	<p>European Level</p> <ul style="list-style-type: none"> • Increased information flow • Fused situational picture for better assessment of potential threats and risks • Ensured availability of large data analysis tools • Enhanced reporting capability 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Provide comprehensive overview of fused data 	<p>European and National Level</p> <ul style="list-style-type: none"> • Enhanced information sharing and reporting analysis capacity • Provide comprehensive overview of fused data 	

PROPOSED ACTION 1.3.5

Provide timely and comprehensive decision-making support including early warning

ACCESS CONTROL TIER

1, 2, 3 and 4

Decision-making support through a common situational picture across all tiers should be provided, taking into account secondary movements.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Measures within the Schengen Area**
- Cooperation between Member States
- Inter-Agency Cooperation
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
National Level <ul style="list-style-type: none">• Establishment or reinforcement of national coordination structures for national common situational picture• Harmonisation and smooth cooperation on the functionality of the national coordination structures for sharing a common situational picture	National Level <ul style="list-style-type: none">• Standardisation of the workflow of common situational picture- sharing• Monitoring of secondary movements	<ul style="list-style-type: none">• Enabling a common situational picture• Support implementation of operational response activities
European-Level <ul style="list-style-type: none">• Reinforce already established EU situational centres and establishment of interoperable exchange of common situational picture among stakeholders	European-Level <ul style="list-style-type: none">• Standardisation of the procedures on the exchange of common situational picture within the framework of EU interagency cooperation	
European and National Level <ul style="list-style-type: none">• Establish common situational picture including on secondary movements in cooperation with relevant agencies• Assess situational picture and produce reports• Enhanced cooperation with Police and Customs Coordination Centres (PCCC)	European and National Level <ul style="list-style-type: none">• Comprehensive, timely and accurate reports for decision making	

Specific Objective 1.4: Effective Cooperation with Third Countries in Support of Situational Awareness and Decision-Making

Working closely with the outreach instruments of EU policy enables further preventive measures to take place, beyond the external borders. Mitigating root causes requires working closely with national and EU authorities with expertise in risk analysis, law enforcement and intelligence. It also requires working with Third Countries.

- **Target:** Reduced crises and events at the borders
- **Indicator:** Well-functioning cooperation with Third Countries

PROPOSED ACTION 1.4.1

Cooperation with Third Countries of Origin or Transit and Neighbouring Third Countries

ACCESS CONTROL TIER

1, 2, 3 and 4

Measures should be taken at all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Cooperation with Third Countries**
- Cooperation between Member States
- Inter-Agency Cooperation
- Measures within the Schengen Area
- Training
- Research and Innovation
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Establish and reinforce bilateral communication with Third Countries between competent authorities responsible for border control, return and cross-border crime • Appoint under bilateral agreements Liaison Officers to Third Countries of special interest • Utilise and enhance Liaison Officers appointed to Third Countries of special interest in order to facilitate the communication and information exchange between competent authorities 	<p>National Level</p> <ul style="list-style-type: none"> • Smooth implementation of bilateral cooperation with respective Third Country of special interest, • Trust building measures with the Third Country of special interest 	<ul style="list-style-type: none"> • Early warning • Operational efficiency • Facilitation of the readmissions and returns • Capacities available on the communication and cooperation with the Third Countries • Monitoring of migration flows in Third Countries to allow for better prediction of migration flows into the EU • Capacity building in Third Countries
<p>European-Level</p> <ul style="list-style-type: none"> • Establish and foster good relations with relevant authorities in Third Countries • Utilise and enhance the already established Liaison Officers structures in Third Countries including national and EU Liaison Officers and contributing to enhanced coordination and cooperation within Liaison Officer networks through e.g. appointment of joint Liaison Officers 	<p>European-Level</p> <ul style="list-style-type: none"> • Regular communication with relevant authorities in Third Countries • Structured and efficient communication with the relevant authorities in the Third Countries of special interest • Capacity building projects 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Create and maintain respective networks and meeting fora with neighbouring Third Countries competent border management authorities 	<p>European and National Level</p> <ul style="list-style-type: none"> • Effective and enhanced cooperation with Third Country of special interest (origin – transit – neighbouring) 	

PROPOSED ACTION 1.4.2

Cooperate with EU institutions addressing Third Countries

ACCESS CONTROL TIER

1, 2, 3 and 4

Measures should be taken within the Schengen Area and at the External Borders to facilitate liaison with Third Countries.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Cooperation with Third Countries**
- Inter-Agency Cooperation
- Training
- Research and Innovation
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Connection of the EU MS national coordination centres with the national Liaison Officers of different authorities in the Third Countries 	<p>National Level</p> <ul style="list-style-type: none"> • increased information flow from third countries of interest 	<ul style="list-style-type: none"> • Early warning • Proactive measures and response to the threats and risks • Better situational picture • Better preparedness in case of newly identified risks and threats
<p>European-Level</p> <ul style="list-style-type: none"> • Establish and foster good relations with other EU institutions and policy areas addressing Third Countries • Establish networks between the Liaison Officers from EU institutions and Agencies deployed in the Third Countries 	<p>European-Level</p> <ul style="list-style-type: none"> • Synergies with other policy areas addressing Third Countries • Communication with EU delegations in Third Countries 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Interlinking the available units of Liaison Officers in Third Countries to pool information resources capacity • Establish comprehensive situational picture drawing on Frontex Liaison Officers 	<p>European and National Level</p> <ul style="list-style-type: none"> • Smooth cooperation between EU functions in Third Countries that will ensure better information flow 	

Strategic Objective 2: Safe, Secure and Well-Functioning EU External Borders

Background

Safe and secure and well-functioning external borders are highly dependable on the successful implementation of border surveillance and checks at the external borders. Border control is governed by the provisions of the Schengen Acquis, especially the Schengen Borders Code²³ and further development of Union legislation and standards. On the one hand – implemented in a uniform manner – they facilitate a smooth flow of travellers across the border, and on the other hand they also contribute to the prevention and detection of cross-border crime such as human trafficking, smuggling of migrants, smuggling of weapons and goods and terrorism. All those conducted actions must reflect the cooperation and solidarity between MS/SAC and third parties, serving legitimate border crossings and also the internal security of the Union in an efficient manner, while fully respecting the fundamental rights of persons.

Ultimately, border checks are about enabling smooth and lawful transit of persons, their means of transport and the objects in their possession in a safe and secure manner at authorized BCPs. Moreover, when faced with situational changes at the borders, it implies being able to respond in a timely manner, appropriately and adequately to mitigate risks as well as supporting the chain of migration management in the context of swiftly returning Third Country nationals, once a decision to return has been made by MS/SAC. All this sets rigorous requirements in the way operational response is planned, structured and implemented. Situational awareness and risk analysis provide key input to the assessment, planning and implementation of operational activities. Evaluation of operational activities enables border management to improve, assess, plan and implement future operations

Protecting and saving of lives at external borders is a key priority in EIBM; the capacity and operational readiness to support MS/SACs in conducting search and rescue operations shall be an integral part of all the surveillance operations at the external sea borders. In parallel, the return of Third Country nationals without legal stay is an integral part of the chain of migration management

²³ Regulation (EU) 2016/399 of the European Parliament and of the Council of 9 March 2016 on a Union Code on the rules governing the movement of persons across borders (Schengen Borders Code) (codification), OJ L 77, 23.3.2016, p. 1.

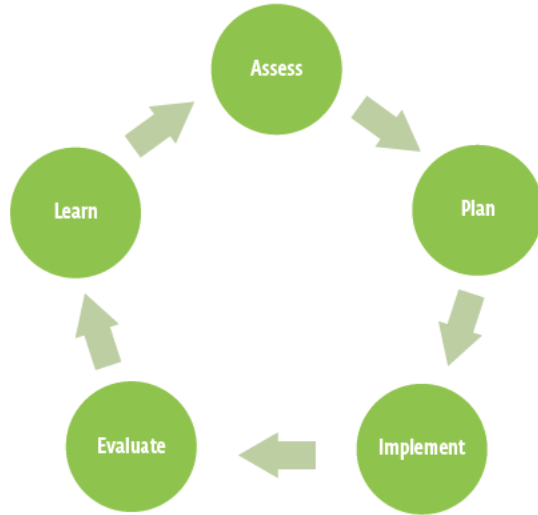


Figure 10: The cycle of operational response activities.

and the functioning of EIBM. This implies good and well-functioning interaction between the national authorities competent and responsible for return decisions and the ones effecting return.

As advocated by the European Commission²⁴ in its Main Elements for the development of EIBM strategy, EIBM should contribute to uniform and harmonised implementation of border control rules and standards in line with the provisions of the Schengen Borders Code and the Union standards for border management.

Expected Added Value

Implementing the TO EIBM is expected to improve the handling of migration pressure at the borders and the operational response capacity. This will **facilitate and ensure the lawful transit** across the authorized border crossing points and enable to put the focus on supporting MS/SAC routine border control activities. Nevertheless, the **preparedness and readiness to launch reactive measures** – rapid and persistent – shall be retained to always be able to counter

²⁴ Annex 6 to the Progress Report on the European Agenda on Migration, COM(2018)250 final, Brussels 14.3 2018

changes in the operational environment at the external borders. This will be achieved through:

- Ensuring that the external borders facilitate smooth lawful flows by implementing knowledge-based border control and increasing the use of pre-arrival information by the effective use of border control systems – such as the **Schengen Information System (SIS), Visa Information System (VIS), EES and ETIAS** – the systems being fully interoperable – when performing uniform checks on persons and their documents on entry and exit in a uniform manner (as well as implementing measures related to the prevention and detection of cross-border crime and terrorism, whilst fully utilising systems for **Advance Passenger Information (API) and Passenger Name Records (PNR)**);
- Striving to **detect irregular border crossings** at the highest possible rate by identifying risk areas and profiles at the external borders, performing **persistent surveillance at operational and tactical levels** and strengthening the surveillance of the borders additionally through appropriate technical means, ensuring full support to competent authorities in the course of subsequent law enforcement proceedings;
- Being **able to respond timely and effectively to situational changes at the external borders through effective simulations, exercises, planning, implementation, phase-out and evaluation of operational activities**, based on risk analysis and actively **supporting Search and Rescue (SAR)** activities taking place during border surveillance operations;
- Effectively supporting the **migration management chain at reception and during the course of return** – planning, coordinating and implementing operations and interventions, based on risk analysis, providing pre-return assistance, fully exploiting the capabilities of the **Integrated Return Management Application (IRMA)** as an information exchange platform beyond the scope of return related issues within the remit of the legal base – while attempting to clearly communicate the danger of **THB and human smuggling** to the EU in Third Countries.

Specific Objective 2.1: Smooth, Lawful, Safe and Secure Border Crossings

Effective control of the border crossings should strive for smooth flows of persons and goods. It is also enabled by ensuring that authorities work at the borders in an integrated manner at national level, including between authorities for police, customs-, veterinary- and phytosanitary checks, at EU level – including between EUROPOL and the European Asylum Support Office (EASO) – and with Third Countries (through appropriate bilateral agreements and the deployment of Liaison Officers in selected areas).

Common goal is to ensure safety and security of those transiting while being able to adequately respond to changes in the operational environment. The EES and ETIAS are to be implemented to precisely serve those goals.

- **Target:** Smooth passenger flows at border crossing points and adequate monitoring
- **Indicator:** Outcome of Quality Control Mechanism and operationalised IT systems

PROPOSED ACTION 2.1.1

Ensure smooth and safe flows at border crossing points

ACCESS CONTROL TIER

1, 2 and 3

Measures to ensure the smooth flows and monitoring of border crossings should be taken at the external borders.

STRATEGIC AND HORIZONTAL COMPONENTS

• Border Control

- Risk Analysis
- Cooperation between Member States
- Inter-Agency Cooperation and Cooperation with Third Countries
- State-of-the-art Technology
- Training
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Ensure that BCPs are adequately designed and equipped to facilitate smooth flows • Ensure that effective standard operating procedures for border checks are in place • Train personnel on border checks • Provide for increased numbers of staff dedicated to checks at BCPs to ensure adequate staffing levels at all times • Ensure that all border-checking procedures are developed in cooperation between all relevant authorities working at the border (e.g. One stop Shop Services at land border BCPs in order to facilitate communication between authorities responsible for border checks, customs, sanitary services) • Make use of the Commission Guidelines on further development of the cooperation between Border Guards and Customs 	<p>National Level</p> <ul style="list-style-type: none"> • Well-functioning BCPs that can adapt to fluctuations in flows across the external borders • Efficient processes that facilitate legitimate border crossings and efficient checks for persons suspected of potential illicit activities • Sufficient number of trained staff performing border checks 	<ul style="list-style-type: none"> • High quality of uniform border checks • Smooth authorized flows at the BCPs • Operational and functioning interagency cooperation • Increased quality of border checks
<p>European and National Level</p> <ul style="list-style-type: none"> • Develop new concepts for ensuring smooth flows at the borders • Harmonise approaches to border checks and inherent training • Standardise procedures on the development of BCPs structures 	<p>European and National Level</p> <ul style="list-style-type: none"> • Facilitation of increasing the effectiveness of BCPs • European-wide best practice for how to carry out border checks • Facilitation of the interagency cooperation among stakeholders at BCPs 	

PROPOSED ACTION 2.1.2

Ensure effective use of Schengen Information System (SIS), Visa Information System (VIS), European Travel Information and Authorisation System (ETIAS) and the Entry/Exit System (EES) etc.

ACCESS CONTROL TIER

1, 2, 3 and 4

Measures to ensure efficient and effective use of large scale IT systems should be taken at the external borders and within the Schengen Area.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Border Control**
- Cooperation Between Member States
- Technical and Operational Measures within the Schengen Area
- Training
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Extend interagency synergies and involve competent authorities in the utilisation of the available Identification and authorization systems (border guard, police, customs and financial crime authorities etc.) • Install and operationalise ETIAS • Train personnel on the use of ETIAS • Install and operationalise EES • Train personnel on the use of EES • Full utilisation of SIS functionalities and effective information exchange through SIRENE Bureaux 	<p>National Level</p> <ul style="list-style-type: none"> • Increased and real time efficient Information sharing • Data records in real time • Enhanced ability to identify persons that have no right to enter/stay in the EU • Enhanced ability to detect and prevent cross-border crime and terrorism 	<ul style="list-style-type: none"> • Taking full advantage of the existing identification systems • Well-monitored and strengthened external borders • Facilitating the fight against cross-border crime and terrorism by making efficient use of the pre-arrival information and performing knowledge-based border check
<p>European Level</p> <ul style="list-style-type: none"> • Realise interoperability package and single search of SIS • Develop and implement ETIAS • Develop and deliver training the necessary training to use and maintain ETIAS • Support MS in development and implementation of EES • Develop and deliver necessary training to use and maintain EES • Establish networks for best practices exchange as well as fora for real time experience sharing among the users of the systems 	<p>European Level</p> <ul style="list-style-type: none"> • Access to information among all relevant EU institutions • Standardised effective function of the systems by operators in EU level through established best practices manuals 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Systematically cross reference data in SIS with data in ETIAS and EES • Develop risk analysis products and risk profiles to prevent misuse of legal routes by visa/overstay • Use other systems where relevant such as VIS, PNR and API 	<p>European and National Level</p> <ul style="list-style-type: none"> • Actionable intelligence • Standardised effective function of the systems by operators at the EU level through established best practices manuals 	

PROPOSED ACTION 2.1.3

Ensure interoperability between national, EU and Third Country authorities working at the border

ACCESS CONTROL TIER

1 and 2

Measures should be implemented together with Third Countries when possible.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Cooperation between Member States**
- Inter-Agency Cooperation
- Cooperation with Third Countries
- Training
- Research and Innovation
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Develop clear rules and procedures for the stakeholders working for border management in the national coordination structure • Connect the existing operational/law enforcement and cross-border crime cooperation centres and entities with the national coordination centre • Interlink the Liaison Officers in third countries with the National Coordination centres 	<p>National Level</p> <ul style="list-style-type: none"> • Interoperability among the national operational situation monitoring centres and the different law enforcement authorities and relevant entities. • Better and interoperable management of operational resources • Ensured economy of scale in activation of the operational resources • Established contact points with Third Countries for better operational planning and efficient results during operational activities in neighbouring border areas 	<ul style="list-style-type: none"> • Development of responsibility sharing culture within EU and with neighbouring Third Countries • Establishment and development of interoperability function when facing common challenges at the borders • Establishment and development of an advanced interoperable mechanism for counter cross-border crime
<p>European Level</p> <ul style="list-style-type: none"> • Optimization of the synergies developed within the framework of Interagency cooperation among EU agencies • Best practices sharing within the framework of cooperation and the networking with different Forums and initiatives with EU and neighbouring Third Countries • Establishment and/or reinforcement of tailor made networks with Third Countries 	<p>European Level</p> <ul style="list-style-type: none"> • Effective and interoperable management of operational capabilities • Achieved economy of scale in activation of the operational capabilities • Established contact points with Third Countries for better operational planning and efficient results during operational activities in neighbouring border areas 	

PROPOSED ACTION 2.1.3 (cont.)

Ensure interoperability between national, EU and Third Country authorities working at the border

ACCESS CONTROL TIER

1 and 2

Measures should be implemented together with Third Countries when possible.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Cooperation between Member States**
- Inter-Agency Cooperation
- Cooperation with Third Countries
- Training
- Research and Innovation
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>European and National Level</p> <ul style="list-style-type: none"> • Establish and implement agreements with Third Countries for increased cooperation on border management • Identify and engage with designated points of contact in Third Countries • Harmonise standard operating procedures within the cooperation frameworks, forums and initiatives (e. g EU Coast Guard Functions Forum CGFF and Baltic Sea Region Border Control Cooperation etc.) 	<p>European and National Level</p> <ul style="list-style-type: none"> • Needs-based structured and interoperable way of cooperation on national and European level as well as with Third Countries 	

Specific Objective 2.2: Detection of Illegal Border Crossings

Prevention and detection of illegal border crossings requires permanent risk analysis and a regularly updated situational picture for both the authorized border crossing points as well as the land borders, and sea borders. Authorized crossing points can be controlled through the inherent control of flows of persons and goods, enabling use of procedures and systems such as SIS, ETIAS and EES. For the land and sea borders, uniform and constant surveillance is a necessity – from sea, air and land. It also implies supporting the competent authorities in the enforcement taking into account the need to provide evidence including personal data for any ensuing legal proceedings.

- **Target:** Well-monitored borders
- **Indicator:** Results of Quality Control Mechanism

PROPOSED ACTION 2.2.1

Conduct operational and tactical border surveillance

ACCESS CONTROL TIER

3

Measures should be taken at the external borders.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Border Control**
- Cooperation between Member States
- Inter-Agency Cooperation
- Cooperation with Third Countries
- Research and Innovation

ACTIVITY

National Level

- Ensure adequate coverage of persistent surveillance at operational and tactical level along the external borders
- Implement national border surveillance systems
- Further develop surveillance capabilities along the external borders
- Detect illegal border crossings and respond
- Support the competent authorities in subsequent legal proceedings by securing evidence
- Encourage and ensure interagency cooperation between competent authorities on the utilisation of the operational resources in a cost effective manner

OUTPUT

National Level

- Situational awareness at operational and tactical level
- Interagency operational cooperation by maximizing the utilisation of the operational resources and the human dynamics
- Decision-making support to command and control of operational response activities
- Evidence to support to legal proceedings
- National border surveillance systems implemented

ADDED VALUE

- Well-monitored external borders
- Detected illegal border crossings
- Capacity building on encountering cross-border crime risks and threats

PROPOSED ACTION 2.2.1 (cont.)

Conduct operational and tactical border surveillance

ACCESS CONTROL TIER

3

Measures should be taken at the external borders.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Border Control**
- Cooperation between Member States
- Inter-Agency Cooperation
- Cooperation with Third Countries
- Research and Innovation

ACTIVITY	OUTPUT	ADDED VALUE
<p>European Level</p> <ul style="list-style-type: none"> • Support and reinforce surveillance activities • Provide additional and state-of-the-art resources for surveillance activities • Coordinate in close cooperation with national authorities involved, persistent surveillance activities at the operational and tactical levels • Assess opportunities for harmonising and enhancing the surveillance capabilities 	<p>European Level</p> <ul style="list-style-type: none"> • Comprehensive approach to persistent surveillance at operational and tactical level • Comprehensive situational awareness at the operational and tactical level along the external borders • Support to risk analysis 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Fully exploit operational capabilities, including technical equipment and human resources for increasing surveillance capabilities • Customization of the interagency cooperation for the needs of persistent surveillance schemes • Support the development of common minimum requirements for external border surveillance and feed their continuous improvement 	<p>European and National Level</p> <ul style="list-style-type: none"> • Comprehensive situational awareness at the operational and tactical level along the external borders • Facilitation on the decision making and preparation the most effective intervention measures 	

Specific Objective 2.3: Timely and Effective Response to Situational Changes at the External Borders

Launching timely, appropriate and adequate response implies understanding the operational environment and the changes authorities can be faced with. Based on this a suitable approach can be adopted, which can imply multipurpose operations together with other national authorities, policy areas, EU institutions, Third Countries and international organisations – based on which the operational activities and capability needs will be planned. It further implies deploying and sustaining the operational activities in the theatre of operations and – at the same time – also ensuring the safety of the deployed personnel. Once the operational objectives have been achieved the response activities can be faded out to allow for smooth stabilisation.

- **Target:** Effective planning of reactive operational response activities
- **Indicator:** Evaluation of reactive operational response activities

PROPOSED ACTION 2.3.1

Plan and implement operational response activities – regular, rapid and persistent interventions

ACCESS CONTROL TIER

3

Plan and implement operational activities in response to the changing situation at the external borders.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Border Control**
- Risk analysis
- Training
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Create the appropriate coordination structures at strategic, operational and tactical level • Ensure adequate levels of preparedness to respond to changing situations at the borders • Assess type and scope of reactive operational response based on risk analysis • Maintain a network of trained operational stakeholders familiar with border control activities • Develop contingency plans to provide in a transparent way clear operational needs for receiving Frontex support including readiness to receive and lead operational activities 	<p>National Level</p> <ul style="list-style-type: none"> • Effective and organised operational response activities • Time effective and efficient implementation of deployed resources deployment • Decision-making support • Multipurpose paralleled activities and creation of economy of scale in deployment of operational resources • Established and tested contingency plans • Effective SAR operations • Enhanced crime detection and prevention capability 	<ul style="list-style-type: none"> • Solid border management • Increased response capability • Effective operational activities • Safe and secure external borders • Effective utilisation of available operational resources and effective interagency cooperation for safe and secure external borders
<p>European Level</p> <ul style="list-style-type: none"> • Support MS/SAC in assessing the need for reactive operational activities based on risk analysis • Making use of the available response capacity and capability to coordinate reactive operational response activities with MS/ SAC, EU agencies and relevant International organisations at the external borders • Develop and deliver adequate pre-deployment training for taking part in Frontex operational activities 	<p>European Level</p> <ul style="list-style-type: none"> • Decision-making support • Facilitation of the implementation of operational activities • Support and reinforcement of an effective and added value operational response 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Develop concepts of operational response and subsequent operational plans • Ensure adequate pre-deployment training • Launch reactive operational response activities • Stabilise and phase-out reactive operational response activities in accordance with operational plans • Launch appropriate tailor-made exercises 	<p>European and National Level</p> <ul style="list-style-type: none"> • Timely, adequate and appropriate reactive operational response • Better adaptation to situational changes and the varied threats and risks 	

PROPOSED ACTION 2.3.2

Evaluate reactive operational response activities

ACCESS CONTROL TIER

3

There is a constant understanding of the functioning of the operational response capacity.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Border Control**
- Risk Analysis
- Quality Control Mechanism
- Training
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Prepare and deliver evaluation of operational activities including exercises within the border coordination and return structures with specific measures and indicators • Creation of appropriate mechanism within IBM for evaluation of the ongoing operational activities and further assessment of the evaluation mechanism • Provision of training to the appropriate staff to ensure business continuity 	<p>National Level</p> <ul style="list-style-type: none"> • High level evaluation mechanism • Multilevel objective evaluation results • Life long standing evaluation mechanism and process • Improvement of the effectiveness of the operational activities 	<ul style="list-style-type: none"> • Assessment of the situation • Lessons learned embedded in the future operational concepts and plans
<p>European Level</p> <ul style="list-style-type: none"> • Establish and develop a standardized evaluation concept of reactive operational response activities in the framework of Frontex • Reinforce evaluation activities in the framework of Frontex and provide adequate resources when and where required • Based on evaluation of the reactive operational response capability, ensure business continuity 	<p>European Level</p> <ul style="list-style-type: none"> • High level and standardised evaluation mechanism evaluation system of reactive operational activities • Continuously improved operational activities based on implementation of lessons learned 	
<p>European and National Level</p> <ul style="list-style-type: none"> • Draw up evaluation reports on reactive operational response activities in the framework of Frontex • Identify lessons to be learned • Train personnel in evaluation methodologies • Further develop evaluation processes 	<p>European and National Level</p> <ul style="list-style-type: none"> • Support to better planning of reactive operational response activities • Improved services within the framework of the future reactive operational activities 	

Specific Objective 2.4: Support to Effective Migration Management

Facing increased and complex irregular migration flows, as the past and present have shown, there is a need to ensure constant readiness to manage mass influx of irregular migration and a coherent approach to migration management. The EBCG supports this approach, including with registration, screening and debriefing activities and assistance in determining the nationality and re-documentation of Third Country nationals subject to readmission and return decisions. All those tasks are implemented in strong cooperation with other national authorities and EU institutions and agencies also present at those entry-points such as Europol and EASO.

The EBCG further supports all stages of the return procedures, without prejudice to the competence of national authorities to take the respective decisions. This is to be administered through appropriate pre-return assistance, through the establishment of interconnected IT-systems ensuring the proper return management response capability to return support needs and requests and through effective and efficient support in conducting return operations.

PROPOSED ACTION 2.4.1

Support effective migration management and processing upon reception

ACCESS CONTROL TIER

3

Measures should be taken at the external borders.

STRATEGIC AND HORIZONTAL COMPONENTS

• Cooperation between Member States

- Inter-Agency Cooperation,
- Cooperation with Third Countries and Solidarity Mechanism
- Training
- Fundamental Rights

ACTIVITY

National Level

- Establish national measures, including referral mechanisms in order to carry out support-effective migration management providing capacities for screening, debriefing, identification, fingerprinting upon reception and return
- Define clear roles and responsibilities (including SOPs) among stakeholders
- Provide adequate resources in support of effective migration management
- Training for staff involved with migration management upon reception

European Level

- Support the creation and sustainment of reception structures
- Develop and deliver training for effective functioning of the reception structures
- Prepare and provide supporting teams that will be present and contribute to the effective management of reception structures including screening, debriefing, identification, fingerprinting and return

European and National Level

- Train personnel in relevant aspects of migration management
- Register migrants upon arrival
- Capture information through screening and debriefing activities to be evaluated and passed on in the context of PeDRA
- Support the competent authorities in migration management
- Cooperate with relevant EU-institutions and agencies to improve the hotspot concept

OUTPUT

National Level

- High level evaluation mechanism
- Multilevel objective evaluation results
- Life long standing evaluation mechanism and process
- Improvement of the effectiveness of the operational activities

European Level

- Standardisation and harmonisation of the procedures
- Improvement of the European Situational Picture drawing on intelligence gathered
- Harmonised approach to reception capacities and effective migration management

European and National Level

- Support to comprehensive migration management
- Better understanding of methods and routes of transit

ADDED VALUE

- Support to risk analysis
- Effective management of migration flows
- Better handling of irregular migration

PROPOSED ACTION 2.4.2

Effective Return

ACCESS CONTROL TIER

4

Measures related to return are relevant to the Schengen area.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Return of Third Country Nationals**
- Cooperation with Third Countries
- Training
- Fundamental Rights

ACTIVITY

National Level

- Ensure an effective system for national return-decisions
- Create an appropriate system for assessing, deciding and reporting needs for Frontex support

European Level

- Proactively assess the needs and respond to requests from MS/SAC to support return activities through pre-return assistance and return support (e.g. JROs, CROs, scheduled flight, voluntary return and post-arrival assistance etc.)
- Further development of IRMA Further development of the European Integrated Return Management Initiative (EURINT) and European Return and Reintegration Network (ERRIN)
- Develop and deliver training for return related activities

European and National Level

- Draw up concepts for operations (appropriate operational planning)
- Train personnel in return related activities
- Support the operational return activities of competent authorities
- Support competent authorities with the communication of modalities of legal pathways to Europe in Third Countries

OUTPUT

National Level

- Clear procedures and responsibilities
- Reliable and agreed decision and reporting system with Frontex
- Enhanced cooperation with Frontex in return-related matters

European Level

- Coordinated reactive operational return activities
- Effective management of IRMA

European and National Level

- Implementation of operational return related activities
- Support to effective migration management

ADDED VALUE

- Increased return rate
- Effective management of operational return activities
- Support to strengthening legal pathways to Europe

Strategic Objective 3: Sustained European Border and Coast Guard Capabilities

Background

In a constantly changing operational environment the need to further develop and procure new technologies for border management at the external border is crucial. Regardless whether it is in the land, air or the maritime domain, the driving forces have to be: complementarity, interoperability and interconnectivity as well as harmonisation of standards. This also goes for the development of the forthcoming large-scale IT-systems (EES and ETIAS).

The establishment of a single comprehensive framework for border and coast guard capability development, by the European Border and Coast Guard Agency – Frontex, in close cooperation with the MS/SAC will secure the short, medium and long term supply of capabilities for border management and return. The process should also enable capturing and exploiting the exchange of information, i.e. enabling both capability pull and technology push, with the aim of innovating the border and coast guard. This will further ensure a coherent approach to the strategic and ethical aspects of sustainability and social responsibility. The process will include planning²⁵, programming, budgeting²⁶, development²⁷ and implementation (Figure 11).

Such a single comprehensive process for a Border and Coast Guard Capability Development Plan (CDP) should also support the national authorities by developing activities carried out by MS/SAC and Frontex, and assist in coordinating activities funded through other EU instruments; thus, avoiding unnecessary duplications.

When developing or procuring, European standard-setting and standardisation is to be mainstreamed within the EBCG community in order to avoid fragmentation and the development of isolated solutions for challenges and to ensure flexibility and mobility within the EBCG community.

25 Drawing on lessons learned from past and present operations; strategic foresight to map future trends; risk analysis, research and Vulnerability Assessment to identify challenges, opportunities and shortfalls respectively

26 In line with the EU Financial Regulations

27 Launching development actions across policies and concepts; science, technology and innovation; personnel and training; equipment and support; infrastructure and logistics; safety and health.

The quality control mechanism can alone ensure the implementation of Union legislation in the area of border management. It also takes active and consistent follow-up and implementation of the results of these mechanism by the national authorities. Through Schengen Evaluations and Vulnerability Assessment, a continuous health check on the effective implementation of EIBM and the constant preparedness to respond to any challenges arising at the external borders is facilitated. The results of the quality control are therefore also to be considered when prioritising the use of the EU Funds at the national level and the European level and even supporting the development of capabilities and capacities of the EBCG on identified shortcomings.

Connecting the results from risk analysis and quality control mechanisms with the ability to forecast future trends and challenges, enables needs and shortfalls to be identified and prioritised. Further drawing on lessons learned from operational activities, from assessing training needs and identifying novelties through research, enables the establishment of capability development plans.

Development of activities can then be programmed, budgeted and launched in an integrated and synchronised manner across the EBCG community, addressing training, science, technology developments, equipment, logistics, safety and health with a view to enhance our ability to predict, prevent, react to and stabilise any emerging adversities at the borders as shown in Figure 11.

Solidarity principles lay at the core of the successful capability development and deployment. The Union funding managed by the European Commission contributes effectively to the development of national capabilities and interoperability. Frontex shall support the national endeavours through providing professionalisation training, access to knowledge products and research findings.

Ultimately, the capability development planning process will ensure that sufficient staffing levels and relevant capabilities for the challenges of today, while enabling their transformation to meet the needs of tomorrow. In terms of securing the necessary resources for Frontex operational response activities, this will be supported through Annual Bilateral Negotiations between MS/SAC and Frontex, while the Agency will also work towards ensuring its own capabilities for deployment in operational activities.

Expected Added Value

The expected palette for TO EIBM capabilities will be able to adapt to the dynamics of international security and migration in a responsible way. This will be achieved through:

- Continuing to **fully respect fundamental rights** by **referring vulnerable groups**, training personnel to respect fundamental rights and ensuring adequate **data protection**. For Frontex activities this is underpinned by a Fundamental Rights Strategy adopted by the Management Board on a proposal from the Executive Director.
- Establishing and implementing a process for **forecasting future trends cyclically in order to understand capability needs and shortfalls**, and identify development actions in a systematic manner resulting in a **regularly revised capability development plan** for the short, medium and long term;
- Launching **development actions and harmonisation of requirements** – covering the full capability scope including e.g. **personnel, training, science, innovation, technology, equipment, logistics, health and safety** enabling subsequent **sound multiannual investment planning**;
- **National capabilities** are developed in line with the Schengen Border Code and Common Union Standards for border management ensuring effective **protection of the national sections of external borders**.
- Being able to ensure **continuous improvement** to cope with the future by **institutionalising innovation and horizon scanning** in order to be able reap the benefits of potential future opportunities;
- Pursuing **innovative technologies, systems and techniques** by effectively **exploiting the results of EU funded research**;
- Being able to **demonstrate the effectiveness of new concepts, capabilities, systems, architectures, interoperability and technologies**;
- Employing **good governance of the EIBM Strategy** by embedding established best practices and principles, ensuring legal compliance and adherence to ethical standards while **ensuring full transparency and accountability**;
- Embracing for **sustainability and social responsibility**, contributing to relevant goals of EU policies and **controlling quality**.

Specific Objective 3.1: Respect, Protection and Promotion of Fundamental Rights

Fundamental rights as enshrined in the Charter of Fundamental Rights of the European Union must be embedded in all activities of the EBCG, hence they are relevant to all strategic objectives and actions. Following this, the subsequent actions therefore need to ensure, besides this general respect, especially the referral and protection of vulnerable groups, particularly children, considerations of fundamental rights in activities in the Third Country dimension and the protection-sensitive management of migration flows. It further implies the need to continuously train personnel in the respect of fundamental rights in border management in operational response activities. Finally it is essential to have the necessary processes in place to ensure transparency and accountability in all operational activities, including the protection of personal data.

- **Target:** Effective Fundamental Rights Strategy for EBCG
- **Indicator:** FRO monitoring and reporting tools and national tools

PROPOSED ACTION 3.1.1

Protect vulnerable groups, particularly children

ACCESS CONTROL TIER

1, 2, 3 and 4

Measures should be taken in Third Countries, Neighbouring countries, at the external borders and within the Schengen area.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Fundamental Rights**
- Border Control
- Training
- Inter-Agency Cooperation
- Cooperation with Third Countries
- Measures within Schengen Area

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Establish efficient and effective referral mechanism • Training of staff on protection of vulnerable groups, in particular minors 	<p>National Level</p> <ul style="list-style-type: none"> • Increased knowledge on the referral mechanisms and protection of vulnerable groups 	<ul style="list-style-type: none"> • Vulnerable persons, in particular children effectively protected • Promotion of fundamental rights in the EU/SAC and Third Countries
<p>European and National Level</p> <ul style="list-style-type: none"> • Commit to effective identification, referral and protection of vulnerable groups and children • Training on protection of vulnerable groups and children is delivered in cooperation with MS/SAC, FRA, FRO, UNHCR 	<p>European and National Level</p> <ul style="list-style-type: none"> • Address relevant findings of the Consultative Forum for Fundamental Rights and the Fundamental Rights Officer • Referral of vulnerable groups • Best practices are shared within EBCG and, where relevant, Third Countries of cooperation; • Personnel is trained to adhere to and apply fundamental rights principles 	

PROPOSED ACTION 3.1.2

Educate and train personnel and stakeholders in fundamental rights

ACCESS CONTROL TIER

1, 2, 3 and 4

Training activities in the context of fundamental rights are relevant to Third Countries, Neighbouring countries, the external borders and to the Schengen area.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Fundamental Rights**
- Training
- Inter-Agency Cooperation

ACTIVITY

European Level

- Revision of training curricula on fundamental rights
- Application of cutting-edge education and training techniques are applied to ensure wide accessibility of knowledge products

OUTPUT

European Level

- Updated training concepts takes into account relevant findings and best practices
- Train the trainers activities are delivered
- Train the trainers activities on online methodologies are delivered
- Increased accessibility of knowledge products in online and social media environment

ADDED VALUE

- High level of outreach
- Familiarity with and effective application of fundamental rights principles and values
- Promotion of fundamental rights in the EU/SAC and Third Countries

European and National Level

- Effectively implement Fundamental Rights training

European and National Level

- Fundamental Rights training is integral part of EBCG basic and specialist training including Common Core Curriculum;
- Where relevant Third Countries are supported with relevant training

PROPOSED ACTION 3.1.3

Ensure respect for fundamental rights in the execution of operational response

ACCESS CONTROL TIER

3 and 4

Respect for fundamental rights is relevant to activities at the external borders and to the Schengen area.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Fundamental Rights**
- Training
- Border Control

ACTIVITY

European Level

- Frontex Fundamental Rights Strategy supports homogenous application of principles

OUTPUT

European Level

- The strategy is implemented and its implementation is monitored
- The strategy is regularly reviewed and updated

ADDED VALUE

- Operational response is aligned with the European Charter of Fundamental Rights.

European and National Level

- Monitor the applicability of fundamental rights principles in the operational theatre

European and National Level

- The findings of the Fundamental Rights Officer are regularly published and addressed
- Training is adjusted to the identified best practices and addressing shortcomings

PROPOSED ACTION 3.1.4

Ensure protection of personal data

ACCESS CONTROL TIER

3 and 4

Protection of personal data should be upheld at the external borders and to the Schengen area.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Fundamental Rights**
- Training

ACTIVITY	OUTPUT	ADDED VALUE
<p>European and National Level</p> <ul style="list-style-type: none"> • Common approach to protection of personal data is promoted • To protect the rights of data subjects • Design and deliver training on data protection, integrate data protection provisions in existing relevant training 	<p>European and National Level</p> <ul style="list-style-type: none"> • Guidelines issued and effectively implemented • Provisions of data protection legislation are implemented and the implementation is monitored • Training of data protection regime is designed and delivered promoting application of data protection 	<ul style="list-style-type: none"> • Compliance with data protection provisions ensure the rights of the data subjects

Specific Objective 3.2: Relevant, Resilient and Robust Capabilities Available for Timely Deployment with Adequate Effect

EBCG has to be populated with adequate capabilities, available for timely deployment. This implies cyclically providing thorough forecasting of future trends based on which analysis of needs and shortfalls can be performed – all essential pre-requisites for sound planning, programming and budgeting of actions. They cover the full scope of the development of capabilities²⁸, balancing cost and benefit. They also ensure full interoperability and catering to multipurpose operational response. Furthermore, they support avoiding unnecessary duplication of capabilities between all stakeholders. This enables that EBCG capabilities can be established, consisting of both Frontex and MS/SAC capabilities. Through the Annual Bilateral Negotiations they are made available for deployment to Frontex operational response activities in safe, secure and healthy conditions.

- **Target:** Adequate and available EBCG capabilities
- **Indicator:** Coverage of and relevance to operational needs

²⁸ E.g. policies, concepts, science, technology, innovation, personnel, training, equipment, support, infrastructure, logistics, safety and health

PROPOSED ACTION 3.2.1

Establish and implement process for forecasting future trends and developing capabilities

ACCESS CONTROL TIER

3 and 4

Capability development related activities are relevant to the external borders and to the Schengen area including return.

STRATEGIC AND HORIZONTAL COMPONENTS

- All

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Create or enhance processes for establishing future capability needs at national level • MS/SAC contribute to capacity development planning at the EU level • Define and communicate capability needs and shortfalls in short, medium and long term 	<p>National Level</p> <ul style="list-style-type: none"> • MS/SAC communicate capability needs and shortfalls in the short, medium and long-term • Qualitative and quantitative overview for future national capability needs 	<ul style="list-style-type: none"> • Qualitative prioritization of development, procurement and funding • The establishment of a process for forecasting future trends and desired effect gives the EBCG the opportunity for better common planning and programming of IBM capabilities in the short, mid and long-term and ensures coordination of efforts
<p>European Level</p> <ul style="list-style-type: none"> • Develop and implement a capability development planning methodology • Cooperate with the MS/SAC and EU stakeholders to synchronise the development of CPD methodology and processes ensuring synergies where applicable 	<p>European Level</p> <ul style="list-style-type: none"> • Comprehensive trends forecasting and desired operational effect informs CDP mechanism • Coordination is ensured with MS/SAC and EU stakeholders 	

PROPOSED ACTION 3.2.2

Coordinate and implement subsequent development actions across the full scope of capabilities e.g. personnel, training, technology, equipment, logistics

ACCESS CONTROL TIER

1, 2, 3 and 4

Capability development related activities are relevant to all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

• All

ACTIVITY	OUTPUT	ADDED VALUE
National Level <ul style="list-style-type: none">MS/SAC coordinate capability development on national levelMS/SAC take into consideration Frontex developed minimum and recommended technical requirements when applying for Internal Security Fund Special Actions	National Level <ul style="list-style-type: none">National Multiannual CDP informing, where relevant, EU level	<ul style="list-style-type: none">Supply of required capabilities to the EBCG is secured in line with the operational needsUse of EU funding contributes to interoperability of assetsNational capabilities development and acquisition is free of unnecessary duplication of effort and is resource effective
European and National Level <ul style="list-style-type: none">Based on forecasting and operational needs to develop common CDPCoordinate development of capabilities with EU institutions and agencies with a view of fully implementing the long-term strategy for Frontex' own assets	European and National Level <ul style="list-style-type: none">Development of a capability development roadmap synthesising the national capability development plans	

PROPOSED ACTION 3.2.3

Facilitate the planning and development of EU-funded national and EU capabilities

ACCESS CONTROL TIER

1, 2, 3 and 4

EU funded capabilities are relevant to all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

- All

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • The use of EU funding instruments is aligned with the national IBM strategies and action plans. • Based on Union priorities, clear and well elaborated national priorities are established for the use of EU funding at national level. • MS/SAC in development of national and EU capabilities draw on available EU funding avoiding duplication of effort, seeking synergies among national actors • Results of the Schengen evaluation mechanism and the Vulnerability Assessment are taken into account to prioritise the use of the EU Funds at the national level 	<p>National Level</p> <ul style="list-style-type: none"> • National and the EU funding contributes to the capability development in a coherent and coordinated manner 	<ul style="list-style-type: none"> • EU Funding supports the unified implementation of the EU IBM • Supply of required capabilities to the EBCG is supported through EU funding mechanisms • Use of EU funding contributes to interoperability of assets • National and EU capabilities draw on EU solidarity
<p>European and National Level</p> <ul style="list-style-type: none"> • European Commission manages the EU funding mechanisms, in shared management with MS/SAC or directly, to support actions of the European Integrated Border Management at the European and national level falling within the EU competences and defined by EU law in the view of delivering the greatest EU added value • Close cooperation between the Commission and the EBCG Agency to ensure all possible synergies between the activities of the EBCG Agency and other actions financed by the Union funding instruments, also to avoid any situation of double financing 	<p>European and National Level</p> <ul style="list-style-type: none"> • European Commission steered support through EU funding is made available to MS (and SAC) through the respective EU instruments, including for capability development 	

PROPOSED ACTION 3.2.4

Provide capabilities and manage capability pools ensuring interoperability and quality assurance

ACCESS CONTROL TIER

1, 2, 3 and 4

Capability pooling related activities are relevant to all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Solidarity Mechanism**
- Training
- Quality Control Mechanism
- Inter-Agency Cooperation

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • MS/SAC provide capabilities to the national and EU capability pools • Assets acquired using EU funding are made available to Frontex coordinated operations • Incorporate established technical and operational standards as well as harmonised requirements at national level 	<p>National Level</p> <ul style="list-style-type: none"> • Sustained national capabilities • Registration of capabilities in Opera 2.0 and Opera Evolution (once operational) 	<ul style="list-style-type: none"> • National capabilities and capability pools are made available to national internal and external borders supporting national and EU security efforts • EBCG in the spirit of shared responsibility establishes capability pools sufficient to provide the EU operational response at external borders
<p>European Level</p> <ul style="list-style-type: none"> • Provide Frontex capabilities to the pools • Support the management of the pools with adequate IT Tools • Lead harmonisation of requirements for: <ul style="list-style-type: none"> – Training and education of human resources – Technical requirements for border management capabilities, including technical equipment and systems for border control and surveillance 	<p>European Level</p> <ul style="list-style-type: none"> • Capability pools are established • Opera Evolution is operational 	<ul style="list-style-type: none"> • Management of capability pools is effective, transparent and accountable • Harmonisation across EBCG will ensure interoperability of resources
<p>European and National Level</p> <ul style="list-style-type: none"> • Implement and deliver training activities • Implement requirements of training harmonisation activities aiming to achieve interoperability 	<p>European and National Level</p> <ul style="list-style-type: none"> • Adequate training and education is provided, in particular: <ul style="list-style-type: none"> – Based on Common Core Curriculum – Based on Common Mid-level Curriculum – Leadership and management training programmes including master programmes – Specialist training, e.g. pre-deployment, profiles • Harmonised technical standards are made available (air-, land- and sea borders) for an informed acquisition process particularly where acquisition is funded by the EU 	

PROPOSED ACTION 3.2.5

Make capabilities in the pools available for operational activities and ensure the ability to deploy and sustain capabilities

ACCESS CONTROL TIER

3 and 4

Capability pooling related activities are relevant to the external borders and to the Schengen area.

STRATEGIC AND HORIZONTAL COMPONENTS

- All

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Deploy appropriate staff and resources in sufficient numbers to carry out border control at the external borders, in accordance with Schengen Border Code • Pledge capabilities in response to Annual Bilateral Negotiations (ABN), including for Seconded Team Members (STM) Calls 	<p>National Level</p> <ul style="list-style-type: none"> • Efficient, high and uniform level of control at MS/SAC external borders • Capability pledges and commitments 	<ul style="list-style-type: none"> • Ensured operational effectiveness
<p>European and National Level</p> <ul style="list-style-type: none"> • Commit own capabilities to the operational response activities • In line with operational needs conduct ABN, and Targeted Calls with MS/SAC to establish capability pools • To deploy and sustain committed capabilities following conclusion of ABN in line with the operational needs • Provide logistics support • Coordination with EU stakeholders in deploying capabilities 	<p>European and National Level</p> <ul style="list-style-type: none"> • Grant Agreements between MS/SAC and Frontex for the financing of operational activities • Deployed capabilities in line with operational needs • Duplications with EU partners avoided in deploying capabilities • Lean and robust logistics management 	

PROPOSED ACTION 3.2.6

Ensure the smooth transformation of the pools for future operational activities

ACCESS CONTROL TIER

3 and 4

Capability development related activities are relevant to the external borders and to the Schengen area including return.

STRATEGIC AND HORIZONTAL COMPONENTS

- All

ACTIVITY	OUTPUT	ADDED VALUE
European Level <ul style="list-style-type: none">• On the basis of forecasting of future trends to define future needs for the pools taking into account capabilities and capacities of MS/SAC	European Level <ul style="list-style-type: none">• Needs for future capability pools are identified and communicated	<ul style="list-style-type: none">• Timely identification of future needs and respective planning ensures EBCG ability to cater for changes in the operational environment
European and National Level <ul style="list-style-type: none">• Plan transformation of pools to enable meeting future operational needs including innovative methods for deploying and sustaining large numbers of personnel and equipment in an effective and efficient manner	European and National Level <ul style="list-style-type: none">• Common EBCG planning for transformation is implemented	

PROPOSED ACTION 3.2.7

Ensure safety, health and security of deployed personnel at national and European levels

ACCESS CONTROL TIER

1, 2, 3 and 4

Activities related to the safety, security and health of personnel relate to all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

- Quality Control Mechanism
- Training

ACTIVITY	OUTPUT	ADDED VALUE
European and National Level <ul style="list-style-type: none">• Develop and implement policies and concepts to enhance safety, security and health conditions• Create and implement new or enhance existing procedures for safety and health• Create and implement new or enhance existing requirement for infrastructure, equipment, personal protection• Create and implement new or enhance existing procedures for first aid and medical treatment• Train personnel on safety, security and health related issues in the context of border management• Monitor the implementation of safety, security and health enhancing measures	European and National Level <ul style="list-style-type: none">• Guidelines are available, quality assured policies, concept, procedures and requirements are decided and available• Trained personnel• Outcome of monitoring taken into account for further development	<ul style="list-style-type: none">• Safe, secure and healthy working conditions

Specific Objective 3.3: Sustained Operational Capabilities through High Level of Professionalism Applying a Well-Functioning EBCG Education and Training System

EIBM is a concept which requires a high degree of specialisation and professionalism for the personnel to perform effectively and efficiently in securing the Union borders and contributing to common security. Officials performing European border and coast guard duties shall be well trained professionals with high ethical values. Availability of an adequate number of competent and well trained professional European border and coast guards and the staff involved in return-related tasks in all fields and staffing levels of the EBCG, both at the European and national level should be ensured.

Therefore, education and training in the field of EIBM should be based on a well-established common EBCG training concept taking fully into account European and national requirements and make the best possible use of existing training capabilities. This concept should be based on harmonised and quality assured European training standards for border and coast guarding taking into account operational needs and the results of the European quality control.

Education and training should promote a genuine EBCG culture with shared values and high ethical standards.

- **Target:** European Border and Coast Guards are having necessary skills, knowledge and competences to effectively perform their tasks
- **Indicator:** Results of the quality control mechanism and satisfaction with education and training

PROPOSED ACTION 3.3.1

Develop common EBCG concept and strategy on education and training

ACCESS CONTROL TIER

1, 2, 3 and 4

EBCG education and training concept is consolidated further developed and implemented by a common EBCG training strategy and applicable to all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

• All

ACTIVITY	OUTPUT	ADDED VALUE
National Level <ul style="list-style-type: none"> Develop and implement national strategy based on European standards 	National Level <ul style="list-style-type: none"> Effective national training system 	<ul style="list-style-type: none"> EBCG training is developed and delivered in a coordinated manner in spirit of shared responsibility High-level quality and uniform standard of the performance of border control and return-related tasks Strengthened external borders
European and National Level <ul style="list-style-type: none"> Establish a comprehensive training concept for EBCG Develop common EBCG strategy education and training providing lifelong learning path for EBCG personnel 	European and National Level <ul style="list-style-type: none"> Common training concept for EBCG Common EBCG strategy on education and training 	

PROPOSED ACTION 3.3.2

Establish and implement process for training needs assessment

ACCESS CONTROL TIER

4

Systematic assessment of training needs covers the whole EIBM and all functions taking into account results of the quality control system.

STRATEGIC AND HORIZONTAL COMPONENTS

• All

ACTIVITY	OUTPUT	ADDED VALUE
National Level <ul style="list-style-type: none"> MS/SAC develop and implement national training needs assessment MS/SAC Contribute to EBCG Training needs assessment 	National Level <ul style="list-style-type: none"> MS/SAC communicate training needs and shortfalls in short, medium and long term 	<ul style="list-style-type: none"> The establishment of a process for TNA gives EBCG basis for decision-making and priority-setting and the opportunity of better responding to operational needs in short, mid and long-term ensuring coordination of efforts
European Level <ul style="list-style-type: none"> Develop and implement training needs assessment (TNA) methodology 	European Level <ul style="list-style-type: none"> Comprehensive risk analysis, Vulnerability Assessment and Schengen Evaluation findings, forecasting and desired operational effect informs of the training needs Coordination is ensured with MS/SAC and EU stakeholders in collection of data for TNA 	

PROPOSED ACTION 3.3.3

Continuous quality improvement ensures effective response to operational needs and results of the quality control mechanism

ACCESS CONTROL TIER

4

Systematic training quality assurance is relevant to the whole EIBM concept and all functions.

STRATEGIC AND HORIZONTAL COMPONENTS

- All

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • MS/SAC develop and apply quality assurance mechanisms governing aspects of: <ul style="list-style-type: none"> – Training content and its delivery – Trainers – Trainees – Training environment 	<p>National Level</p> <ul style="list-style-type: none"> • Quality assurance mechanisms at national level ensure adequate and comparable level of competencies 	<ul style="list-style-type: none"> • Continuous assessment and improvement of training contributes effectively to the ability of human capability pools to perform their tasks in securing EU external borders
<p>European Level</p> <ul style="list-style-type: none"> • The Agency continues further development of SQF in cooperation with MS/ SAC and relevant stakeholders • The Agency seeks ISO 9001 certification for EU level training management • The Agency continues certification and accreditation efforts of EU level training • The Agency develops and applies evaluation methodology to all EU level training based on Kirkpatrick’s four level evaluation method 	<p>European and National Level</p> <ul style="list-style-type: none"> • Maintained SQF • ISO 9001 certification of training management • Certified and accredited training activities • Systematic and regulated training evaluation methodology 	

PROPOSED ACTION 3.3.4.

Provide necessary tools for EBCG training harmonisation and interoperability

ACCESS CONTROL TIER

4

Activities related to harmonisation and interoperability are relevant to all tiers and all EIBM functions.

STRATEGIC AND HORIZONTAL COMPONENTS

- All

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • MS/SAC adhere to and implement principles of Sectorial Qualification Framework (SQF) in development of national training • MS/SAC align national training with EBCG Common Core Curricula (Basic and Mid-level) 	<p>National Level</p> <ul style="list-style-type: none"> • Training is aligned with harmonisation and interoperability requirements 	<ul style="list-style-type: none"> • EBCG, in the spirit of shared responsibility, establishes human capability pools equipped with abilities to provide the EU operational response at external borders
<p>European Level</p> <ul style="list-style-type: none"> • The Agency continues further development of SQF in cooperation with MS/SAC and relevant stakeholders • The Agency in cooperation with MS/SAC and relevant stakeholders maintains and develops further the Common Core Curricula • Where applicable shares the knowledge products with third countries. 	<p>European Level</p> <ul style="list-style-type: none"> • SQF is maintained • CCC Basic- and Mid-level are maintained 	<ul style="list-style-type: none"> • Harmonisation across EBCG will ensure interoperability of resources

PROPOSED ACTION 3.3.5

Promote application of cutting-edge training methodologies and technologies in achievement of lifelong learning

ACCESS CONTROL TIER

4

Capability pooling related activities are relevant to the whole EIBM concept and EBCG.

STRATEGIC AND HORIZONTAL COMPONENTS

- All

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Promote implementation and application of new teaching methods including ICT supported learning 	<p>National Level</p> <ul style="list-style-type: none"> • Increased accessibility of training 	<ul style="list-style-type: none"> • Application of technology supported training increases accessibility of training to wider audiences, facilitates development (including self-driven) of EBCG personnel thus strengthening the ability to perform at high level
<p>European Level</p> <ul style="list-style-type: none"> • Develop and incorporate further blended learning methodologies • Develop and incorporate in training approaches ICT and technology supported training methods such as virtual reality, simulation, online training, etc. • Maintain and develop further EBCG Learning Management System (Virtual Aula) 	<p>European Level</p> <ul style="list-style-type: none"> • Increased accessibility of training in online environment • Training methods support swift development and availability of training 	<ul style="list-style-type: none"> • Training methods better aligned with fast changing environment needs requiring prompt adjustment of existing training and ever-increasing needs for new training products

Specific Objective 3.4: Effective Interagency Cooperation

Interagency cooperation and collaboration lays at the core of the European Integrated Border Management requiring coordinated division of labour, establishment of national and European cooperation structures at national promoting shared use of capabilities, communication channels and synchronisation of working procedures. Interagency cooperation at the European and national level should have a clear legal basis, operationalised by cooperation agreements and concrete actions. Key areas of cooperation are related to effective exchange of information, joint risk analysis, joint operations and shared use of European and national capabilities in line with given competences. Cooperation between border guards and customs as strategic partners should be further developed in line with the Commission Guidelines²⁹ at all levels to enhance better integration of control of persons and goods in order to guarantee fluent and secure border crossings.

- **Target:** Synchronised and coordinated interagency cooperation
- **Indicator:** Results of quality control mechanism and CDP

²⁹ Commission Guidelines on Better Development of the Cooperation Between Border Guards and Customs (Ares (2018)6193959 – 03/12/2018)

PROPOSED ACTION 3.4.1

Develop interagency coordination structures and common standard operating procedures

ACCESS CONTROL TIER

1, 2, 3 and 4

Interagency cooperation is relevant to the whole EIBM concept.

STRATEGIC AND HORIZONTAL COMPONENTS

• All

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • Establish interagency cooperation mechanisms facilitating cooperation and information exchange • Seek synergies in developing IBM relevant areas • Develop national capability development planning • Develop and sustain readiness to host or to support European hotspots 	<p>National Level</p> <ul style="list-style-type: none"> • Coordination mechanisms and processes • Common knowledge products • Common Capability Development Planning • Coordinated communication at national and European level 	<ul style="list-style-type: none"> • National interagency coordination guarantees comprehensive, cross-sectorial, joined-up and cost-effective implementation of EIBM • European interagency cooperation ensures effective use of resources with increased operational effect
<p>European Level</p> <ul style="list-style-type: none"> • The Agency shall develop coordination mechanisms with key European and International actors seeking synergies • Develop and implement annual action plans with the agencies and institutions where working arrangements exist • Under coordination of the European Commission and in cooperation with relevant agencies (Frontex, EASO, Europol, FRA) to develop constant readiness to support hotspots 	<p>European Level</p> <ul style="list-style-type: none"> • Annual action plans • Interagency procurement actions • Common knowledge products • Coordinated operational response 	<ul style="list-style-type: none"> • Integrated and coordinated response to security threats • Fluent and secure border crossings
<p>European and National Level</p> <ul style="list-style-type: none"> • Foster closer cooperation among law enforcement agencies and with defence authorities • Coordinate cooperation in the framework of the EU Policy Cycle on serious and organised crime particularly in relation to border management tasks • Enhance and strengthen cooperation between customs and EBCG 	<p>European and National Level</p> <ul style="list-style-type: none"> • Common operating procedures • Increased interoperability • Operational results in countering cross-border crime, terrorism and illegal migration • Integrated control of persons and goods • Interoperability of operational response including among infrastructures supporting EU-wide information systems 	

PROPOSED ACTION 3.4.2

Develop further interagency coordination strengthening coast guard functions

ACCESS CONTROL TIER

1, 2, 3 and 4

Interagency cooperation is relevant to the whole EIBM concept across all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

• All

ACTIVITY	OUTPUT	ADDED VALUE
<p>European Level</p> <ul style="list-style-type: none">• Continue to strengthen and develop further cooperation with relevant EU bodies, in particular EFCA and EMSA• Explore further cooperation with defence particularly in the areas of maritime domain and capability development (such cooperation should have a clear legal basis, agreements and standard operational procedures, acknowledging that competent law enforcement authorities should always be in charge of border control functions)	<p>European Level</p> <ul style="list-style-type: none">• Common knowledge products• Integrated and cost-effective EU operational response• Common training• Joined-up development of capabilities• Interagency use of available capabilities	<ul style="list-style-type: none">• Integrated development of coast guard functions guarantees coordinated operational response, saving lives, countering illegal activities at sea
<p>European and National Level</p> <ul style="list-style-type: none">• Increase joint activities to achieve effective maritime situational awareness• Facilitate coordinated reaction capability• Develop (Frontex and MS/SAC) practical handbook on European cooperation on coast guard functions aiming to enhance harmonisation and interoperability of efforts	<p>European and National Level</p> <ul style="list-style-type: none">• High level of coverage of maritime situational awareness• Cost-efficient and coordinated capability development• Effective operational response at sea	

Specific Objective 3.5: Continuous Innovation in Support of Strengthened EBCG

It is at the core, where capability pull and technology push meet, where opportunities can be found. Developing illustrative scenarios for what border management may be faced with in the future – at the strategic, operational and tactical levels – provides guidance for researchers to identify opportunities for developing technologies to boost border management capabilities. It further fosters innovation in the way EIBM is implemented.

As the operational arm of the EU and in order to be capable to always cope with upcoming challenges in relation to border management and return, in any dimension, the EBCG needs to stay ahead. Establishing a systematic way of benefitting from the results of EU-funded research as well as exploring new models on how innovation in the private sector can be more easily accessed are key. Also, regularly demonstrating the effectiveness of technologies, systems and capabilities is essential to be able to make informed decisions in e.g. planning of acquisition of technical equipment. Furthermore, EBCG that genuinely innovates, harvests and integrates academic research in its processes in a continuous manner has a better opportunity to meet operational objectives and dedicate resources where it matters.

- **Target:** Enhanced capabilities
- **Indicator:** Ability to adjust capabilities to changing operational needs

PROPOSED ACTION 3.5.1

Institutionalise and stimulate innovation

ACCESS CONTROL TIER

3 and 4

Stimulating innovation of the EBCG is relevant to the external borders and within the Schengen area.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Research and Innovation**
- State-of-the-Art Technology
- Training

ACTIVITY	OUTPUT	ADDED VALUE
European and National Level <ul style="list-style-type: none">• To identify, capture, assess and implement innovative ideas through a formalised process	European and National Level <ul style="list-style-type: none">• Institutionalised innovation mechanism is developed and implemented• An EBCG Network for Research and Innovation is established• Training activities are adjusted to provide knowledge, skills and competencies required in mid-term and long-term future	<ul style="list-style-type: none">• EBCG capabilities are continuously developed to improve mid-term performance and prepare for future

PROPOSED ACTION 3.5.2

Perform horizon scanning of available science and technological developments

ACCESS CONTROL TIER

1, 2, 3 and 4

Scanning the horizon in the context of science and technology are relevant to all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

- **Research and Innovation**
- State-of-the-Art Technology

ACTIVITY	OUTPUT	ADDED VALUE
National Level <ul style="list-style-type: none">• To contribute to the EBCG knowledge hub, particularly with developments funded by the EU• Strengthen links with national research and innovation related institutes	National Level <ul style="list-style-type: none">• Innovation opportunities	<ul style="list-style-type: none">• Pooled availability and accessibility of research, innovation and technological developments
European Level <ul style="list-style-type: none">• Contribute and coordinate monitoring of science and technological developments and make them available to MS/SAC and Third Countries	European Level <ul style="list-style-type: none">• Frontex serves as EBCG knowledge hub and observatory of border management research, innovation and technological developments• EBCG Network for Research and Innovation links EU and national levels	

PROPOSED ACTION 3.5.3

Pursue and demonstrate innovative technologies, systems and capabilities in border- and migration management and exploit the results of EU-funded research

ACCESS CONTROL TIER

1, 2, 3 and 4

Pursuit and demonstration of novelties are relevant to all tiers.

STRATEGIC AND HORIZONTAL COMPONENTS

- **State-of-the-Art Technology**
- Research and Innovation
- Training
- Fundamental Rights

ACTIVITY	OUTPUT	ADDED VALUE
<p>National Level</p> <ul style="list-style-type: none"> • To contribute to border and migration management research at national level and using EU funds 	<p>National Level</p> <ul style="list-style-type: none"> • MS/SAC capability development benefits from national and EU funded research 	<ul style="list-style-type: none"> • Capability needs drive technological developments. Pooling of efforts of the EU and MS/SAC increases responsiveness of research and industry in providing solutions that effectively support EBCG operational response
<p>European Level</p> <ul style="list-style-type: none"> • Develop illustrative scenarios for future capability needs at external borders aiming to inform stakeholders on capability needs • Contribute to the identification of the needs for research and conduct research within the framework of EU funds such as Horizon 2020 and Horizon Europe • Explore how results from EU funded research activities can benefit the EBCG • Test and demonstrate concepts, capabilities, systems, architectures, interoperability and technologies 	<p>European Level</p> <ul style="list-style-type: none"> • Illustrative scenarios are made available to research and industry communities • Scenarios take into account EU sustainability goals • EBCG capability needs inform EU funded research • Exploitation of results from EU funded research activities • Demonstrations are carried out in order to make informed decisions regarding investments in acquisition, research etc. 	
<p>European and National Level</p> <ul style="list-style-type: none"> • To pool efforts in developing future technologies 	<p>European and National Level</p> <ul style="list-style-type: none"> • Economies of scale 	

Specific Objective 3.6: Good Governance and Administration

Good governance and administration is a must for any public authority at national and European level. Ensuring accountability through transparency, legality and regularity of actions is key, as are upholding values and ethical standards.

PROPOSED ACTION 3.6.1

Establish and implement principles and processes for good governance and administration

ACCESS CONTROL TIER

4

Measures to ensure good governance should be taken within the Schengen Area.

STRATEGIC AND HORIZONTAL COMPONENTS

- All

ACTIVITY	OUTPUT	ADDED VALUE
National Level <ul style="list-style-type: none"> • Establish national IBM coordination structure 	National Level <ul style="list-style-type: none"> • Good governance and interoperability with European level 	<ul style="list-style-type: none"> • Comprehensive and coherent approach to implementing EIBM
European Level <ul style="list-style-type: none"> • Establish a High Level Integrated Border Management Working Group that operates under agreed Terms of Reference in order to support effective implementation of EIBM • Adhere to EU's sustainable development goals • Ensure quality assurance 	European Level <ul style="list-style-type: none"> • Good governance 	

Concluding Remarks

The successful functioning of the EBCG is based on a well-established coordination, communication and planning system between the national components (national authorities responsible for or involved in integrated border management) and the European (in particular Frontex) component.

A key aim is to develop a flexible and integrated use of information, harmonise the use of capabilities and interoperable systems and tools at Union and national level. In order to optimally utilise synergies, avoid parallel and duplication of activities and efficiently use intelligence as well as operational resources, EIBM shall also be interlinked with other strategies establishing partnerships with entities active in the border management and return.

Frontex in cooperation with MS/SAC – are driving the process of harmonisation, integration and development of best practices in the field of IBM.

The fundamental aim of this strategy is to strengthen border management capacities and capabilities under a single – and common - European roof and vision.

By the adoption of the TO EIBM by the Management Board, the journey towards fully implementation of the EIBM commences. The process will be facilitated by the establishment of the HL IBM WG, which will have a key role in developing the proposed actions and illustrative activities further as well as advice on how best the TO EIBM should be revised in the future.

The TO EIBM is established according to Art. 3 of the EBCG³⁰ and the strategic objectives, actions and activities are aiming at the end of the forthcoming Multiannual Financial Framework (MFF) 2021–2027. It is noted that deliberations are ongoing on the new MFF 2021–2027, the new EBCG 2.0 Regulation with Multiannual IBM policy cycle setting the governance for the EIBM, a new Standing Corps and other important changes. The results of this work might lead to the need for amendments/revisions, which will be developed in line with the relevant legal provisions.

³⁰ Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 – Recital 2 and Article 4

Abbreviations and Acronyms

ABN	Annual Bilateral Negotiations
AFIC	Africa-FRONTEX Intelligence Community
API	Advance Passenger Information
BCPs	Border Crossing Points
CDIP	Capability Development and Investment Plan
CEPOL	European Union Agency for Law Enforcement Training – CEPOL
CIRAM	Common Integrated Risk Analysis Methodology
CVAM	Common Vulnerability Assessment Methodology
EASO	European Asylum Support Office
EBCG	European Border and Coast Guard
EBCGA	European Border and Coast Guard Agency – Frontex
EES	Entry/Exit System
EFCA	European Fishery Control Agency
EIBM	European Integrated Border Management
EMSA	European Maritime Safety Agency
EPRS	European Parliamentary Research Service
ETIAS	European Travel Information and Authorisation System
EU	European Union
EU-LISA	The European Union Agency for the Operational Management of Large-Scale IT Systems
EUROJUST	European Union's Judicial Cooperation Unit
EUROPOL	European Union Agency for Law Enforcement Cooperation
EUROSUR	European Border Surveillance System
FLOs	Frontex Liaison Officers
FRA	Fundamental Rights Agency
FRO	Fundamental Rights Office
INTERPOL	International Criminal Police Organization
IRMA	Integrated Return Management Application
LOs	Liaison Officers
MS	Member States
MS/SAC	Member State and Schengen Associated Countries
PNR	Passenger Name Records
RANs	Risk Analysis Networks
SAR	Search and Rescue
SEM	Schengen Evaluation and Monitoring Mechanism
SIS	Schengen Information System

TC	Third Countries
TFEU	Treaty on the Functioning of the European Union – Lisbon Treaty
THB	Trafficking of Human Beings
TO EIBM	Technical and Operational Strategy for European Integrated Border Management
UNHCR	United Nations High Commissioner for Refugees
VA	Vulnerability Assessment



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