



Council of the
European Union

009030/EU XXVI. GP
Eingelangt am 24/01/18

Brussels, 24 January 2018
(OR. en)

6514/12
ADD 1 DCL 1

FRONT 21
COMIX 95

DECLASSIFICATION

of document: ST6514/12 ADD 1 RESTREINT UE/EU RESTRICTED
dated: 26 March 2012
new status: Public
Subject: Frontex Programme of Work - Annex I

Delegations will find attached the declassified version of the above document.

The text of this document is identical to the previous version.



COUNCIL OF
THE EUROPEAN UNION

Brussels, 26 March 2012

6514/12
ADD 1

RESTREINT UE/EU RESTRICTED

FRONT 21
COMIX 95

NOTE

from : General Secretariat

to : Working Party on Frontiers/Mixed Committee
(EU-Iceland/Liechtenstein/Norway/Switzerland)

Subject : Frontex Programme of Work - Annex I

Delegations will find attached Annex I of the Frontex Programme of Work for 2012.

Annex 1 – Frontex’ Operations Division’s Portfolio 2012 (Restricted)

I. Core objectives

Frontex Operations are intelligence driven and targeted to support Member States and SACs by:

- Improved situational picture: JORA roll-out, EUROSUR framework;
- More effective response and EU added value also by setting objectives for development of HMS’ capacity;
- Adequate response – wide-spread presence as well as targeted massive deployment; focus on vulnerabilities;
- Fighting against crime at EU external borders (in line with EU Internal Security Strategy);
- Improving communication on how to achieve the added value;
- Increased focus on cost-effectiveness (MS encourage to use other available EU-funds leading to co-financing of hosting MS in exceptional cases only)

Frontex Operations shall preferably cover all IBM elements.

II. Outline of the main points of Semi Annual Risk Analysis 2011

The increase in illegal border-crossing in the wake of the Arab Spring confirms the Mediterranean area as the main point of entry for irregular migration to the EU, a situation that is very likely to remain throughout 2012.

In the first half of 2011, detections for illegal border-crossing were concentrated in two areas: the Central Mediterranean area, with arrivals of migrants from Tunisia and Libya; the Eastern Mediterranean area, with Afghans, mostly originating from refugee camps in Iran, continuing to be main nationalities crossing the external border illegally from Turkey.

Elsewhere in the EU, illegal border-crossing was at a much lower level, a situation that is expected to persist throughout 2012. In particular, a continued support to western African countries to prevent irregular migration has considerably lowered the risk of irregular migration on this route, as demonstrated by the sustained low level of detection for illegal border-crossing for the third summer in a row.

While global air traffic to the EU continued to grow, the geo-political unrests in Africa and the Middle-East reduced the volume of passengers to and from these regions. However, in terms of irregular migration, during the first half of 2011, the air border was relatively unaffected by the recent geo-political events, and the highest risk remained associated with travel document fraud and overstays of type C visas.

Throughout 2012, Northern Africa is very likely to remain the area with the highest risk of humanitarian crises having direct consequences on the pressure on the external borders. Another area with a high risk of humanitarian crises is the Middle-East. In both cases, flows of people in search for international protection will be located in the Mediterranean area.

The main threat along the eastern land border remained cross-border crime and smuggling of excise goods. Information from Joint Operations showed an increase in the smuggling, on exit from the EU, of stolen large machinery, a threat likely to persist throughout 2012.

In the first half of 2011, important steps have been made in the amendments of the Frontex regulation. These amendments will give the Agency new means and obligations related to the management of the cooperation of Joint Operations along the external borders of Member States. Among the most important amendments, the possibility for Frontex to own equipment and analyse personal data, will require an initial set-up period and will be fully operational in the course of 2012.

III. Outline of the ARA recommendations (RECOM)

RECOMMENDATION 1:

Member States and Frontex are to increase efforts to identify and address vulnerabilities along the external borders

Main areas concerned:

- Mediterranean Sea and Atlantic Coast off western Africa
- Land border with Turkey (Bulgaria, Greece), Western Balkans, and Eastern border
- Main EU airports (France, Germany, Italy, the Netherlands, Spain, UK).

RECOMMENDATION 2:

Border-control authorities and Frontex are to set up mechanisms to anticipate and react quickly to the sudden arrival of large numbers of irregular migrants.

Main areas concerned:

- Sea borders in the Mediterranean Sea and Atlantic Coast off western Africa (Cyprus, Greece, Italy, Malta, Spain and France), as well as in the Black Sea (Bulgaria, Romania).
- Land borders with Turkey (Bulgaria, Greece), with Moldova (Romania), with Western Balkan countries (Slovenia, Hungary, Romania, Bulgaria)

RECOMMENDATION 3:

Member States and Frontex are to increase their efficiency of border checks in order to make the borders more secure at times of expected passenger increases.

Main areas concerned:

- Land borders with Ukraine, Russia and Belarus
- Main EU airports

RECOMMENDATION 4:

Border-control authorities need to be increasingly prepared to deal with humanitarian crisis situations at the external borders.

Main areas concerned:

- Sea borders in the Mediterranean Sea
- Land borders with Turkey, Western Balkans, Eastern border, and with Morocco (Spain).
- Main airports of Member States providing international protection to a large number of applicants.

RECOMMENDATION 5:

At EU level, it is recommended to set up a coordination mechanism for optimizing investments in critical infrastructure along the external borders. At Frontex, it is recommended that the existing operational framework be adjusted towards more effects-based and flexible operational models driven by risk analysis.

Main areas concerned: Land, air, sea borders.

RECOMMENDATION 6:

Frontex is to develop pilot activities for the exchange of information that will fill EU-level knowledge gaps about movements across the external borders and result in improved border controls and internal security.

Main areas concerned: Land, air, sea borders.

RECOMMENDATION 7:

Frontex is to support the enhancement of the border-check capacity of Member States to detect passengers misusing travel documents; both through capacity building and through the implementation of Frontex coordinated Joint Operations.

Main areas concerned

- Main EU airports
- Main EU land border sections (Finland, Poland, Bulgaria, Greece and Hungary).

RECOMMENDATION 8:

Frontex is to further develop Joint Operations along the eastern land borders and in the Western Balkans focusing on crimes related to smuggling of excise goods, drugs or weapons, and on crimes related to stolen assets while exiting the EU.

Main areas concerned:

- Land borders with Russia, Belarus, Ukraine, Moldova and Turkey
- Sea borders in the Mediterranean Sea and Atlantic Coast off western Africa

IV. Operational Portfolio 2012

A) *New proposals and priorities*

The Central Mediterranean region at the Southern maritime borders of the EU will likely remain as an area of gravity for the operational activities in 2012. High irregular migration pressure will occur at the South Eastern external borders;

1) Sea Borders:

- Maritime Joint operations in the Central Mediterranean already launched in 2011 will be prioritized based on updated risk analysis and possibly flanked by additional joint operations in case of new trends and modus operandi of irregular migration;
- implementation of additional JO in other regions where and if needed in case of sudden influx of illegal migrants;
- In order to achieve operational stability in the region and also from the perspective of cost effectiveness efforts will be made to maintain continuous JO (e.g. Hermes, Poseidon Sea);

2) Land Borders:

- JO Poseidon 2012 Land at the Greek-Turkish and Bulgarian-Turkish border as continuous JO supported by JO FP implemented in the same area;
- Within the framework of multiannual programme PLUTO will be covered joint operational activities at the external land borders including JO Jupiter, JO Neptune, and JO Eurocup 2012; Strong synergy and supporting effect between JO Eurocup 2012, JO Jupiter and JO FP.

Specific remarks on intensity

Uncertainties of migratory flows (in particular through Central Mediterranean route) have to be taken in account and will be covered by a package “**Operational Contingency Package**” 2012 (OCP 2012); see A.6.

Operational activities in the Central Mediterranean region are kept at high priority; thereby intensity of maritime joint operations will be adjusted according to the risk assessment and operational stability.

The main priority and focus of operational activities at the land borders remains at the Greek- Turkish border and has to take in account routes of secondary movement too. This may require cuts or reduced implementation of JO with less importance according to updated RA.

<p>3) <u>Air Borders:</u></p> <ul style="list-style-type: none"> ➤ Keep the flexibility on the implementation procedure of joint operational activities; ➤ Intensify the operational activity by testing a new approach with continuous deployments; <p>4) <u>Joint Return Operations:</u></p> <ul style="list-style-type: none"> ➤ To assist MSs in organizing JROs ➤ Enhance number of relevant destinations for JROs; ➤ Building MS capacity on effective return ➤ Pre-return assistance on identification and acquisition of travel documents; ➤ Additional efforts to coordinate joint return activities to the countries of North African region; ➤ Further implementation and termination of PP on chartering of aircrafts; <p>5) <u>Counter Trafficking of Human Beings (THB)</u></p> <ul style="list-style-type: none"> ➤ Deployment of trained interview teams to a number of high risk locations at the EU external borders in order to provide assistance to the Hosting MS to improve identification of THB victims and facilitators/traffickers or involved organised crime groups during Frontex coordinated JOs (tailored training provided in cooperation with CBD). <p>6) <u>Operational Contingency Package 2012 (OCP 2012)</u></p> <p>The Operational Contingency Package was developed based on the experiences and the consequent lessons learnt from the developments in 2010 and 2011. The related activities are such that can be assessed as falling under priority 1 or 2.</p> <p>It has to be understood that the launching of the package (in full or sequentially) will require different ways to safeguard the funding for the related activities. Based on the severance of and also the assessment how long the situation will pertain, the following options can be established:</p>	<p>Development of Pulsar programme maintaining awareness and flexible response, testing the new SGO – mechanism: 3 months of continuous deployment and operational actions</p> <ul style="list-style-type: none"> • Officer deployment periods connected with MS needs • Flexible deployed pool of (15-60) officers: <ul style="list-style-type: none"> - Officers on standby at home - Officers in the pool can be changed at any time <p>In line with action plan on implementation of Frontex FR-strategy certain JO/operational phases of JO will be determined and enriched with specific objectives for targeted actions to fight THB</p> <p>The implementation of the whole OCP results in intensity of 35,1 M EUR or 72,2% compared to the regular budget allocations for JO and related projects;</p>
---	---

<ul style="list-style-type: none"> • Further cutting/temporary or permanent suspension of activities with low priority (level 6 to 4) • Reorganization of activities at priority levels 1 – 3 (timing, duration), and • Additional funding <p>➤ Following operational activities described under part B will be considered compiling the OCP 2012:</p> <ul style="list-style-type: none"> ○ JO EPN Hermes <u>extension</u> ○ Poseidon Land <u>reinforced</u> ○ JO EPN Artemis <u>extension</u> ○ <u>JO</u> in case of unspecified urgency ○ <u>JO</u> close to the 3rd countries ○ Poseidon Sea <u>extension</u> ○ JO Neptune <u>additional phase</u> ○ JO Hubble <u>additional phases</u> ○ JO Focal Points <u>additional activation</u> (Land, Air) ○ <u>JROs</u> based on needs and possibilities 	<p>In case of necessary realization of considerable parts of the OCP and no availability of additional funding there will be significant reduces and/or cuts of regular JO a consequence of prioritization; the concrete priorities have to be decided according to the development of migration picture and updated risk assessment, likely also on short notice.</p>
---	--

<p>B) Further development of Programmes in 2012 (reference to SARA RECOM 1 – 8)</p> <p>1. Poseidon Programme:</p> <p>The core idea of the Poseidon Programme is to further develop the permanent organizational structures and strengthen effective border control at the south-eastern EU external borders.</p> <p>The main objectives are</p> <ul style="list-style-type: none"> ▪ To increase the effective fight against illegal migration with focus on land border between Turkey and GR/BG; ▪ To provide support to the national authorities in prevention and combating the cross-border crime; ▪ To improve detection and prevention of cross border crime by implementing harmonized and targeted joint operational activities; ▪ To enhance support in further mapped and sustainable processes of migration management; 	<p>Core elements of intensity</p> <p>The main focus of operational activities at the land borders remains at the Greek- Turkish border; this will be the centre of gravity.</p> <p>Intensity in less affected areas will be maintained as in 2011, or has to be reduced (intensity will depend on migratory flows in Central MedSea, on Eastern-Balkan route and displacement effects)</p>
---	---

Under the umbrella of the Regional Programme Poseidon the Joint Operation Poseidon Sea, Joint Operation Poseidon Land and the Project Attica are implemented.

1.1 JO Poseidon Sea (RECOM 1,2,4,5,6)

Operational concept: border surveillance, border checks and screening, debriefing activities

Implementation period: Permanent

1.2 JO Poseidon Land (RECOM 1,2,4,5,6,7,8)

Implementation period: permanent between March 2012 – January 2013

1.3 Project Attica (RECOM 4,5,7)

Implementation period: permanent, between January – December 2012

2. EPN Programme

General Objective

To further develop EPN as a permanent and flexible cooperative framework enabling MS/SAC to increase situational awareness, response, interoperability and performance to tackle identified threats and risks affecting EU external borders, thus improving the implementation of Integrated Border Management.

In the framework of the EPN Programme maritime only operational activities will be carried out:

2.1 JO EPN Hermes (Central Mediterranean, RECOM 1,2,4,5,8)

Operational concept: border surveillance and screening, debriefing activities

Implementation period: permanent

2.2 JO EPN Indalo (West Mediterranean RECOM 1,2,4,5,7,8)

Operational concept: border surveillance and screening, debriefing activities

Implementation period: May - October

Continuation and possible reinforcement also depending on migratory flows Central Mediterranean route and displacement effects; more detailed de-prioritization will have to be made based on updated RA and the need to implement elements of the OCP.

Intensity will be ensured as in 2011 and adjusted through updated RA

<p><u>2.3 JO EPN Hera</u> (Atlantic RECOM 1,2,4,5,7,8)</p>	<p>Intensity will be adjusted according to the results of JO in 2011</p>
<p>Operational concept: border surveillance and screening, debriefing activities Implementation period: April - September</p>	
<p><u>2.4 JO EPN Minerva</u> (Atlantic RECOM 1,2,4,5,7,8)</p>	<p>6 additional activities; Further development and implementation will be carried out in line with the objective to provide added value on EU level.</p>
<p>Operational concept: border surveillance and screening, debriefing activities Implementation period: 11 July – 3 September</p>	
<p><u>2.3 JO EPN Aeneas</u> (Ionian Sea, RECOM 1,2,4,5,6,8)</p>	
<p>Operational concept: border surveillance and screening, debriefing activities Implementation period: May-October</p>	
<p>Besides operational activities EPN includes meetings and tailored Pilot Projects (PP) aiming to facilitate interoperability and flexible response to illegal migration phenomena and cross-border crime, as well as coordination of national patrolling in predefined EPN areas.</p>	
<p>3. Pulsar Programme 2010-2013 (RECOM 1,3,4,5,6,7):</p>	
<p>To structure Frontex air border operations into tailored actions according to the emerging phenomena.</p>	
<p>The main objectives are:</p> <ul style="list-style-type: none"> ▪ To promote and further develop effective cooperation with third countries and airlines through tailor made air border operations ▪ To intensify cooperation with Europol and Interpol in the field of fight against serious cross-border crime ▪ To test a new mechanism to tackle actual challenges related to irregular migration by flexible implementation system in close cooperation with PRU 	<p>Operational intensity will be increased especially during the first half of year in all elements of Pulsar Programme</p>

3.1 JO Hubble

Implementation period (indicative):
April/June 2012

In addition to regular phases: tailored to response to flows coming from North Africa hubs;

3.2 JO Mizar (particular focus on RECOM 5)

tailored to the specific phenomena in doc fraud

Implementation period (indicative):
April/June 2012;

3.3 JO Hammer

Quick tailor made deployment to any identified emerging phenomena at external air borders applying on regional level;

Implementation period (indicative):
April/June 2012;

3.4 JO Meteor

To target any identified specific and actual phenomena which applies at one or two Airports and requires massive number of tailor made deployment Implementation period (indicative): September/ November 2012;

3.5 JO Eurocup 2012 (RECOM 5,6,8)

To strengthen border control measures related to the football tournament at external air borders in close cooperation with LBS.

3.6 JO with EU wide approach

To increase the effectiveness of border checks at EU airports focusing on irregular migration of one or more specific target nationalities, with a large number of participating airports

Besides operational activities Pulsar includes meetings and 2 Pilot Projects.

Partly specified to needs related to Olympics 2012 if appropriate

4. Pluto Programme:

Establishment and implementation of harmonized and targeted joint operational activities at the external land borders.

The main objectives are:

- To increase the effective fight against illegal migration with focus on identified modi operandi;
- To improve detection and prevention of cross border crime, in particular THB;
- To establish (further develop) effective interagency-cooperation with Customs;
- To further develop cooperation with neighboured third countries.
- To react to the secondary movements from Greece via Balkan land routes to Hungary and Slovenia.

The JO Jupiter, JO Neptune, JO Eurocup 2012 and PP No stamps for Railway crews 2012 will be implemented under this Programme.

4.1 JO Jupiter (RECOM 1,3-6,8)

Implementation period: July – August (phase 1), September or November (phase 2)

4.2 JO Neptune (RECOM 1,2,4-6,8)

Implementation period: April (phase 1), October (phase 2)

4.3 JO Eurocup 2012 (RECOM 5,6,8)

Implementation period: 3rd June – 2nd July 2012

5. Programme Focal Points 2010-2013 (referring to all RECOM by appropriate and flexible approach):

Further development and use of Focal Points for border check and border surveillance in order to improve detection and prevention of cross-border crime and enhance operational cooperation between MSs and SACs.

Intensity will be maintained as in 2011, and partly specified to needs related to Olympics 2012 if appropriate; maybe reduced in case of assessed lower priority.

Operational intensity will remain as in 2011, adjusted to needs if continuation of secondary migration movement affecting WB region (coordinated with enforcement JO FP Land);

Continuity and consolidation of Focal Points Programme is a priority also in a meaning to use it for facilitating other JO or even compensating cuts with other JO in the same region/border section.

The main objectives are:

- To provide platform for JOs implemented in the same area,
- To improve systematic exchange of experience and practices,
- to improve detection and prevention of cross border crime, in particular THB
- to provide support to the local authorities including training,
- To promote interagency-cooperation and cooperation with neighbouring third country,
- To establish a network for gathering intelligence and exchange of operational information in real time,
- To develop a permanent monitoring system.

Programme Focal points is also supporting JOs implemented in the same operational areas, and its key for Frontex to effectively drive the implementation of the EU concept for IBM.

The JO Focal Points Land, JO Focal Points Air, Focal Points Sea and additional PP are implemented under the umbrella of this Programme.

C. Other Operations Division Programmes 2012

Frontex Document Fraud Centre

Consistent with the ARA 2010 and 2011 recommendations as well as the Frontex Tailored Risk Analysis on the Nature and Extent of Travel-Document Fraud to illegally enter the EU, the Operations Division aims at engaging in a programme focusing on travel-document fraud, in search for a systematic operational approach higher than at national level, with a particular emphasis on improving profiling and identifying, and quickly disseminating information on emerging modi operandi related to travel-document abuse.

In 2012 the activities of OPD-units to document fraud will be further connected with activities of CBD (Training; Research & Development) and developed in an integrated way. This will form a baseline for the further establishment of a centre of expertise, and the options for the creation of such centre and the related cooperation issues will be further explored in close conjunction with the stakeholders, furthermore relying on a strong contribution of Member States' expertise in the field.

Intellops Programme

Following the implementation of the Intellops Programme 2009-2011, the work on improving the management and use of human intelligence in Joint Operations will need to be further coordinated across the various units within Operations Division, and also other Divisions, taking into account the changes resulting from the new Frontex Regulation. In particular, the main components of the Intellops II programme are seen as:

- Development of concepts and mechanisms for the for the **collection of personal data**, within the mandate of the new Frontex regulation;
- Horizontal approach to the procedure of **extraction of intelligence** from technical means, for the purposes of risk analysis;
- Initial steps for the development of a structured platform for the **full exploitation of intelligence** and personal data gathered during Joint Operations by debriefing activities for **Europol** information system and AWF;
- Amended concept of debriefing experts' deployment, following the changes to the **construction of the pools**.

D. Additional activities in 2012

1) Particular activities in the field of risk analysis:

Beside the continuation of the regular products and events, for 2012 activities in relation to the following are highlighted:

- a) Intelligence gathering from multiple sources, monitoring, analysis and tailoring of risk analysis products **on third countries** to enable the prevention of the threat and/or earlier, more targeted and more carefully prepared operational reaction to a possible situation at the EU external borders. These activities focus on the "watch list of high risk illegal migration countries" covering among others the following regions: Western Balkans, Africa, Black Sea and Eastern borders and include extended use of satellite imagery, continuous liaising and information exchange within regional risk analysis or intelligence communities and other key partners with access to first hand information, setting up collaboration and participation in regional Schengen coordination meetings organised by EU delegations;
- b) Roll out of revised **CIRAM** and the **Guidelines** for Analytical Units;
- c) Further improvement of systematic collection of **human intelligence** from irregular migrants during Frontex joint operations, for the purpose of risk analysis;
- d) Initial steps on deploying vulnerability analysis within the common methodological framework and in line with the new Frontex Regulation ;
- e) Incorporation of the **Fundamental Rights dimension** in analytical activities, as outlined in the action plan on the implementation of Frontex Fundamental Rights Strategy;
- f) Development of **GIS analysis capability**, both for operational and strategic analysis;
- g) Provision of the **analytical layer within EUROSUR** Pilot project;
- h) Establishment of a system of **quality assurance** for RAU strategic products;

- i) Coordination and management of **Frontex Intelligence Officers** seconded in different Joint Operations (FISO);
- j) Continued cooperation with existing analytical networks in the Western Balkans and at the Eastern Borders of the EU;
- k) Continued efforts towards structured networking and cooperation with intelligence communities in **Africa** and the **Black Sea** region;
- l) Continued efforts to implement **regular data collection** activities **regarding THB** and support to Frontex THB coordinated operational activities: more frequent reporting included in regular products, and greater reliance on THB- related data collected through Joint Operations;
- m) In the framework of OPD and Frontex-wide programme on travel document fraud, formation of a related specialist analytical community, including structured data collection, launch of new regular analytical outputs and their effective dissemination;
- n) Management of FRONBAC 2012- 2014 Project including training activities in the framework of CIRAM and Guidelines roll out as well as specialised training;
- o) Ascertaining cooperation with **counter-terrorism** authorities.

2) Particular activities related to situation and crisis monitoring picture & information sharing

- **EU harmonisation:** contribute to coordination efforts amongst EC, Agencies, MS and other external partners in the area of crisis monitoring (preparedness) and information sharing
- **'FOSS Concept Project':** develop and implement a single portal incl. a variety of operational information exchange and situation/crisis/media monitoring applications supporting MS and Frontex dedicated users and integrating EUROSUR requirements.

3) Contribution to Eurosur programme and projects:

Progressively contribute to specific developments aiming to support the Member States in reaching full situational awareness at their external borders and in increasing the reaction capability of their law enforcement authorities;

The priorities for the OPD contribution related to Eurosur are

- To implement the pilot project and demonstrate the practical successful test for information exchange between the participating partners
- To connect the technical system to the OPD business activities in order to provide added value to the pilot project
- To actively contribute to the development of the Eurosur guidelines forming the basis of the legislative proposal on Eurosur expected from Cion until the end of the year;

The capabilities to be used for Eurosur in a homogeneous way could be described as follows:

a. Situation & Crisis Monitoring

This capability enables Frontex management and external customers to make informed decisions based on a common situational picture of the EU external border. It also provides early alerts of ambiguous information to a defined audience.

b. Support to Joint Operations

This capability has been established to support the processing of information in Frontex Joint Operations. It is currently based on technical solutions which are subject of changes and will be improved by the FOSS concept development encompassing the JORA system. This improvement will assure that information collected in Joint Operations can be made available to EUROSUR and will be realised as from 2012.

c. Information Exchange

This capability provides knowhow and technology to facilitate the information exchange between Frontex and the MS, the EC and other partners. Requirements from internal and external stakeholders, including requirements driven by the development of EUROSUR, underline the necessity to increase this capability by developing a dedicated application (the Information Exchange Platform) using state-of-the-art technology and collaboration methods from 2011 to 2012: The European situational picture (ESP) or so called "operational layer".

d. Risk Analysis

This capability enables Frontex to use an information-gathering system to monitor the day-to-day situation at the EU's external borders. The information collected is then analysed to optimise the allocation of resources.

Permanent activities with corresponding risk analysis entities within MS contribute to a timely picture of the situation at the EU level at the external borders and also provide for the delivery of pre-frontier intelligence.

Related to Eurosur here is to find the basis for development of the 'Common Pre-Frontier Intelligence Picture' (so called analytical layer, including GIS applications).

DECLASSIFIED