

MANAGEMENT BOARD DECISION 13/2024 **of 26 March 2024**

adopting the preliminary Annual Work Programme for 2025 and the final draft estimates of the Agency's revenue and expenditure, including the draft Establishment Plan for 2025 (as part of it)

THE MANAGEMENT BOARD

Having regard to the European Border and Coast Guard Regulation¹ (hereinafter, "the Regulation"), in particular Articles 102(1), 115(5) and 115(6) thereof,

Whereas:

- 1) Pursuant to Article 106(4)(e) of the Regulation, the functions and powers of the Executive Director include drawing up a draft statement of estimates of the revenues and expenditure of the Agency as part of the Single Programming Document.
- 2) As laid down in Article 115(3) of the Regulation, the Executive Director has drawn up a draft statement of estimates of the Agency's revenue and expenditure for the following financial year, including an establishment plan, and has forwarded it to the Management Board.
- 3) In accordance with Article 115(5) of the Regulation, the Management Board adopted a provisional draft estimate of the Agency's revenue and expenditure, including the provisional establishment plan².
- 4) Pursuant to Article 115(6) of the Regulation, the Management Board shall send the final draft estimates of the Agency's revenue and expenditure including the draft Establishment Plan accompanied by the preliminary work programme to the Commission by 31 March every year.

HAS DECIDED AS FOLLOWS:

Article 1

Final draft Estimate of the Agency's Revenue and Expenditure, including the provisional Establishment Plan for 2025

The final draft Estimate of the Agency's Revenue and Expenditure, including the provisional Establishment Plan for 2025, as annexed to this decision, is hereby adopted.

¹ Regulation (EU) 2019/1896 of 13 November 2019 on the European Border and Coast Guard (OJ L 295, 14.11.2019, p. 1).

² Management Board Decision 9/2024 of 23 January 2024 adopting a provisional draft Estimate of the Agency's Revenue and Expenditure, including the provisional Establishment Plan for 2025, and endorsing the draft Single Programming Document 2025-2027.

Article 2

Preliminary Annual Work Programme for 2025

The preliminary Annual Work Programme for 2025, as annexed to this Decision, is hereby adopted.

Article 3

Entry into force

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

Done in Warsaw, 26 March 2024.

For the Management Board

[signed]

Alexander Fritsch
Chairperson of the Management Board

Annex: Draft Frontex Single Programming Document 2025-2027 including the preliminary work programme 2025, the final draft Estimate of the Agency's Revenue and Expenditure, including the provisional Establishment Plan for 2025.

Single Programming Document 2025 - 2027

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INTRODUCTORY REMARKS



The European Border and Coast Guard Agency (Frontex) is just entering the third decade of serving the European Union community. Since its establishment in 2004, Frontex has significantly evolved, extending the scope of its mandate, in response to the increasing needs for integrated border management suitable to the challenges of the dynamic migratory landscape.

2025 is a year following important developments within the Agency. We have undertaken transformative actions that will navigate and enable the Agency to become more futureproof, agile and equipped to deliver desired support and operational results to the European Border and Coast Guard community. In this context the Agency's management jointly formulated the **strategic vision** considering that by 2027 Frontex shall evolve into:

1. a reliable and adaptable partner, delivering value-adding operational effects;
2. an intelligence-driven Agency with priority-based decision-making;
3. an Agency performing as a European law enforcement organisation for border and coast guard, fully acknowledging the mandate of Regulation 2019/1896, pioneering in building integrated competent workforce;
4. an Agency leading in setting standards, delivering (digitally enabled) innovation and integrated capabilities towards more interoperable and futureproof EIBM;
5. a desired employer, attracting the best EU talents, leading, and enabling its staff and offering integrated career development within the EBCG community.

Frontex also underwent **structural changes** based on a model that reflects its core activities and empowers execution of the strategic vision. The new structure follows a logic of the Agency's operations, fosters its enablers and nurtures capabilities, to lead to performance to its full potential. After the transition period in 2024, the new structure will be now tested and reviewed so that it optimally matches the growth of the Agency.

At the core of the Single Programming Document for the period of 2025-2027 is a simple idea that we **add value** for the European Border and Coast Guard community. Based on Frontex's vision and entrusted mandate, with principles of transparency, accountability and compliance guiding the Agency in performing its tasks, we act with impact and respect.

In the different iterations of Single Programming Document, Frontex will strive to detail how the annual planning and programming of activities contributes to the implementation of its 2027 vision and strategy. At the same time, I want to underline that this Single Programming Document is based on the assumption that the resources allocated to the Agency will remain as planned. In case of cuts to the Agency's human resources and budget, as happened in previous years, the planning of resources will need to be reviewed.

Let me reiterate my commitment, as the Executive Director, for Frontex to be a trustworthy partner that delivers on its responsibilities, supporting Member States in effective management of external borders and presenting integrity in protecting European values. I would like to thank Frontex's stakeholders for their continuous support and look forward to further developing our engagements, based on open dialogue and robust cooperation.

Yours sincerely,

[signed]

Hans Leijtens
Executive Director

Executive Summary

Introduction

The Frontex Single Programming Document 2025 - 2027 (PD 2025 - 2027), prepared on the basis of Article 102 of Regulation (EU) 2019/1896, highlights the Agency's priorities, objectives, activities, and resource allocation until 2027.

As a strategic planning document, the Frontex Single Programming Document 2025 is comprised of the **Frontex Multiannual Programming 2025 – 2027** (MAP 2025 - 2027), representing the mid-term strategic business plan of the Agency. The structure of the MAP 2025 – 2027 is in line with the joint statement of the European Parliament, the Council of the EU and the European Commission on decentralised agencies adopted on 19 July 2012 and follows the guidelines of the Commission as communicated on 20 April 2020, C(2020) 2297 final. Together with the **Annual Work Programme 2025**, they form Section II and Section III of the PD 2025 - 2027. The budget 2025 is displayed and elaborated in Section IV of the document.

The PD 2025 - 2027 aims at outlining the **future mid-term strategy and the related activities of the Agency**. The purpose of the PD 2025 - 2027 can be defined as:

- Ensuring transparency, accountability, and efficiency of Frontex activities;
- Providing the Management Board with a commonly agreed framework for its undertakings;
- Serving as a framework to display in detail the annual work programme;
- Enabling the Executive Director to perform his duties within the key objectives and the strategic action areas as established by the Management Board;
- Providing the programming framework for delivering a structural change to the Agency introduced by the founding Regulation.

Frontex's multiannual programming is developed in line with the **multiannual strategic policy cycle for European integrated border management (EIBM)** (Article 102(3)), and the resulting Technical and Operational Strategy for EIBM 2023-2027 ⁽¹⁾. Simultaneously, the PD 2025-2027 has been designed to strive accommodating the mandate entrusted to Frontex in its **founding Regulation** ⁽²⁾. In the period 2025-2027, the Agency will focus on continuing its transformation with the goal of the full implementation of the Frontex mandate by 2027.

Complementing Frontex's clear mandate are the **2027 Frontex Strategic Vision Objectives** ⁽³⁾ which articulate the Agency's aspirational longer-term evolution up to 2027. The Vision Objectives are reflective of the Agency's commitment to operational efficiency and strategic foresight.

In essence, the PD 2025-2027 synthesises Frontex's objectives to deliver the Technical and Operational Strategy for EIBM and the aspirational directions of the 2027 Frontex Strategic Vision Objectives, aligning them under the umbrella of the Agency's foundational regulation and mandate. Specifically, Frontex aims to evolve into:

- A reliable and adaptable partner, delivering value-adding operational effects;
- An intelligence-driven Agency with priority-based decision-making;
- A European law enforcement organisation, fully acknowledging the mandate of Regulation 2019/1896, and building an integrated competent workforce;

(1) Management Board Decision 30/2023 of 20 September 2023 adopting the Technical and Operational Strategy for European Integrated Border Management 2023-2027.

(2) Regulation (EU) 2019/1896 of 13 November 2019 on the European Border and Coast Guard (OJ L 295, 14.11.2019, p.1).

(3) Management Board Decision 45/2023 of 22 November 2023 on the new organisational structure of the Agency.

- A leader in setting standards, delivering digitally enabled innovation and integrated capabilities towards more interoperable and futureproof EIBM;
- A desirable employer, attracting the best EU talents, leading and enabling its staff, and offering integrated career development within the EBCG community.

Priorities for Frontex in 2025-2027

Vision Objective 1: Reliable and adaptable partner, delivering value-adding operational effects

The **European Border and Coast Guard standing corps** will continue to grow, in particular with the recruitment of additional 1.000 statutory staff and the selection of 500 long-term secondments. This growth will allow the Agency to reach the goal of 3.000 trained and equipped standing corps statutory staff, who will act as the backbone for operational activities.

Together with the new organisational structure of the Agency, Frontex will evolve from a supplier of resources into a **partner of Member States and Third countries** to implement the EBCG concept and shared responsibility. The Agency's operational activities will be strengthened through robust operational management and leadership. The **Frontex Chain of Command** will be the foundation for the development of Operational Concepts and their evaluation. The priority will be achieved through the reinforcement of:

- a centralised 24/7 operational centre,
- an effective Frontex command and control system to manage contingents,
- a robust situational awareness and crisis management,
- a revised operational planning and evaluation mechanism,
- a new operational support system.

In addition, Frontex will continue providing technical assistance and operational coordination of return operations and technical support to voluntary returns, based on Member States needs. The focus will be on **increasing the cost-efficiency and widening the geographical coverage of the countries of return**.

Frontex will also work to **strengthen technical and operational cooperation in the external dimension**, together with third countries and international organisations, in line with priorities set out in the Frontex's International Cooperation Strategy. The Agency will work to implement Status Agreements and negotiate and conclude Working Arrangements with important countries of origin or transit of migration towards the EU.

Being a reliable and trusted partner will also include **compliance with and promotion of fundamental rights**, for the Agency as well as for the European Border and Coast Guard community. Evaluations and remedial actions will take into consideration the concerns identified through Serious Incident Reports in order to prevent any further events. The Agency will put in place mechanisms to continue to monitor and take active measures to ensure compliance with fundamental rights obligations. The **Frontex Fundamental Rights Office** will receive sufficient resources to conduct its activities in line with the growth of the Agency's operational activities, as detailed in Annex XVIII of this Single Programming Document. Frontex will also ensure that all processing activities related to personal data are done **in line with the Data Protection acquis**, the Management Board Decision 4/2024 ⁽⁴⁾ and, when applicable, the operational plans and the Data Processing Agreements.

⁽⁴⁾ Management Board Decision 4/2024 of 18 January 2024 adopting the general rules on the application of the Data Protection Regulation by the Agency.

Vision Objective 2: Intelligence-driven agency with priority-based decision-making

In this area, the Agency will focus on delivering **EIBM intelligence products** across the 4-tier access control model, addressing strategic, tactical, and operational layers, comprising Joint Operations and regional aspects.

Focus will be devoted to **enhancing the use of intelligence artefacts for informed decision making**, especially in the context of the Agency's operational activities in line with the developed intelligence methodologies and standards, as well as maintaining strong collaborative and service-oriented links to provide intel capabilities at local level. **Strengthening the operational evaluation** will also allow Frontex to identify priorities for improvement in its operations.

Furthermore, a key component in the Agency's activity will be providing business requirements for intelligence functional services, including the overall compilation of the **European and Specific Situational Pictures** as well as for the provision of **EUROSUR Fusion Services** so as to enable the development and implementation of adequate and fit for purpose IT capabilities.

Deepening collaboration in the intelligence sharing domain with the Member States, EU institutions, other EU agencies and partner Third Countries also remains a priority for Frontex. The Agency will work to enhance synergies between quality control mechanisms (such as Schengen Evaluation and Vulnerability Assessment), and expanding the use of accessible tools to gauge readiness for current and imminent challenges.

Vision Objective 3: European law enforcement organisation, building integrated and competent human capital

Along the lines of recommendations made to the Agency by the Frontex Scrutiny Working Group in the European Parliament, the 2027 Frontex Strategic Vision recognises the importance of **the development of a strong organisational culture**. The Frontex Chain of Command shall also contribute to the development of a new culture of **decentralised accountability** and delegation of certain functions to the field, while ensuring duty of care and transparent decision making through all levels.

This process will be enabled by streamlined internal functions and processes. The Agency will prioritise **transparency and accountability as Frontex's guiding principles**, with focus on staff engagement, proactive communication and attention to human capital. This transformation will require **a robust strategic framework** implemented across the Agency, as well as close coordination with stakeholders at the level of EU and Member States, striving for more coherence and a more concerted approach. To this end, the newly established Strategy, Governance, and External Relations Division will work to increase the Agency's internal strategic alignment.

Vision Objective 4 - Leader in setting standards, delivering digitally enabled innovation and integrated capabilities towards more interoperable and futureproof EIBM

In 2025 and beyond the Agency will continue developing its own capabilities according to Multiannual Plans, which are aligned with the Technical and Operational Strategy for European Integrated Border Management and the Capability Roadmap. At the intersection between capability-push and technology-pull, **the Capability Roadmap** will continue to ensure that long-term EU and national investments for European Integrated Border Management complement one another, extending the fifteen-year horizon by five years with the start every new Multiannual Strategic Policy Cycle.

By 2027 the ongoing Policy Cycle will have come full circle and preparations for the next will be under way. Equipped with certified Quality Management System for capability development and management, the Agency will ensure that it pulls its weight in future-proofing the external borders

by delivering the **safe, secure and sustainable capabilities** required for conducting operational and return related activities effectively.

In the forthcoming years, Frontex will also play a significant role for the success of the digital transformation at the EU external borders, especially with **the set-up of the ETIAS Central Unit (ECU)**. Due to the implementation of new large-scale IT systems, the management of migration flows to Europe is going to change and have long term impact on the Member States' border services, industry, and passengers. The ECU will be part of the critical infrastructure operational 24/7. It will verify applications from travellers who were subject to hits in EU databases, provide support to travellers with filling in the ETIAS application forms and to air, sea, and land carriers on ETIAS and the EES.

Another priority for the Agency will be the implementation of the **ICT Strategy 2022-2027**. Among many initiatives this entails the implementation of priority ICT projects such as the upgrade of the ICT infrastructure and further development of the EUROSUR integrated framework. These priorities will go hand in hand with a cost effective and meaningful use of its financial resources and a focus on the compliance with legal, procurement and security rules.

The Agency will also focus on the improvement of the overall EU return system through providing **targeted, data driven and digitally enabled operational and technical support to Member States** in all stages of the return process, leading to improved and sustainable returns.

Vision Objective 5: Desirable employer, attracting the best EU talents, leading and enabling its staff and offering integrated career development within EBCG community

Considering its constant growth and evolution both in its function and resources, the Agency aims to strengthen its attractiveness as an employer, to attract, manage and develop a dynamic and diverse workforce with the required competencies and expertise, to create an inclusive, collaborative and flexible work environment, and to foster a culture of a law enforcement agency. The implementation of the **Frontex HR Strategy 2024-2027** will be a key driver of this process. The improvement of the working environment also includes implementation of the **new permanent premises project**.

Finally, the establishment of the **European Border and Coast Guard Academy** will ensure that educational excellence can be provided to the standing corps and made available for staff in national authorities across Europe. Through its training centre and decentralised specialised branches, it will foster integrated career paths and act as a melting pot for innovation, providing links to the research community. The Agency will also harness the findings of research and pilot projects to transition into a fully sustainable and green equipment fleet, enabled by new sourcing models that de-risk EU external supply chain dependencies while seeking cost-effectiveness via joint procurement.

Integration of Frontex programming with EIBM strategic dimension

As stated in the introduction, the Frontex multiannual programming is developed in line with the multiannual strategic policy cycle for European integrated border management (EIBM) and the Technical and Operational Strategy for EIBM 2023-2027.

The **Technical and Operational Strategy for EIBM** is a blueprint designed to actualise political objectives and policy guidance into actionable initiatives by the European Border and Coast Guard (EBCG). It sets forth the ambitious goals that span from enhancing legitimate border crossings to fostering cooperation with third countries and embedding innovation within the fabric of border management. As an integral part of Frontex's own objectives, this strategy underpins the Agency's multi-annual programme of work and is operationalised through annual iterations that delineate precise priorities and actions.

Strengthening the strategic alignment between the PD 2025-2027 and the Technical and Operational Strategy for EIBM 2023-2027 is a priority for the Agency. The newly established Strategy, Governance, and External Relations Division has conducted a **cross-referencing exercise** to link the key activities in the Annual Work Programme 2025 with the actions in the Implementation Plan to the Technical and Operational Strategy 2023-2027. In addition, an internal Frontex-wide contact group was established to ensure that strategic alignment will remain as a continuous activity.

At the same time, the PD 2025-2027 has been designed to reflect the Frontex mandate according to the **European Border and Coast Guard Regulation**. To that end, a revised roadmap for the preparations for the implementation of the Regulation by the Agency was developed, translating the principle of ‘close cooperation’ as spelled out in the Regulation. The process of the preparations has been carried out with the full involvement of the Member States and the Commission in a transparent and cooperative manner from the beginning and will continue being implemented during 2025.

Risks and challenges

In a context of organisational transformation and evolving challenges at Europe's external borders, the budgetary needs of the Agency are steadily increasing to ensure that all challenges are tackled. By 2027, Frontex is expected to reach its maximum operating capacity. To guarantee efficient border management and make full use of Frontex's operational capability, appropriate funding is essential. Any budget cuts or staff shortages could pose limitations to the implementation of priorities for 2025.

In the field of return, challenges could be posed by the rising demand for return operations, optimizing the deployment of standing corps officers, building strong technical capabilities, and human resources. The availability of returnees, willingness of third countries to cooperate on identification and readmission of their nationals are also to be considered as risks.

The exchange of operational personal data with Europol and Eurojust will require to update the Working Arrangements, as the current arrangements were signed before the adoption of the EBCG Regulation. Furthermore, the rigorous implementation of the MB decisions on the data protection framework will be key to ensure that the Agency's activities are in line with the EU legal framework.

In addition, as the Commission noted in the Action plan to support the implementation of the EBCG Regulation, status agreements have not been concluded yet with important countries of origin or transit of migration towards the EU. In addition, the Agency has not been able to conclude any new working arrangements with third countries under the EBCG Regulation, as the European Data Protection Supervisor considered that the provisions on the protection of personal data were insufficient in the Commission's model working arrangement.

When it comes to fundamental rights, violations committed by the staff of Member States can only be followed up on and eventually sanctioned by national authorities. The follow-up to the FRO's reports is therefore dependent on cooperation with Member States authorities.

Disclaimer

The tables and figures contained in the document, in particular those related to human and financial resources, can only be considered as indicative and cannot prejudice a future decision by the Budgetary Authority. In line with Article 102 (2) of the European Border and Coast Guard Regulation ⁽⁵⁾ (hereinafter ‘the Regulation’) the proposals concerning the programming document shall become definitive after the final adoption of the general budget of the Union.

(5) Regulation (EU) 2019/1896 of 13 November 2019 on the European Border and Coast Guard (OJ L 295, 14.11.2019, p.1).

Mission Statement

Mission Together with the Member States, we ensure safe and well-functioning external borders providing security.

Vision The European Area of Freedom, Security and Justice.

Objectives

- a) a reduced vulnerability of the external borders based on comprehensive situational awareness by producing actionable information and analysis to enable the functioning of the European Border and Coast Guard.
- b) a safe, secure and well-functioning EU external borders by providing effect-oriented and flexible operational response; positioning Frontex as an important player in the area of prevention and detection of cross-border crime.
- c) contributing to an effective migration management policy also by supporting the effective implementation of sustainable returns from the EU Member States.
- d) a sustained European border and coast guard capabilities by implementing Capability Development Planning.
- e) contributing to the development and implementation of the European Integrated Border Management; reinforcing the external dimension of the Agency activities and developing an upgraded management system for the Agency.

Values

1. **we are professional**, we have the knowledge, skills and competencies needed to fulfil our mission **effectively** with high ethical standards and we continuously strive for excellence to improve our performance;
2. **we are respectful**, we recognise people, institutions and their roles and demonstrate respect by treating these as valuable and important;
3. **we seek cooperation**, together with the Member States' relevant national authorities and with participation of other stakeholders we manage the EU external borders together and seek cooperation with non-EU countries;
4. together, **we cooperate** and collaborate across the organisation as well as with external stakeholders in order to accomplish common goals and objectives;
5. **we are accountable**, we are trusted with a shared responsibility to implement European integrated border management;
6. **we are trustworthy** in fulfilling our responsibilities in our work, its timeliness and quality;
7. **we care**, as European public agents we serve the interests of citizens because we care about people and believe in European values.

The aforementioned values nurture the Agency's performance and provide guiding principles to our staff in carrying out its daily activities. Furthermore, in line with legal requirements, Frontex has in place a set of codes of conduct, and its adherence to them shall contribute to ensure our effective alignment with relevant legal frameworks in all our activities, notably on those related to Fundamental Rights. Recognising the challenges of its mandate, the Agency commits to monitor the fulfilment of its values and to undertake reflection and subsequent improvements.

Mandate

Frontex, the European Border and Coast Guard Agency, together the Member States authorities responsible for border management, including those fulfilling coast guard functions to the extent that they carry out border control tasks and the national authorities responsible for return, constitute the European Border and Coast Guard.

As part of the European Border and Coast Guard, the Agency contributes to ensuring European integrated border management at the external borders, with a view to managing those borders efficiently in full compliance with fundamental rights and to increasing the effectiveness of the Union return policy. This includes addressing

migratory challenges and potential future threats at those borders, thereby contributing to the detection, prevention and combating of cross-border crime and to ensuring a high level of internal security within the Union in full respect for fundamental rights, while safeguarding the free movement of persons within it.

The Agency acknowledges the fact that Member States are primarily responsible for the border management, while Frontex's role is to support the application of Union measures relating to the management of the external borders and return.

In order to ensure a rapid and full operationalisation of the Regulation, the Commission services together with the Agency developed a roadmap to ensure a successful and timely implementation of the regulation, while safeguarding the full readiness of the EBCG standing corps for deployment. The revised roadmap presents the remaining activities that require longer timeline as well as the new supplementing tasks stemming from the Agency's experience and current needs related to the implementation of the Regulation. This shall be updated by Frontex in liaison with COM and submitted for the Management Board information at least once a year.

Tasks

The tasks of the Agency as outlined in Article 10 of the Regulation are:

EIBM Intelligence

- Monitor migratory flows and carry out risk analysis
- Monitor the operational needs of Member States on returns
- Carry out vulnerability assessments
- Monitor the management of external borders through liaison officers in Member States
- Support the development and operation of EUROSUR

Operations

- Coordinate and organise Joint Operations at the external borders of the EU
- Deploy the European Border and Coast Guard standing corps
- Launch rapid border interventions at the external borders of Member States facing specific and disproportionate challenges
- Provide support to search and rescue operations for persons in distress at sea
- Assist screening, debriefing, identification and fingerprinting at hotspot areas
- At hotspot areas, establish a procedure for referring a providing initial information to persons who are in need of international protection or wish to apply for such protection, including a procedure for the identification of vulnerable groups
- Assist Member States in facilitating persons to cross the external borders
- Manage and operate the False and Authentic Documents Online system and support the Member States by facilitating the detection of document fraud

Return

- Assist with the coordination and organisation of return operations
- Set up a pool of forced return monitors
- Deploy return teams during return interventions

Capabilities

- Set up a technical equipment pool, including a rapid reaction equipment pool
Develop and manage human and technical capabilities, including recruitment and training

- Assist Member States and third countries in the training of national border guards, including through the establishment of common training standards and programmes, including on fundamental rights
- Participate in the development and management of research and innovation activities relevant for the control of the external borders
- Support the development of technical standards for equipment in the area of border control and return, and support the development of common minimum standards for external border surveillance

External relations

- Cooperate with Europol and Eurojust to support to Member States in the fight against cross-border crime and terrorism
- Cooperate with EUAA to facilitate measures in cases where third-country nationals are subject to return
- Cooperate with FRA in order to ensure the application of Union acquis on fundamental rights
- Cooperate with EFCA and EMSA to support Member States carrying out coast guard functions by providing services, information, equipment and training, as well as by coordinating multipurpose operations
- Cooperate with third countries, including through operational deployments of border management teams
- Assist Member States and third countries in technical and operational coordination between them

Information Management

1. Develop technical standards for information exchange
2. Establish and maintain communication network
3. Develop and operate information systems that enable exchanges of information regarding emerging risks in the management of the external borders, illegal immigration and return
4. Provide assistance for the development of a common information-sharing environment, including interoperability of systems
5. Ensure the setting up and operation of the ETIAS Central Unit

Horizontal activities

- Follow high standards for border management allowing for transparency and public scrutiny in full respect of the applicable law and ensuring respect for, and protection and promotion of, fundamental rights
- Monitor compliance with fundamental rights and international law in all of its activities
- Provide the public with accurate, detailed, timely and comprehensive information about its activities
- Communicate on matters falling within its mandate with other bodies, offices and agencies

SECTION I - GENERAL CONTEXT

0. Evaluation of the European Border and Coast Guard Regulation

European Commission evaluation of the EBCG Regulation. On 2 February 2024, the Commission adopted the evaluation - assessing the impact, effectiveness and efficiency of Frontex - together with an Action Plan to support its implementation.

Ensuring a robust and efficient management of the EU's common external borders has been a key priority of this Commission, in line with European integrated border management concept. Frontex plays a decisive part in this effort by supporting the Member States in managing the external borders and addressing migratory challenges, in full compliance with fundamental rights.

Main findings of the evaluation:

- The evaluation finds that, despite significant challenges, Frontex has significantly contributed to strengthening the management of the EU's external borders in full compliance with fundamental rights.
- Operational support: The Agency has stepped up its operational support to Member States, including technical and operational assistance in the support of search and rescue operations.
- Standing Corps: Prove to be a unique tool to support Member States on the ground in their efforts to protect the external borders, fight cross-border crime and significantly step up the effective and sustainable return of irregular migrants.
- Returns: the Agency is better supporting Member States to implementing return measures and increased its activities in the area of reintegration.
- Cooperation with partner countries: Has gradually increased by expanding its operational area and strengthening its operational capacity. As of October 2023, Frontex had nearly 600 staff deployed across ten joint operations in eight third countries.
- Fundamental rights: Frontex is governed by a strong fundamental rights framework. Since 2021, has actively developed its internal rules to enhance the respect, protection, and promotion of fundamental rights during its operational activities.

The evaluation also identified areas where further improvement is needed:

- Importance of fully implementing the Agency's new organisational structure, including the Standing Corps.
- Delays in setting out plans for the Agency's capabilities such as assets and staff in the area of border management and returns.
- More strategic guidance is needed for Frontex's return-related activities.

1. Implementation of the European Integrated Border Management

1.1. Overarching documents

1.1.1. European Border and Coast Guard (EBCG) Regulation

Frontex is governed by the Regulation (EU) 2019/1896 adopted on 13 November 2019. The Regulation provided the Agency with a reinforced mandate and increased competences to support Member States' activities, especially on border control, return and cooperation with third countries. It also provided for development of the European Border and Coast Guard standing corps (the EU's first uniformed service).

The European Commission will carry out a thorough evaluation of the EBCG Regulation by December 2023. The evaluation will offer valuable feedback and lessons-learned for the Agency, which will be taken into account in future planning and operations.

1.1.2 New Pact on Migration and Asylum

On 23 September 2020, the European Commission presented the Pact on Migration and Asylum which provides a comprehensive approach to migration, asylum, integration, and border management by bringing together these policy areas and recognising that the overall effectiveness depends on progress on all fronts. The various

proposals within the Pact are currently being negotiated by the European Parliament and the Council, in line with the Joint Roadmap signed by the co-legislators on reforming the EU migration and asylum rules by February 2024. Once adopted, Frontex is expected to contribute to several dimensions contained in the pact, namely:

- robust and fair management of external borders, including identity, health, and security checks;
- fair and efficient asylum rules, streamlining procedures on asylum and return;
- a new solidarity mechanism for situations of search and rescue, pressure, and crisis;
- stronger foresight, crisis preparedness and response;
- an effective return policy and an EU-coordinated approach to returns.

In particular, the proposed Pact foresees the contribution of the Agency to the systems of quality control related to management of migration, such as the Schengen evaluation mechanism and vulnerability assessments. The Agency is to play a leading role in the common EU system for returns by becoming the operational arm of EU return policy, fully operationalising the reinforced mandate on return, providing support to the Member States to ensure the well-functioning of return processes. Frontex is to provide increased operational and technical support, within the EU's competence, as well as deployment of maritime assets to Member States, to improve their capabilities, including boosting own access to naval and aerial capacity. The enhanced scope of action enshrined in the Pact aims also at strengthening external operational cooperation, including through EU status agreements, which enable Frontex to work together with national border guards on the territory of third countries.

1.1.3 Communication establishing multiannual strategic policy for European Integrated Border Management (EIBM)

On 14 March 2023, the European Commission adopted the Communication establishing the multiannual strategic policy for EIBM for the period 2023-2027. The EIBM Communication identifies strategic challenges for the EU's external borders and multiannual strategic policy goals to address them.

It places emphasis on the following EIBM components: a) border control, b) a common EU system for returns, c) cooperation with third countries, d) inter-agency cooperation, e) use of state-of-the-art technology including large-scale information systems, f) respect, protection and promotion of fundamental rights, g) a coherent and comprehensive quality control mechanism, and h) EU funding instruments.

1.1.4 Technical and Operational Strategy for European Integrated Border Management (TO EIBM) 2023-2027

On 20 September 2023, Frontex Management Board adopted a new Technical and Operational Strategy for European Integrated Border Management ⁽⁶⁾ aimed at translating political goals and policy steer into a strategic European framework for the implementation of the Multiannual Strategic Policy for European Integrated Border Management through concrete technical and operational actions carried out by the European Border and Coast Guard. The European Border and Coast Guard will be further cemented as a community built on trust to protect and connect Europe, managing the borders at the different stages of the border continuum and implementing returns in an integrated way while ensuring full compliance with the International and European law, in full respect for fundamental rights.

This Strategy builds on the Multiannual Strategic Policy Goals stemming directly from the Policy defined in the European Integrated Border Management Multiannual Strategic Policy. On top of these six Goals, two additional enabling Goals have been added, covering the need for future-proofing the external borders, sustainability, as well as good governance and compliance. This Strategy will be implemented through a cluster of actions per EIBM component, paving the way for the establishment national strategies for European integrated border management in line with the MSPC cycle.

⁽⁶⁾ Management Board Decision 30/2023 of 30 September 2023 adopting the Technical and Operational Strategy for European Integrated Border Management 2023-2027.

1.2 Border control

1.2.1 Schengen strategy

In May 2021 the European Commission presented "A strategy towards a fully functioning and resilient Schengen area" to ensure effective management of the EU's external borders, strengthen internal measures on police cooperation, security and migration management, improve Schengen preparedness and governance and complete the enlargement of the Schengen area.

The Strategy foresaw annual 'State of Schengen' reports which followed in 2022 and 2023. The 2023 edition identified challenges and best practices, as well as priority areas for action. The State of Schengen Report serves as a basis for political discussions and steers the Schengen Council discussions.

1.2.2 Revision of the Schengen borders code

In December 2021, the European Commission presented a proposal to amend the Schengen Borders Code, which lays down the rules governing controls at the EU internal and external borders. The proposal is currently being negotiated by the European Parliament and the Council. The Commission's proposal aims to improve the Schengen system's resilience to serious threats, and to adapt it to new challenges. It proposed: a new coordination mechanism to deal with health threats at the external borders; definition of situations of instrumentalisation of migrants at the external borders and clarifications on measures available at the external borders, and a new Schengen safeguard mechanism to provide a common response at the internal borders in situations of threats affecting Member States. The proposal foresees deeper involvement of Frontex to assist the Member States in addressing the challenge of the instrumentalisation of irregular migration.

1.3 Return policy

1.3.1 EU strategy on voluntary return and reintegration

In April 2021 the European Commission adopted the EU strategy on voluntary return and reintegration. The new strategy proposed a more coordinated and integrated approach among Member States, stronger cooperation with partner countries to implement reintegration schemes, and guidance supported by digital tools for a more functional EU return system. In line with the strategy, Frontex has taken over the activities of the European Return and Reintegration Network and has developed Joint Reintegration Services, which will continue to be strengthened in the coming years.

1.3.2 Towards an Operational Strategy for more effective returns

In January 2023 the European Commission presented a policy document "Towards an operational strategy for more effective returns".

The document sets out the goals to streamline and optimise the return process in each Member State in full compliance with fundamental rights, increase voluntary returns (both in absolute terms and as share of total returns) and reintegration, foster a more collaborative EU approach to return among Member States, the Commission and Frontex and improve the data on return, building a more targeted, planned and efficient return policy and common operational response capability.

1.4 Cooperation with third countries

1.4.1 European Commission's Communication Enhancing the accession process - A credible EU perspective for the Western Balkans

On 5 February 2020, the European Commission published its Communication Enhancing the accession process - A credible EU perspective for the Western Balkans setting out proposals for strengthening the accession process. Credibility should be reinforced through a stronger focus on fundamental reforms, including on rule of law, fighting corruption, the economy and ensuring the proper functioning of democratic institutions and public administration, and foreign policy alignment.

1.4.2 EU Action Plan for migratory routes in Western Balkans

On 8 December 2022, as a follow up to the discussions at the Extraordinary Justice and Home Affairs Council on 25 November 2022, the European Commission presented an EU Action Plan on the Western Balkans including measures for strengthening border management along the routes, swift asylum procedures and supporting reception capacity, fighting migrant smuggling, enhancing readmission cooperation and returns and achieving the alignment of visa policy.

The plan foresees strengthening Frontex joint operations and deployments along the EU's external borders with Western Balkan partners, as well as swift negotiations of new status agreements with Albania, Montenegro, Serbia and Bosnia and Herzegovina. Moreover, Frontex support to the Western Balkan partners on return should be expanded including by fostering regional cooperation, deploying return specialists, sharing knowledge and expertise, providing training, and facilitating cooperation with countries of origin and the acquisition of travel documents.

1.4.3 EU Action Plan on the Central Mediterranean Route

To address the immediate challenges along the Central Mediterranean migratory route the European Commission presented an EU Action Plan on the Central Mediterranean in advance of the Extraordinary Justice and Home Affairs Council of 25 November 2022. The Action Plan proposed 20 measures designed to step-up cooperation with partner countries and international organisations, strengthen cooperation between all actors involved in search and rescue and to reinforce the implementation of the Voluntary Solidarity Mechanism.

The plan called on Frontex to negotiate the working arrangement with the EU Border Assistance Mission in Libya (EUBAM) to support the promotion of European integrated border management standards, situational awareness, and risk analysis. The Agency is also expected to intensify cooperation with EUCAP Sahel Niger to speed up the full implementation of the working arrangement. In addition, the plan foresees enhanced cooperation on returns, with the support of the EU Return Coordinator and within the framework of the High-level network on Returns. Frontex - together with concerned Member States - was also asked to carry out a targeted assessment of the situation in the Central Mediterranean to identify needs for reinforced support through joint operations, aerial and maritime surveillance, capacity building, and situational awareness for Member States at the external borders.

The Commission's Action Plan was later complemented, in September 2023, by a 10-point plan for Lampedusa, to reduce irregular migration and provide immediate EU assistance to the Italian authorities, in accordance with fundamental rights and international conventions.

1.4.4 EU Action Plan on the Western Mediterranean and Atlantic Routes

In view of the Justice and Home Affairs Council on 8-9 June 2023 the European Commission presented the Action Plan on the Western Mediterranean and Atlantic Routes.

The plan foresaw, among others, fostering increased bilateral cooperation between Frontex and Morocco, Mauritania and Senegal, notably by implementing the Frontex-Morocco 2023 roadmap and pursuing the negotiation of working arrangements and/or Status Agreements, building on and complementing ongoing cooperation between EU Member States and these partners. The plan also called to enhance returns from EU Member States to partner countries, as well as for the sustainable reintegration of returnees, notably by setting up targeted return operations from the EU including with Frontex's support (return counselling, support with identification and travel document issuance, coordination of return flights, etc.) and making full use of the Frontex Joint Reintegration services and other available reintegration support.

1.5 Information exchange and interoperability

1.5.1 Regulations establishing a framework for interoperability

On 20 May 2019, two Interoperability Regulations were adopted to set up a framework for interoperability between existing and future EU information systems for borders and visa, police and judicial cooperation, asylum and migration. The regulations established:

- A common identity repository;

- The European search portal to enable the simultaneous querying of EES, VIS, ETIAS, Eurodac, SIS, the ECRIS-TCN as well as of Europol's and Interpol's databases;
- A shared biometric matching service ;
- A multiple-identity detector (MID);
- A central repository for reporting and statistics;
- A new framework for access to the EES, VIS, ETIAS.

This new interoperability should become operational by the end of June 2024.

1.5.2 Schengen Information System (SIS) Regulations

The Schengen Information System (SIS) is the most widely used and largest information sharing system for security and border management in Europe.

The new SIS Regulations were adopted in November 2018. Renewed SIS became fully operational on 7 May 2023 offering new functionalities such as more categories of data and new types of alerts. It provides access to a greater number of national authorities and EU agencies. Frontex teams are expected to get full access to all categories of data in the SIS.

1.5.3 Entry-Exit System (EES)

The Regulation establishing the EES was adopted on 30 November 2017. The EES will replace the stamping of passports and will apply to all non-Schengen nationals who are admitted for a short stay into the Schengen area. The system's objective is to improve the management of external borders, prevent irregular immigration and facilitate the management of migration flows, detect over-stayers and support the identification of undocumented persons in the Schengen area.

A revised timeline for the launch is expected to be presented to the Justice and Home Affairs Council in October 2023. The entry into operation of the EES is expected for the end of 2024 and ETIAS is to be launched a few months later. Frontex will support national authorities in the implementation of the system through pilot projects testing local solutions, as well as training and advice to border control authorities.

1.5.4 European Travel Authorisation System (ETIAS)

On 12 September 2018, the Regulation establishing ETIAS was adopted, which will allow visa-exempt third country nationals to obtain a travel authorisation prior to their travel to the Schengen Area. The ETIAS system will check the information provided by the applicant with data already stored in other EU systems such as the Schengen Information System (SIS), Visa Information System (VIS) and Entry/Exit System (EES). If the application raises any concerns, it will be reviewed by the ETIAS Central Unit at Frontex and sent to the relevant ETIAS National Unit for final decision. The ETIAS Central Unit at Frontex will also be responsible for identifying risks, risk indicators and screening rules, managing the content of the official ETIAS website, as well as ensuring that the information stored in the system is accurate and up to date.

ETIAS functioning will start with a grace period during which the travel authorisation will not be mandatory yet.

2. Frontex contribution to EU internal security framework

2.1 Overarching documents

2.1.1 The EU Security Union Strategy

The new EU Security Union Strategy adopted on 24 July 2020 lays out four strategic priorities for action at the EU level. One of the priorities is "Protecting Europeans from terrorism and organised crime" with steps under way to strengthen border security legislation and cooperation with non-EU countries as well as international organisations.

As the strategy points out, Frontex can contribute to its implementation by developing situational awareness especially in the context of hybrid threats; contribute to the prevention and detection of cross-border crime at the external borders and beyond the EU by implementing operational activities and participate in the European Innovation hub for internal security. The strategy provided for the adoption of more detailed action plans, which should be taken into account by the Agency in planning of its activities: The EU Agenda on Counter-Terrorism, EU Agenda on Drugs and EU Action Plan against firearms trafficking, the EU Agenda for tackling organised crime, including trafficking in human beings and a new EU Action Plan against migrant smuggling; EU Drugs Strategy and Action Plan 2021-2025.

2.1.2 Strengthening cooperation with CSDP missions and operations

In March 2022, the EU formally approved its Strategic Compass, which aims to give the European Union an ambitious plan of action for strengthening the EU's security and defence policy by 2030. The Strategic Compass sets out concrete actions in four work strands:

- Act more quickly and decisively when facing crises;
- Secure citizens against fast-changing threats;
- Invest in the capabilities and technologies we need; and
- Partner with others to achieve common goals.

The Strategic Compass also announced the renewed Civilian CSDP Compact as a key deliverable. In 2023, Council adopted the renewed Civilian CSDP Compact which is a key strategic document aiming to strengthen the civilian dimension of the EU's CSDP. The Compact aims to strengthen the civilian side of the Common Security and Defence Policy and enhance the civilian missions' effectiveness, impact, flexibility, and robustness. It aims to enable tackling more efficiently current, emerging, and future security challenges. Another objective is to allow the EU to face more effectively the current geopolitical environment marked by the return of war to Europe with Russia's aggression against Ukraine. The new Compact includes the aim to have enhanced synergies with other EU instruments under the Integrated Approach to Conflicts and Crises and promote coordination and cooperation with justice and home affairs (JHA) actors, in full compliance with respective responsibilities and taking into account available resources, priorities and needs of the relevant actors.

2.2 Specific documents

2.2.1 Renewed EU Action Plan against migrant smuggling 2021-2025

Frontex will play an active role in implementing the Renewed EU Action Plan against migrant smuggling 2021-2025, including:

- Frontex should offer assistance in line with its mandate, including through facilitating the exchange of information, providing technical support, capacity building and training, as well as deploying liaison officers. Depending on the partner countries or regions concerned and the needs identified, Frontex may conclude new agreements (e.g. Frontex status agreements or working arrangements with competent authorities); where such agreements or arrangements already exist, their implementation should fully support the objectives of the new Anti-Smuggling Operational Partnership.
- Frontex must be able to rapidly mobilise its resources and assets to provide operational support to protect EU external borders to respond to State-led instrumentalization of migrants.
- Frontex should assist MS in the implementation of the future pre-entry screening to identify people with special needs upon arrival on EU territory.
- Frontex should identify its strategic information sharing with Europol, EUAA and Eurojust to reinforce cooperation and support the work of law enforcement and of the judiciary.
- Frontex should use its reinforced analytical capabilities in the maritime domain by making full use of its mandate to provide information on the external borders and on the pre-frontier area.
- Frontex should continue to assist law enforcement authorities of Member States and Europol by providing an updated profile of suspicious vessels to be monitored, identified, seized and, once the relevant criminal investigations have been completed, disposed of, and exchange information of such vessels with Europol.

- The role of the Frontex Centre of Excellence for Combatting Document Fraud should be strengthened, including through the deployments of document fraud experts within the framework of Frontex operational activities in the Member States and third countries.
- Frontex should strengthen its role in research and innovation including in cooperation with industry, to identify opportunities for developing new capacities for detecting, preventing and combatting migrant smuggling.
- The further development of the Africa-Frontex Intelligence Community can contribute to better intelligence picture.
- Joint reports on migrant smuggling with Frontex are encouraged, as well as the establishment of cooperation with the private sector.

2.2.2 EU Strategy on Combatting Trafficking in Human Beings 2021-2025

The EU Strategy on Combatting Trafficking in Human Beings (THB) encourages national authorities to strengthen cooperation with labour inspectorates and/or social partners and EU Agencies including Frontex. Support to Member States is also offered by the EU agencies who signed the joint statement of commitment to work together against trafficking in human beings in 2018. The Commission coordinates their cooperation, in line with their respective mandates, to address challenges related to victims of trafficking. Frontex supports the fight against THB by participating in EMPACT activities under this priority.

2.2.3 EMPACT 2022-2025

The Council adopted in 2021 the EU's priorities for the fight against serious and organised crime for the period 2022-2025. The priorities comprise: high-risk criminal networks; cyber-attacks; trafficking in human beings; child sexual exploitation; migrant smuggling; drugs trafficking: the production, trafficking and distribution of cannabis, cocaine and heroin, the production, trafficking and distribution of synthetic drugs and new psychoactive substances; fraud, economic and financial crimes: online fraud schemes, excise fraud, MTIC fraud, intellectual property crime, counterfeiting of goods and currencies, criminal finances, money laundering and asset recovery; organised property crime; environmental crime; firearms trafficking as well as document fraud as a cross-cutting threat.

EMPACT is an important framework for Frontex. The Agency is involved in almost all EMPACT Priorities related to cross-border crime. Furthermore, the Agency coordinates/co-leads a significant number of Joint Action Days (JADs) and also participates in other JADs led by MS and Europol.

2.2.4 EU Action Plan on Firearms Trafficking 2020-2025

In its EU Action Plan on Firearms Trafficking 2020-2025, the European Commission invited Member States and south-east European partners to improve cooperation among law enforcement authorities (customs, police and border guards), and also with prosecutors and forensics specialists, to tackle the principal sources and routes of illicit firearms. The Commission will take action to establish a systematic and harmonised collection of data on seizures of firearms, and publish annual statistics. In cooperation with Europol, the Commission will explore the feasibility of rolling out at EU-level a tool to track in real time firearms-related incidents and develop a permanently up-to-date systematic and harmonised collection of data on seizures of firearms. Frontex can contribute to this project through diligent reporting of the firearms cases as well as development of the risk profiles and publications as well as ensure systematic exchange of operational and strategic information in EMPACT Firearms (use of the appropriate SIENA strings).

2.2.5 A Counter-Terrorism Agenda for the EU: Anticipate, Prevent, Protect, Respond

On 9 December 2020, the Commission presented a new Counter-Terrorism Agenda for the EU to step up the fight against terrorism and violent extremism and boost the EU's resilience to terrorist threats. It is essential to modernise the management of the EU's external borders through new and upgraded large-scale EU information systems, with reinforced support by Frontex and eu-LISA, and ensure systematic checks at the EU's external borders. Frontex should strengthen cooperation with other Justice and Home Affairs Agencies in order to support combatting of terrorism and ensure better border protection in this respect.

3. Fundamental Rights

Respect for and protection of fundamental rights are unconditional and essential components of effective integrated border management. Frontex strictly adheres to the Charter of Fundamental Rights of the European Union, the European Convention on Human Rights, and relevant instruments of international and human rights law, including the 1951 Convention relating to the Status of Refugees and its 1967 Protocol.

The 2023 multiannual strategic policy for the European Integrated Border Management (EIBM) underlines the importance of respect, protection and promotion of fundamental rights in EIBM. The European Border and Coast Guard (EBCG) is required to guarantee the protection of fundamental rights in the performance of border management tasks as an overarching component. The actions of EU and national actors within the EBCG should be carried out, including in third countries, in full compliance with relevant EU law, including the Charter of Fundamental Rights of the European Union and with international law.

Frontex and the Member States should foster an EIBM culture characterised by its compliance with EU and international law, including the principle of *non-refoulement*, by the full respect for fundamental rights, and they should integrate fundamental rights safeguards throughout all their activities.

Fundamental rights monitors are to protect and promote the respect for fundamental rights as a core element of all activities of the EBCG, under every component of EIBM. In addition, national fundamental rights monitoring mechanisms, as proposed by the Commission for the screening of third country nationals, can make an important contribution to enhance the transparency and accountability on what happens at the EU external borders.

The Agency strives in integrating in all its activities appropriate safeguards to guarantee the protection of fundamental rights including the principle of non-refoulement including any engagement with third countries. This is to be ensured through and enhanced commitment to mainstreaming fundamental rights throughout the training curricula for border guards, the development of capacity in early identification and dedicated support to vulnerable persons, and the fostering of good cooperation with the European Agency of Fundamental Rights as well as with the national bodies protecting fundamental rights, including National Human Rights Institutions, Ombuds institutions, National Preventive Mechanisms and, where applicable, national monitoring mechanisms.

In accordance with Article 80(1) of Regulation, the Agency, with the contribution of and subject to the endorsement by the Fundamental Rights Officer, shall draw up, implement, and further develop a Fundamental Rights Strategy and Action Plan, including an effective mechanism for monitoring respect for fundamental rights in all the activities of the Agency.

The Management Board (MB) adopted the Fundamental Rights Strategy on 14 February 2021 by Decision 12/2021. The MB adopted the Fundamental Rights Action Plan for the implementation of the Fundamental Rights Strategy on 9 November 2021 by Decision 61/2021.

The Fundamental Rights Action Plan is divided in two sections. An overarching component applicable to the entire EBCG, aiming at incorporating fundamental rights aspects into Member States' national Integrated Border Management strategies. The second section of the Fundamental Rights Action Plan relates to the Agency's tasks, aiming at increasing the alignment of Frontex entities with fundamental rights. This Agency's component follows the principles of results-based planning, linking concrete activities with qualitative or quantitative indicators and outcomes as well as the suggested means of verification.

In relation to EIBM component 12: "Solidarity mechanisms, in particular Union funding instruments" and in line with the principles contained in the EU Common Provisions Regulation (2021/1060), EU funds must be managed and monitored with focus on fundamental rights (Articles 9 and 73). According to Article 39(3) of the Common Provisions Regulation, relevant decentralised agencies may participate in the work of monitoring committees for funds, such as the Asylum, Migration and Integration Fund (AMIF), the Internal Security Fund (IMF), and the Instrument for Financial Support for Border Management and Visa Policy (BMVI).

The findings of the Frontex Fundamental Rights Officer should be taken into consideration in the monitoring of EU funds. Shortcomings identified by national monitoring mechanisms (such as human rights commission and Ombudsman), as well as advice by the Fundamental Rights Officers of the EU Asylum Agency and Europol should also be taken into consideration. In this way, the Frontex Fundamental Rights Officer will contribute to ensure coherence, effectiveness and compliance with fundamental rights between the work on the European Border and Coast Guard Community, the Agency, and the monitoring committees for these EU funds.

At the same time, EU funds should also ensure that financial resources are made available to national human rights commissions, Ombuds institutions, and other independent national monitoring mechanisms financial support to ensure a genuine capacity to monitor compliance in the field. Therefore, the Agency will explore providing support to independent national monitoring mechanisms of operational border management.

SECTION II - MULTIANNUAL PROGRAMMING

The work of the European Border and Coast Guard Agency, at both the annual and multiannual levels is enshrined in the concept European integrated border management whereby **the objective of Union policy in the field of external border management is to develop and implement European integrated border management (EIBM) at national and Union level, which is a necessary corollary to the free movement of persons within the Union and is a fundamental component of an area of freedom, security and justice.**

EIBM is central to improving migration management. The aim is to **manage the crossing of the external borders efficiently and address migratory challenges and potential future threats at those borders, thereby contributing to addressing serious crime with a cross-border dimension and ensuring a high level of internal security within the Union. At the same time, it is necessary to act in full respect for fundamental rights and in a manner that safeguards the free movement of *bona-fide* travellers within the Union.**

EIBM is based on the four-tier access control model, comprises measures in third countries, such as under the common visa policy, measures with neighbouring third countries, border control measures at the external borders, risk analysis and measures within the Schengen area and return.

EIBM necessarily requires integrated planning between the Member States and the Agency for border and return operations in order to prepare responses to challenges at the external borders, for contingency planning and for coordinating the long-term development of capabilities both in terms of recruitment and training and in terms of the acquisition and development of equipment.

The Regulation creates a comprehensive architecture for the European Border and Coast Guard, bringing together Frontex and Member State authorities competent for border management (including coast guards when performing border surveillance tasks) and return. The EBCG is tasked with ensuring the effective implementation of EIBM in the spirit of shared responsibility enhancing its new operational capabilities through better and faster coordination at EU level where Member States retain primary responsibility and competence for management of their borders, while the Agency contributes by reinforcing, assessing and coordinating the actions of Member States and by establishing European capabilities.

The Agency, in devising its new annual and multiannual strategies, departs from the Communication Establishing the Multiannual Strategic Policy Cycle for European Integrated Border Management (EIBM) 2023-2027 setting the political framework to direct European integrated border management based on its underpinning principles, namely:

1. shared responsibility, duty to cooperate in good faith and exchange information within the EBCG community;
2. EIBM is based on the four-tier access control model;
3. comprehensive and near-to-real-time situational awareness;
4. constant readiness to respond to emerging threats, well-established coordination, communication and integrated planning system (operational, capability and contingency), inter-agency approach; and
5. common border guards culture and high level of professionalism.

And the fifteen European Integrated Border Management components, namely:

1. Border control. Controlling the external borders by way of surveillance and checks at border crossing points is the fundamental component of EIBM, requiring measures to enhance migration governance, crisis preparedness and contributing to ensuring the internal security in the EU including seamless cooperation between all actors concerned.

Border surveillance requires operational measures of the Member States' national authorities and enhanced presence of the EBCG standing corps in pre-frontier areas, reinforced border protection capabilities and infrastructure, means of surveillance and equipment, supported by comprehensive national and European situational pictures, an efficient implementation of EUROSUR and sound risk analysis.

Border control in its implementation will take due regard of a) the definition of the instrumentalisation of migrants and the rules for responding to the instances ⁽⁷⁾ and b) better linking the border controls with return

⁽⁷⁾ Proposal for a Regulation of the European Parliament and of the Council amending Regulation (EU) 2016/399 on a Union Code on the rules governing the movement of persons across borders.

and asylum procedures ⁽⁸⁾ supported by the EU Information Systems to manage the external borders (SIS, EES, Visa Information System (VIS), and European Travel Information and Authorisation System (ETIAS)) and their interoperability to ensure smooth and safe flows at border crossing points.

Union law requires border control to be carried out in a manner that respects the fundamental rights of all people, regardless of whether they seek international protection. Individuals who seek international protection must be provided with an effective access to the procedures for granting such protection, including at the external border or in transit zones of Member States. Individuals who do not seek protection fall nevertheless under the protection of the applicable EU and international law, including the principle of *non-refoulement*.

2. Search and rescue operations for persons in distress at sea launched and carried out in accordance with Regulation. The protection and saving of lives at external borders is a key priority of European integrated border management. The capacity and operational readiness to conduct these operations, and cooperation among all those involved, should be an important and integral part of sea border surveillance operations at external sea borders.

3. Analysis of the risks for internal security and analysis of the threats that may affect the functioning or security of the external borders. European integrated border management should be driven by risk analysis. Reliable, comprehensive and integrated risk analyses should be available at EU and at national level and should be used for political, strategic and operational planning and decision-making, providing analytical findings and recommendations to mitigate risks and vulnerabilities.

4. Information exchange and cooperation between Member States in the areas covered by the Regulation. European and national capabilities should be established, used and developed in a coordinated manner to guarantee the unified implementation of all aspects of European integrated border management on all tiers of the four-tier access control model. The European Border and Coast Guard should have constant and tested readiness to respond to all possible incidents at the external borders and to any new phenomena that affect the functioning of border control and return including a rapid reaction capacity and necessary capabilities to effectively conduct various types of joint operations at all sections of the external borders through timely exchange of information.

5. Inter-Agency cooperation and 6 Cooperation among the relevant Union institutions, bodies, offices and agencies in the areas covered by the Regulation. Increasing cooperation and better information exchange among all relevant authorities at national and at EU level to better understand, detect and respond to the threats to EU external borders is a crucial for an effective EIBM.

At EU level cooperation between Frontex, the European Union Agency for Law Enforcement Cooperation (Europol), the European Union Agency for Asylum (EUAA), and the European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA) is required to guarantee a comprehensive, cross-sectoral, joined-up and cost-effective implementation of European integrated border management as well as for strengthened cooperation between border management authorities and other competent authorities at national level, such as customs authorities, in the Member States.

7. Cooperation with third countries. The European integrated border management requires that Member States and the Agency intensify cooperation with third countries, to contribute to building third countries' operational and cooperation capacities in the areas of border control, risk analysis, return and readmission.

The conclusion of status agreements and working arrangements enable cooperation of Frontex with third countries, allowing the deployment of Frontex border guards to work hand in hand with border guards from third countries, contributing to preventing irregular migration and fighting smuggling and criminal activities. This cooperation shall be in line with the Common Foreign and Security Policy (CFSP) and has to comply with EU and international law, including fundamental rights and the principle of non-refoulement.

8. Technical and operational measures within the Schengen area which are related to border control and designed to address irregular migration and to counter cross-border crime better. Operational continuity and interoperability between external border control and technical and operational measures within the Schengen area should be well established to guarantee effective countering of unauthorised secondary movements, irregular migration and cross-border crime related to external borders.

⁽⁸⁾ Proposal for a Regulation of the European Parliament and of the Council introducing a screening of third country nationals at the external borders and amending Regulations (EC) No 767/2008, (EU) 2017/2226, (EU) 2018/1240 and (EU) 2019/817.

9. A common EU system for returns. The EU return policy relies on close cooperation between the EU and the Member States. Frontex has the mandate and the necessary tools for being the operational arm of such a system. European integrated border management should ensure that the return procedure is carried out in a humane, dignified and sustainable manner, in full compliance with the fundamental rights of returnees and in particular the principle of non-refoulement, in line with the EU Charter of Fundamental Rights, international and EU law, by properly trained experts.

Member States need to request and make full use of the support available from the Agency for all phases of the return process i.e. support return operations; support for the digitalisation of national return case management systems; support for training and deployment of return specialists; and of the participation in the Frontex Joint Reintegration Services.

10.. Use of state-of-the-art technology including large-scale information systems. Strengthening measures to monitor the movement of passengers and goods into the EU through intelligence-led activities based on risk assessment and ensuring the implementation of renewed and new EU Information Systems for borders and security (SIS, VIS, EES and ETIAS) and their interoperability including mechanisms to secure the data.

11. A coherent and comprehensive quality control mechanism. Assessing the implementation of the Schengen acquis at the national and EU levels will strengthen the management of the external borders and the measures that to compensate for the absence of border controls within the Schengen area. The quality control mechanism is composed in particular of the Schengen Evaluation and Monitoring Mechanism and Frontex's vulnerability assessment.

12. Solidarity mechanisms, in particular EU funding instruments. Notably, the Border Management and Visa Policy Instrument (BMVI) and the Asylum, Migration and Integration Fund (AMIF) support EIBM actions at EU and at national level. Support to third countries will be delivered through the Neighbourhood, Development and International Cooperation instrument - Global Europe (NDICI-GE) and the Instrument of Pre-accession Assistance (IPA III), in complementarity with relevant actions under the BMVI and the AMIF. The Technical Support Instrument enables Member States to request support for the implementation of relevant components of the national strategies for EIBM.

13. Respect, protection and promotion of fundamental rights. The European Border and Coast Guard is required to guarantee the protection of fundamental rights in the performance of border management tasks as an overarching component. The actions of the European Border and Coast Guard should be carried out, including in third countries, in full compliance with relevant EU law, including the Charter of Fundamental Rights of the European Union and with international law.

Frontex and the Member States should foster an EIBM culture characterised by its compliance with EU and international law, including the principle of non-refoulement, by the full respect for fundamental rights, and they should integrate fundamental rights safeguards throughout all their activities. Fundamental rights monitors are to protect and promote the respect for fundamental rights as a core element of all activities of the European Border and Coast Guard, under every component of EIBM.

14. Education and training. Availability of a sufficient number of competent and specifically trained staff in all fields of the European integrated border management should be ensured at EU and at national level, based on harmonised and high-quality common training standards for the standing corps, taking into account operational needs, tasks and legal competence, promoting the highest standards in the implementation of Union border and return laws, with a special emphasis on international protection, the protection of vulnerable persons, children and unaccompanied minors, and on the respect of fundamental rights.

15. Research and innovation. Crucial to support integrated border management with state-of-the-art solutions, technology and knowledge. Financed from the "Civil Security for Society" cluster of Horizon Europe develops, capabilities supporting identity, health and security checks at borders, safeguarding the functioning of the Schengen area, respecting rights and possible vulnerabilities of individuals, border surveillance and situational awareness; combat identity and document frauds, interoperability and performance of EU data exchange and analysis; improve risk detection, incident response and crime prevention; improve European civilian capabilities for maritime security, including search and rescue.

Multiannual objectives and strategic direction for 2025-2027

The transformational changes withing the Agency led to elaboration of five main remits of responsibilities that are based on the concept reflecting the core of Frontex's activities, prioritising operational delivery and aligning enabling processes to feed into the delivery of tasks provided by the extended mandate. The multiannual objectives for 2025-2027 correspond to the business areas that were jointly agreed upon an Agency-wide design process, namely:

- Operations;
- Capabilities;
- Administration and Information Management;
- EIBM Intelligence; and
- Strategy, Governance and External Relations.

The elaboration of the organisational structure was based on the high-level design of strategic objectives to ensure it follows a logic of Agency's operations and empowers execution of the strategic vision. Both processes are complementary to allow for effective implementation.

In leading the development of Frontex towards a more sustainable and future-proof Agency, the multiannual strategic direction is based on the below main considerations:

- The Agency is intelligence-driven, agile and responsive to internal and external developments, delivering operational effects and impact.
- Proactive approach of the Agency being a reliable partner, leading to building strong partnerships with stakeholders in the spirit of shared responsibility.
- Good governance and effective support functions enable the Agency's performance, underpinned by accountability, transparency and compliance that are firmly embedded in Frontex's organisational culture.
- The Agency sees its role in creating concepts, providing standards, innovation and digitalisation, enabling and innovating towards the European Integrated Border Management that would lead to improvement of endeavours of the EBCG community in face of developing and foreseeable challenges.

Strategic Objectives

Based on the assumptions above, the following structure of strategic objectives has been established:

Strategic Objective 1: Become a reliable, adaptable partner delivering value operational effects.

With the reorganisation of the Agency, Frontex Operations needs to evolve from a supplier of resources to a partner of Member States and Third countries to implement the EBCG concept and shared responsibility. In order to achieve this, a process-based approach needs to be developed that encompasses all steps of operations from policies, short, mid and long-term planning through a robust operational support that enables the management of operations as a partner to Member States and Third Countries.

The aim of Frontex operations is to bring operational effect and impact together with Member States and Third Countries to contribute to the safe, secure and well-functioning EU external borders as well as to save lives at sea and contributing to an efficient overall EU return system by implementing targeted operational activities with the deployment of contingents for border control and migration management including search and rescue and returns, document and identity control and fight against cross-border crime.

Being a reliable and trusted partner will also include compliance with and promotion of fundamental rights, for the Agency as well as for the European Border and Coast Guard community. Evaluations and remedial actions will take into consideration the concerns identified through Serious Incident Reports in order to prevent any further events. The Agency will put in place mechanisms to monitor and take active measures to ensure compliance with fundamental rights obligations.

Highlights:

- Establish one operational management function constituting the three main components of a centralised 24/7 operational centre, stable command and control to manage contingents and a robust situational awareness and crisis management.

- Implement the Frontex Chain of Command in all Frontex Operations in EU MSs and Third countries and further develop the Operational Concepts through testing and exercising.
- Create a stable and robust operational support function that prepares and manages operational deployments of financial, technical and human resources, and sets criteria for withdrawal of resources where needed/objectives are achieved.
- Develop critical operational evaluation that challenges the on-going arrangements, identifies needs for improvement and tests them in various operational scenarios.
- Introduce a new culture with accountability, delegating certain functions to the field while ensuring duty of care and transparent decision making through all levels.
- Contribute to the improvement of the overall EU return system through providing targeted, data driven and digitally enabled operational and technical support to MS in all stages of the return process, leading to improved and sustainable returns.
- Systematic implementation and objective monitoring of fundamental rights-related actions incumbent on the Agency and the European Border and Coast Guard community.
- Include identified fundamental rights concerns in evaluations and considerations for assessment and improvements.

Ensure that all processing activities related to personal data are done in line with the Data Protection acquis, the Management Board Decision 4/2024⁹ and, when applicable, the operational plans and the Data Processing Agreements.

Strategic Objective 2: Setting border management standards, delivering innovation and integrated capabilities for interoperable and futureproof European Integrated Border Management.

Availability of sustainable and resilient capabilities defines the ability of the Agency to deliver the operational effect necessary to support Member States, in line with the operational concept of the European Border and Coast Guard. In pursuit of future-proofing the external borders, as one of the goals set in the Technical and Operational Strategy for European Integrated Border Management for 2023 to 2027 ⁽¹⁰⁾, the annexed Capability Roadmap will continue to drive a coherent effects-based approach to developing European Border and Coast Guard capabilities, striving for excellence in order ensure that the combined pool of Member States' and Agency's capabilities are relevant to the challenges of today and resilient to be able to adapt to those of tomorrow.

The proactive approach to European Integrated Border Management relies on having the capability to provide a comprehensive situational picture that draws on intelligence in order to predict and prevent challenges from reaching the borders. Should they nonetheless emerge, adequate capabilities should be in place to enable the detection and timely mitigation of any adverse effects in order to stabilise the situation and subsequently recover. This is enshrined in the Capability Roadmap, which in line with the Regulation should be annexed to the Technical Operational Strategy and provide the strategic steer for investments in capabilities and their inherent developments for the whole European Border and Coast Guard. Fully aligned, the Agency's capability development framework addresses all Lines of Development and includes the Multiannual Strategy for Acquisition and Management of the Agency's Equipment ⁽¹¹⁾ and the Indicative Multiannual Planning for Standing Corps. It further includes a Research Agenda and strategies for standardisation and education and training. The capability development framework sets the ambition for the Agency to become a capable partner to Member States, providing the baseline for the operational needs, drawing on a modular, scalable and green capability fleet, adopting a multiannual approach to planning availability. It further sets the aim for among other things:

- Delivering standing corps at full capacity and with full operational capability;
- Transitioning to effects-based planning of operationally available capabilities and for capability development;
- Systematically developing capabilities for mitigating emerging threats based on strategic foresight;
- De-risking supply chains, with sources outside the EU;

⁹ Management Board Decision 4/2024 of 19 January 2024 adopting the general rules on the application of the data protection regulation by the Agency

⁽¹⁰⁾ Management Board Decision 30/2023 of 20 September 2023 adopting the Technical and Operational Strategy for European Integrated Border Management 2023-2027.

⁽¹¹⁾ Management Board Decision 28/2023 of 15 September 2023 adopting the Multiannual Strategy for the Acquisition and Management of the Agency's Equipment.

- Fostering a bespoke technological and industrial base for the European Border and Coast Guard

Conscious decision-making is essential to the sound administration of capability development activities. As the volatile geopolitical situation evolves, including the war ongoing at the EU's doorstep, this could entail changes in political priorities that may impact the availability of financial, materiel and human resources of the Agency. Given that these resources are finite, a fully integrated approach to planning is necessary to scale and prioritise the operational effect to be delivered against what capabilities are available. Integrated Planning is also necessary to be able to effectively manage investments in future capabilities over time - balancing needs against cost and benefit - and to ensure that all the enabling administrative functions as well as digital services and tools are provided. Solid quality assurance will lie at the core of the continuous improvement and innovation of existing and new capabilities.

In addition, as stressed in the Technical and Operational Strategy for European Integrated Border Management, the need to ensure good governance, sound administration and compliance with rule of law, including in relation to fundamental rights, acknowledging the Fundamental Rights Strategy and Action Plan, adopted in 2021 by the Agency's Management Board.

Highlights:

- The Capability Roadmap, in line with the Technical and Operational Strategy for European Integrated Border Management acts as the strategic compass for the European Border and Coast Guard providing a common direction for capability development to achieve the strategic goals of the Multiannual Strategic Policy and Strategy for European Integrated Border Management.
- The Strategic Research Agenda stemming from the Capability Roadmap provides a path for futureproofing the European Border and Coast Guard capabilities, stimulating innovation and continuous improvement.
- Capabilities are developed and made available for operational and return related activities using effects-based multiannual and annual Integrated Planning, driven by intelligence, the estimated capacity of operationally available resources and operational priorities.
- An Accredited European Border and Coast Guard Academy, as foreseen in the Technical and Operational Strategy for European Integrated Border Management, bringing together the Agency and national Training institutions provides the structure for further development of a harmonised European Border and Coast Guard education and training for European Border and Coast Guard Officers both as part of standing corps as well as operating at the national level.
- The European Border and Coast Guard standing corps represents human capital and forms one of the pillars of the European Border and Coast Guard capabilities. A high level of professionalism and motivation of the standing corps officers requires a fully integrated career development across national, European and international paths.
- Through implementation of the Agency's Multiannual Strategy for Acquisition and Management of Equipment, the Agency's equipment, systems, services and support respond to the operational needs for achieving the pursued effect, employing professional and lean logistics covering all operational theatres at the external borders, in the pre-frontier area and in Third Countries.
- European Border and Coast Guard standards enable interoperability of its capabilities.
- In line with the Technical and Operational Strategy for European Integrated Border Management and the annexed Capability Roadmap, ensure full compliance with rule of law, including fundamental rights, across the capability lifecycle - design, development, delivery, deployment, and disposal.
- With the support of specific, relevant training, the management of personal data of the standing corps and other relevant staff shall be done in accordance with the Data Protection principles, and the Management Board Decision 4/2024, in particular Chapter I. Their data protection rights shall be respected.

Strategic Objective 3: Digitalisation of EU border management, sustainable support services to internal and external stakeholders during the time of transition and compliance with the financial, legal and procurement framework.

EU external borders are going through a major transition during forthcoming years. With the implementation of new large-scale IT systems, the management of migration flows to Europe is likely to change and have long term impact to the Member State border services, industry, and passengers. The new systems will pave the way for more thorough background checks and more individual risk assessments, supporting the work of the law enforcement, migration, and border agencies in the EU. In parallel the interoperability package will enable to move in a direction of automatization and more profound use of modern technological solutions, enabling the

EBCG community to allocate valuable human resources from Border Crossing Points (BCP) to more critical areas. Frontex has a significant role to play here with the set-up of the ETIAS Central Unit (ECU), tasked to revise the ETIAS applications, to provide support to carriers with the implementation of EES and from the entry into operation of ETIAS, to support the carriers and travellers, to manage ETIAS screening rules. In addition, from the start of use of the Multiple Identity Detector (MID) ECU will carry out Multiple-identity detections using data stored in the EU information systems and perform the recategorization of the links in accordance with the Interoperability Regulations. The success of the digital transition at EU external borders will be directly linked to Frontex' capability to ensure efficient running of the ETIAS CU.

In parallel, Frontex is going through a major transition as an organisation, with structural reforms, continuous onboarding and integration of SC officers and development of the new chain of command. The successful organisational transition demands effective support services, upgraded information management infrastructure and attractive working conditions. Here, the Agency is aiming to focus on the implementation of the ICT and HR strategy, and the improvement of the working environment (including implementation of the new permanent premises project while ensuring adequate and well functional current offices). Among many initiatives this entails implementation of priority ICT projects (i.e. upgrade of ICT infrastructure), digitalisation and improvement of HR services, solid legal and procurement advice and high-end facility management and frontline services.

The Agency is expected to complete the recruitment and onboarding of more than 900 SC officers in various grades, ensure cost effective and meaningful use of its financial resources, and demonstrate compliance with the applicable financial, legal and procurement framework. As part of its efforts to ensure a complete alignment with the mandate enshrined by the legislator, the Agency will also further progress in the development of business and technical capabilities for the EUROSUR integrated framework. Bringing Frontex to be a law-enforcement Agency, operating several European critical communication and information systems such as FADO, ETIAS, EUROSUR, etc. implies the reinforcement of the security posture of the Agency. The security governance will be reinforced to the applicable EU regulations and internationally recognised standards.

Digitalisation should also aim for full compliance with the new data protection rules (EDPS recommendations and Management Board decisions 4/2024 and 5/202412) and regulations applicable to the management of EUCL.

Highlights:

- Entry into operations of ETIAS Central Unit.
- Implementation of the HR Strategy.
- Upgrade of the working environment and ensuring the secure working environment for all staff.
- Upgrade of the Agency's ICT infrastructure, security- and information management.
- Focus on the compliance with financial, legal, procurement and security rules (including compliance on cyber security and data protection matters).
- Alignment of the EUROSUR integrated framework with legislative requirements.

Strategic Objective 4: Intelligence-driven agency with priority-based decision-making.

By building more effective synergies between risk analysis, vulnerability assessment, the management of Eurosur Fusion Services as well as the information and intelligence coming from Member States, reputable open sources and all other sources available to the Agency in line with its founding Regulation, the EIBM intelligence division will contribute to this corporate objective and provide insight and foresight on EIBM across the four-tiers access control model enabling robust responses at strategic and operational levels. Whilst preserving Frontex role as the authoritative source of trustworthy intelligence from the external borders, the Intelligence function will widen its field of vision towards the extra- and intra-Schengen dimensions with a view to satisfying both the policy-driven processes and the operationalisation of the agency.

The Intelligence function will provide and maintain an integrated Single Intelligence Enterprise supplying operational and strategic intelligence artefacts at short notice and on demand as well as on a routine basis to satisfy the needs of Frontex' key internal and external stakeholders. Future scenarios will require more complex

intelligence analysis, and real time developments in third countries will be contextualized by specialists to ensure consistency between European integrated border management and other Union policies in the field of external action.

Intelligence analysis and products will also embed fundamental rights considerations in the performance of these functions, including data collection and processing for its strict use within the boundaries of what is explicitly authorised in the Regulation and the Schengen acquis.

Highlights:

- Deliver EIBM intelligence products across the 4-tier access control model- addressing strategic, tactical and operational layers, comprising Joint Operations and regional aspects.
- Anchor intelligence as a key enabler for the strategic and operational planning cycles mechanisms.
- Maintain strong collaborative and service-oriented links to provide intel capabilities at local level, to enhance the use of intelligence artefacts for informed decision making, especially in the context of the agency's operational activities in line with the developed intelligence methodologies and standards.
- Deepen collaboration with the intelligence function's external stakeholders in the Member States, EU institutions, other EU agencies and Third Countries.
- Consolidate capacity overviews, maintain synergies between quality control mechanisms such as Schengen Evaluation and Vulnerability Assessment and expand the use of accessible tools to gauge readiness for current and imminent challenges.
- Provide business requirements for intelligence functional services including the overall compilation of the European and Specific Situational Pictures as well as for the provision of EUROSUR Fusion Services so to enable the development and implementation of adequate and fit for purpose IT capabilities.
- Embed fundamental rights considerations when applicable.
- Quality control mechanisms to include detailed and concrete fundamental rights dimensions as an integral part of vulnerability assessment.
- Include in the risk analysis process if personal data is processed, it must be in line with the procedures foreseen in Management Board Decision 5/2024.
- Ensure accountability upon the processing of personal data, developing procedures aimed at indicating the specific steps in the processing operations and the responsibilities to be born in each processing step of personal data.

Strategic Objective 5: Excellence in governance and robust partnerships for consistent attainment of strategic objectives.

Following the transformation of the Agency, underpinned by the reorganisation aligning the core processes and functions with structural architecture and by the 2027 Strategic Vision, Frontex navigates its growth and development towards excellency in governance and optimisation of the transformative undertakings.

In the programming period 2025-2027, the implementation of the Strategic Vision, along with Frontex's obligations and priorities, will be continued with the ambitious framework setting the Agency's direction - proactively assessed and improved to ensure the progress towards full realisation of tasks as by the extended mandate provided by the Regulation 2019/1896. The developments will focus on continuous improvements towards sustainable and holistic measures enabling the Agency to perform its functions and obtain its objectives in a reliable and integrated manner. Enhanced measures will lead to increased transparency towards the Agency's stakeholders and enhanced accountability reflected in its internal processes.

For successful implementation of transformation, it is imperative to attract internal support and sponsorship of staff members, for whom it implies a changed way of working. Frontex will pursue to develop an agile organisational culture, corresponding to the Agency's unique character and diverse staff composition, that will elevate engagement and integration of its team, prioritising human capital as the driving force of change.

Acting within the European Border and Coast Guard, Frontex has developed a range of tools and services to support its key stakeholders in the EU and its Member States, delivering effective border management and return. Over the next years, the Agency aims to further transform its role into that of a trusted and valuable partner, sharing the responsibility for the implementation of integrated border management within the EU and leveraging its operational capabilities towards more impact in the external dimension. To that end, the Agency aims to further develop partnerships that contribute to the development of an effective EU migration and security architecture, responsive to the common challenges and geared to deliver shared results.

This requires a robust strategic framework implemented across the Agency as well as close coordination with stakeholders at EU and Member States level, striving for more coherence and concerted approach. Organisational transformation also needs to be accompanied by enhanced and proactive communication and transparency measures, ensuring that results-oriented approach and accountability are at the centre of internal governance.

Highlights:

- Steering Agency's transformation towards attainment of strategic objectives, leading to full implementation of Frontex's mandate by 2027, enabled by developed and streamlined internal functions and processes and strong organisational culture.
- Continuous improvement and calibration of the outcomes of transformation to fully optimise internal processes and cooperation mechanisms, as well as take advantage of created interdependencies, enabling desired operational performance.
- Prioritisation of transparency and accountability as Frontex's guiding principles.
- Robust partnerships with Member States, effectively addressing the needs within the European Border and Coast Guard and anticipating future threats that require joint response.
- Synergies with EU partners, contributing to and acting in coherence with EU policy and legislative frameworks, and building on complementary mandates with EU agencies, combining our respective unique capabilities for optimal operational impact.
- Effective technical and operational cooperation in the external dimension, in cooperation with third countries and in close cooperation with international organisations, in line with priorities set out in the Frontex's International Cooperation Strategy.

Reconciliation of resources at multiannual objective level for 2025

(Subject to update with data as of 31 October 2024 in successive versions of the document)

No.	Title of the Strategic / Horizontal objective	2025	
		HR	FR
SO1	Become a reliable, adaptable partner delivering value operational effects.	293	459,687,501
SO2	Setting border management standards, delivering innovation and integrated capabilities for interoperable and futureproof EIBM	213	248,242,286
SO3	Digitalisation of EU border management, sustainable support services to internal and external stakeholders during the time of transition and compliance with the financial, legal and procurement framework.	402	384,661,867
SO4	Intelligence-driven agency with priority-based decision-making.	145	16,502,627
SO5	Excellence in governance and robust partnerships for consistent attainment of strategic objectives.	208	18,080,289
Total		1,261	1,127,174,570

Table 1 Reconciliation of resources for 2025 at multiannual (strategic) objective level

NB: The allocation of human resources to activities is performed based on the occupancy rate of the Agency as of 1/10/2023 which is 64% (2,217 posts out of 3,478 posts envisioned authorised in 2025 including 24 CA's for Title IV projects).

Staff allocated to specific activities	1,261
Deployable team members not allocated to specific activities	956
Total staff engaged as of 1/10/2023	2,217
Total posts not occupied as of 1/10/2023 compared to foreseen authorisation for 2025	1,261
Total foreseen authorised posts 2025 (including 24 CA projects)	3,478
Standing corps	2,454
Non-Standing corps	1,000
CA projects	24

Key performance indicators (KPI)

The overview hereunder summarises the indicators used to measure the achievement at corporate level of the objectives as described in sections 2 and 3.

Inputs	1. Staffing 2. Budgetary implementation 3. Digital services	Linked to all multiannual objectives: - SO1 reliable, adaptable partner - SO2 integrated capabilities - SO3 Digitalisation of EU border mgmt. - SO4 Intelligence-driven agency - SO5 Excellence in governance
Outputs	4. Capabilities planning 5. Deployment of capabilities to operations 6. Supported returns	
Outcomes	7. Satisfaction with Operations 8. FR compliance in Operations	
	9. Staff engagement	

Table 2: Overview of key performance indicators

1. Staffing	
Indicator	Occupancy Rate
What?	The occupancy rate should show how effectively Frontex can fill open positions. Only if all the positions are filled, optimised performance can be expected.
How?	Percentage of filled posts relative to the agreed establishment plan for year N.
Indicator	Turn-over Rates
What?	The Agency employs temporary staff and SNEs but not officials. Safeguarding corporate knowledge is crucial for the functioning of the organisation.
How?	Percentage of external (leaving the organisation) and internal (recruited for a different post) compared with the number of posts filled.

2. Budgetary implementation	
Indicator	Commitments level
What?	The Agency capacity of annual budgetary implementation at the level of commitments.
How?	Percentage of C1 funds committed vs budget authorisation for year N.
Indicator	Payments level
What?	The Agency capacity of annual budgetary execution at the level of payments.
How?	Percentage of C1/C8 funds committed vs budget authorisation for year N/N-1 carried-over.

3. Digital services	
Indicator	Ratio ICT staff vs supported personnel
What?	ICT support workload is measured using corporate standards to assess its stress.
How?	Ratio between the number of ICT staff providing support to the volume of users
Indicator	SLA compliance
What?	IT Incident reporting in defined fields based on Service Level Agreements.
How?	Percentage of resolution of tickets within the pre-defined time-limits in SLAs
Indicator	Uptime indicator
What?	Displays the overall availability of major IT systems.
How?	Percentage of time when major IT systems are available for users.

4. Capabilities planning	
Indicator	Implementation of Planned Capability Activities
What?	This KPI considers the level of capability development in the Agency, including information related to MNTIE, pools and commitments vs actual deployments.
How?	Level of on time Implementation (%) = Quarterly Average of the Ratio implemented activities on time versus planned activities on monthly basis

5. Deployment of capabilities to operations (input to operations)	
Indicator	Deployed Human Resources
What?	The Agency displays human resources in operations including information on the budget available vs consumed on operational grants.
How?	Cumulative person-weeks of SC deployments to operations.
Indicator	Deployed Technical Equipment
What?	The Agency displays TE deployed to operational activities.
How?	Deployments of TE to operations.

6. Returns	
Indicator	Returns
What?	Effective returns directly conducted or supported by the Agency including information on request for support received vs those provided and budget available vs consumed.
How?	Cumulative number of returns per type and category.

7. Satisfaction with Operations (outcome of operations)	
Indicator	Member States satisfaction with operations
What?	The KPI displays the overall satisfaction of the different business entities of the Members States involved/deployed in the operational activities coordinated by Frontex.
How?	To calculate the annual figure data is collected and extracted from the mandatory evaluations for each operations and aggregated.

8. FR compliance	
Indicator	
What?	On the input side displaying, the deployments to operations and return flights by the FROMs as well as the actions e.g. training for mainstreaming FR compliance. On the output side, the alerts on FR received, per source i.e. standing corps proactively or FROMs and its assessment triggering SIRs. or not.
How?	The data is extracted from FR Office internal dashboard.

9. Staff engagement	
Indicator	Staff engagement
What?	Overall professional engagement of the staff with the Agency as employer
How?	Surveys will measure different parameters related to staff engagement and satisfaction.

Table 2a: List of key performance indicators

Human and financial resources outlook for years N+1 - N+3

NB: The tables and figures contained in the document, in particular those related to human and financial resources can only be considered as indicative and cannot prejudice a future decision by the Budgetary Authority. In line with Article 102 (2) of the Regulation, the proposals concerning the programming document shall become definitive after the final adoption of the general budget of the Union.

Highlights and main aspects of the past and current situation

The Regulation extended the financial resources provided to the Agency in the form of the EU contribution for the period 2025 to 2027 with the envisioned increase from EUR 1,049 million to EUR 1,177 million. The aforementioned substantial increase will financially sustain the gradual development of the Agency's capacities in line with the level of ambition of the legislators, providing for a robust European standing corps, as well as for solid capacities in the form of Frontex own equipment and a major development of return-related activities.

Expenditures for N-1: The level of budget implementation in 2023 reached 99% (same result when compared to 2023) in relation to C1 funds, with regard to the level of payments the results achieved in 2023 was 55% (+5% vs 2023 levels) while the level of carry forwards at 45% (5% decrease vs 2023). The information concerning recruitment policy, performance appraisal and reclassification process and promotions, as well as mobility policy, gender and geographical balance is provided in Annex IV. A to E.

Resource programming for the years N+1 - N+3

Financial resources (detailed data provided in tables in Annex III)

The tables and figures related to human and financial resources, can only be considered as indicative and cannot prejudice a future decision by the Budgetary Authority. In line with Article 102 (2) of the Regulation.

EUR million (to three decimal places)		2024	2025	2026	2027
EC contribution	Commitments	858,873	1,048,511	1,130,401	1,177,330
	Payments	858,873	1,048,511	1,130,401	1,177,330
SAC contribution (indicative amount)	Commitments	63,201	78,663	84,805	88,323
	Payments	63,201	78,663	84,805	88,323
TOTAL (indicative amount)	Commitments	922,074	1,127,174	1,215,206	1,265,653
	Payments	922,074	1,127,174	1,215,206	1,265,653

Table 4: Financial Resources for the years N+1 to N+3

Human resources

Following a political agreement of the EU legislators in April 2019, Frontex human resources in 2025 - 2027 should be significantly strengthened in order to consolidate the establishment the ETIAS Central Unit and the European Border and Coast Guard standing corps. For this purpose, the figures from the legislative financial statement prepared by the European Commission accompanying the Regulation, document COM (2018) 631 and the latest information available on its review Ares(2022)8037434 is used as a guidance.

- A. **New tasks:** While the staff of the Agency entrusted with the 'headquarters' activities remain stable at 1,000 positions, the Agency foresees to be authorised 2,454 operational positions in 2025 to 2,954 in 2027 reaching an overall ceiling set in the Multiannual Financial Framework 2021-2027. The major challenge for Frontex will be to continue developing the two new central elements of Frontex activities - the European border and coast guard standing corps and the ETIAS Central Unit.
The Management Board decides on the profiles of staff of the European standing corps with special attention given to the fact that a large part of the EU staff of the standing corps is entrusted with executive powers including the right to carry and use service weapon and wears a European uniform.
- B. **Growth of existing tasks:** Certain Frontex tasks (e.g. return activities, operational activities including a multiannual programme of acquisition of own assets) were either significantly expanded and/or partially

transferred to the activities of the standing corps. Apart from that, most of the Frontex tasks (including administrative support) will continue to be strengthened over the next three years to conclude a solid base for the execution of the new operational activities in compliance with the EU sound financial management and good administration principles.

- C. **Efficiency gains:** Frontex will use the past efficiency gains in the period of 2025 – 2027 in order to be able to continue the build-up of the European standing corps and the operations of ETIAS CU.
- D. **Negative priorities/decrease of existing tasks:** No existing tasks of Frontex are foreseen to be decreased or to be eliminated in 2025 – 2027.

[COM(2018) 631]	2024	
	Headquarters staff [ex COM(2015) 671]	Standing corps & ETIAS staff
Temporary agents (AD Grades)	275	500
Temporary agents (AD Grades) re-allocated to Europol [2]		(5)
Temporary agents (AST grades)	275	500
Contract staff	234	1,000
Contract staff re-allocated to EU-LISA [1]		(21)
Contract staff re-allocated to Europol [2]		(20)
Seconded National Experts	220	-
Subtotal	1,004	1,954
TOTAL	2,958	

[1] Temporary transfer 21 CA for ETIAS following agreement between Frontex and eu-LISA with the Commission support

[2] Temporary transfer 5 TA-AD and 20 CA related to ETIAS following agreement between Frontex and Europol

Table 5: Human Resources for the year 2024 (N-1)

	2025		2026		2027	
	COM(2018) 631		COM(2018) 631		COM(2018) 631	
	A	B	A	B	A	B
A) Headquarters staff [ex COM(2015) 671]						
B) Standing corps & ETIAS staff						
Temporary agents (AD Grades)	276	625	276	750	276	750
Temporary agents (AD Grades) re-allocated to Europol [2]		(5)		(5)		(5)
Temporary agents (AST grades)	274	625	274	750	274	750
Contract staff (CA)	230	1,250	230	1,500	230	1,500
Contract staff (CA) reallocated EU-LISA [3]		(21)		(21)		(21)
Contract staff (CA) re-allocated to Europol [2]		(20)		(20)		(20)
Seconded National Experts	220		220		220	
Subtotal	1,000	2,454	1,000	2,954	1,000	2,954
TOTAL	3,454		3,954		3,954	

[1] The staff resources indicated are provisionally based on the Legislative Financial Statement annex to Proposal COM(2018) 631 and its review Ares(2022) 8037434, taking into account the Regulation (EU) 2019/1896 and the Regulation (EU) 2018/1240 establishing ETIAS.

[2] Temporary transfer 5 TA and 20 CA related to ETIAS following agreement between Frontex and Europol

[3] Expected extension of the temporary transfer of 21 CA posts related to ETIAS from 2025 to 2027, pending final agreement.

Table 6: Human Resources for the years N+1 - N+3

SECTION III - ANNUAL WORK PROGRAMME 2025

Extended mandate and enhanced financial resources

The extension of the Agency's mandate was accompanied by a growth in financial and human resources to adequately address Frontex tasks. In 2025, the overall budget authorisation expected will reach euro **1,127.2** million, representing an increase of euro **205.1** million when compared to the amount foreseen for 2024. These additional financial resources shall enable the Agency to continue delivering towards the extended mandate received.

Enhanced human resources

In 2025, a net growth of 496 authorised post is envisioned when compared with 2024 reaching a total of 3,454 posts authorised, followed by additional 500 posts in 2026 reaching an overall authorisation of 4,000 positions in line the ceiling envisioned in the MFF 2021-2027.

The additional human resources will sustain the continued development of the standing corps. Fundamental rights monitors and of the ETIAS Central Unit as foreseen in the legislative financial statement in support of the Regulation. The aforementioned figures include all categories of staff: temporary and contract agents as well as seconded national experts.

The resource allocation shown in the annual work programme 2025 has to be understood as tentative and might be adapted due to several reasons e.g. changed needs, experiences gained when implementing new and enhanced tasks during 2024.

Strategic Objective 1

Become a reliable, adaptable partner delivering value operational effects.

Key Activity 1.1. Establish one operational management function constituting the three main components of a centralised 24/7 operational centre, stable command and control to manage contingents and a robust situational awareness and crisis management	
Overview of the key activity	
Based on a solid chain of command and 24/7 situational centre, the operational management function will enable the Frontex field contingents to contribute to the safe, secure and well-functioning EU external borders. The operational management function will allow Frontex to be a reliable partner for Member States and Third Countries, capable of offering targeted solutions to emerging operational needs. This is accomplished by a system that constantly scans the horizon, analyses the situation in real time and uses the information obtained to perform targeted operational activities.	
Link to the multi-annual objective(s)	
Strategic objectives 2, 3 and 4	
Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives	
Component 3 - Risk Analysis (action 3.1)	As linked in the TO EIBM strategy
Component 8 - Measures within the Schengen Area (action 8.1)	
Financial resources	Human resources
EUR 2,855,046	73

Objective 1	Expected Result 1
Merge and further develop 24/7 activities	- Consolidate situational picture covering all Frontex operational activities and events at the EU external border and pre-frontier area in close to real time with the use of the entire spectrum of various sensors including EUROSUR Fusion Services. - Provide a common infrastructure all Frontex business entities running 24/7 activities can perform their functions.

Indicator	Target	Baseline
Create a single 24/7 operational centre	Single 24/7 operational centre is fully established	There is no one single 24/7 operational centre

Objective 2	Expected Result 2	
Build 24/7 info collection, operational assessment and crisis response	- Generate short-term actionable information for the benefit of the operational activities. - Contribute to the prioritization exercise for the operational activities	
Indicator	Target	Baseline
Implement the prioritization exercise	Prioritization exercise is fully in use and updated regularly	Prioritization exercise is not in place

Key Activity 1.2. Implement the Frontex Chain of Command in all Frontex Operations in EU MSs and Third countries and further develop the Operational Concepts through testing and exercising

Overview of the key activity

Decentralizing operational functions in the field by creating a stable hierarchy of deployed teams of standing corps, creating an agile structure to react faster to developing situations at the EU external borders and TC, and introducing new operational concepts and values.

Link to the multi-annual objective(s)

Strategic objectives 2, 3 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Component 4 - Cooperation between Member States and Frontex (actions 4.1 and 4.4)	As linked in the TO EIBM strategy
Financial resources	Human resources
EUR 1,500,000	20

Objective 1	Expected Result 1	
Decentralize functions to the field	- Develop a command and control structure through which standing corps activities are organised by functions and teams. - Create a higher level of autonomy and responsibility in Frontex Contingents, as well as accountability of the hierarchy to the deployed officers while offering permanent Frontex counterparts to the different levels of MS authorities.	
Indicator	Target	Baseline
Established legal operating framework	EDD on chain of command effectively in place in 2025	Operational Pilot Project Centurion framework

Objective 2	Expected Result 2	
Create a stable hierarchy	Contingents are defined for Operational regions. For each Contingent, Field Commander commands section leaders who in turn command group leaders. This pyramidal unified organisation is expected to deliver effective Operational Command and Control.	
Indicator	Target	Baseline
Established hierarchical structure in the operational activities.	- Frontex Contingent Commanders and Section Leaders recruited, trained and ready to be deployed in 2025. - Selected group leaders in 2025.	- Operational Pilot Project Centurion framework. - Gradual rollout of FC2 in 2024 in 4 clusters.

Objective 3	Expected Result 3	
Create agile structure to react faster	Virtual reserve of SC staff ready to deploy will offer the Agency a fast reaction capacity in case of dynamically developing situations at any EU external border section (crisis situation).	
Indicator	Target	Baseline
Implemented mobile model with the Quick Reaction Force (QRF)	- Model to be fully in place in 2027. - Quick reaction force established in one of the contingents.	- Operational Pilot Project Centurion framework. - Gradual rollout of FC2 in 2024 in 4 clusters.

Key Activity 1.3. Create a stable and robust operational support function that prepares and manages operational deployments of financial, technical and human resources.

Overview of the key activity

Develop and maintain a transparent deployment and rotation policy through developing a set of rules for deployment, redeployment, first assignment and rotation. Translate capabilities into combined solutions ready for deployment.

Manage the deployments of standing corps, technical equipment, services in contingents including to establish and manage decentralised logistics support for contingents including to manage and coordinate deployed field logisticians.

Identify capability needs (human, financial resources, technical equipment, services and ICT tools) as well as to oversee the logistic and capability needs of the contingents. Verify that capabilities (human resources, technical equipment and services) are adequate for deployment.

Link to the multi-annual objective(s)

Strategic objectives 2, 3 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Component 3 - Risk Analysis (action 3.1) Component 4 - Cooperation between Member States and Frontex (action 4.4) Component 6 - Cooperation at European Level (action 6.1) Component 7 - Cooperation with third countries (action 7.1) General Actions (action 16.2)	As linked in the TO EIBM strategy
Financial resources	Human resources
EUR 310,784,148	40

Objective 1	Expected Result 1	
Plan operations	Long term: Translate the EU policies and EU strategic governance orientations following the multiannual strategic policy cycle on EIBM into operational programs as well as to establish long-term operational needs and plans on horizontal operational aspects (operational crisis management/emergency response etc.). Mid-term: prepare operational plans including specific activity and thematic plans (e.g. for the use EUROSUR Fusion services) for the next operational year and negotiate with Member States and Third Countries operational plans. Short term: Use return of experience, evaluation and permanent exchange with Member States to optimise planning.	
Indicator	Target	Baseline
Long term:	Long term:	Long term: Start of process mapping in 2024.

- to develop a long-term operational planning process. Mid and short term: - Number of OPLANs - Number of MMOs - Number of EMPACT activities with Frontex participation	- Documented long term operational planning process. Mid and short term: 35 OPLANs 3 MMOs 15 EMPACT activities	Mid and short term: - Expected number of 2024 OPLANs - Expected MMOs in 2024 according to the annual strategic plan of the Tripartite Working Arrangement - Expected EMPACT activities with Frontex participation in 2024
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Objective 2	Expected Result 2		
Identify OPS capability needs	Identify in a timely manner human, financial resources, technical equipment, services and ICT tools as well as to oversee the logistic and capability needs of the contingents. Being in a capacity to verify that capabilities (human resources, technical equipment and services) are adequate for deployment.		
Indicator	Target	Baseline	
Initial plan of deployed resources in place for every operational activity is in line with available resources	Identified operational needs are fulfilled according to the operational prioritisation.	Operational needs for 2023	

Objective 3	Expected Result 3		
Prepare HR/TE / IT Deployment	Develop and maintain a transparent deployment and rotation policy through developing a set of rules for deployment, redeployment, first assignment and rotation. Translate capabilities into combined solutions ready for deployment (HR component). Manage the combined deployments of standing corps, technical equipment, IT solutions, services in contingents including the decentralised logistics support to contingents.		
Indicator	Target	Baseline	
Established legal operating framework	EDD on deployment and rotation policy in place in 2025.	Current approach to deployment and rotation implemented in the Agency.	

Objective 4	Expected Result 4		
Deploy resources matching the Contingent's operational needs	- Identify capability needs (human, financial resources, technical equipment, services and ICT tools) as well as to oversee the logistic and capability needs of the contingents. - Constantly verify that capabilities (human resources, technical equipment and services) are adequate for the specific deployment and suitable for the respective operational purposes.		
Indicator	Target	Baseline	
Established process for planning and monitoring of the operational needs.	Operational needs are fulfilled according to the operational prioritisation.	Start of process mapping in 2024.	

Key Activity 1.4. Develop critical operational evaluation that challenges the on-going arrangements, identifies needs for improvement and tests them in various operational scenarios.

Overview of the key activity

Based on KPI's and pre-established operational standards, to conduct systematic and permanent evaluation of the operational activities. In particular, to assess performance, relevance to the operational plans, operational- and cost-efficiency of the deployments. Elaborate feedback, return of experience and lessons

learnt in a structured way to permanently improve operation delivery, as well as readdress operational support and define operational needs.	
Link to the multi-annual objective(s)	
Strategic objectives 2, 3 and 4	
Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives	
Component 4 - Cooperation between Member States and Frontex (action 4.4) Component 11 - Quality Control Mechanism (action 11.3) General Actions (action 16.2)	As linked in the TO EIBM strategy
Financial resources	Human resources
EUR 1,500,000	14

Objective 1		Expected Result 1
Challenge OPS deployments in terms of relevance, efficiency, and cost efficiency		In a constructive and support approach, prompt Contingent Commands towards a permanent improvement attitude.
Indicator	Target	Baseline
- Relevance - Operational Efficiency - Cost Efficiency	- Relevance: Operational activities implemented in line with operational prioritisation. - Operational Efficiency: provide recommendations that increase the output (in terms of results) in the same level of resources. - Cost-Efficiency: Provide recommendations that reduce the overall cost of the operational activities while maintaining the same output. - Stakeholder satisfaction measured through survey	2023 overall operational results, costs of operations and prioritisation (initial plan of operational response).

Objective 2		Expected Result 2
Test, evaluate and challenge OPS deployment		- Based on OPLANs, KPIs and operational standards, test and evaluate the deployments in all perspectives (C2, security, relevance, efficiency, interoperability, FR compliance, etc.). - Conduct exercises in the field to test the operational deployment, and draw concrete recommendations. - Debrief on lessons learnt and identify contingency measures. - Flag serious deficiencies with prescribed mitigating solutions.
Indicator	Target	Baseline
- Establish a new operational evaluation process. - Number of recommendations resulting from evaluations	- New operational evaluation process in place in 2026. - Provide conclusions and recommendations, for every operational activity.	- Start of process mapping and re-design in 2024. - Conclusions and recommendations in evaluations.

Objective 3		Expected Result 3
Identify needs for improvements		- Independently offer mitigation measures, training solutions, redeployment options to Contingent Commands. - Implement mitigating measures proposed and test them again.
Indicator	Target	Baseline
Same as objective 2	Same as objective 2	Same as objective 2

Key Activity 1.5. Introduce a new culture with accountability, delegating certain functions to the field while ensuring duty of care and transparent decision making through all levels.

Overview of the key activity

Based on a solid chain of command, the operational management function will enable the Frontex Contingents to contribute to the safe, secure and well-functioning of EU/SAC external borders. The operational management function will allow Frontex to be a reliable partner for Member States and Third Countries, capable of offering targeted solutions to emerging operational needs. This is accomplished by a system that constantly scans the horizon, analyses the situation in real time and uses the information obtained to perform targeted operational activity and relevant support.

Link to the multi-annual objective(s)

Strategic objectives 2, 3 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Component 4 - Cooperation between Member States and Frontex (action 4.1)	As linked in the TO EIBM strategy
Financial resources	Human resources
EUR 1,500,000	18

Objective 1	Expected Result 1		
Put Operations at the center of the Agency's priorities	- OPS Planning Division to consider as first priority to translate the EU policies and Frontex strategic goals into operational programs and conduct respective negotiations with EU MS and TC. - OPS Management Division to consider as first priority the management of the Contingent Commands in Frontex operations. - OPS Support Division to consider as first priority the comprehensive support to the Contingent Commands in Frontex operations. - The Administration and Capability Directorates to consider as their priority the support to the Operational Directorate according to its communicated needs.		
Indicator	Target	Baseline	
- Output rate (number of operational activities) - Timely delivery of operational response from adaptation requests - Quality assurance rate.	- Operational activities implemented in all priority 1, 2 and 3 locations with adequate resources in line with the needs. - Requests for adaptation of operational activities are managed without delay. - All deployed resources fully fit for duty.	- Operational activities in 2023: a. Average number of SC officers, per deployment period (total, per category and per HR profile). b. Average number of maritime, aerial, terrestrial assets (host and participating MS, Frontex owned, co-owned and leased) per deployment period / per type of TE / asset-days / patrolling hours performed. - Decision taken within 10 working days (based on historical data). - Evaluation methodology.	

Objective 2	Expected Result 2		
Introduce OPS/FC2 Accountability	- Each SC officer deployed to understand her/his respective role, function and responsibility in the overall deployment of his Contingent. - Each SC officer to respect the Chain of Command and report appropriately to the MS Authorities and Frontex hierarchy. - Each SC officer deployed to comply to the code of conduct, ethics and morale standards, FR rules, DP rules and staff regulation.		
Indicator	Target	Baseline	

▪ SI reports on CoC, FR ▪ PD breaches ▪ Complaints mechanism	No violations of CoC, FR, PD breaches by SC officers or complaints against them (zero tolerance policy).	0 SIR on CoC violations 0 SIR on FR alleged violations 0 data breaches reported to DPO 0 admissible complaints
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Objective 3	Expected Result 3	
Transmit Frontex values and duty of care throughout FC2/OPS	Comply to a law enforcement culture, values and attitude over Frontex training and exemplary leadership in all hierarchical levels of Frontex Contingents Chain of Command and HQ.	
Indicator	Target	Baseline
Value enactment	same as for objective 2	same as for objective 2

Key Activity 1.6. Contribute to the Agency's support for European Cooperation on coast guard functions, fighting cross border crime, including European Multidisciplinary Platform Against Criminal Threats (EMPACT), and adopting a horizontal approach towards an effective implementation of field activities.

Overview of the key activity

By strengthening the European cooperation on coast guard functions and combatting cross-border crime, the Agency will contribute to protect the EU external borders and its internal security, as well as ensuring the capacity to act promptly and effectively in the maritime domain based on the EUMSS (European Maritime Security Strategy). Improve operational delivery through intelligence-led operational activities initiated to meet the challenges of cross border crimes.

Link to the multi-annual objective(s)

Multiannual objectives 2, 3 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Component 2 - Search and Rescue (actions 2.2, 2.3) Component 3 - Risk Analysis (action 3.1) Component 6 - Cooperation at European level (actions 6.1, 6.2) Component 7 - Cooperation with Third Countries (action 7.1)	As linked in the TO EIBM strategy
Financial resources	Human resources
EUR 2,761,748	33

Objective 1	Expected Result 1	
Plan and participate in EMPACT related activities in line with the identified operational needs of the Agency.	▪ Cross border crime tailored activities based on updated EU intelligence picture. ▪ Augmented operational delivery in all joint operations, with significant impact upon organised crime groups engaged in cross border criminality.	
Indicator	Target	Baseline
Number of JADs/EADs implemented in the field.	15 JADs/EADs implemented	Annual planning of EMPACT priorities.

Objective 2	Expected Result 2	
Design operational concepts aiming to increase the capabilities of SC officers in fighting cross border crime.	▪ Increase of efficiency of SC officers in detection, prevention and combating of cross border crime at the EU external borders ▪ Flexible mechanism for fighting cross border crime in all operational activities ▪ Developed operational concepts fully embedded in operational activities	

Indicator	Target	Baseline
Number of operational activities implemented.	5-10 activities on annual basis.	Number of activities in 2023.

Objective 3		Expected Result 3
Stepping up EU-level cooperation on coast guard functions by promoting the development of multipurpose maritime operations.		- Implementing MMOs along the EU maritime border on the basis of the FC2 concept - Developing interoperability between the 3 EU Agencies (EFCA, EMSA and Frontex)
Indicator	Target	Baseline
Number of MMOs	3-5 MMOs	Annual Strategic Plan of the tripartite working arrangement.

Objective 4		Expected Result 4
Develop cooperation with third countries on maritime security, including information sharing and capacity building actions.		- Promoting EU cooperation on Coast Guard functions and the Tripartite Working Arrangement in Coast Guard Fora - Organizing SAR exercises and workshops
Indicator	Target	Baseline
Number of operational activities	5 activities / events	EU Maritime Security Strategy (MSS) Annual Strategic Plan

Key Activity 1.7. Contribute to the improvement of the overall EU return system through providing targeted, data driven and digitally enabled operational and technical support to MS in all stages of the return process, leading to improved and sustainable returns

Overview of the key activity

In 2025, the Agency will focus on strengthening and expanding the support to Member States in all stages of the return process. Frontex will continue implementing the aims of the New Pact on Migration and Asylum, the EU Strategy on Voluntary Return and Reintegration as well as the policy towards an operational strategy for more effective returns. Frontex will work with Member States to jointly deliver the objectives of the Technical and operational strategy for European integrated border management.

In practical terms, Frontex will continue developing the capacity to organise own return operations, while continuously supporting Member States in implementing all types of return measures. The support to sustainable returns will be further strengthened through expanded, in technical and geographical scope, post-return and reintegration assistance. There will be a strong presence of Frontex operational staff in Member States, through increased systematic deployment of Frontex Return Escort and Support Offices (FRESO) and Return Specialists, who will contribute to the overall effectiveness of returns at EU level.

All these activities will be enabled by continuous efforts to expand and improve international cooperation on return affairs, including through the deployments of liaison officers specialised in return. Digitalisation efforts will be sustained, and Frontex capacity for data driven planning and implementation will be established and embedded. Frontex will continue investing in upholding high European standards, including the full respect for fundamental rights, compliance with the legal framework, in line with the situational picture(s) and in accordance with the available resources in all activities supported.

Link to the multi-annual objective(s)

Strategic objectives 2, 3 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Component 3 - Risk Analysis (action 3.1) Component 7 - Cooperation with Third Countries (actions 7.1, 7.2) Component 9 - Measures within the Schengen Area (actions 9.1 to 9.7)	As linked in the TO EIBM strategy
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Financial resources	Human resources
EUR 138,786,559 Euro	95

Objective 1	Expected Result 1		
To support the implementation of return operations and voluntary returns from the EU.	- Increased number of returns carried out by Member States and Schengen Associated Countries. - EU returns supported by Frontex to the maximum extent through the means available to the Agency, including collecting return operations, chartering of aircraft and Frontex-organised return operations, and by ensuring effective monitoring.		
Indicator	Target	Baseline	
Number of TCN returned with Frontex support	40.000 TCNs in 2025	37.000 TCNs in 2023	

Objective 2	Expected Result 2		
To support MS and SAC in handling forced and voluntary returns departing from or transiting in EU airports.	Increased capacity of Member States and Schengen Associated Countries in handling a higher number of returns, and fostering of exchange of return expertise on EU level.		
Indicator	Target	Baseline	
Number of TCN handled by FRESO	8000 TCNs in 2025	7000 TCNs in 2023	

Objective 3	Expected Result 3		
To support MS and SAC in identification of returnees and other pre-return activities with the view to contribute to a common EU return system, including a focus on specific categories such as vulnerable groups.	- Increased capacity and efficiency of pre-return activities and procedures leading to effective returns (voluntary and non-voluntary). - Increased exchange of information in the field of return between relevant actors, including countries of return. - Increased awareness on specific categories of returnees in the return process.		
Indicator	Target	Baseline	
- Number of identification cases supported - Number of cases handled by deployed RS - Number of standard/ good practices developed, expert exchanges implemented - Number of EURLOs deployed	- Number of identification cases supported in 2025: 3,000; in 2024: 2,900 - RS2025: 47,000 cases handled and 48 (full time) deployments - Number of standard procedures and good practices developed, expert exchanges implemented: 65 - EURLO: 10 deployments	- Number of identification cases supported in 2023: 2,200 - RS in 2023: 35,000 cases handled and 32 (full time) deployments - Number of standard procedures and good practices developed in 2023, expert exchanges implemented: 65 - EURLO in 2023: 10 deployments	

Objective 4	Expected Result 4		
To support the development of an EU return and reintegration counselling system.	- To reinforce/establish Return and Reintegration counselling capacity in all Member States and Schengen Associated Countries. - To achieve a Return and Reintegration counselling EU framework, and develop return counselling as a professional competence in all Member States and Schengen Associated Countries.		
Indicator	Target	Baseline	
Number of MS and SAC staff trained as return and reintegration counsellors/ return and reintegration counsellors national trainers	180 in 2025	100 in 2024	

Objective 5		Expected Result 5	
To provide an efficient EU system to enable providing post arrival and post return (reintegration) assistance to migrants forcibly and voluntarily returned.		All Member States using the assistance provided by the Agency in the area of post return and reintegration.	
Indicator		Target	Baseline
Number cases where reintegration assistance was provided through the Frontex Joint Reintegration Services.		7,000 in 2025	5,000 in 2024

Objective 6		Expected Result 6	
Contribute to enhancement of technical and operational capacities of third countries' authorities on return, readmission and reintegration, in coordination with Member States and in coherence with the EU overall cooperation with third countries.		Third country authorities responsible for return, readmission and reintegration aspects enhance their competence in the framework of assistance projects offered by the Agency and Member States under the Agency's mandate.	
Indicator		Target	Baseline
Number of technical assistance projects for third countries on return, readmission and reintegration		6 projects in 2025	3 projects in 2023 (6 in 2024 but this is not ensured)
Number of involved third countries		6 countries in 2025	3 countries in 2023

Objective 7		Expected Result 7	
Guide and support MS&SAC in return digitalization, improvement of return case management systems in line with RECAMAS reference model and provide infrastructure for interconnection with IRMA 2.0.		Digitalized return process supported by mature return case management systems aligned with RECAMAS model and interconnected with necessary IRMA 2.0. modules for seamless return data and information exchange.	
Indicator	Target	Baseline	
▪ Percentage of MS national RECAMAS mapped. ▪ Number of IRMA 2.0. modules available for interconnection.	▪ 80% of MS&SAC national RECAMAS mapped. ▪ 2 IRMA 2.0. modules available for interconnection.	▪ Percentage of MS mapped in 2024. ▪ No IRMA 2.0. modules available for interconnection in 2024.	

Objective 8		Expected Result 8	
Lead the return data management and further improve return data analysis capacity to support data driven planning as well as to enable effective return support to MS& SAC.		Reliable return data and knowledge warehouse, interconnected to MS&SAC national return case management systems enabling contribution to tactical and operational return analysis and delivery of return analysis products for informed and data driven decision making.	
Indicator		Target	Baseline
- Fully fledged return data and analysis warehouse interconnected to MS&SAC systems. - Return analysis products.		5 MS&SAC systems interconnected to return data and analysis warehouse. 5 return analysis products released.	- Implemented return data warehouse pilot with no interconnections to MS/SAC in 2024. 2 return analysis products released in 2024.

Strategic Objective 2

Setting border management standards, delivering innovation and integrated capabilities for interoperable and futureproof EIBM.

Key Activity 2.1. Foster Coherent Planning	
Overview of the key activity	
Conduct coherent effects-based planning for the development, delivery, deployment and disposal of European Border and Coast Guard Capabilities	
Link to the multi-annual objective(s)	
Strategic Objective 1, 3 and 4	
Link to Technical and Operational European Integrated Border Management goals and actions	
Goal G. Future-Proof the External Borders and Accelerate Innovation Goal H. Ensure Good Governance and Sound Administration	Component 2 - Search and Rescue (action 2.3) Component 4 - Cooperation between Member States and Frontex (action 4.4) Component 12 - EU Funding Instruments (action 12.1, 12.2) General actions (actions 16.4, 16.5)
Financial resources	Human resources
EUR 30,000	12

Objective 1	Expected Result 1		
Strengthen European Integrated Border Management	- Continued implementation the Technical and Operational European Integrated Border Management Strategy - A fully operationalised governance mechanism that monitors progress, reports regularly to the Management Board and other relevant fora, providing recommendations on the way forward in relation to the implementation of the Technical and Operational European Integrated Border Management Strategy, the Capability Roadmap and the Agency's Multiannual Plans for Capability Development - Seamless interoperability between the processes for Operational Planning, Contingency Planning, Capability Development and the single programming of Agency's activities		
Indicator	Target	Baseline	
Implemented versus Planned Activities	80 %	Implementation Plan	

Objective 2	Expected Result 2		
Plan Capability Development	- Continued implementation of the Capability Roadmap across all Lines of Development¹³ - Continued implementation of the Agency’s Multiannual Plans for Capability Development		
Indicator		Target	Baseline
Implemented versus Planned Activities		80 %	Capability Overview
Objective 3	Expected Result 3		
Plan and Pool Availability of	- Updated profile definitions for standing corps - Allocated numbers and profiles to Member States and Agency of standing corps - Estimated minimum availability of equipment, systems, services and support		

⁽¹³⁾ Doctrine, Policies and Concepts; Culture, Organisation and Leadership; Science, Technology and Innovation; Personnel, Competencies and Learning; Equipment, Systems and Support; Logistics, Facilities and Infrastructure; Safety, Security and Health; Interoperability, Architectures and Standards

Operational Capabilities	▪ Annual Management Board Decisions on equipment and standing corps		
Indicator	Target	Baseline	
▪ Availability of capabilities in relation to the Management Board Decisions on equipment and standing corps for 2025	▪ 100 %	▪ Management Board Decisions for 2025	
▪ Adopted Management Board decisions on equipment and standing corps for 2026 in line with the Regulation	▪ 100 %	▪ Regulation	
▪ Committed Availability in relation to the Management Board Decisions on Equipment and standing corps for 2026	▪ 100 %	▪ Management Board Decisions for 2026	

Objective 4	Expected Result 4		
Report on Capabilities	Annual and quarterly reports on developments, availability and deployments of capabilities		
Indicator	Target	Baseline	
Implemented versus Planned Activities	100 %	Regulation	

Key Activity 2.2. Strengthen Interoperability	
Overview of the key activity	
Develop and manage technical and educational standards and guidelines for the European Border and Coast Guard Equipment, technical guidelines, and conduct Pilot Projects to strengthen interoperability.	
Link to the multi-annual objective(s)	
Strategic Objective 1, 3 and 4	
Link to Technical and Operational European Integrated Border Management goals and actions	
Goal G. Future-Proof the External Borders and Accelerate Innovation	Component 2 - Search and Rescue (action 2.3) Component 4 - Cooperation between Member States and Frontex (action 4.2) Component 10 - State-of-the-Art Technology (actions 10.1)
Financial resources	Human resources
EUR 3,000,000	12

Objective 1	Expected Result 1		
Develop Technical Standards in line with the Capability Development Plan.	▪ Technical Standards covering new technical domains (Security, Maintenance, Supply chain, Environmental impact) ▪ Technical standards addressing all equipment registered in OperaEvo. ▪ Technical Standards adopted by the Management Board		
Indicator	Target	Baseline	
▪ Standards tabled for adoption to the Management Board, as per Plan for New Technical Standards	▪ 100 %	▪ N/A	
▪ Compliance with Technical Standards of the technical equipment covered by the standards that are registered in the Technical Equipment Pool during the year	▪ 100 %	▪ N/A	

Objective 2	Expected Result 2		
Manage the Taxonomy for European Border and Coast Guard technical equipment.	▪ First publication of European Border and Coast Guard Taxonomy for border control equipment		

	Policy and process for the roll the out within the Agency and Member States	
Indicator	Target	Baseline
Publication of the Taxonomy	100 %	N/A

Objective 3	Expected Result 3	
Technical assistance and advice to Member States, EU bodies and Third Countries	- Technical advice and evaluation missions on border management systems and solutions - Interoperable prototypes and solutions through pilot projects - Technical guidelines and best practices	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 4	Expected Result 4	
Implement Conformity Assessment	- Pilot conformity assessment concept - Engagement plan involving key stakeholders: Member States, industry, internal Frontex stakeholders	
Indicator	Target	Baseline
Implemented versus Planned Activities	100 %	N/A

Objective 5	Expected Result 5	
Manage the use of Common Minimum Standards for border surveillance in support of Member States and EU Commission	Common Minimum Standards focused updates reflecting technological and operational developments	
Indicator	Target	Baseline
Common minimum standards for border surveillance, land, maritime and aerial	100 %	N/A

Objective 6	Expected Result 6	
Evaluate the implementation of the Common Core Curriculum	- Interoperability assessment programme developed and implemented - Assessment in the Member States conducted	
Indicator	Target	Baseline
Implemented versus Planned Activities	100 %	N/A

Key Activity 2.3. Research and Innovate.
Overview of the key activity Implement the Research and Innovation Agenda deliver research and innovation to accelerate the development of future-proof European Border and Coast Guard capabilities.
Link to the multi-annual objective(s)
Strategic Objective 1, 3 and 4

Link to Technical and Operational European Integrated Border Management goals and actions	
Goal G. Future-Proof the External Borders and Accelerate Innovation	Component 4 - Cooperation between Member States and Frontex (action 4.2, 4.6) Component 12 - EU funding instruments (action 12.3) Component 15 - Research and Innovation (actions 15.1, 15.2, 15.3)
Financial resources	Human resources
EUR 1,286,671	16

Objective 1	Expected Result 1		
Produce Frontex own research outputs	- Grants awarded following the second call for research projects conducted in 2024 - Research studies on technology priority areas delivered based on the Capability Roadmap to ensure timely technology transition - Research Framework Contract implemented, in support of research and innovation activities of the Agency, Member States, and EU bodies		
Indicator		Target	Baseline
Implemented versus Planned Activities		80 %	N/A

Objective 2	Expected Result 2		
Steer border management research within the EU research programme ¹⁴	- Identified research themes and topics addressing capability development priorities - Increased operational relevance of results from research through monitoring the outcomes of research - Disseminated results of research to the wider European Border and Coast Guard community within the respective applicable legal framework		
Indicator		Target	Baseline
Implemented versus Planned Activities		80 %	N/A

Objective 3	Expected Result 3		
Test and evaluate emerging technologies for innovation insertion to European Border and Coast Guard capabilities in line with capability development planning and relevant EU programmes	- Emerging technologies and innovative solutions evaluated in operational environment through pilot projects, prize contests and technology demonstrations - Proof of concept, definition and testing of deployment models - Space technology solutions pilots relevant for European Border and Coast Guard domain including through Copernicus Evolution and deployment of satellite navigation and communication for strengthening Member States' capacities to use space-based technologies		
Indicator		Target	Baseline
Implemented versus Planned Activities		80 %	N/A

Objective 4	Expected Result 4		
Manage the innovation platform on research and innovation	Effectively managed: - Innovation within Frontex - Innovation Cells - Research for Innovation Network - Internal platform for dialogue on research and innovation		

¹⁴: Within the scope of Frontex roles and responsibilities as per the Terms of Reference between the DG Migration and Home Affairs and Frontex signed on 05/02/2020

	Dialogue with the research community and academia	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 5	Expected Result 5	
Steer dialogue with industry towards European Border and Coast Guard innovation, produce market research, and manage contacts with industry providers	- Structured dialogue with industry through the organisation of industry events - Up-to-date Standard Operating Procedure on Contacts with Industry - Advisory services on market solutions and market research to European Border and Coast Guard	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 6	Expected Result 6	
Establish the Frontex Innovation and Technology Centre	- Established project for defining the updated research and innovation processes with the Frontex Innovation and Technology Centre - Input to the Agency building project of the permanent premises on the requirements for the Frontex Innovation and Technology Centre	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Key Activity 2.4. Develop Concepts	
Overview of the key activity	
Develop and Manage Capability Concepts and Architectures.	
Link to the multi-annual objective(s)	
Strategic Objective 1, 3 and 4	
Link to Technical and Operational European Integrated Border Management goals and actions	
Goal G. Future-Proof the External Borders and Accelerate Innovation	Component 4 - Cooperation between Member States and Frontex (action 4.2) General Actions (action 16.1, 16.4, 16.5)
Financial resources	Human resources
EUR 12,281,825	8

Objective 1	Expected Result 1	
Manage Concept Development for Capabilities	Up to date concepts and architectures for new and existing capabilities for their operation and use, and high-level targets and requirements setting the boundary conditions for the Agency's capabilities	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Key Activity 2.5. Manage Human Capital	
Overview of the key activity	
Develop the skills and competency base of the European Border and Coast Guard.	
Link to the multi-annual objective(s)	
Strategic Objective 1, 3 and 4	
Link to Technical and Operational European Integrated Border Management goals and actions	
Goal G. Future-Proof the External Borders and Accelerate Innovation	Component 2 - Search and Rescue (action 2.1, 2.2) Component 3 - Risk Analysis (action 3.4) Component 4 - Cooperation between Member States and Frontex (action 4.2, 4.4) Component 7 - Cooperation with Third Countries (action 7.1) Component 10 - State-of-the-Art Technology (action 10.2) Component 11 - Quality Control Mechanism (action 11.3) Component 12 - EU Funding Instrument (action 12.1) Component 14 - Education and Training (actions 14.1, 14.2, 14.3, 14.4) General Actions (action 16.4)
Financial resources	Human resources
EUR 102,861,375	75

Objective 1	Expected Result 1	
Recruit the Agency's Statutory standing corps Staff	Numbers of statutory staff of the standing corps employed in line with the Regulation	
Indicator	Target	Baseline
Implemented versus Planned Activities	100 %	Regulation

Objective 2	Expected Result 2	
Select and Verify Long Term Seconded Staff from Member States for the Standing Corp	Numbers of long-term seconded staff of the standing corps in line with the Regulation	
Indicator	Target	Baseline
Implemented versus Planned Activities	100 %	Regulation

Objective 3	Expected Result 3	
Manage Profile Assignments	Profiles assigned and confirmed to all statutory staff of the standing corps having successfully undergone the Operational Training Programme and any subsequent specialised training	
Indicator	Target	Baseline
Implemented versus Planned Activities	100 %	Management Board Decision on standing corps

Objective 4	Expected Result 4	
Implement the European Joint Masters in Strategic Border Management	- First iteration completed. - Grant agreement for second iteration concluded. - Implementation of the second iteration commenced	
Indicator	Target	Baseline
Implemented versus Planned Activities	100 %	N/A

Objective 5	Expected Result 5	
Develop and implement training programmes that are aligned with European standards and compliant with Frontex training quality assurance system.	▪ Annual and multiannual (two/three years) grants for the support in the hosting and organisation of standing corps/Member States training awarded. ▪ Implemented Operational Training Programme for the statutory European Border and Coast Guard Officers of the Agency for all levels of the Frontex Chain of Command, implemented in accordance with the Training Plan and ▪ Implemented annual, profile and specialisation training programmes for the European Border and Coast Guard standing corps in accordance with the Training Plan and award of grant(s) to implement the Training Programmes. ▪ Successfully acquired enablers such as the inherent logistics including transportation, facilities and infrastructure as well as equipment, training material and trainers.	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 6	Expected Result 6	
Provide training for the European Border and Coast Guard officers from Member States.	Specialised Training Programmes delivered to Member States, as per the Training Plan.	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 7	Expected Result 7	
Provide training for Third Countries in the framework of EU-funded capacity-building involving the Agency.	Training programmes and activities for Third Countries developed, updated and delivered as per the Training Plan	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 8	Expected Result 8	
Implement European Border and Coast Guard Training Strategy	Fully operational European Border and Coast Guard Academy	
Indicator	Target	Baseline
Implemented versus Planned Activities	80%	N/A

Key Activity 2.6. Manage Equipment and Logistics	
Overview of the key activity	
Manage the Agency's equipment, systems, services, logistics and Antenna Offices.	
Link to the multi-annual objective(s)	
Strategic Objective 1, 3 and 4	
Link to Technical and Operational European Integrated Border Management goals and actions	
Goal G. Future-Proof the External Borders and Accelerate Innovation	Component 12 - EU Funding Instruments (actions 12.3) General Actions (action 16.4)
Financial resources	Human resources
EUR 127,941,396	70

Objective 1	Expected Result 1	
Acquire and Manage Equipment, Systems, Services and Support in line with the Implementation Plan for 2025 to the Multiannual Strategy for Acquisition and Management of the Agency's Equipment	▪ New acquisitions and replenishments ▪ Effective requirements management drawing on the employment of established Systems Engineering standards ▪ Effective project, product and contract management of equipment, systems, services and support, including upgrades and life-extensions ▪ Effective in-service support including preventive and corrective maintenance	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 2	Expected Result 2	
Implement the New Logistics Model	▪ Timely deployment and sustainment of equipment, systems, services and support in operational theatres ▪ Continued transformation into an agile and lean logistics model ▪ Fully functioning Antenna Offices in support of the Frontex Chain of Command ▪ Continuous supervision and evaluation of logistics operations along functional lines. ▪ Availability of facilities and infrastructure to Frontex operators in the operational areas. ▪ Innovative logistics solutions for ongoing and future operational activities.	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 3	Expected Result 3	
Manage Logistics Capability	▪ Comprehensive logistics situational awareness and effective management of deployed equipment, systems, services and support in operational theatres and related decentralised logistics support ▪ Coordinated network of deployed in-theatre logisticians ▪ Clear instructions and guidance to in-theatre logisticians ▪ Evaluated logistical functions ▪ Established Centre of Excellence for Logistics Management for the European Border and Coast Guard.	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 4	Expected Result 4	
Manage Logistics Policies	Up-to-date policies for the utilisation, management and accountability in relation to the Agency's equipment, systems, services and support	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 5	Expected Result 5	
Manage Logistics Supply, Transportation and Distribution.	Agency's own equipment, systems, services and support successfully deployed and sustained in operational theatres	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 6	Expected Result 6	
Manage Logistics Infrastructure	- Contracted services for: - Logistics Facilities and Services - Fleet Management, with a particular focus on vehicles - Personal Equipment Management, with a particular focus on uniform garments, protective equipment and accessories.	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Key Activity 2.7. Transition in and out of Service

Overview of the key activity

Manage effectively the transitioning of capabilities in and out of service.

Link to the multi-annual objective(s)

Strategic Objective 1, 3 and 4

Link to Technical and Operational European Integrated Border Management goals and actions

Goal G. Future-Proof the External Borders and Accelerate Innovation	Component 4 - Cooperation between Member States and Frontex (action 4.4) Component 12 - EU Funding Instruments (action 12.1) General Actions (action 16.4)
Financial resources	Human resources
EUR 781,019	5

Objective 1	Expected Result 1	
Manage Registration	- Registered equipment and standing corps staff in Opera Evolution - Registered equipment in Member States (where applicable)	
Indicator	Target	Baseline
Registered equipment acquired under the framework of the Specific Actions of the Internal Security Fund and the Border Management and Visa Instrument of the Integrated Border Management Fund, that have been delivered by the supplier to the respective Member States	100 %	N/A

Objective 2	Expected Result 2	
Transition into Service	Timely entry into service coordinating all capability Lines of Development	
Indicator	Target	Baseline
Implemented versus Planned Activities	100 %	N/A

Objective 3	Expected Result 3	
Transition out of Service	Timely exit out of service and subsequent	
Indicator	Target	Baseline
Implemented versus Planned Activities	100 %	N/A

Key Activity 2.8. Manage Availability	
Overview of the key activity	
Negotiate and Realise Commitments to Make Capabilities Available for Deployment.	
Link to the multi-annual objective(s)	
Strategic Objective 1, 3 and 4	
Link to Technical and Operational European Integrated Border Management goals and actions	
Goal G. Future-Proof the External Borders and Accelerate Innovation	General Actions (action 16.4)
Financial resources	Human resources
EUR 10,000	5

Objective 1	Expected Result 1		
Deliver Operationally Available Capabilities	Pooled Agency and Member States' capabilities operationally available and committed in line with the applicable Management Board Decisions for equipment and standing corps		
Indicator	Target	Baseline	
Committed Availability in relation to Management Board Decisions on Minimum Number of Items of Technical Equipment and profiles of standing corps to be made available for operational activities in 2024	100 %	Management Board Decision	

Key Activity 2.9. Manage Quality	
Overview of the key activity	
Manage Quality Assurance throughout the Capability Lifecycle.	
Link to the multi-annual objective(s)	
Strategic Objective 1, 3 and 4	
Link to Technical and Operational European Integrated Border Management goals and actions	
G. Future-Proof the External Borders and Accelerate Innovation H. Ensure Good Governance and Sound Administration	Component 14 - Education and training (action 14.4) General Actions (action 16.4, 16.5)
Financial resources	Human resources
EUR 10,000	2

Objective 1	Expected Result 1		
Assure Quality	Adequate and fully functioning Quality Management System in line with ISO 9001		
Indicator	Target	Baseline	
Implemented versus Planned Activities	80 %	N/A	

Key Activity 2.10. Manage Accountability	
Overview of the key activity Manage Accountability throughout the Capability Lifecycle.	
Link to the multi-annual objective(s) Strategic Objective 1, 3 and 4	
Link to Technical and Operational European Integrated Border Management goals and actions	
Goal H. Ensure Good Governance and Sound Administration	General Actions (action 16.4, 16.5)
Financial resources	Human resources
EUR 20,000	3

Objective 1	Expected Result 1	
Manage Occupational Safety	Safe, secure and healthy operational working conditions	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 2	Expected Result 2	
Manage System Safety	Safe-to-use equipment, systems, services and support	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 3	Expected Result 3	
Manage Sustainability	- Comprehensive monitoring of the energy and environmental footprint of the operational activities as well as the capability development related activities - Gradually de-risked supply chains that have sources outside the EU - Gradually strengthened uptake of results of research - Gradually strengthened Technological and Industrial Base for European Integrated Border Management - Sustainability Management system in line with applicable ISO standards	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Key Activity 2.11. Manage Enabling Systems and Tools	
Overview of the key activity Develop and Manage Availability of Supporting Systems and Tools to enable Development, Delivery, Deployment and Disposal of Capabilities over Time.	
Link to the multi-annual objective(s) Strategic Objective 1, 3 and 4	
Link to Technical and Operational European Integrated Border Management goals and actions	
Goal G. Future-Proof the External Borders and Accelerate Innovation Goal H. Ensure Good Governance and Sound Administration	General Actions (action 16.4)
Financial resources	Human resources
EUR 20,000	5

Objective 1	Expected Result 1	
Manage Opera Evolution	Fully functioning operational resource management system in line with the business needs	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 2	Expected Result 2	
Manage Virtual Aula	Fully functioning training management system	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Objective 3	Expected Result 3	
Develop and Manage New Enabling Systems and Tools	Systems and tools that cater to the needs of the Governance Mechanism for the implementation of the Technical and Operational Strategy for European Integrated Border Management, the Capability Roadmap and the Agency's Multiannual Plans for Capability Development	
Indicator	Target	Baseline
Implemented versus Planned Activities	80 %	N/A

Strategic Objective 3

Digitalisation of EU border management, sustainable support services to internal and external stakeholders during the time of transition and compliance with the financial, legal and procurement framework.

Key Activity 3.1 Entry into operations of ETIAS Central Unit	
Overview of the key activity	
- EES roll out and efficient support to carriers. - ETIAS roll out and timely management of applications. - Effective communication with all stakeholders (ENUs, COM, EEAS, industry).	
Link to the multi-annual objective(s)	
Multiannual objectives 1, 2 and 4	
Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives	
Component 1 - Border control (actions 1.1, 1.2) Component 3 - Risk analysis (action 3.1) Component 10 - State-of-the-Art Technology (actions 10.2, 10.3)	As linked in the TO EIBM strategy
Financial resources	Human resources
EUR 2,690,000	139

Objective 1	Expected Result 1
Perform the centralized processing of ETIAS applications and recategorize	Secure efficient processing of travellers' information as part of the ETIAS application process in line with the time requirements as specified in the ETIAS Regulation, while rigorously upholding to data

Multiple Identity Detection links in accordance with the applicable legal framework.	protection and data security requirements by ensuring that the personnel is equipped with specialised training on those topics. ▪ Ensure that consultation requests from Europol are handled in a timely manner.	
Indicator	Target	Baseline
Service quality compliance.	95% of service quality compliance.	n/a - entry into operation pending

Objective 2	Expected Result 2	
Provide centralized risk screening of travellers for ETIAS.	▪ Define and specify the risks in relation to ETIAS. ▪ Implement, manage, and operate the risk profiles on ETIAS. ▪ Manage interactions with the ETIAS Screening Board.	
Indicator	Target	Baseline
Service quality compliance.	95% of service quality compliance.	n/a - entry into operation pending

Objective 3	Expected Result 3	
Provide assistance to travellers and carriers and support MSs when using the ETIAS/EES.	▪ Provide support to travellers on ETIAS through the Assistance Centre Unit. ▪ Provide support to carriers on ETIAS and EES through the Assistance Centre Unit. ▪ Ensure notification to the relevant actors of technical impossibilities to operate ETIAS and EES. ▪ Ensure operational management of the mobile application APP4EES and relevant extensions.	
Indicator	Target	Baseline
Service quality compliance.	95% of service quality compliance.	n/a - entry into operation pending

Objective 4	Expected Result 4	
Enforce data subject rights and ensure compliance of the ETIAS CU with the regulatory framework.	▪ Finalise the development of the procedures to be followed for the protection and enforcement of the data subjects' rights in cooperation with the Data Protection Officer and European Data Protection Supervisor. ▪ Process the requests for access to personal data by the data subjects' rights in line with the procedures. ▪ Develop self-monitoring capabilities for the work of the ETIAS Central Unit. ▪ Develop internal audit capabilities in relation to the processing of applications and implementation of the ETIAS screening rules.	
Indicator	Target	Baseline
Service quality compliance.	95% of service quality compliance.	n/a - entry into operation pending

Objective 5		Expected Result 5	
Promote awareness on ETIAS and other relevant systems to the public and manage stakeholders.		- Ensure effective stakeholders' management in relation to the other objectives. - Ensure the general public is provided with all relevant information in relation to applying to ETIAS by managing the content of the ETIAS public website.	
Indicator	Target		Baseline
Regulatory compliance.	100% of information specified in article 71 of the ETIAS Regulation (EU) 2018/1240 are provided on the public website.		n/a - entry into operation pending

Objective 6		Expected Result 6	
Lead the operational actors in a coordinated manner in view to delivering operational excellence.		Ensure knowledge, best practices and guidelines are shared through the establishment of effective cooperation networks with the ETIAS National Units and other operational stakeholders.	
Indicator		Target	Baseline
Indicators, targets, and baselines to be agreed with operational partners.		90%	n/a - entry into operation pending

Objective 7		Expected Result 7	
Ensure the development of harmonized practices in the community of practitioners.		Ensure that common practices in the assessment of ETIAS applications of third country nationals subject to ETIAS are harmonized among Member States.	
Indicator	Target	Baseline	
Indicators, targets, and baselines to be agreed with operational partners.	90%	n/a - entry into operation pending	

Key Activity 3.2 Implementation of the HR Strategy and improvement of working environment	
Overview of the key activity - HR strategy implemented, legal framework consolidated, - Transition to the new structure completed and recruitments executed (including standing corps) on time with the aim to ensure timely onboarding in line with the EBCG Regulation. - New premises project initiated, and corporate support services provided to staff and stakeholders.	
Link to the multi-annual objective(s)	
Multiannual objectives 1, 2 and 4	
Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives	
Horizontal activity General Actions (action 16.1, 16.3, 16.4 and 16.5)	Horizontal activity
Financial resources	Human resources
EUR 322,254,781	108

Objective 1		Expected Result 1	
Full implementation of the HR regulatory framework, ensuring full availability of empowered workforce, operating within engaging, safe, inclusive and ethical workplace and delivering work excellence.		- Increased employer attractiveness, staff wellbeing and motivation. - Recruitment process optimised, including the better diversity balance especially with regards to gender and nationality representation. - Holistic occupational health and safety management system in place allowing high standards of duty of care.	
Indicator	Target	Baseline	
- Occupancy rate - Turnover - People engagement index - Survey results on diverse workforce/inclusive workplace	>94% - Below 4% 80% >60% positive outcome	83% in Dec 2022/ 90% in Dec 2023 4,8% (2023) 74% according to Staff Survey 2023 55% total favourable answers to Staff Survey 2023	

Objective 2		Expected Result 2	
Providing qualitative, efficient and customer-centric HR services by continuously optimising processes and shifting to digital solutions.		- Progressive introduction of the HR ticketing tool and HR Service desk - Introduction of e-RCT tool in line with the evolution of COM's driven HR transformation project	
Indicator	Target	Baseline	
- Response time to tickets - Staff satisfaction survey	2 days >60% positive outcome	- N/A - lack of e-tools/no standardized measured data available 55% total favourable answers to Staff Survey 2023	

Objective 3		Expected Result 3	
- Continue the delivery of facility and corporate services while progressing towards efficiency increases and compliance with greening initiatives. - Support to the implementation of the Frontex Permanent Premises project.		- The existing workspace is used in an optimal way to accommodate organisational growth prior to the relocation to the Agency's Permanent Premises. - Environmental strategy developed. - Efficiency improvements in building management. - Initial design documentation approved	
Indicator	Target	Baseline	
- Request first response time. - Payments delay. - Project timeline.	- No later than the next working day. < 4% late payments in terms of value. - Building permit obtained.	- Varying, from a few hours to few days. <7% late payments in terms of value. - Contractual Project approval milestones.	

Key Activity 3.3 Upgrade of the Agency's ICT infrastructure, security and information management.

Overview of the key activity

- ICT strategy priority projects delivered (inter alia FADO, Access to SIS, Return Digitalisation)
- ICT systems operational and services offered with requested quality.
- Digital infrastructure upgraded.
- Alignment of the EUROSUR integrated framework with legislative requirements and needs of the EBCG community.
- Development of necessary adjustments in the ICT systems and infrastructure to ensure compliance with data protection and security rules.
- Security services provided, risk assessments conducted and established legal framework fully implemented.

Link to the multi-annual objective(s)

Multiannual objectives 1, 2 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Component 1 - Border Control (action 1.5, 1.7) Component 3 - Risk analysis (action 3.1, 3.3) Component 4 - Cooperation between Member States and Frontex (action 4.4, 4.5) Component 9 - Return (action 9.1) Component 10 - State-of-the-Art Technology (action 10.4)	Strategic Guidelines 10.1 to 10.7
Financial resources	Human resources
EUR 58,594,436	91

Objective 1	Expected Result 1	
Maintain the current upgraded ECN 1.0 and implement ECN 2.0 Programme (centralised version of EUROSUR).	▪ Ensuring operational continuity of the Frontex Restricted Network. ▪ Achieving IATO or FATO. ▪ Better integration of digital applications in classified networks. ▪ Deployed Data Platform and enhance EUROSUR	
Indicator	Target	Baseline
Achievement progress	Full achievement of Programme objectives	Kick-off of the Programme

Objective 2	Expected Result 2	
Implementation of a central data management platform capability in RUE and UNCLA.	Deployed Data Platform components in Frontex Restricted Network and in Unclassified Network supporting realisation of strategic goals.	
Indicator	Target	Baseline
Implemented Data Platforms in Restricted and Classified	Full implemented Data Platforms in Restricted and Classified	Decentralised EUROSUR

Objective 3	Expected Result 3
Run, improve and sustain the 24/7 Security Operational Centre, notably in view of the EES and ETIAS entry into operations.	SOC working in 24/7 mode.

Indicator	Target	Baseline
- No. of SOC capabilities in place in running. - No. of Cyber risks mitigated based on SOC detections	Fully covered cybersecurity regulation requirements of operational SOC	Functional SOC deployed Nov 2023

Objective 4		Expected Result 4
Provision of 1st, 2nd and 3rd line support for ETIAS and other entities.		Full operational availability 24/7 to support the organization.
Indicator	Target	Baseline
No. of tickets managed during night shift.	Full operational availability 24/7 to support the organization.	ICT support provided only in business hours

Objective 5		Expected Result 5
Digitalise core processes for managing the deployment of standing corps.		Greater efficiency and accuracy in the technical equipment administration of the standing corps and asset inventory.
Indicator	Target	Baseline
No. of digitalised basic processes	Deployed platform to manage basic incidents related to standing corps	Manually controlled processes of managing standing corps (e.g. excel, email)

Objective 6		Expected Result 6
Implementation of Zero Trust Architecture to further reduce threat surface and maximize use and authority of strong authentication.		Significant reduced threat surface and maximised use of modern and strong authentication.
Indicator	Target	Baseline
25%	80%	18 %

Objective 7		Expected Result 7
Build a software factory capability in the Agency.		Improved quality and timeless of the delivery.
Indicator	Target	Baseline
DevOPS tool functional for managing all developments	Established Software Factory capability	Distributed development without central management

Objective 8		Expected Result 8	
Further develop the recently set up of the Enterprise Architecture (EA) practice.		Reduction of non-standard business processes, of redundant data, of technical errors and costs, of duplicate technology and application.	
Indicator		Target	Baseline
No of services achieved towards full maturity of EA Practice		3	2

Objective 9		Expected Result 9
Ensure enhanced situational awareness and increased reaction capabilities for the whole EBCG, via state of the art technical and business capabilities developed in line with the requirements set by the legislator for the EUROSUR Integrated Framework.		Enhanced situational awareness and operational reaction capabilities for the EBCG community and progressing alignment with legislative requirements.
Indicator	Target	Baseline
▪ Delivery of the milestones set in the EUROSUR programme roadmap. ▪ Delivery of the European Technical Component (ETC) releases roadmap. ▪ Roll-out of situational reporting capabilities in the unclassified domain.	▪ Target: Schedule variance +/- 5%. ▪ Target: variance +/- 5% of the schedule of deliverables agreed with MS/SAC experts during EFN meetings. ▪ Single event reporting capabilities rolled-out to all NCCs.	▪ EUROSUR programme roadmap adopted in Q3 2023. ▪ ETC Roadmap agreed with MS/SAC during each EFN meeting. ▪ Single event reporting for the EUROSUR domain available only in the EUROSUR application in EU-R.

Objective 10		Expected Result 10
Digitalise core processes of HR management.		Greater efficiency and accuracy in the management of HR processes.
Indicator	Target	Baseline
No. of digitalised basic processes	Deployed platform to manage the requests from staff and delivery of services to staff.	Manually controlled processes (e.g. excel, email)

Objective 11		Expected Result 11
Full compliance with regulatory framework for physical security as well as data/systems security.		For what concerns compliance with security rules established: correct handling of European Union Classified Information, including classified Communication and Information Systems, correct implementation of Frontex Security Rules based on Commission's Decisions 2015/444 and 2017/46.
Indicator	Target	Baseline
Number of security incidents	Reduce number of security incidents to zero	Analysis of security incidents occurred and training plan for reduction

Objective 12		Expected Result 12
Efficient provision of all security services provided by SEC unit.		▪ Qualitative security risk analysis following recognised and established security risk analysis models timely executed on request. ▪ Frontex Security Rules implemented by specific detailed decisions. ▪ Development of the concept for field security.
Indicator	Target	Baseline
▪ Number of security risks analyses successfully executed. ▪ Adherence to requirements of Frontex Security Rules.	▪ All requested security risks analyses executed. ▪ Full adherence to Frontex Security Rules.	▪ Security risk analysis following recognised and established security risk analysis models. ▪ Frontex Security Rules and implementing decisions based on European Commission Decision 2015/444 and 2017/46.

Objective 13		Expected Result 13	
Develop, review and maintain the Business Continuity Management System.		- BCP reviewed and updated. - Exercise organised against a specific identified scenario.	
Indicator		Target	Baseline
- The number and type of tests or exercises conducted or participated. - Business Impact Analysis (BIA) completion rate - Business Continuity Plan (BCP) coverage. - BCP review frequency.		- Preselected staff members. - Business Continuity Policy & Business Continuity Plan tested.	BCPs are reviewed and updated to reflect changes in the business environment and requirements.

Key Activity 3.4 Compliance on financial, legal and contractual matters

Overview of the key activity

- Compliance with legal framework ensured on financial, legal, procurement and contractual matters.
- Improved budgetary planning and implementation.
- Effective support services offered on financial, legal, procurement and contractual matters.

Link to the multi-annual objective(s)

Multiannual objectives 1, 2 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Horizontal activity	Horizontal activity
Financial resources	Human resources
EUR 1,122,650	64

Objective 1		Expected Result 1
Improve financial processes and structures in the agency to comply with the legality and regularity of financial transactions more strictly.		Full compliance with financial framework.
Indicator	Target	Baseline
- Percentage and importance of deviations and non-compliances brought on by financial regulation infringements. - Number and relevance of audit findings by the EU court of auditors (ECA)	- The ultimate goal is to have no transactions that fail to comply with the legality and regularity of financial transactions, so the target is to significantly decrease the current number of irregularities, exceptions, and non-compliance events. - No findings classified as critical or qualified and only limited number of improvements recommendations. The target is to maintain the existing situation in which there have been no transactions that are in breach of the legality and regularity of financial transactions	- The prior year will serve as the baseline. By counting the number of transactions and amounts with compliance issues. - Compare proportionally with relevant EU agencies. Completion of past years recommendations.

Objective 2	Expected Result 2
Improve budgetary procedures at all stages of the budget cycle, from planning to execution.	Effective budget management, alignment with EU institutions best practices and indicators.

Indicator	Target	Baseline
Budget implementation for C1, C8 funds	Budget implementation of at least 95% for C1 and C8 funds. Full alignment between forecasted expenditure at beginning of a financial year and its implementation at year end.	Constant improvement from previous years

Objective 3		Expected Result 3
Timely and proactive delivery of legal advice and efficient legal risk management of the Agency's activities, leading to continuous reduction of operational and other risks for the Agency and ensuring that the implementation of the Agency's reorganisation process is accompanied by robust but flexible legal instruments.		Maximum compliance with the applicable legal framework, coupled with minimum risk of non-compliance.
Indicator	Target	Baseline
Identification and mitigation of serious risks of non-compliance with the legal framework.	The majority of legal risks shall be identified, and the relevant mitigation measures implemented.	Not all legal risks are currently identified. Mitigation measures proposed by LEG are not always implemented by entities of the Agency.

Objective 4		Expected Result 4
Timely processing of procurement requests, in line with the Financial Regulation, procurement workflow and best procurement practices, preceded by the Annual Procurement Plan and accompanied by expert advice and support to the ordering unit, including the support in form of trainings on public procurement and on contract management to enable not only minimalization of the purchasing risks but also an effective delivery of the Frontex mandate and budget execution.		- Timely conclusion of procurement procedures and signature of contracts, in full compliance with the applicable legal framework. - Digitalisation: Securing efficient and fully digitalised management of Frontex's procurement procedures from early planning to contract signature; increased automation of relevant workflows and facilitation of procurement processes for all actors involved. - Training: strengthening of Frontex's staff understanding of public procurement, resulting in submission of higher-quality tender documentation and avoidance of procurement-related oversights.
Indicator	Target	Baseline
- Indicator 1: The submitted procurement requests to be processed during the year. - Indicator 2: All the available tools of EC Commission in relation to procurement are fully integrated and operational. - Indicator 3: Effective training events and workshop on different procurement-related topics.	- Target 1: 90% of submitted procurement requests are concluded within the year. - Target 1: The satisfaction of Procurement Sector's clients is $\geq 70\%$ - Target 2: 100% of the open procedures to be processed via Public Procurement Management Tool (PPMT). - Target 3: the satisfaction rate expressed by the participants in trainings via a survey is $\geq 80\%$. - Target 3: 5 training sessions.	- Baseline 1: Effective handling of procurement requests. - Baseline 1: The satisfaction rate of Procurement Sector's clients - Baseline:2: Full and due transition of the Agency to paperless procurement. - Baseline 3: Successful outcome on procurement trainings. - Baseline 3: Adequate number of trainings.

Strategic Objective 4

Intelligence-driven agency with priority-based decision-making.

Key Activity 4.1 Anchor intelligence as a key enabler for the strategic and operational EIBM planning processes focusing on forecasting and ensure enhanced awareness through the knowledge generated by situation monitoring, risk analysis and assessing vulnerabilities, while exploiting the Commission-led Schengen Evaluations.	
Overview of the key activity • Through the delivery of comprehensive knowledge products, including VA and RA, provide timely and reliable basis for strategic and operational planning • Communicating with decision-makers on intelligence and support them in providing timely and informed responses to emerging threats.	
Link to the multi-annual objective(s)	
Multiannual objectives 1, 2 and 3	
Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives	
Component 1 - Border Control (action 1.7) Component 2 - Search and Rescue (action 2.3) Component 3 - Risk Analysis (action 3.1, 3.2, 3.3, 3.4) Component 4 - Cooperation between Member States and Frontex (action 4.3, action 4.6) Component 6 - Cooperation at European level (action 6.2) Component 8 - Measures within the Schengen Area (action 8.1) Component 11 - Quality Control Mechanism (action 11.1)	As linked in the TO EIBM Strategy
Financial resources	Human resources
EUR 5,574,507	59

Objective 1		Expected Result 1	
Defining the selective monitoring of pre-frontier areas in relation to EUROSUR Fusion Services.		Intelligence produced for the use of EFS.	
Indicator	Target		Indicator
Number of intelligence products used for EFS.	Intelligence monthly product with content relevant for EFS (or on demand).		No intelligence products used for the purpose.

Objective 2		Expected Result 2	
Regular monitoring of the adequacy and the attribution of impact levels to border sections.		1. Attributed impact levels reflect up-to-date analysis of impacts of threats and vulnerabilities per border section. 2. Border section impact levels are regular monitored and, if necessary, adapted.	
Indicator	Target		Indicator
1. Regional intelligence reports include impact levels per border section. 2. Regular (ad-hoc in case of crisis situations, indication by EUROSUR or minimum monthly) intelligence analysis for the attribution of impact levels per border section according to an established methodology.	1. Intelligence monthly product with content relevant for EFS (or on demand). 2. 12 intelligence reports for operational prioritisation including impact levels per border section. 3. Fully fledged methodology (y/n) used for the regular monitoring of situations at the EU external borders (minimum 12 times per year) and adjustment of impact levels if necessary and based on intelligence analysis.		1. 12 OCB reports. 2. No comprehensive methodology followed consistently.

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Objective 3		Expected Result 3	
Continue supporting MS and SAC with their efforts to enhance the quality of data needed for reliable and high-quality vulnerability assessment reporting, including the use of a fully-fledged Vulnerability Assessment Application (VAP).		- Shorter timeline for the core vulnerability assessment process, the annual Baseline Assessments, and the subsequent issuing of recommendations. - Full functionality of VAP application as enshrined in Project Initiation Documents. - Further improvement the VAP data collection module (VAP DCM) and making the VAP DCM available as of 15 November of each year, enabling Member States to better prepare their data collection.	
Indicator		Target	Baseline
- Shorten overall Vulnerability Assessment Baseline Assessment timeline and establish 31 July as yearly final endpoint for the establishment of recommended measures. - VAP availability during Baseline Assessment data collection phase above 95%. - All VAP modules are functional.		- VAP fully rolled out by 31 December 2024. - VAP DCM available each year by 15 November.	01.01.2024: only VAP DCM in use. 2023: VAP DCM for the first time made available on 15 November (this timeline is to be upheld from 2023 onwards).

Objective 4		Expected Result 4	
Develop forecasting capability for analysis purposes and design mathematical/statistical models for the EIBM access control models.		Basic forecasting capability is developed and used for analysis.	
Indicator	Target		Baseline
Forecasting generated by using the basic foresight tool in 80% of the intelligence products of INTEL Division (beside descriptive analysis).	Foresight in form of trend analysis, scenarios, simulations, etc. in 80% of the INTEL Division analysis products including the attribution of impact levels per border section.		2024: only outlooks as result of risk analysis.

Objective 5		Expected Result 5	
Maintain pre-warning capability to feed products on irregular migration and border-related events, strategic, mid and long-term decision making, cross-border crime prevention and fighting, detection of document fraud, knowledge generation on secondary movements and return activities.		- Strategic and tailored intelligence products in line with the expectations by the stakeholders and the applicable standards & methodologies. - The EUROSUR analysis layer is timely updated and comprehensive.	
Indicator	Target		Baseline
- Risk register (analytical data base) used as well for categories others than irregular migration. - Further improvement of the specialised maritime analysis capability.	- Expanded used of pre-warning capability to cover wider spectrum (areas, time horizons, focus areas). - Enhanced analytical products with the support of dedicated analytical tools.		2024: risk register used for irregular migration. 2023: basic profile and maritime analysis.

Objective 6		Expected Result 6	
Ensure high quality of data and geospatial analytics to be readily available to the Agency and the wider EBCG community, as well as data fusion.		1. Data literacy is increased within the Agency and the wider EBCG community. 2. Expansion of available data sources necessary for analysis. 3. The information contributing to intelligence production is reliable, timely and comprehensive.	
Indicator	Target	Baseline	
1. Data and geospatial trainings delivered to internal stakeholders. 2. Data and geospatial trainings delivered to MSs and other external stakeholders. 3. Number of new data sources. 4. % of data and geospatial requests delivered on time. 5. Level of satisfaction of core users with available tools. 6. Number of new regular automated products made available to users. 7. Access to databases and specialist periodicals, in all formats, and other electronic resources.	1. One general data and geospatial training delivered for internal stakeholders every quarter. 2. One online interactive data and geospatial training for external stakeholders for each data collection. 3. New external data and information sources identified and used to cover 60% of identified needs. 4. 90% of requests are delivered on time. 5. Level of satisfaction of core users with available tools is 80%. 6. Six new regular automated products made available to users. 7. Access to databases and specialist subscriptions cover 60% of identified needs.	1. 2023: trainings delivered only on request. 2. 2023: only pre-registered trainings available. 3. 2023: one new data source identified and used. 4. 2023: 90% of requests are delivered on time. 5. 2023: information not available. 6. 2023: six new regular automated products made available to users. 7. 2023: Access to data on air traffic and a framework contract on access to specialist periodicals.	

Objective 7		Expected Result 7	
Provide the foreseen analysis and inputs to Schengen Governance and the Schengen Evaluation Mechanism, administer the Agency pool of Schengen Evaluation observers, support Schengen evaluations with dedicated observers.		1. Support Schengen evaluations with Frontex observers. 2. Support Schengen evaluations with targeted coordinated Agency analytical input. 3. Regular divisional input for Schengen reports, notably the recurring Schengen Barometer.	
Indicator	Target	Baseline	
1. Number of observers in Schengen Evaluations. 2. Number of analytical inputs to Schengen Evaluations. 3. Number of INTEL inputs for Schengen reports.	1. All Schengen Evaluations have dedicated Frontex observers. 2. Analytical input provided to all Schengen evaluations. 3. INTEL input provided to Schengen Barometer and other relevant Schengen reports.	Schengen evaluations are supported with a compilation of products. Observers are invited by the Commission and selected by Frontex. Regular input to Schengen reports (e.g. Schengen Barometer).	

Objective 8	Expected Result 8		
Providing regular analysis in the air-border domain on aspect relevant to the EIBM	1. Intelligence for air border domain produced for an overall understanding of passenger and irregular migration flows, migrant smuggling activities, document fraud and related cross-border crime. 2. Intelligence is shared with stakeholders and for policy making in the air border domain. 3. Intelligence for operational planning processes and specific phenomena, e.g., analysing air routes towards countries neighbouring the EU with onwards movements to the EU/SAC.		
Indicator	Target	Baseline	

1. Tailored air border products and air border intelligence chapters in regional intelligence products.	1. Regular air border intelligence reporting in regional intelligence products (see above) also used for the attribution of impact levels per border section and the operational prioritisation.	1. 2024 air border risk analysis for the AB-RAN and for EU COM on demand.
2. Tailored air border intelligence for stakeholder requirements.	2. 360-degree intelligence analysis including air border domain in the intelligence products for operational planning and prioritisation (regional intelligence products).	2. Baseline 2024: single air border risk analysis reports.

Key Activity 4.2. Establish intelligence methodologies and standards as well as triggering the development of tools, platforms and driving capacity building for enabling the EBCG intelligence cycle.

Overview of the key activity

- Implement the revised intelligence methodologies and standards including the application of enhanced assessment tools
- Fully implementing of the EIBM intelligence functions across the Agency
- Continuing capacity building and enhancing intelligence skills of FX staff
- As the Frontex coordination hub for Schengen-related matters, tighten cooperation with the Schengen Evaluation Mechanism to enhance interoperability through regular and direct contact and exchange of knowledge.

Link to the multi-annual objective(s)

Multiannual objectives 1, 2 and 3

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Component 3 - Risk Analysis (action 3.1, 3.3)	Policy Priorities B1 and B2
Component 4 - Cooperation between Member States and Frontex (action 4.3)	
Component 11 - Quality Control Mechanism (action 11.1, 11.3)	
Financial resources	Human resources
EUR 266,659	45

Objective 1		Expected Result 1
Ensure interoperability and maximised synergies between the Schengen Evaluation Mechanism and vulnerability assessment. To attain this objective, serve as the Agency's focal point / coordination hub for all SEM and general Schengen-related matters		1. Relevant INTEL / SEM reports are shared between the Agency and the European Commission. 2. Ensure timely and coordinated information flow on all INTEL / Schengen matters via a single Agency coordination hub.
Indicator	Target	Baseline
INTEL / SEM reports are shared as required by Article 2 of the ED Decision no. R-ED-2020-27	100% of shared documents required by Article 2 of the ED Decision no. R-ED-2020-27	In 2023 partial fulfilment of the requirements of Article 33 of the EBCG Regulation

Objective 2	Expected Result 2
Upgrade tools and platforms to support activities such as data collection, reporting	1. Further develop the suite of vulnerability assessment tools. 2. Share vulnerability assessment tools (e.g. various types of Simulation Exercises) as a service to Member States.

and operational assessments, also for the benefit of national quality control systems		
Indicator	Target	Baseline
Number of Member States using assessment tools	At least one Member State uses assessment tools for the benefit of their national quality control measures in 2025	All assessments formally conducted by INTEL. No vulnerability assessments made on voluntary bases as a service by/to Member State.

Objective 3	Expected Result 3	
Management and increased awareness of applicable methodologies according to the EIBM intelligence strategy.	1. Strategic and tailored intelligence products in line with the expectations by the stakeholders and the applicable standards & methodologies. 2. Intel division staff is trained and fit-for-duty. 3. INTEL division external stakeholders are aware of its output.	
Indicator	Target	Baseline
1. Consultancy and data scientists hired. 2. Deliverables available according to the project(s) plan.	1. Forecasting, scenarios, early warning methodologies created in place. 2. Methodologies for ETIAS screening rules in place.	1. 2024: Basic forecasting methodology (current data, current priorities for irregular migration). 2. 2024: Qualitative approaches for scenario development.

Objective 4	Expected Result 4	
Improved and wider data access, while maintaining clear access rules via data collection plans and access management policies.	• Increased awareness of stakeholders on data access rights. • Data collection plans and access management policies are up to date.	
Indicator	Target	Baseline
1. Number of awareness sessions delivered to external stakeholders. 2. Number of data collection plans and access management policies drafted or reviewed.	1. One awareness session delivered to each working group related to data collection activities. 2. All available datasets are governed via a data collection plan and an access management policy.	1. 2023: data management policies under review. 2. 2023: 70% of available datasets are governed via a data collection plan and an access management policy.

Key Activity 4.3. Strengthen cooperation and collaboration in the field of European integrated border management for enhancing the sharing of information and intelligence with internal and external stakeholders, including Third Countries.

Overview of the key activity

- Maintaining the established intelligence networks and new forms of cooperation
- Supporting and promoting intelligence-driven operational activities
- Maintaining and establishing of new interagency cooperation in the area of the information exchange and intelligence.

Link to the multi-annual objective(s)

Multiannual objectives 1, 2 and 3

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Component 1 - Border control (action 1.7) Component 3 - Risk Analysis (action 3.1, 3.3, 3.4, 3.5) Component 4 - Cooperation between Member States and Frontex (action 4.4) Component 6 - Cooperation with Third Countries (action 6.2) Component 8 - Measures within the Schengen area (action 8.2)	Policy Priorities B2 and B3
Financial resources	Human resources
EUR 10,661,462	41

Objective 1		Expected Result 1
Processing and exchange of operational personal data of natural persons with the law enforcement authorities of the Member States, Europol and Eurojust		Operational Personal Data are exchanged with Europol, Eurojust and Law Enforcement authorities in MS according to the established Working Arrangements and governance models as well as according to partner's requests and Frontex notifications, in full respect of the data protection rules and business processes.
Indicator	Target	Baseline
Providing Operational Personal Data to the stakeholders according to Article 90 of the Regulation in full respect of the data protection rules.	1. Agreed WA with all stakeholders mentioned in Article 90 but minimum with Europol as basis for the transfer of operational personal data in full respect of data protection rules. 2. Personal data are submitted to Europol according to requests and Frontex notifications in full respect of the data protection rules.	No WA arrangement with Eurojust and MS allowing the submission of operational personal data and only data transfer to Europol based on a governance model.

Objective 2		Expected Result 2
Supporting the planning, implementation, evaluation and prioritisation of joint operations and rapid border interventions.		Intelligence products are produced and tailored for operational planning processes, the prioritisation of operational activities and all operational phases (planning-implementation-evaluation).
Indicator	Target	Baseline
New intelligence product(s) for the operational initiation process and synchronised regular updates (in form of regional intelligence reports including impact levels per border section and forecasting) as well as intelligence analysis for the evaluation of the joint operations.	Synchronised intelligence product portfolio for all operational phases.	2024: AOI as risk analysis for the operational initiation process with not synchronised weekly, biweekly, and monthly risk analysis for single joint operations.

Objective 3		Expected Result 3
Elaborate passenger flow-centric analyses to inform decisions at the level of the individual within the respective EIBM policy, planning and risk management frameworks, such as ETIAS, VIS, and border checks, as well as for the purpose of developing a pre-warning mechanism		Screening rules and other intelligence products are produced for the passenger flow centric analysis.
Indicator	Target	Baseline
Screening rules for ETIAS depending on the start ETIAS date.	Developed Screening Rules on request of COM, MS or indicated by ETIAS system with a high quality and based on ETIAS data, CRRS if available, intelligence	2024: Project for building ETIAS related risk analysis for screening rules.

	analysis including TC analysis and using the forecasting tool.	
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Objective 4		Expected Result 4
Managing human intelligence activities for risk analysis purposes in close cooperation with Operations.		Standards for data collection by debriefing irregular migrants arrived are established for the implementation of the Contingent Management Unit
Indicator	Target	Baseline
The deployed standing corps officer debriefers are qualified, available in necessary numbers for data collection needs for intelligence and deployed according to the INTEL Division business needs.	SOPs for the SC debriefer/screener recruitment, training, deployment, executing debriefings and established reporting lines in means of field intelligence collection for intelligence analysis on HQ level.	2024: Transferred debriefer management is not based on SOPs and is not standardised.

Objective 5		Expected Result 5
Design and issue of measures to ensure MS preparedness to present and future challenges, to be implemented also with the support of the Agency		1. Start-to-finish task completion across CRU process portfolio introduced. 2. Further efficiency gains during the implementation lifecycle of recommended measures. 3. Alignment of required Member State reporting for recommended measures under VA/SEM if/where possible to lessen workload for MS/SAC.
Indicator	Target	Baseline
1. First start-to-finish pilot completed by the end of 2024. 2. Analysis of possibilities for alignment of MS-reporting Action under SEM/VA.	1. By the end of 2025 start to finish working method introduced in CRU. 2. Two meetings with COM on the subject in 2025	1. In 2023 VAU organised in two sectors. 2. Two different reporting schemes owing to different scope of VA and SEM and distinct legislative frameworks.

Objective 6		Expected Result 6
Monitoring of progress in the implementation of measures including flagging risks of delay and ensuring the Agency's support towards MS in such cases.		1. Pre-warning system for measures reaching expiration stage. Including increased awareness of all stakeholders. 2. Efficient use of foreseen escalation channels.
Indicator	Target	Baseline
1. Risk of non-implementation is recognised and communicated 2. Traffic-light like overview is regularly shared with MB Secretariat.	100% of measures under implementation are monitored and the risk of non-implementation is recognised and communicated to all stakeholders	All necessary monitoring tools (escalation, extensions, etc.) are used

Objective 7	Expected Result 7
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Coordinate and enhance EUROSUR Fusion Services for providing the Member States and the Agency with value-added information services	1. EFS service catalogue is maintained and enhanced. 2. EFS supply chain for services in the EFS catalogue is managed. 3. Copernicus Contribution Agreement is implemented.	
Indicator	Target	Baseline
1. EFS catalogue contains services covering all information sources as outlined in the EBCG regulation. 2. Commercial contracts and EMSA/EFCA/SatCen/EUROCONTROL SLAs are available and implemented. 3. Required plans and reports are provided within the given deadlines.	1. 100% listed sources covered. 2. 100% contracts in place. 3. Plans and reports are provided within the given deadline.	1. 56% listed sources covered. 2. 100% contracts in place. 3. Plans and reports are provided with an average of more than 100 days delay.

Objective 8		Expected Result 8
Maintain and monitor further development of existing risk analysis networks (FRAN, S-RAN, EDF-RAN, MIC-RAN, WB-RAN, EaP-RAN, CBC-RAN) and cooperation bodies (AFIC and others).		1. Risk analysis networks meet regularly and according to the HLWG activity plan implementing Executive Director Decision No R-ED-2023-90. 2. Cooperation bodies meet regularly.
Indicator	Target	Baseline
1. Regular WG, Sub-group meetings according to Executive Director Decision No R-ED-2023-90 for intelligence purposes. 2. Cooperation bodies meet regularly to exchange information and intelligence.	WG, subgroup and cooperation bodies meeting for intelligence purposes supporting the EIBM intelligence by keeping close and good cooperation with MS/SAC, Third-Country and other partners.	2024: calendar of WG, sub-group and cooperation bodies meetings.

Strategic Objective 5

Excellence in governance and robust partnerships for consistent attainment of strategic objectives.

Key Activity 5.1. Steer and enable the Agency's continuous improvement and transformation

Overview of the key activity

Based on the Agency-wide process of transformation concerning both, its strategic direction to better align with the extended mandate, as well as reorganisation of its structure, Frontex continues its endeavours towards achievement of optimised internal development of its functions and processes. The principle of continuous improvement drives transformational activities towards achieving excellency in governance. In this vein, Frontex strives to develop a comprehensive governance framework aimed at optimising a way of working, that is agile and responsive, participatory, accountable, and transparent, enabling the Agency to reach increased efficiency and value-adding deliverables. Synchronisation of undertakings across the Agency with the strategic direction and expected results will be consistently pursued, ensuring a coherent and streamlined approach is applied at all levels of the Agency and introducing preventive and corrective measures in areas identified for improvement.

Frontex continues to fully engage in cooperation with its stakeholders and oversight authorities and constantly review its work in this area. The evaluation and reporting processes will be further assessed and fine-tuned under the strategic steering of Frontex's management and the Management Board to reflect the Agency's commitment to effective improvement.

The complexity of the Agency requires that collaboration and commitment of its staff is well streamlined and supported to be able to effectively integrate and synergise activities at all levels with a view of common purpose and direction. Internal communication channels will be further developed, to promote inclusiveness and staff engagement in pursuing an enhanced spirit of cooperation.	
Link to the multi-annual objective(s)	
Multiannual objectives 1, 2, 3 and 4	
Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives	
Horizontal activity	Horizontal activity
Financial resources	Human resources
-	16

Objective 1	Expected Result 1		
- Perform assessment of the outcomes of organisational transformation to identify opportunities for improvement. - Further embed transformation disciplines into 'business as usual', stabilising processes at all levels of the Agency.	- Processes are aligned within the new structure and internal modes of cooperation are improved. - Transformed functions and processes are fine-tuned and soundly managed with streamlined and informed decision-making in place. - Staff members are well informed and aware of their role and responsibilities, aligned with the transformation objectives.		
Indicator	Target	Baseline	
- Number of alignment meetings with key stakeholders - Regular exchanges and coordination meetings involving staff and management	- Quarterly meetings of key stakeholders 90% attendance to entity-level meetings	- N/A - Number of meeting participants	

Objective 2	Expected Result 2		
Continuously improve internal procedures and policies to optimise process management across the organisation.	- Areas are identified for further harmonisation and improvement of procedures and policies. - Efficient cooperation with internal stakeholders.		
Indicator	Target	Baseline	
Number of policies revised	100% of internal policies revised	N/A	

Objective 3	Expected Result 3		
Ensure Agency-wide alignment and cooperation on strategic and horizontal matters.	- Entities are supported in delivering their tasks and an integrated approach to cross-cutting matters is applied. - Consistency and high-quality is ensured in consolidating Frontex's contributions and actions.		
Indicator	Target	Baseline	
- Number of management strategic meetings - Number of cross-entity meetings	90 % of attendance of stakeholders 90 % of attendance of stakeholders	- Weekly frequency for cross-entity meetings - Bi-weekly frequency for strategic meetings	

▪ Number of horizontal tasks handled	▪ 90% of tasks completed within deadline	▪ 80% attendance of stakeholders (including deputizations)
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Objective 4		Expected Result 4
Coordinate cooperation with the Management Board and its subsidiary bodies, ensuring timely delivery of high-quality inputs and documents as well as adequate follow-up on decisions and requests.		▪ Areas identified for further harmonisation of procedures and policies. ▪ Well established process of cooperation with the Management Board in providing high-quality and timely contribution.
Indicator	Target	Baseline
▪ Number of Management Board and subsidiary bodies' meetings supported ▪ Timely delivery of documents to the Management Board and subsidiary bodies	▪ Regular and ad-hoc meetings fully supported ▪ 95% of documents are submitted within set deadlines	▪ Regular meetings of the Management Board supported in 2023: five (5) ▪ Regular meetings of the Executive Board supported in 2023: five (5) ▪ Regular meetings of the Working Group on Budget and Accounts supported in 2023: seven (7)

Objective 5		Expected Result 5
Further enhance internal communication channels and initiatives addressed to staff members facilitating information exchange and encouraging cooperation.		▪ Expanded awareness of staff on holistic functioning of the Agency and efficient communication channels for internal exchange of information. ▪ Intensified engagement of staff members in Frontex's community activities, underpinned by cooperative approach, better integration between different categories of staff and staff's identification with the Agency's objectives.
Indicator	Target	Baseline
▪ Number of articles, videos and animations produced and their impact on readers/consumers (engagement rate). ▪ Staff satisfaction with Frontex intranet measured via a survey. ▪ Participation of staff in regular meetings with the management ('Town Hall meetings').	▪ Number of articles and videos and engagement rate increased by 5% compared with 2023. ▪ Satisfaction with Frontex intranet increased by 5% compared with 2023. ▪ 55% of staff attend the meetings (in hybrid mode; including watching the video recording by staff who were on duty at the time of streaming).	▪ Number of articles and videos in 2023: 230. ▪ Number of likes in 2023: 5771. ▪ Number of comments in 2023: 699. ▪ To be established in 2024 when the survey will be conducted. ▪ 45% of staff attended the meetings in 2023.

Key Activity 5.2. Navigate the Agency's development towards the attainment of strategic objectives

Overview of the key activity

Frontex's 2027 Strategic Vision, based on five strategic objectives, will have been further elaborated and applied to the level of business units to contribute to the Agency-wide attainment of deliverables. Further work will be required to continue assessing and calibrating its implementation, along with Frontex's obligations stemming from the planning and programming documents, to adjust its components to internal and external developments, evaluate the effectiveness of its execution and, eventually, follow up with adequate mitigating measures, where areas for improvement have been identified.

The agile framework setting the Agency's direction will be continuously improved to ensure sufficient progress towards full realisation of tasks provided by the extended mandate of the Agency, in alignment with wider Frontex's ambitions and EU priorities as well as reviews and audit recommendations.	
Link to the multi-annual objective(s)	
Multiannual objectives 1, 2, 3 and 4	
Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives	
Horizontal activity	Horizontal activity
Financial resources	Human resources
EUR 12,610,009	16

Objective 1		Expected Result 1	
Enhance the framework supporting the implementation the Agency's strategic objectives, including the 2027 Strategic Vision, ensuring streamlined and coherent approach to execution of the strategic direction across the Agency.		- Implementation of strategic objectives is carried out in a timely and coherent manner. - Frontex's activities consistently progress towards the attainment of 2027 Strategic Vision and fulfilment of the extended mandate provided by the Regulation.	
Indicator	Target		Baseline
- Progress reports are prepared and submitted to stakeholders - Number of meetings attended on the topic	100% of regular and ad-hoc reports delivered 90% attendance to requested meetings		- N/A - Number of invitations and requests received

Objective 2		Expected Result 2	
Continuously improve products in the area of multi-annual and annual planning, programming and performance reporting that reflect Frontex's strategic direction, are comprehensive, relevant, and user-friendly.		High quality relevant content and convenient format of programming documents and reports for increased readability.	
Indicator	Target		Baseline
Feedback received from stakeholders is positive and reflects satisfaction with the improved documents	- High level of satisfaction expressed by the MB during the adoption process - High level of satisfaction of staff engaged in the preparation of the document as regards execution and management of the process (via short interviews with the staff)		N/A

Objective 3		Expected Result 3	
Enhance the framework supporting the implementation the Agency's strategic objectives, including the 2027 Strategic Vision, ensuring streamlined and coherent approach to execution of the strategic direction across the Agency.		- Implementation of strategic objectives is carried out in a timely and coherent manner. - Frontex's activities consistently progress towards the attainment of 2027 Strategic Vision and fulfilment of the extended mandate provided by the Regulation.	
Indicator	Target		Baseline
- Progress reports are prepared and submitted to stakeholders - Number of meetings attended on the topic	100% of regular and ad-hoc reports delivered 90% attendance to requested meetings		- N/A - Number of invitations and requests received

Feedback received from stakeholders is positive and reflects satisfaction with the improved documents	- High level of satisfaction expressed by the MB during the adoption process - High level of satisfaction of staff engaged in the preparation of the document as regards execution and management of the process (via short interviews with the staff)	- N/A - N/A
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Key Activity 5.3. Firm embedment of transparency and accountability into the cultural fabric of Frontex

Overview of the key activity

Frontex ensures prioritisation of transparency in performing its tasks and accountability for its actions as Agency's guiding principles. The Agency continues efforts directed at firmly embedding these principles into its culture, emphasising its significance for maintaining institutional integrity, increasing the public trust, and leading an open and constructive dialogue with its main stakeholders.

The Agency ensures that its activities are performed in compliance with applicable legal framework, increasing effectiveness of its internal monitoring functions. It welcomes the feedback received through internal and external audit activities, further optimising monitoring and implementation mechanisms.

In both, internal and external dimensions, transparent and open communication on how Frontex operates through effective public reporting and proactively engaging with stakeholders is crucial to promoting Agency's efforts and building a community committed to supporting Frontex in fulfilling its mandate. Proactive sharing and promotion of products and services offered by the Agency, coupled with stakeholder-oriented approach by providing relevant and user-friendly information to its partners and the public, will be enhanced to raise visibility in media and increase public sponsorship, providing for better comprehension of the Agency's value-adding contribution to securing the EU's external borders.

Link to the multi-annual objective(s)

Multiannual objectives 1, 2, 3 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Horizontal activity	Horizontal activity
Financial resources	Human resources
EUR 1,034,000	21

Objective 1		Expected Result 1
- Further develop and apply a proactive approach towards Frontex's transparency and accountability obligations. - Shape and promote Frontex's positive image within the stakeholder community.		- Transparency policy is applied and further opportunities are identified to increase trust towards the Agency. - Increased awareness of Frontex's role and activities among the stakeholders and the public.
Indicator	Target	Baseline
- Number of reports shared proactively with stakeholders - Number of media engagements, including interviews and press requests	- Reports are delivered on a quarterly basis - Two interviews per month (24-25 in total) - Proactive engagement with journalists, regular updates to be sent out to media contacts, continue to answer all media requests in a timely manner	- Reports shared on a quarterly basis in 2023 20 interviews in 2023 - More than 4 000 press requests handled in 2023

Objective 2		Expected Result 2
- Manage public access to documents and information requests, ensuring coherent and transparent approach and timely submission of outcomes. - Manage Public Register of Documents and Transparency Register ensuring adequate updates and oversight. - Enhance monitoring functions of Frontex's activities related to responses to audit findings and implementation of recommendations of the scrutiny bodies.		- Frontex is compliant with its obligations and prioritises transparency and accountability towards its stakeholders. - Frontex is proactive in sharing information on its activities.
Indicator	Target	Baseline
- Documents required by the Regulation delivered in a timely manner and published on the website, if applicable - Items published in the Public Register of Documents	100% of PAD requests are handled within the set deadline 71% of cases released under PAD since 2016 to be made public via Public Register of Documents in 2025 - Increased number of items published in the Public Register of Documents	100% of PAD requests are handled within the set deadline 16.5% of cases released under PAD since 2016 made public via Public Register of Documents in 2023. - Number of items published in PRD in 2023: 363 results for 2023 Public Register of Documents

Objective 3		Expected Result 3
- Further develop external communication, including Frontex's website and social media channels. - Increase Frontex's visibility through delivery of high-quality media products and engagements with media.		- Increased awareness of Frontex's role and activities among the stakeholders and the public. - Strengthened image of Frontex as a reliable partner within the EBCG community. - Frontex is regarded as an attractive employer.
Indicator	Target	Baseline
Number of followers and impact of social media posts	- Facebook: 50.000 followers, avg. monthly reach 50-60.000, avg. monthly engagement < 1.000 - LinkedIn: 85.000 followers, avg. monthly reach 150-200.000, avg. monthly engagement 4 - 5.000 - Twitter: 70.000 followers, avg. monthly reach 200-220.000, avg. monthly engagement 1.5-1.7.000 - Instagram: 5.000 followers, avg. monthly reach 13-15.000, avg. monthly engagement 800	- Facebook: 45.000 followers, avg. monthly reach 55.600, avg. monthly engagement 1.7000 - LinkedIn: 75.000 followers, avg. monthly reach 193.700, avg. monthly engagement 4.000 - Twitter: 65.300 followers, avg. monthly reach 210.000, avg. monthly engagement 1.600 - Instagram: 2.600 followers, avg. monthly reach 11.500, avg. monthly engagement 500

Objective 4		Expected Result 4
Raise awareness and increase the promotion of Frontex's flagship strategic products and services.		- Increased awareness of Frontex's role and activities among the stakeholders and the public. - Frontex's reports are regarded as high-quality products and a solid source of information.
Indicator	Target	Baseline

▪ Increased number of articles and publications published concerning Frontex's products and services ▪ Number of relevant events and conferences attended	▪ 100% of products/services available to the public are published and promoted on Frontex's channels ▪ 80% of relevant events and conferences attended	▪ Number of products / services releasable to the public ▪ Number of invitations to relevant events / conferences received
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Key Activity 5.4. Developing robust cooperation with Member States and synergies with EU partners

Overview of the key activity

Together with EU Member States, Frontex shares the responsibility for the implementation of the EIBM. This requires close collaboration within the European Border and Coast Guard community, aligning our efforts and capabilities. At institutional level, the Agency will continue supporting and further strengthening the networks of liaison officers that act as the backbone for regular institutional exchanges and alignment, facilitating and enabling operational cooperation.

As part of the EU's institutional network, Frontex is acting within the framework of EU legal and policy system, which shapes and guides the Agency's operational activities. The Agency therefore aims at proactively inform policy processes, ensuring that operational knowledge and situational assessment can contribute to decision-making at EU and national levels.

Link to the multi-annual objective(s)

Multiannual objectives 1, 2, 3 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Component 4 - Cooperation between Member States and Frontex (action 4.2) Component 6 - Cooperation at European level (action 6.2)	Strategic guidelines 2.1, 2.3, 5.1, 5.2, 5.3, 5.4, 5.5, 5.6, 6.1, 6.2, 6.3, 6.4, 6.5, 6.6, 6.7, 6.8, 15.2
Financial resources	Human resources
EUR 254,000	31

Objective 1		Expected Result 1
▪ Robust partnerships with Member States, effectively addressing the needs within the European Border and Coast Guard and anticipating future threats that require joint response. ▪ Professionalisation of the Liaison Officers' Network for effective communication with stakeholders.		▪ Open dialogue lines, good understanding of MS needs and expectations towards Frontex.
Indicator	Target	Baseline
▪ Number of major high-level meetings (ministerial/executive level) ▪ Outreach of the LO network	▪ For meetings: high-level dialogues (bi- or multilateral with at least 1/3 of MSs, including EU Presidency countries) ▪ For LOs: 100% (i.e., we aim to maintain the network and have all LOs in place)	▪ For FLOs: number of foreseen FLOs (11) ▪ For MS LOs: number of currently deployed

Objective 2	Expected Result 2
Synergies with EU partners, building on complementary mandates with EU agencies, combining respective unique capabilities for optimal operational impact.	Cooperation frameworks and networking that translates into operational cooperation.

Indicator	Target	Baseline
▪ Number of ongoing negotiations with EU Agencies ▪ Number of active partnerships ▪ Number of major high-level meetings (executive level) ▪ Active engagement in JHAAN	▪ Identification of two new partners ▪ Conclusion of 20% of negotiations taking place in 2024 ▪ Meetings at executive level with 30% of JHAAN members ▪ Participation in 100% of JHAAN activities (contact points', Heads' meetings)	▪ Number of partners approved for negotiations by MB (negotiations taking place in 2024). ▪ JHAAN is composed now of 9 agencies. ▪ Number of JHAAN meetings involving CPs - presumably 4, and Heads - presumably 1).

Key Activity 5.5. Working together with partners in the external dimension.

Overview of the key activity

As an essential part of EIBM, Frontex will continue investing into effective operational partnerships in the external dimension that help address common challenges and enable operational cooperation towards shared goals. This requires close alignment with EU institutions and Member States, making use of shared leverage, but also ensuring that synergies take place within the European Border and Coast Guard community.

Acting within the framework of the European External Action Policy, the Agency will develop cooperation with third countries based on a holistic approach, aiming to provide a new impetus for Frontex in its international engagements.

Cooperation with international organisations will advance, offering valuable platforms for global conversations on border security and migration matters, enabling Frontex to contribute to international standards and good practices, and exploring synergies in cooperation with third countries.

Activities will be developed in line with the priorities set in the framework of the Frontex's International Cooperation Strategy 2024-2026. Making full use of the Agency's mandate and available tools, including EU Status Agreements, Working Arrangements, and deployments of Frontex Liaison Officers. Stronger internal alignment of activities in the external dimension will help to strategically position the Agency within broader EU policy objectives and deliver more operational value.

Link to the multi-annual objective(s)

Multiannual objectives 1, 2, 3 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Component 3 - Risk analysis (action 3.5) Component 7 - Cooperation with Third Countries (action 7.1, 7.2, 7.3, 7.4, 7.5, 7.6) Component 12 - EU Funding Instruments (action 12.1)	Strategic Guidelines 3.9, 7.1, 7.2, 7.3, 7.4, 7.5, 7.6, 7.7, 7.8, 7.9, 7.10, 7.11, 7.12
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Financial resources

EUR 1,132,280

Human resources

39

Objective 1	Expected Result 1
▪ Develop dialogue and cooperation frameworks in the external dimension. ▪ Enhance alignment and synergies with EU partners, Member States, and international organisations in the external dimension.	▪ Regular trusted institutional contacts with countries neighbouring the EU and other key countries of origin and transit, as well as with international organisations. ▪ Structured cooperation frameworks in place that allow for information exchange and operational cooperation. ▪ Enhanced leverage through synergies with EU policies and funding mechanisms. ▪ New opportunities identified to deliver value along the key migratory routes to the EU.

Indicator	Target	Baseline (TBC based on 2024 results)
- Number of ongoing negotiations - Number of active operational partnerships - Proportion of partners considering cooperation activities as useful/relevant - Number of active FLO deployments - Outreach of the EXT-TA working group with Member States - Number of tailored contributions to EU policies and funded programmes - Regular exchanges and coordination with international organisations	20% of ongoing negotiations concluded - Key priorities of the International Cooperation Strategy covered in proportion 70% satisfaction level - A network of 7-8 FLOs, covering up to 17 third countries - At least 50% of MSs engaged in some EXT-TA activities and consider them relevant - Pro-active contribution to programme and project cycles in 50% of priority regions - Regular dialogue with IOs acting in key priority regions for Frontex	- Number of ongoing negotiations - Number of cooperation activities per priority region - Participant satisfaction level for events, visits, and other activities - Number of active FLOs and TCs covered - Number of EXT-TA activities and participation rate - Number of programmes Frontex contributes to - Number of coordination mechanisms/activities and joint initiatives with IOs
Objective 2		Expected Result 2
Strengthen capacities of priority third countries, in line with the EIBM standards.		- Enhanced capacities of third countries to engage in operational cooperation with the Agency and the EBCG. - Improved interoperability of third countries with the EBCG.
Indicator	Target	Baseline (TBC based on 2024 results)
- Geographic coverage and prioritisation - Implementation levels - Participant satisfaction & relevance	- Active engagement in key priority regions and countries, based on operational needs and policy context - Implementation at 80% of the project plan	- Capacity building activities carried out in 30% of key priority countries - Number and scope of cooperation activities per priority region/country - Participant satisfaction level for events, visits, and other activities - Number of active FLOs and third countries covered

Key Activity 5.6: Implementation of the EBCG Fundamental Rights Strategy and Action Plan and related actions.

Overview of the key activity

The Regulation (Article 80 (1), second paragraph, obliges the Agency to adopt and implement a fundamental rights strategy and action plan. These two documents, adopted in 2021 by the Management Board, shall also have an effective monitoring mechanism. Frontex' Fundamental Rights Office provides this mechanism through appointed focal points in the Agencies business entities and regular reporting to the Management Board on the implementation of the action plan. The Office also initiated a series of exchanges with willing representatives of the Management Board members, to encourage progress and mutual learning between Member States on the obligations under the action plan for the European Border and Coast Guard community as a whole.

This Key Activity reinforces a sustained attention to the full implementation of the action plan, by the Agency specifically (Part B, Objectives I-XVII) as well as the European Border and Coast Guard community (Part A, Objectives I to X).

The Key Activity also links to related actions incumbent on the European Border and Coast Guard community, in particular the Technical and Operational Strategy for European Integrated Border Management 2023-2027 (MB Decision 30/2023) and its Implementation plan. Under heading 4.13. of this Implementation Plan, six actions are focused on fundamental rights. These actions should also be considered in light of the Multiannual strategic policy for European integrated border management (European Commission Communication, COM(2023) 146 final, 14 March 2023), in particular the Components provided in Annex I.

Given the heightened risks for fundamental rights concerns in third countries, particular attention should be placed on the necessary safeguards to be included in such working arrangements and its subsequent

implementation. This links to Frontex' Fundamental Rights Action Plan Objective XIV for the Agency and Objective IX for the European Border and Coast Guard Community.	
Link to the multi-annual objective(s)	
- Multiannual objectives 1 to 4. - Technical and Operational Strategy for EIBM 2023-2027: Implementation plan, under heading 4.13. Fundamental Rights, items 13.1 and 13.2.	
Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives	
Component 11 - Quality Control Mechanism (action 11.3) Component 12 - EU Funding Instruments (action 12.1) Component 13 - Fundamental Rights (actions 13.1, 13.3, 13.4, 13.5, 13.6, 13.7)	Strategic Guidelines 3 and 4 Strategic Guidelines 1 and 2 Strategic Guidelines 1 to 6
Financial resources	Human resources
EUR 2,000,000	61

Objective 1	Expected Result 1	
Ensure systematic implementation of fundamental rights-related incumbent actions for the Agency as well as encourage and support the European Border and Coast Guard community	Effective and timely implementation of actions incumbent on the Agency and encouragement for the same in respect of the European Border and Coast Guard community	
Indicator	Target	Baseline
Assessment of level of implementation by Frontex' Fundamental Rights Office - for the Agency	80% by end of 2025 100% by end of 2027	20% by end of 2023
Assessment of level of implementation by Frontex' Fundamental Rights Office - for the EBCG community	50 % by end of 2025 80% by end of 2027	10 % by end of 2023
Periodic evaluations to ensure that activities in third countries remain in line with the legal basis and that fundamental rights concerns are sufficiently addressed	One cooperation instrument evaluated annually	-

Objective 2	Expected Result 2	
Frontex and European Union support to independent national monitoring mechanisms of fundamental rights in operational border management; this can be National Human Rights Institutions, Ombuds institutions, National Preventive Mechanisms and, other national monitoring mechanisms (Fundamental Rights Action Plan, Objective XIII, action 63 for the Agency, Objective III for the EBCG community)	- Explore the possibility to allocate funds or other resources by Frontex and the European Union to independent national monitoring mechanisms of fundamental rights in operational border management - Reinforced monitoring capacity at national level	
Indicator 2	Target	Baseline
- Number of mechanisms supported - Amount of funds provided per institution / country - National IBM-strategies that include reinforced (concrete operational additional capacity to undertake field-monitoring) capacities for independent monitoring of fundamental rights in border management	TBC based on the cooperation development	n/a

Key Activity 5.7. Facilitating compliance with the accountability-based framework on Data Protection.

Overview of the key activity	
The Data Protection Office function ('DPO') is at the heart of the data protection legal framework, facilitating compliance with the provisions of the EUI DPR and the related MB Decisions. The DPO is a cornerstone of accountability. facilitating compliance through the implementation of accountability tools (such as facilitating data protection impact assessments and carrying out or facilitating audits), as well as acting as intermediary between relevant stakeholders (e.g. supervisory authorities, data subjects, and responsible business units) in this domain. The activities of the DPO evolve around three main areas: the provision of advice to both responsible units and data subjects on how to improve compliance, which includes also commenting and reviewing mandatory documentation produced by business units. Another area of activities of the DPO relates to the awareness raising and training. In particular, the new data protection framework within the Agency and the enlargement of it requires constant support to ensure all practitioners know what they need to do. Lastly, the third area of activities of the DPO relate to assurance. With new internal framework comes the application of accountability, to ensure that the legal obligations are properly applied and implemented, and when necessary, to issue recommendations to improve or correct deviations of application of the rule of law.	
Link to the multi-annual objective(s)	
Multiannual objectives 1, 2, 3 and 4	
Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives	
Component 1 - Border Control (action 1.1, 1.2, 1.3, 1.9) Component 3 - Risk Analysis (action 3.3, 3.4, 3.5) Component 4 - Cooperation between Member States and Frontex (action 4.5) Component 6 - Cooperation at European Level Component 7 - Cooperation with Third Countries Component 9 - Return (action 9.1) Component 10 - State-of-the-Art Technology (action 10.4)	Strategic Guidelines 13.2, 13.3, 13.4
Financial resources	Human resources
-	5

Objective 1		Expected Result 1
To provide advice and consultation in relation to operational or administrative activities that entail the processing of personal data, in particular to the development of policies and procedures		Increased level of maturity with compliance with Data Protection obligations by all managers and staff
Indicator	Target	Baseline (for 2023)
Degree of coverage in support on Data Protection requests received	RoPAs: 80% DPAs: 100% Threshold Assessments: 100% TIAs: 100% DPIAs: 50% Ad-hoc advice: 50% Status Agreements and Working Arrangements: 75%	Records of processing: 31 Data Processing Agreements: 18 Threshold assessments: 31 Transfer Impact Assessments: 8 DPIAs: 3 Ad-hoc advice requests on processing activities 107 Status Agreements and Working Arrangements: 4

Objective 2		Expected Result 2
To provide training and awareness for staff handling personal data, in particular to the new adopted MB decisions on personal data		Increase in knowledge on data protection within the Agency to help compliance at all levels diminishing the risk of breaches over the fundamental right and mitigating reputational damage
Indicator	Target	Baseline (for 2023)

Number of trainings and awareness sessions	Newcomers: 100% Tailored: 100% FLOs: 100% SCOs: 100%	Newcomers: 8 Tailored: 6 (3 ETIAS CU, 3 MSS) FLOs: 2 SCOs: 0
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Objective 3		Expected Result 3	
To provide assurance to the activities performed by the Agency in terms of compliance		Lawfulness of processing activities is complied with	
Indicator		Target	Baseline (for 2023)
Opinions issued, investigations opened on possible breaches of law, audit activities to ensure compliance		Opinions 100% Investigations 50% Audit: 20%	Opinions 8 Investigations 1 Audit: 0

Key Activity 5.8. Ensure accountability, regularity and legality of all Frontex activities through a comprehensive inspection and control system including an independent internal audit assurance services.

Overview of the key activity

This activity contributes to ensure the work performed to attain the envisioned multiannual objectives are attained in compliance the respective legal framework notably, towards maintaining an effective oversight by means of remedial actions proposed as a result of inspections of operational nature, the management of administrative inquiries and disciplinary procedures, liaison with EO, OLAF and EPPO.

Moreover under this activity, work in support towards deploying a solid and robust internal control system will be provided by means of different services including ex-post controls, evaluation, risk management, register of exceptions documenting control overrides and based on the three lines of defence model with the Agency Internal Audit Capability at its top. Last but not least, other services comprised in this activity will support governance endeavours including the Agency Project Management Office and activities in the realm of quality management.

Link to the multi-annual objective(s)

Multiannual objectives 1, 2, 3 and 4

Link to EIBM component and Strategic guidelines linked to Multiannual/Annual Objectives

Horizontal activity	Horizontal activity
Financial resources	Human resources
EUR 1,050,000	19

Objective 1		Expected Result 1	
Contribute to the overall assurance framework from the perspective of ex-post controls and in line with the legal basis i.e., ED Decision on ex-post controls policy. Fulfilling control plans for 2025.		Implementation of ex-post controls in accordance with the criteria set out in the control plan, contributing to the assurance that activities financed are subject to required controls in line with the plan for the period and in compliance with the principles of sound financial management and performance.	
Indicator	Target	Baseline (for 2023)	
Ex-post control plan - degree of completion of ex-post control plan.	Target: at least 10% of the overall value of payments for grant agreements awarded in 2023 (Implementation of Grants closed by end of 2024).	For 2023: 10%	

Objective 2	Expected Result 2
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Consolidate internal evaluation framework and carry out evaluations of the Agency's activities in support of informed decision-making.		The office effectively supports Frontex entities with objective and independent evaluations of activities, contributing to improved economy, efficiency and effectiveness of operations.
Indicator	Target	Baseline (for 2023)
a) Internal Evaluations Policy in place, maintained and regularly updated. b) Annual Evaluation Plan.	a) Target: 1 review and update of the Policy during the year. b) Target: 100% of the evaluations planned in the Annual Evaluation Plan carried out during the year.	N/A. New service being built up from second half 2023.

Objective 3		Expected Result 3
- Working on pivoting from investigations to inspections to eventually creating a compliance culture. Continuing development and effective implementation of the "internal justice chain" - against the backdrop of significant increases in case numbers - in the headquarters and in operations, e.g. by fostering preliminary assessments and field visits concerning standing corps deployments, monitoring the use of force by standing corps officers to comply with statutory obligations and the legal framework as laid down in Annex V to the EBCG Reg. - Ensuring availability of measures to enable the effective protection of staff members' dignity in line with the applicable framework. - Further increasing transparency in the transparency register regarding meetings in matters concerning procurements and tenders for services, equipment or outsourced projects and studies as in the Regulation. - Continuing ensuring effective cooperation with the European Ombudsman (EO), OLAF, EPPO and any other EU Institutions and bodies and the follow-up to action plans as part of recommendations flowing from investigations. - Continuing apprising the Management Board on OLAF recommendations and requests and the implementation of actions agreed upon.		- Continuing the development and effective implementation of the inspections and controls policy in particular in regard to the standing corps. Continuing supporting the decision-making process regarding disciplinary matters. - Focussing on the awareness-raising on the anti-harassment policy supplementing investigations and inception. - Continuing the implementation of the legislative framework regarding the transparency register concerning meetings in matters concerning procurements and tenders for services, equipment or outsourced projects and studies as laid down in the EBCG Reg and implementing framework. - Ensuring the coordination of the processing of requests from external stakeholders and timely implementation of the recommendations of the EO, OLAF, EPPO or any other EU Institutions and bodies. - Ensuring the monitoring and reporting on the timely and effective implementation of recommendations from audits, including OLAF recommendations
Indicator	Target	Baseline (for 2023)
- By the end of 2025, conducting three controls and two inspections of the standing corps subject to the availability of staff/funds. - Follow-up to staff subject to harassment through the informal procedure (including confidential counsellors or external mediators). - Adding information to transparency register. - For the processing of external requests. - Reporting to the Management Board twice per year on the status of implementation of recommendations and requests from OLAF.	- Target: 50% increase compared to the benchmarks of 2023. - Maintaining a rate of 100% - Maintaining a rate of 100% - Maintaining a rate of 100% for providing information in a timely manner. - Maintaining a rate of 100% on follow up to recommendations from EO, OLAF and bodies within deadlines	Maintaining, in 2025, a rate of 100 percent follow-ups to requests for visits, controls and inspections as well as in regard to investigating of wrongdoings.

Objective 4	Expected Result 4
Ensure continuous improvements of the internal control system, though effectiveness of the corporate risk management process, management of the procedure for registration of exceptions and non-compliance	Corporate risk register is quarterly updated including the updates on the implementation of mitigation actions including the effective maintenance of the procedure for registration of exceptions and non-compliant events and the

events and the monitoring of the implementation of the anti-fraud strategy action plan 2024–26.	periodical reporting on the implementation of anti-fraud strategy action plan is done.	
Indicator	Target	Baseline (2023)
1. Annual Internal Control System Assessment report prepared timely. 2. Quarterly reports on the implementation of the mitigation actions identified for the corporate risks are prepared and presented to management. 3. Quarterly reports on the exceptions and non-compliance events prepared and presented to management. 4. The reports on the implementation of the anti-fraud strategy action plan 2024-2026 are prepared and presented to the management board.	1. Target: end of March Yr N+1. 2. Target: 4 reports. 3. Target: 4 reports. 4. Target: at least 2 reports.	Before end March Yr N+1 4 reports 4 reports 2 reports

Objective 5	Expected Result 5	
1. Develop and obtain endorsement for 2026 risk-based annual audit plan. 2. Develop Frontex IAC according to IIA's standards, and obtain the IAC's Quality Assessment and Improvement Program (QAIP) external validation. 3. Plan, implement and report 2025 audit plan on two audit and/or consulting engagement. 4. Ensure effective cooperation and support to IAS and ECA in all audit engagements related activities. 5. Further strengthen the monitoring and reporting arrangements on recommendations	1. The annual risk-based audit plan 2025 is developed and approved by competent parties. 2. IAC has an external validation for the QAIP. 3. Planned audit and/or consulting engagements (according to the respective IAC's 2025 AAP) are implemented on time and final audit reports have been communicated to the competent parties. 4. IAC achieved to cooperate with and support IAS and ECA in all audit engagements related activities. 5. IAC achieved to further strengthen the monitoring and reporting arrangements to ensure the timely and effective implementation of the recommendations encompassed in audit reports.	
Indicator	Target	Baseline (for 2023)
1. Timeliness and efficiency in developing and approving the annual risk-based audit plan 2026 according to IPPF standards and the IA Charter's provisions. 2. Timeliness and efficiency in developing the Quality Assurance and Improvement Program (QAIP) and its external validation according to IPPF Standards and the IA Charter's provisions. 3. Timeliness and effectiveness in implementing and reporting to competent parties, according to IPPF standards, all the planned audit and/or consulting engagements (AAP 2025). 4. Effectiveness and completeness in cooperating with and supporting IAS and ECA in all audit engagements related activities. 5. Timeliness and effectiveness of monitoring and reporting arrangements to ensure the implementation of the recommendations encompassed in audit reports, is further strengthened.	1. Target: Q4 of 2025. 2. Target: Q4 2025. 3. Target: 100%. 4. Target: a) 100% recommendations and observations by IAS & ECA monitored internally by IAC without delay. b) At yearly basis at least two progress reports delivered to the Management Board and at least four progress reports delivered to the Executive Management	1. Q1 2024 (delay of 1Q) 2. N/A for 2023 3. 50 % - 1 audit implemented out of 2 planned (1 postponed to 2024) 4. a) 100 % b) 100%

Objective 6	Expected Result 6
1. Further development of the central project management office (PMO), including a clear assignment of tasks and responsibilities as regards project-management, requiring a 'top-down approach', notably as regards processes for proposing, approving, and monitoring the projects under Frontex's methodology. (Tailored PM2 methodology).	1. The PMO is further developed, and it continues to monitor the majority of the material projects. It regularly reports projects and programmes performance indicators. PMO reviews all project initiatives and advises project managers and business owners.

2. Monitor periodically Frontex's projects at corporate level by developing a dashboard (e.g. presenting projects' KPIs) addressed to executive management. 3. BPM office coordinates the management of Business processes at organization level supporting the entities in their related activities, providing guidance, expertise and consolidated reporting.		2. Periodical reports are compiled and made available synthesising all project relevant information. 3. The BPM system is established and supervised by the BPM office contributing as an internal controls tool.
Indicator	Target	Baseline
1. The majority of the projects in the portfolio are monitored by the PMO. 2. All new material project initiatives are consulted and reviewed by the PMO. 3. The repository of business process is created and accessible for all entities.	1. Target: 80% 2. Target: 100% 3. Target: 100% of level 1 and 2 of cross divisional processes mapped	In 2024, following a significant reorganization, It is planned to comprehensively map all L1 processes (100%) and support entities in initiating consistent and uniform mapping of L2 processes.

Summary of resources human and financial, per activity in the AWP for 2025

(Subject to update with data as of October 2024 in successive versions of the document)

SO	KA	HR	Financial resources
SO1	1.1	73	2,855,046
SO1	1.2	20	1,500,000
SO1	1.3	40	310,784,148
SO1	1.4	14	1,500,000
SO1	1.5	18	1,500,000
SO1	1.6	33	2,761,748
SO1	1.7	95	138,786,559
SO2	2.1	12	30,000
SO2	2.2	12	3,000,000
SO2	2.3	16	1,286,671
SO2	2.4	8	12,281,825
SO2	2.5	75	102,861,375
SO2	2.6	70	127,941,396
SO2	2.7	5	781,019
SO2	2.8	5	10,000
SO2	2.9	2	10,000
SO2	2.10	3	20,000
SO2	2.11	5	20,000
SO3	3.1	139	2,690,000
SO3	3.2	108	322,254,781
SO3	3.3	91	58,594,436
SO3	3.4	64	1,122,650
SO4	4.1	59	5,574,507
SO4	4.2	45	266,659
SO4	4.3	41	10,661,462
SO5	5.1	16	-
SO5	5.2	16	12,610,009
SO5	5.3	21	1,034,000
SO5	5.4	31	254,000
SO5	5.5	39	1,132,280
SO5	5.6	61	2,000,000
SO5	5.7	5	-
SO5	5.8	19	1,050,000
		1,261	1,127,174,570

Table 7. Summary of resources human and financial, per activity in the AWP for 2025.

NB: The allocation of human resources to activities is performed based on the occupancy rate of the Agency as of 1/10/2023 which is 64% (2,217 posts out of 3,478 posts envisioned authorised in 2025 including 24 CA's for Title IV projects).

Staff allocated to specific activities	1,261
Deployable team members not allocated to specific activities	956
Total staff engaged as of 1/10/2023	2,217
Total posts not occupied as of 1/10/2023 compared to foreseen authorisation for 2025	1,261
Total foreseen authorised posts 2025 (including 24 CA projects)	3,478
Standing corps	2,454
Non-Standing corps	1,000
CA projects	24

SECTION IV - BUDGET 2025

Revenue and Expenditure

The tables and figures related to human and financial resources, can only be considered as indicative and cannot prejudice a future decision by the Budgetary Authority. In line with Article 102(2) of the Regulation.

Title A-9		REVENUE				
Chapter	Article	Description	Budget 2023 (final)	Budget 2024 (Voted)	Provisional Draft Estimate of Revenue 2025	Remarks
	A-900	EU Contribution	773 936 752	858 873 136	1 048 511 570	
	A-901	Contribution from Schengen Associated Countries	55 416 000	63 201 000	78 663 000	
	A-902	Contribution from Ireland	0	0	0	
A-90	Subsidies and contributions		829 352 752	922 074 136	1 127 174 570	
A-91	Other Revenue		pm	pm	pm	
A-94	Earmarked Revenue		pm	pm	pm	
A-9	TOTAL REVENUE		829 352 752	922,074,136	1,127,174,570	

Table 8: Estimate of revenue for fiscal year 2025.

EXPENDITURE

Chapter	Description	Budget 2023 (final)	Budget 2024 (Voted)	Provisional Draft Estimate of Revenue 2025
Title	A-1 STAFF			
A-11	Staff in active employment	180,761,200	225,252,000	245,931,229
A-12	Recruitment	4,069,450	2,996,500	2,500,000
A-13	Administrative missions	1,310,000	982,500	1,178,000
A-14	Sociomedical infrastructure	770,000	2,030,000	2,500,000

A-15	Other staff related expenditure	12,507,575	11,858,000	15,000,000
A-16	Social welfare	576,970	320,000	2,000,000
A-17	Accredited European School	4,353,136	4,270,000	6,000,000
A-1	TOTAL STAFF RELATED EXPENDITURE	204,348,331	247,709,000	275,109,229
Title	A-2 OTHER ADMINISTRATIVE EXPENDITURE			
A-20	Rental of building and associated expenditure	16,064,360	16,678,038	44,000,000
A-21	Data processing & telecommunications	32,000,000	39,564,213	23,506,000
A-22	Movable property and associated expenditure	140,250	175,594	195,500
A-23	Current Administrative expenditure	6,531,724	6,417,535	7,476,000
A-24	Postage / Telecommunications	-	-	-
A-25	Meeting expenses	1,060,000	1,235,113	1,500,000
A-26	Information and publishing	770,000	903,766	956,000
A-2	TOTAL OTHER ADMINISTRATIVE EXPENDITURE	56,566,334	64,974,259	77,633,500
Title	A-3 OPERATIONAL ACTIVITIES			
A-30	European standing corps	219,101,884	242,733,471	317,801,343
A-31	Agency's own equipment	168,571,647	174,642,976	208,761,393
A-32	Return activities	101,335,560	93,786,264	126,750,000
A-33	Information and data analytics	14,932,727	9,417,616	14,500,000
A-34	Strengthening capacities	5,861,311	8,764,092	21,755,300
A-35	Fundamental rights activities	1,537,377	1,537,691	2,000,000
A-36	Digitalisation	24,504,712	41,758,040	33,000,000
A-37	Horizontal operational support	31,203,131	24,288,730	37,311,700
A-38	Operational reserve (art.115(14)) ⁽¹⁾	-	11,000,000	11,562,105
A-39	ETIAS	1,389,738	1,461,997	990,000
A-3	TOTAL OPERATIONAL ACTIVITIES	568,438,087	609,390,877	774,431,841
Title	A-4 EARMARKED EXPENDITURE			
A-41	Ad-hoc grants	pm	pm	pm
A-42	Copernicus ⁽²⁾	pm	pm	pm
A-4	TOTAL EARMARKED EXPENDITURE	pm	pm	pm
GRAND TOTAL		829,352,752	922,074,136	1,127,174,570

(1) Included in chapter A-38 is BL A-3801 amounting to EUR 11,562,105 which is the Financial Operational reserve of at least 2% of the operational budget according to Article 115(14) of the Regulation.

(2) Delegation agreement signed whereby the COM has entrusted budget implementation tasks to Frontex for Copernicus security services. These appropriations correspond to the external assigned revenue.
Table 9: Estimate of expenditure for fiscal year 2025.

In order to facilitate comparability of information, the table hereunder reconciles the chapter level nomenclature from 2018 budget to 2025.

Correlation table - budget line descriptions						
Title	2018	2019	2020	2021	2022	2023-2025
A-30	Operational Response	Operational Response	Operational Response	European standing corps	European standing corps	European standing corps
A-31	Situational Awareness and Monitoring	Situational Awareness and Monitoring	Situational Awareness and Monitoring	Agency's own equipment	Agency's own equipment	Agency's own equipment
A-32	Training	Training	Training	Return activities	Return activities	Return activities
A-33	Research and Innovation	Research and Innovation	Research and Innovation	Information and data analytics	Information and data analytics	Information and data analytics
A-34	Pooled resources	Pooled resources	Agency`s own equipment	Fundamental Rights activities	Strengthening capacities	Strengthening capacities
A-35	Operational Reserve	Operational Reserve	Operational Reserve	Strengthening capacities	Fundamental Rights activities	Fundamental Rights activities
A-36	Fundamental Rights Office	Fundamental Rights Office	Fundamental Rights Office	Special projects	Special projects	Digitalisation
A-37	European Centre for Return	European Centre for Return	European Centre for Return	Agency's horizontal operational support	Agency's horizontal operational support	Agency's horizontal operational support
A-38	International and European cooperation	International and European cooperation	International and European cooperation	Operational reserve (art.115(14))	Operational reserve (art.115(14))	Operational reserve (art.115(14))
A-39		ETIAS	ETIAS			ETIAS

Table 9a - Correlation table - budget chapter descriptions

Establishment Plan 2025

	Establishment plan 2023 COM(2018) 631	Establishment plan 2024 COM(2018) 631	Provisional Draft Establishment plan 2025 COM(2018) 631			
Grade	TA	TA	TA [1]	TA [2]	TA new posts	TA [1]
AD16	-	-		-		
AD15	1	1		1		
AD14	6	8		10		
AD13	15	16		18		
AD12	31	35		39	3	
AD11	36	38		36	7	
AD10	29	53		58	10	
AD9	94	166		194	5	
AD8	248	342		378	40	
AD7	[3] 121	63	(2)	7	60	(2)
AD6	50	49	(3)	35		(3)
AD5	20	4		-		
Sub-total AD	651	775	(5)	776	125	(5)
AST11	-	-		-		
AST10	1	1		2		
AST9	5	7		8		
AST8	11	13		15		
AST7	[3] 9	8		5		
AST6	18	19		20		
AST5	115	305		495		
AST4	489	422		229	125	
AST3	1	-		-		
AST2	-	-		-		
AST1	-	-		-		
Sub-total AST	649	775	-	774	125	-
GRAND TOTAL	1,300	1,545			1,795	

TA = Temporary Agent. Frontex does not employ permanent staff.

[1] Temporary transfer 5 TA (AD) related to ETIAS following agreement between Frontex and Europol.

[2] figures applying reclassification rates of SR annex IB vs. the EP 2023 (to be recalculated in January 2024 vs. the effective staff on board)

[3] Management Board Decision 18/2023 of 3 May 2023 adopting amendment N1 to the Single Programming Document 2023 - 2025, whereby 1 AST7 post was converted into an AD7 position.

Table 10: Establishment plan for 2025.

External personnel 2025

Contract Agents

Contract agents (CA)	FTE corresponding to the authorised budget 2023 [1]		Executed FTE as of 31/12/2023	Headcount as of 31/12/2023	FTE corresponding to authorised budget 2024 [1] [2]		FTE corresponding to the authorised budget 2025 [2][3]		
Function Group IV	857	(21)	731	731	1,093	(41)	1,093	(41)	246
Function Group III	100		88	88	100		100		
Function Group III	25		16	16	23		23		
Function Group I	18		21	21	18		18		
Total CA	979		856	856	1,193				1,439

[1] Temporary transfer 21 CA for ETIAS following agreement between Frontex and eu-LISA with the Commission support

[2] Temporary transfer of 20 CA for Europol after agreement between the Agencies

[3] Envisioned extension of transfer 21 CA for ETIAS from 2025 to 2027 following agreement between Frontex and eu-LISA.

Table 11a: External personnel for 2025.

Seconded National Experts

Seconded National Experts	FTE corresponding to the authorised budget 2023	Executed FTE as of 31/12/2023	Headcount as of 31/12/2023	FTE corresponding to the authorised budget 2024	FTE corresponding to the authorised budget 2025
Total	220	198	198	220	220

Table 11b: External personnel for 2025

List of Acronyms

(Subject to continuous update in successive versions of the document)

- ABAC Accrual Based Accounting
- ABN Annual Bilateral Negotiations
- AD Administrator (grade)
- AFIC Africa/Frontex Intelligence Community
- ARES Advanced Records Management System
- AOF Alternative Office Facility
- AST Assistant
- AWP Annual Work Programme
- BA Baseline Assessment
- BREEAM Building Research Establishment Environmental Assessment Methodology
- BCP Border Crossing Point
- BPM Business Process Management
- CA Contract Agent
- CBC Cross-Border Crime
- CBC-RAN Cross-Border Crime Risk Analysis Network
- CCC Common Core Curriculum
- CED Centre of Excellence for Combating Document Fraud
- CEPOL European Union Agency for Law Enforcement Training
- CF Consultative Forum
- CFSP Common Foreign and Security Policy
- CG Coast Guard
- CGF coast guard functions
- CIS Communication and Information Systems
- CIRAM Common Integrated Risk Analysis Model
- COM European Commission
- COVID-19 Coronavirus Disease 2019
- CSDP Common Security and Defence Policy
- CU Central Unit
- CVAM Common Vulnerability Assessment Methodology
- DG Directorate General
- DG DIGIT Directorate-General for Informatics
- DG GROW Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs
- DG HOME Directorate General Migration & Home Affairs
- DG HR Directorate-General for Human Resources and Security
- DG DEFIS Directorate-General for Defence Industry and Space
- DG JRC Directorate-General Joint Research Centre
- DG JUST Directorate-General for Justice and Consumers
- DG INTPA Directorate-General for International Partnerships
- DG MARE Directorate-General Maritime Affairs and Fisheries
- DG MOVE Directorate-General Mobility and transport
- DG NEAR Directorate General for Neighbourhood and Enlargement Negotiations
- DG RTD Directorate-General Research and Innovation
- DG TAXUD Directorate General Taxation and Customs Union's
- DIG Digital Services
- DP Data Protection
- DPO Data Protection Officer / Office
- EA Enterprise Architecture
- EaP Eastern Partnership
- EaP-RAN Eastern Partnership Risk Analysis Network
- EBCG European Border and Coast Guard
- EBCGA European Border and Coast Guard Agency
- EBCGT European Border and Coast Guard Team
- EC European Commission (COM term also used)
- ECA European Court of Auditors
- ECN Eurosur Communication Network
- ECRET European Centre for Returns
- ECRIS-TCN System to identify the Member States holding information on previous convictions of third-country nationals
- ED Executive Director
- EDF-RAN European Union Document-Fraud Risk Analysis Network
- EDPS European Data Protection Supervisor
- EEAS European External Action Service
- EES Entry/Exit System
- EFCA European Fisheries Control Agency
- EFS EUROSUR Fusion Services
- EFTA European Free Trade Association
- EIBM European Integrated Border Management
- EMAS Eco Management and Audit Scheme
- EMPACT European Multidisciplinary Platform against Criminal Threats
- EMSA European Maritime Safety Agency
- ENU ETIAS National Unit
- EO European Ombudsman
- EP European Parliament
- EPPO European Public Prosecutor's Office
- EST European standing corps Training
- ETIAS (CU) European Travel Information and Authorisation System (Central Unit)
- EU European Union
- EUAA European Union Agency for Asylum
- EUAN EU Agencies Network
- EUCAP EU Capacity Building Sahel Niger
- eu-LISA European Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice
- EURLO European Return Liaison Officers Network
- EURODAC Information System for comparing the fingerprints of asylum seekers and immigrants
- EUROPOL European Union Agency for Law Enforcement Cooperation
- EUROSUR European Border Surveillance System
- EU SatCen European Union Satellite Centre
- FADO False and Authentic Documents Online
- FER Frontex Evaluation Reports
- FFR Frontex Financial Regulation
- FG Function Group
- FIELDS Frontex Interpol Electronic Library Document System
- FLO Frontex Liaison Officer
- FR Fundamental Rights
- FR Financial Regulation
- FRA European Union Agency for Fundamental Rights
- FRAN Frontex Risk Analysis Network
- FRESO Forced Return Escort and Support Officer
- FRO Fundamental Rights Officer / Office
- FROM Fundamental Rights Monitors
- FRS Fundamental Rights Strategy
- FSC Frontex Situation Centre
- FTE Full-Time Equivalent
- FTSO Frontex Tactical Support Officer
- FTSO-SL Frontex Tactical Support Officer Support for Logistics
- GPP Green Public Procurement
- HQ Headquarters
- HQA Frontex Headquarters Agreement
- HR Human Resources
- IA Internal Audit
- IAC Internal Audit Capability
- IAS Internal Audit Service

- IBM Integrated Border Management
- ICAO International Civil Aviation Organization
- ICO Inspection and Control Office
- ICT Information and Communication Technology
- IEC International and European Cooperation Division
- IND Indicator
- INTERPOL International Criminal Police Organization
- IOM International Organization for Migration
- IPA Instrument for Pre-Accession
- IPPF International Professional Practices Framework
- IRMA Integrated Return Management Application
- ISO International Organization for Standardization
- IT Information Technologies
- JAD Joint Action Day
- JHA Justice and Home Affairs
- JHAA Justice and Home Affairs Agencies
- JO Joint Operation
- KA Key Activity
- KPI Key Performance Indicator
- LEG Legal Services Sector
- LFS Legislative Financial Statement
- LO Liaison Officer
- MAP Multiannual Plan
- MAOC-N Maritime Analysis and Operations Centre (Narcotics)
- MB Management Board
- MFF Multiannual Financial Framework
- MIC-RAN Maritime Intelligence Community - Risk Analysis Network
- MID Multiple Identity Detection
- MIPS Mission Processing System
- ML mid-level
- MMO Multipurpose Maritime Operations
- MNITE Minimum Number of Items of Technical Equipment
- MS Member State
- MSPC Multiannual Strategic Policy Cycle
- MTIC Missing Trader Intra-Community (fraud)
- MUSO migration analytical assessment
- NB Nota bene
- NCC National Coordination Centre
- NZEB Nearly Zero-Emission Building
- OAP Operational Action Plan
- OBJ Objective
- OC Organised Crime
- OLAF European Anti-Fraud Office
- OPLAN Operation Plan
- PD Programming Document
- PDN Performance Development Network
- PMO Project Management Office
- PPMT Public Procurement Management Tool
- PROC procurement sector
- QAIP Quality Assessment and Improvement Program
- RAN Risk Analysis Network
- RAU Risk Analysis Unit
- RBAP risk-based audit plan
- RECAMAS Return Case Management System
- RES Result
- SAB Security Accreditation Board
- SAC Schengen Associated Country
- SAR International Convention on Maritime Search and Rescue
- SC standing corps
- SEM Schengen Evaluation Mechanism
- SIR Serious Incident Report
- SIS / SIS II Schengen Information System I / II
- SL Satisfaction Level
- SLA Service level agreement
- SNE Seconded National Expert
- SO Strategic Objective
- SOP Standard Operating Procedure
- SPD Single Programming Document
- SQF Sectoral Qualifications Framework for Border Guarding
- S-RAN Strategic Risk Analysis Network
- SYSPER Human Resource Management Information System of the European Commission
- TA Temporary Agent
- TBC to be confirmed
- TC Third Country
- TE Technical Equipment
- THB trafficking in human beings
- TIA Transfer Impact Assessments
- TM Team Member
- TO EIBM Technical & Operational Strategy for EIBM
- TRU Training Unit
- TWA Tripartite Working Arrangement
- VA Vulnerability Assessment
- VAP Vulnerability Assessment Platform
- VAT Value added tax
- VAN Vulnerability Assessment Network
- VAU Vulnerability Assessment Unit
- VIS Visa Information System
- VOBV Voted Budget
- WB Western Balkans
- WB-RAN Western Balkans Risk Analysis Network

SECTION V - ANNEXES

Annex I: Organisation Chart

Management Board Decision 45/2023 of 22 November 2023 on the new organisational structure of the Agency

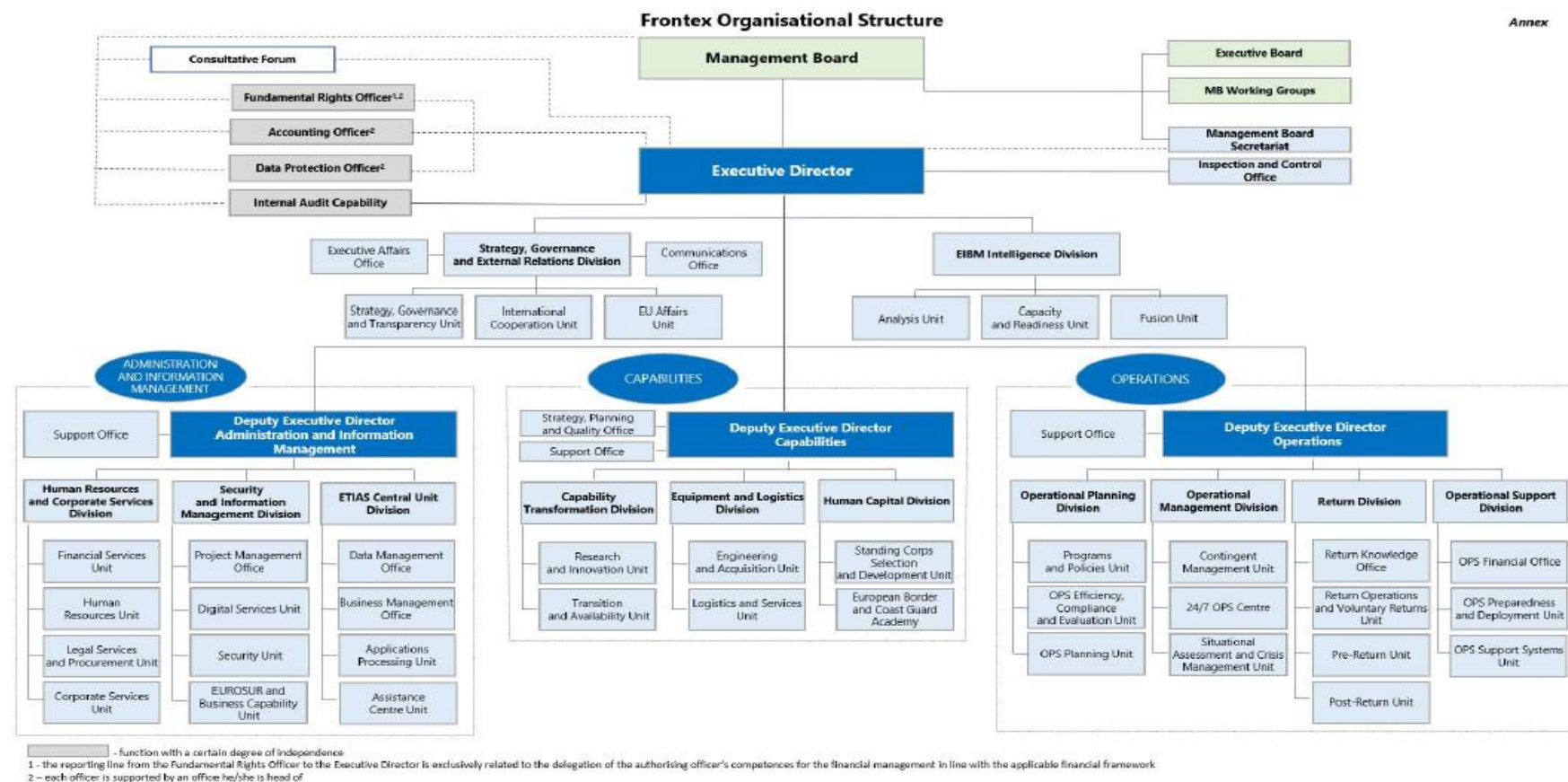


Figure 2: Frontex Organisational Structure (from 22 November 2023)

Annex II: Resource allocation per Strategic - Horizontal objective N+1 - N+3

(Subject to update with data as of October 2024 in successive versions of the document)

No.	Title of the Strategic / Horizontal objective	2025		2026		2027	
		HR	FR	HR	FR	HR	FR
SO1	Become a reliable, adaptable partner delivering value operational effects.	293	459,687,501	293	495,588,755	293	516,162,229
SO2	Setting border management standards, delivering innovation and integrated capabilities for interoperable and futureproof EIBM	213	248,242,286	213	267,629,825	213	278,739,995
SO3	Digitalisation of EU border management, sustainable support services to internal and external stakeholders during the time of transition and compliance with the financial, legal and procurement framework.	402	384,661,867	402	414,703,675	402	431,919,350
SO4	Intelligence-driven agency with priority-based decision-making.	145	16,502,627	145	17,791,470	145	18,530,051
SO5	Excellence in governance and robust partnerships for consistent attainment of strategic objectives.	208	18,080,289	208	19,492,346	208	20,301,536
Total		1,261	1,127,174,570	1,261	1,215,206,071	1,261	1,265,653,160

Table 12: Resource allocation per Strategic - Horizontal objective N+1 - N+3.

NB: The allocation of human resources to activities is performed based on the occupancy rate of the Agency as of 1/10/2023 which is 64% (2,217 posts out of 3,478 posts envisioned authorised in 2025 including 24 CA's for Title IV projects).

Staff allocated to specific activities	1,261
Deployable team members not allocated to specific activities	956
Total staff engaged as of 1/10/2023	2,217
Total posts not occupied as of 1/10/2023 compared to foreseen authorisation for 2025	1,261
Total foreseen authorised posts 2025 (including 24 CA projects)	3,478
Standing corps	2,454
Non-Standing corps	1,000
CA projects	24

Annex III: Financial Resources (Tables) N+1 - N+3

Information on resources, can only be considered as indicative and cannot prejudice a future decision by the Budgetary Authority, article 102 (2) of the Regulation.

Revenue

TOTAL REVENUES	2024	2025
	Budget (Voted)	Revenues estimated by the Agency
EU Contribution	858,873,136	1,048,511,570
Other revenue	63,201,000	78,663,000
TOTAL REVENUES	922,074,136	1,127,174,570
TOTAL REVENUES	2024	2025
	Budget (Voted)	Revenues estimated by the Agency
TOTAL REVENUES	922,074,136	1,127,174,570

Table 13: General & Total revenues

REVENUES	General revenues						
	Executed 2023	Budget 2024 (Voted)	2025		VAR 2025 / 2024 (%)	Envisaged 2026	Envisaged 2027
			Agency request	Budget forecast			
1 REVENUE FROM FEES AND CHARGES							
2 EU CONTRIBUTION	767,967,124	858,873,136	1,048,511,570	1,048,511,570	22.08%	1,130,401,071	1,177,330,160
<i>- Of which assigned revenues deriving from previous years' surpluses</i>							
3 THIRD COUNTRIES CONTRIBUTION (incl. EEA/EFTA and candidate countries)	54,990,000	63,201,000	78,663,000	78,663,000	24.46%	84,805,000	88,323,000
<i>- Of which SAC contributions (A-901)</i>	54,990,000	63,201,000	78,663,000	78,663,000	24.46%	84,805,000	88,323,000
<i>- Of which Ireland's contribution (A-902)</i>							
4 OTHER CONTRIBUTIONS							
5 ADMINISTRATIVE OPERATIONS							
<i>- Of which interest generated by funds paid by the Commission by way of the EU contribution (FFR Art.58)</i>							
6 REVENUES FROM SERVICES RENDERED AGAINST PAYMENT							
7 CORRECTION OF BUDGETARY IMBALANCES							
TOTAL	822,957,124	922,074,136	1,127,174,570	1,127,174,570	22.24%	1,215,206,071	1,265,653,160

Table 14: Detailed revenues

Additional Grants

REVENUES	Executed 2023	Estimated by the agency 2024	2025		VAR 2025 / 2024 (%)	Envisaged 2026	Envisaged 2027
			Agency request	Budget forecast			
ADDITIONAL EU FUNDING STEMMING FROM GRANTS (FFR Art.7)*	2,061,237	1,742,357	2,742,357	2,742,357	57%	2,742,357	2,742,357
ADDITIONAL EU FUNDING STEMMING FROM CONTRIBUTION AGREEMENTS (FFR Art.7)**	10,296,074	2,020,000	2,020,000	2,020,000	0%	2,020,000	2,020,000
ADDITIONAL EU FUNDING STEMMING FROM SERVICE LEVEL AGREEMENTS (FFR Art. 43.2)	-	-	-	-	-	-	-
TOTAL	12,357,311	3,762,357	4,762,357	4,762,357	57%	4,762,357	4,762,357

*AFIC, IPA II (Phase 3), EU4BS - **Copernicus - Table 15: Additional Grants

Expenditures at title level

Expenditure		2024 (Voted)		2025 (Estimated)	
		Commitment appropriations	Payment appropriations	Commitment appropriations	Payment appropriations
Title 1	Staff expenditure	247,709,000	247,709,000	275,109,229	275,109,229
Title 2	Infrastructure and operating expenditure	64,974,259	64,974,259	77,633,500	77,633,500
Title 3	Operational expenditure	609,390,877	609,390,877	774,431,841	774,431,841
TOTAL EXPENDITURE		922,074,136	922,074,136	1,127,174,570	1,127,174,570

Table 16: Estimate of expenditures for fiscal year 2025 at title level.

Expenditures - commitment appropriations

Expenditure	Commitment appropriations						
	Executed Budget 2023	Budget 2024 (Voted)	Draft budget 2025		VAR 2025 / 2024 (%)	Envisaged 2026	Envisaged 2027
			Agency request	Budget forecast			
Title 1 - Staff expenditure	193,282,738	247,709,000	275,109,229	275,109,229	11%	304,000,000	319,300,000
Salaries & allowances	175,526,108	225,252,000	245,931,229	245,931,229	9%	275,000,000	290,000,000
- Of which establishment plan posts	106,884,476	137,164,449	165,498,162	165,498,162	21%	185,059,843	195,154,016
- Of which external personnel	68,641,632	88,087,551	80,433,067	80,433,067	-9%	89,940,157	94,845,984
Expenditure relating to Staff recruitment	3,220,479	2,996,500	2,500,000	2,500,000	-17%	2,500,000	2,500,000
Employer`s pension contributions		-	-	-		-	
Mission expenses	1,095,613	982,500	1,178,000	1,178,000	20%	1,500,000	1,500,000
Socio-medical infrastructure	574,537	2,030,000	2,500,000	2,500,000	23%	2,500,000	2,600,000
Training		-	-	-		-	
Accredited European School	3,328,761	4,270,000	6,000,000	6,000,000	41%	6,300,000	6,500,000
Social welfare	168,191	320,000	2,000,000	2,000,000	525%	1,200,000	1,200,000
Other Staff related expenditure	9,369,050	11,858,000	15,000,000	15,000,000	26%	15,000,000	15,000,000
Title 2 - Infrastructure and operating expenditure	59,135,405	64,974,259	77,633,500	77,633,500	19%	85,800,000	89,410,000
Rental of buildings and associated costs	15,244,757	16,678,038	44,000,000	44,000,000	164%	51,000,000	53,000,000
Information, communication tech. and data processing	36,621,869	39,564,213	23,506,000	23,506,000	-41%	24,000,000	25,000,000
Movable property and associated costs	131,091	175,594	195,500	195,500	11%	200,000	210,000
Current administrative expenditure	5,142,583	6,417,535	7,476,000	7,476,000	16%	8,000,000	8,500,000
Postage / Telecommunications	-	-	-	-			
Meeting expenses	1,205,291	1,235,113	1,500,000	1,500,000	21%	1,600,000	1,700,000
Running costs in connection with operational activities		-	-	-			
Information and publishing	789,815	903,766	956,000	956,000	6%	1,000,000	1,000,000
Title 3 - Operational expenditure	570,538,981	609,390,877	774,431,841	774,431,841	27%	825,406,071	856,943,160
European standing corps	219,677,942	242,733,471	317,801,343	317,801,343	31%	339,000,000	346,000,000
Agency's own equipment	174,832,130	174,642,976	208,761,393	208,761,393	20%	231,662,071	242,143,160
Return activities	101,335,560	93,786,264	126,750,000	126,750,000	35%	136,000,000	144,000,000
Information and data analytics	8,576,311	9,417,616	14,500,000	14,500,000	54%	13,500,000	15,000,000
Strengthening capacities	5,954,250	8,764,092	21,755,300	21,755,300	148%	15,000,000	16,000,000
Fundamental rights activities	1,053,426	1,537,691	2,000,000	2,000,000	30%	2,200,000	2,400,000
Digitalisation	28,174,006	41,758,040	33,000,000	33,000,000	-21%	34,044,000	34,900,000
Horizontal operational support	29,046,364	24,288,730	37,311,700	37,311,700	54%	38,000,000	39,000,000
Operational reserve (art.115(14))	-	11,000,000	11,562,105	11,562,105	5%	15,000,000	16,500,000
ETIAS	1,888,992	1,461,997	990,000	990,000	-32%	1,000,000	1,000,000
Title 4 - Earmarked expenditure							
TOTAL	822,957,124	922,074,136	1,127,174,570	1,127,174,570	22%	1,215,206,071	1,265,653,160

Table 17a: Estimate of expenditures for fiscal year 2025 at chapter level.

Expenditures - payment appropriations

Expenditure	Payment appropriations						
	Executed Budget 2023	Budget 2024 (Voted)	Draft budget 2025		VAR 2025 / 2024 (%)	Envisaged 2026	Envisaged 2027
			Agency request	Budget forecast			
Title 1 - Staff expenditure	187,294,735	247,709,000	275,109,229	275,109,229	11%	304,000,000	319,300,000
Salaries & allowances	175,517,417	225,252,000	245,931,229	245,931,229	9%	275,000,000	290,000,000
- Of which establishment plan posts	106,879,183	137,164,449	165,498,162	165,498,162	21%	185,059,843	195,154,016
- Of which external personnel	68,638,234	88,087,551	80,433,067	80,433,067	-9%	89,940,157	94,845,984
Expenditure relating to Staff recruitment	623,600	2,996,500	2,500,000	2,500,000	-17%	2,500,000	2,500,000
Employer`s pension contributions	-	-	-	-	-	-	-
Mission expenses	845,318	982,500	1,178,000	1,178,000	20%	1,500,000	1,500,000
Socio-medical infrastructure	377,654	2,030,000	2,500,000	2,500,000	23%	2,500,000	2,600,000
Training	-	-	-	-	-	-	-
Accredited European School	2,731,568	4,270,000	6,000,000	6,000,000	41%	6,300,000	6,500,000
Social welfare	145,393	320,000	2,000,000	2,000,000	525%	1,200,000	1,200,000
Other Staff related expenditure	7,053,785	11,858,000	15,000,000	15,000,000	26%	15,000,000	15,000,000
Title 2 - Infrastructure and operating expenditure	35,049,182	64,974,259	77,633,500	77,633,500	19%	85,800,000	89,410,000
Rental of buildings and associated costs	14,371,766	16,678,038	44,000,000	44,000,000	164%	51,000,000	53,000,000
Information, communication tech. and data processing	17,188,591	39,564,213	23,506,000	23,506,000	-41%	24,000,000	25,000,000
Movable property and associated costs	37,688	175,594	195,500	195,500	11%	200,000	210,000
Current administrative expenditure	2,468,309	6,417,535	7,476,000	7,476,000	16%	8,000,000	8,500,000
Postage / Telecommunications	-	-	-	-	-	-	-
Meeting expenses	594,686	1,235,113	1,500,000	1,500,000	21%	1,600,000	1,700,000
Running costs in connection with operational activities	-	-	-	-	-	-	-
Information and publishing	388,141	903,766	956,000	956,000	6%	1,000,000	1,000,000
Title 3 - Operational expenditure	236,858,510	609,390,877	774,431,841	774,431,841	27%	825,406,071	856,943,160
European standing corps	58,946,168	242,733,471	317,801,343	317,801,343	31%	339,000,000	346,000,000
Agency's own equipment	73,520,397	174,642,976	208,761,393	208,761,393	20%	231,662,071	242,143,160
Return activities	71,708,754	93,786,264	126,750,000	126,750,000	35%	136,000,000	144,000,000
Information and data analytics	3,544,467	9,417,616	14,500,000	14,500,000	54%	13,500,000	15,000,000
Strengthening capacities	2,640,555	8,764,092	21,755,300	21,755,300	148%	15,000,000	16,000,000
Fundamental rights activities	646,003	1,537,691	2,000,000	2,000,000	30%	2,200,000	2,400,000
Digitalisation	8,376,345	41,758,040	33,000,000	33,000,000	-21%	34,044,000	34,900,000
Horizontal operational support	16,642,370	24,288,730	37,311,700	37,311,700	54%	38,000,000	39,000,000
Operational reserve (art.115(14))	-	11,000,000	11,562,105	11,562,105	5%	15,000,000	16,500,000
ETIAS	833,451	1,461,997	990,000	990,000	-32%	1,000,000	1,000,000
Title 4 - Earmarked expenditure	-	-	-	-	-	-	-
TOTAL	459,202,427	922,074,136	1,127,174,570	1,127,174,570	22%	1,215,206,071	1,265,653,160

Table 17b: Estimate of expenditures for fiscal year 2025 at chapter level.

Budget outturn and cancellation of appropriations

(Budget outturn for 2023 based on the provisional accounts transmitted by 1 March 2024, as set forth in Frontex Financial Regulation, article 101(1).

Budget outturn	2021	2022	2023
Revenue actually received (+)	545,074,840.87	705,495,209.08	846,912,766.78
Payments made (-)	-280,888,020.32	-357,101,995.77	- 472,231,460.94
Carry-over of appropriations (-)	-256,474,397.59	-353,468,953.81	- 385,223,192.37
Cancellation of appropriations carried over (+)	20,335,683.46	39,361,852.56	48,808,104.67
Adjustment for carry-over of assigned revenue appropriations from previous year (+)	17,172,946.96	15,252,124.34	12,133,872.65
Exchange rate differences (+/-)	101,561.89	5,457.75	472,313.30
Adjustment for negative balance from previous year (-)	0	6,098,449.00	
TOTAL	45,322,615	58,848,516.15	50,872,404.09

Table 18: Budget outturn and cancellation of appropriations

Annex IV: Human resources - quantitative

The tables and figures related to human and financial resources, can only be considered as indicative and cannot prejudice a future decision by the Budgetary Authority. In line with Article 102(2) of the Regulation.

Staff population and its evolution: overview of all categories of staff

Establishment plan posts	Authorised Budget 2023	Actually filled as of 31/12/2023 [1]	Occupancy rate %	Authorised staff 2024	Envisaged staff 2025	Envisaged staff 2026	Envisaged staff 2027
Administrators (AD)	651 [4]	545	84%	775	901	1,026	1,026
Administrators (AD) [3]				(5)	(5)	(5)	(5)
Assistants (AST)	649 [4]	624	96%	775	899	1,024	1,024
Assistants/Secretaries (AST/SC)	-			-	-	-	-
TOTAL ESTABLISHMENT PLAN POSTS	1,300	1,169	90%	1,545	1,795	2,045	2,045
EXTERNAL STAFF	FTE authorised budget 2023	Executed as of 31/12/2023	Execution Rate %	FTE authorised budget 2024	Envisaged FTE 2025	Envisaged FTE 2026	Envisaged FTE 2027
Contract Agents (CA)	1,000	856	86%	1,234	1,480	1,730	1,730
Contract Agents (CA) [2]	(21)			(21)	(21)	(21)	(21)
Contract Agents (CA) [3]				(20)	(20)	(20)	(20)
Seconded National Experts (SNE)	220	198	90%	220	220	220	220
TOTAL EXTERNAL STAFF	1,199	1,054	88%	1,413	1,659	1,909	1,909
TOTAL	2,499	2,223	89%	2,958	3,454	3,954	3,954

[1] Staff with contracts signed. Do not include job offers submitted, candidates selected fulfilling pre-recruitment arrangements e.g. medical check, notice period etc

[2] Temporary transfer of 21 CA for ETIAS following the agreement between Frontex and eu-LISA with the Commission support until 2024 and expected extension from 2025 to 2027

[3] Temporary transfer 5 TA-AD and 20 CA related to ETIAS following agreement between Frontex and Europol

[4] EP 2023: one post AST7 converted to AD7 by Management Board Decision 18/2023 of 3 May 2023. *Table 19: Staff population and its evolution: overview of all categories of staff*

Additional external staff expected to be financed from grant, contribution or service-level agreements

Human Resources	2023	2024	2025	2026 [1]	2027 [1]
	Headcount as of 31/12/2023	Envisaged FTE	Envisaged FTE	Envisaged FTE	Envisaged FTE
Contract Agents (CA)	18	23	23	14 tbc	14 tbc
Seconded National Experts (SNE)	1	1	1	1	1
TOTAL	19	24	24	15 tbc	15 tbc

[1] Final number subject to conclusion/renewal of Delegation and Contribution agreements.

Table 20a: Additional external staff

Structural service providers

	Actually in place as of 31/12/2023
Security	-
IT	-
Other (specify)	N/A
Other (specify)	N/A
TOTAL	

Table 20b: Structural service providers

Interim workers

	Total FTEs in year 2023
Number of Interim work force	190
TOTAL	

Table 20c: Interim workers

Multiannual staff policy plan years 2025 - 2027

Contract agents (CA)	FTE corresponding to the authorised budget 2023		Executed FTE as of 31/12/2023	Headcount as of 31/12/2023	FTE corresponding to the authorised budget 2024		FTE corresponding to the authorised budget 2025			FTE corresponding to the authorised budget 2026			FTE corresponding to the authorised budget 2027		
Function Group IV [1] [2][4]	857	(21)	731	731	1,093	(41)	1,093	(41)	246	1,339	(41)	[3] +250	1,339	(41)	[3] +250
Function Group III	100		88	88	100		100			100			100		
Function Group II	25		16	16	23		23			23			23		
Function Group I	18		21	21	18		18			18			18		
Total CA	979		856	856	1,193		1,439			1,689			1,689		

[1] Temporary transfer of 21 CA for ETIAS following the agreement between Frontex and eu-LISA with the Commission support

[2] Temporary transfer of 20 CA related to ETIAS following agreement between Frontex and Europol

[3] FG for the additional posts to be decided by the Management Board.

[4] Expected extension of temporary transfer of 21 CA for ETIAS from 2025 to 2027.

Table 21a: External personnel for 2025.

Seconded National Experts	FTE corresponding to the authorised budget 2023	Executed FTE as of 31/12/2023	Headcount as of 31/12/2023	FTE corresponding to the authorised budget 2024	FTE corresponding to the authorised budget 2025	FTE corresponding to the authorised budget 2026	FTE corresponding to the authorised budget 2027
Total	220	198	198	220	220	220	220

Table 21b: External personnel for 2025.

Function group and grade	2023		2024			2025 [1]				2026				2027			
	Authorised budget [4]	Actually filled as of 31/12 (* incl. reclassifications)	Authorised			Envisaged				Envisaged				Envisaged			
	TA [4]	TA	TA [3]			TA [3]				TA [3] [2]				TA [3] [2]			
													Total				Total
AD 16	-	-	-		-	-				-		to be decided		-	-	to be decided	
AD 15	1	-	1		1	1			1	1				1			
AD 14	6	2	8		8	10			10	13				16			
AD 13	15	9	16		16	18			18	21				25			
AD 12	31	22	35		35	39		3	42	46				50			
AD 11	36	31	38		38	36		7	43	47				53			
AD 10	29	22	53		53	58		10	68	96				129			
AD 9	94	43	166		166	194		5	199	270				358			
AD 8	248	118	342		342	378		40	418	327				213			
AD 7	121	207	63	(2)	61	7	(2)	60	65	62	(2)			50	(2)		
AD 6	50	49	49	(3)	46	35	(3)		32	18	(3)			6	(3)		
AD 5	20	42	4		4	-			1	1				1			
Total AD	651	545	775	(5)	770	776	(5)	125	896	901	(5)	125	1,021	901	(5)	125	1,021

AST 11	-	-	-		-	-			-	1		to be decided		2		to be decided	
AST 10	1	-	1		1	2			2	2				2			
AST 9	5	4	7		7	8			8	11				14			
AST 8	11	7	13		13	15			15	13				11			
AST 7	9	13	8		8	5			5	8				11			
AST 6	18	5	19		19	20			20	92				211			
AST 5	115	11	305		305	494			495	557				551			
AST 4	489	581	422		422	230		125	354	215				97			
AST 3	1	3	-		-	-			-	-				-			
AST 2	-	-	-		-	-			-	-				-			
AST 1	-	-	-		-	-			-	-				-			
AST TOTAL	649	624	775	-	775	774	-	125	899	899	-	125	1,024	899	-	125	1,024
TOTAL	1,300	1,169	1,550	(5)	1,545	1,550	(5)	250	1,795	1,800	(5)	250	2,045	1,800	(5)	250	2,045
GRAND TOTAL	1,300	1,169	1,545			1,795			2,045			2,045			2,045		

[1] The figures for 2025 corresponds to the EC proposal in the Agency Financial Statement

[2] The exact grading of new posts authorised in the Establishment plan 2026 and 2027 (consolidation of Establishment plan 2025 plus the new TAs) will be available at later stage and the overall figures will be added. Envisaged changes of grades is based on Annex I B of the Staff Regulations.

[3] Temporary transfer 5 TA related to ETIAS following agreement between Frontex and Europol

[4] Management Board Decision 18/2023 of 3 May 2023 adopting amendment N1 to the Single Programming Document 2023 - 2025, whereby 1 AST7 post was converted into an AD7 position.

Table 21c: Multiannual staff policy plan Year 2025-2027.

Annex V: Human resources - qualitative

Annex V: A. Recruitment and engagement policies

Frontex applies general implementing provisions related to the engagement and use of temporary staff (MB Decision 14/2019) and general implementation provisions related to contract staff (MB Decision 39/2021). For middle management posts, the specific rules are defined in the MB Decision 34/2020. In view of the major recruitment challenges, Frontex is involved in a project led by the European Commission (HR Transformation Project) within which a modern e-recruitment solution is being implemented as an EU-wide technical platform for all recruitment and selection activities in the future. If the pilot project is successful¹⁵, the solution is foreseen to be in use along 2024.

According to the Legislative Financial Statement covering the multiannual period 2021-2027 and its review Ares(2022)8037434, for the year 2024 there will be 484 new positions allocated to Frontex. In detail, the Agency will be allocated +125 temporary agents (AD), +125 temporary agents (AST) and +234 contract agents (CA). Similar staffing increases are foreseen for 2025 and for 2026 (each year about + 500 posts) so that in 2026 Frontex will dispose of 4,000 posts (temporary and contract staff + seconded national experts).

In 2025, Frontex will continue to improve a specific set of implementing rules related to the deployment of staff (mission/deployment rules, leaves, etc.) based on experience built in previous years. The standard policy for duration of contracts of employments of temporary and contract staff sets the limit to 5 years contracts with an optional renewal.

Specific conditions for different categories of staff:

1. **Officials:** Frontex does not employ EU permanent officials.

2. **Temporary staff:** All posts of temporary staff 2(f) are identified as posts of long-term duration, except certain posts related to the deployable standing corps, due to deployment constraints and service needs. Posts of the Executive Director and Deputy Executive Director(s)¹⁶ and certain posts related to the standing corps, after the initial appointment for a five years fixed-term contract, are subject for extension once for a period of a maximum of five years.

3. **Contract staff:** In principle, the length of the contracts of employment of contract staff is equal to the length of the contracts of temporary staff (except for rather exceptional cases where the length of a contract is linked to the duration of a specific project or task).

4. **Seconded national experts (SNEs):** There are 220 SNE positions at the disposal of Frontex. SNEs have specific knowledge and experience in the border and coast guard domain and are used in specialised areas of the Agency activities, playing a very important role in achieving the goals of the Agency, including contributing to the increase in commitment of the Frontex core stakeholders, the MS Border and Coast Guard Services. Frontex aims at achieving a geographical balance among the nationalities of the SNEs which, in practice, means targeting underrepresented EU Member States or Schengen associated countries whilst selecting SNEs. The rotation principle applies when employing SNEs with an initial secondment of 3 years duration, with a possibility of an extension for another period (of up to 5 years). Exceptionally and if justified, the secondment can be extended for another 3 years.

5. **Interim and outsourced service providers:** Frontex uses public procurement procedure to conclude contracts for provision of interim services in line with the applicable legal framework depending on the Agency's business

¹⁵ Frontex intended to implement in 2021 a fully automated e-recruitment system allowing paper-less management of recruitment processes and better use of HR resources allocated to this area. For data protection concerns (transfer of personal data to 3rd countries - the system was not compliant with the SCHREMS 2 judgement of the EUCJ), the project needed to be closed in 2021.

¹⁶ These senior managerial posts are classified as temporary staff 2(a).

needs and budget availability. New framework contracts for the interim services in Frontex (HQs) are in place since 2022.

Frontex outsources services for the operation of the Agency's canteen, cafeteria and catering services, cleaning services, handymen services, specific ICT experts.

Recruitment policy - Implementing rules in place

		YES	NO	If no, which other implementing rules are in place
Engagement of CA	Model Decision C(2019)3016	YES		
Engagement of TA	Model Decision C(2015)1509	YES		
Middle management	Model decision C(2018)2542	YES		
Type of posts	Model Decision C(2018)8800		NO	EC Decision C(2013) 8979 of 16 December 2013 on types of post and post titles (adopted by Frontex Management Board by its Decision No 12/2014 of 21 May 2014 adopting by analogy).

Table 22a: Recruitment policy:

Recruitment forecasts N+1 following retirement/mobility or new requested posts

Increase of staffing in line with LFS in support of EBCG Regulation (EU) 2019/1896.

Job title in the Agency	Type of contract (Official, TA or CA)		Official / TA / CA. Function group/grade of recruitment internal (Brackets) and external (single grade) foreseen for publication *		CA Recruitment Function Group (I, II, III and IV)
	Due to foreseen retirement/mobility	New post requested due to additional tasks (**)	Internal (brackets)	External (brackets)	
Headquarters' functions Standing corps - related managerial and principal administrators' functions	3	35	AD8 - AD14	AD8 - AD12	
SC - advanced level	0	90	AD8 - AD14	15 AD10 30 AD9 45 AD8	
SC - intermediate level	0	125	AST1 - AST9	AST4	
SC - basic level	0	230			FG IV
Support staff	0	4			FG IV
		484			

Table 22b: Recruitment forecasts 2025 following retirement/mobility or new requested posts

Annex V: B. Appraisal of performance and reclassification

For the forthcoming years, performance management will continue to be used as a business process aiming at improving employees' engagement and driving business results. It will enable temporary staff, contract staff and Seconded National Experts to focus on having a constructive dialogue with their manager(s) and to consider the exercise as a valuable developmental tool. The appraisal of performance and reclassification are two different exercises.

Reclassification exercise for temporary staff and for contract staff is held according to the respective implementing rules (based on model implementing provisions drawn up for the EU Agencies). The 2021 Reclassification exercise for temporary and contract staff was concluded in October 2023. The Agency managed to shorten the process in view of catching up with the backlog of reclassification exercise.

Appraisal and reclassification / promotions - Implementing rules in place

		YES	NO	If no, which other implementing rules are in place
Reclassification of TA	Model Decision C(2015)9560	YES	-	
Reclassification of CA	Model Decision C(2015)9561	YES	-	
Appraisal TA	Model Decision C(2015)1513	YES	-	
Appraisal of CA	Model Decision C(2015)1456	YES	-	

Table 23a: Appraisal and reclassification/promotions

Reclassification of TA.

(Subject to update with data for reclassification for 2022 in successive version of this document)

Average seniority in the grade among reclassified staff							
Grade	2017	2018	2019	2020	2021	Actual average over 5 years	Average over 5 years (According to decision C(2015)9563)
AD05						n/a	2.8
AD06		2.3		3	4	3.1	2.8
AD07	3.4	2	3	4	3	3.1	2.8
AD08	3	3.5	2	3	4	3.1	3
AD09	4.5	3		6	5	4.6	4
AD10	2	2.6			3.5	2.7	4
AD11	7	3			4	4.7	4
AD12	5	2				3.5	6.7
AD13	4	4				4	6.7
AST1						n/a	3
AST2						n/a	3
AST3		5	2			3.5	3
AST4		2		3	2	2.3	3
AST5				4	3	3.5	4
AST6	3	3			7	4.3	4
AST7	2	4.5			4	3.5	4
AST8	2.5	2			4	2.8	4
AST9						n/a	N/A
AST10 (Senior assistant)							5

Table 23b: Average seniority in the grade among reclassified staff for TA.

Reclassification of contract staff

(Subject to update with data for reclassification for 2022 in successive version of this document)

Function Group	Grade	Staff in activity at 31.12.2020	How many staff members were reclassified in 2021	Average number of years in grade of reclassified staff members	Average number of years in grade of reclassified staff members according to Decision C(2015)9561
CA IV	18				n/a
	17				Between 6 and 10 years
	16	6	1	3	Between 5 and 7 years
	15	11			Between 4 and 6 years
	14	45	10	3	Between 3 and 5 years
	13	30	3	3	Between 3 and 5 years
CA III	12	2			n/a
	11	10			Between 6 and 10 years
	10	11	4	5	Between 5 and 7 years
	9	39	4	4	Between 4 and 6 years
	8	28	5	3	Between 3 and 5 years
CA II	7	1			n/a
	6				Between 6 and 10 years
	5	3			Between 5 and 7 years
	4	5	2	3	Between 3 and 5 years
CA I	3				n/a
	2	13	4	6	Between 6 and 10 years
	1	8			Between 3 and 5 years
Total		212	33		

Table 23c: Average seniority in the grade among reclassified staff for CA

Annex V: C. Mobility Policy

1. Mobility within the Agency

Internal mobility in 2025-2027 will be guided by ED Decision No R-ED-2023-95 adopting Frontex Policy on the Mobility of Staff which, amongst others, reflects the respective implementing rules for temporary staff⁽¹⁷⁾ and for contract staff⁽¹⁸⁾. Vacant positions in Frontex are announced to Frontex staff, published on the Frontex web pages, job portal of the EU Agencies network, European Personnel Selection Office (EPSO) job portal and, by way of exception, in specialised websites or publications.

While the selection procedure for both internal and external candidates is typically carried out at the same time, the number of selected internal applicants remained high in the past years (reaching around 27% of all newly selected staff in 2023). Alternatively, staff members may express their wish to be transferred internally to a different entity in Frontex. Such cases are assessed on an ad-hoc basis having regards to the interests of the service, availabilities of suitable vacant posts and to the assessment of qualifications and competencies of the requesting staff member.

2. Mobility among agencies

Possibility of mobility between agencies has been created by Article 55 of the Conditions of Employment of Other Servants of the European Communities (CEOS) and is detailed in the respective implementing rules.

⁽¹⁷⁾ Management Board Decision 14/2019 of 18 July 2021 laying down general implementing provisions on the procedure governing the engagement and use of temporary staff under Article 2(f) of the Conditions of Employment of Other Servants of the European Union.

⁽¹⁸⁾ Management Board Decision 39/2021 of 8 July 2021 on the general provisions for implementing Article 79(2) of the Conditions of Employment of Other Servants of the European Union, governing the conditions of employment of contract staff employed under the terms of Article 3a thereof.

3. Mobility between the agencies and the institutions

Frontex, by not employing permanent officials, is not in a position to formally implement the policy on mobility between the institutions and the Agency. Typically, a successful candidate from one organisation is requesting an unpaid leave in order to join the other organisation.

Annex V: D. Gender representation.

(Subject to update with data as of 1 October 2024 in successive version of this document)

		Official		TA and CA		Grand Total	
		Staff	%	Staff	%	Staff	%
Female	Administrator level (AD)	0		147	7.29%	147	7.29%
	Assistant level (AST & AST/SC)	0		136	6.74%	136	6.74%
	Contract agent	0		313	15.52%	313	15.52%
	Total	0		596	29.55%	596	29.55%
Male	Administrator level (AD)	0		393	19.48%	393	19.48%
	Assistant level (AST & AST/SC)	0		489	24.24%	489	24.24%
	Contract agent	0		539	26.72%	539	26.72%
	Total	0		1421	70.45%	1421	70.45%
Grand Total:		-		2017	-	2017	-

Table 24a: Gender balance as of 01/10/2023. Statutory staff (only officials, TA and CA, not included SNE)

Gender	Temporary Agents	Contract Agents	Seconded National Experts	All staff
Male	882	539	168	1589
Female	283	313	32	628
Total	1165	852	200	2217

Table 24b: Gender balance as of 01/10/2023.

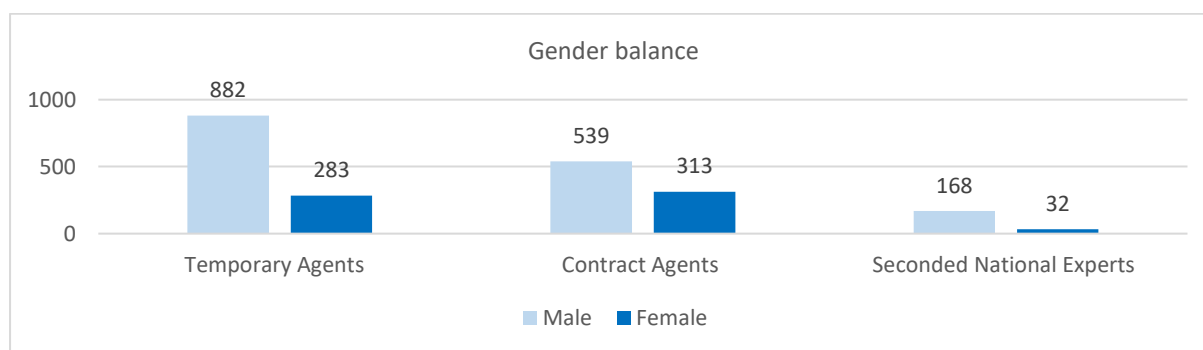


Figure 4 - Gender balance

Data regarding gender evolution over 5 years of the management.

(Subject to update with data as of 31 December 2019 and 2023 in successive version of this document)

	2018		2022	
	Number	%	Number	%
Female Managers	5	29.4%	5	20.8%
Male Managers	12	70.6%	19	79.2%

Table 24c: Management gender balance as of 31/12/2018 and 31/12/2022

Managerial gender balance

(Subject to update with data as of 31 December 2023 in successive version of this document)

Management gender balance as of 31 December 2022	Posts filled			Posts vacant
	Female	Male	% of female	
Executive management	1	2	33%	1
Senior management according to FISRoP (Directors of Division, Adviser)	1	4	20%	4
Middle management according to FISRoP (Heads of Units & Heads of Task Force)	3	13	19%	10
Total	5	19	21%	15

Table 24d: Management gender balance as of 31/12/2022

Annex V: E. Geographical balance

(Subject to update with data as of 1 October 2024 in successive version of this document)

Nationality	AD + CA FG IV		AST/SC- AST + CA FGI/CA FGII/CA FGIII		SNE	Total	
	Number	% of total staff members in AD and FG IV categories	Number	% of total staff members in AST SC/AST and FG I, II and III categories	Number	Number	%
Polish	314	24%	230	31%	12	556	25.08%
Greek	230	18%	162	22%	7	399	18.00%
Romanian	180	14%	126	17%	55	361	16.28%
Portuguese	81	6%	56	8%	7	144	6.50%
Italian	83	6%	17	2%	40	140	6.31%
Spanish	83	6%	39	5%	14	136	6.13%
Bulgarian	54	4%	22	3%	3	79	3.56%
Hungarian	39	3%	9	1%	6	54	2.44%
French	26	2%	8	1%	10	44	1.98%
Lithuanian	29	2%	10	1%	0	39	1.76%
German	22	2%	3	0%	12	37	1.67%
Croatian	16	1%	10	1%	5	31	1.40%
Latvian	18	1%	5	1%	1	24	1.08%
Slovak	13	1%	4	1%	5	22	0.99%
Belgian	16	1%	4	1%	0	20	0.90%
Austrian	10	1%	2	0%	8	20	0.90%
Dutch	9	1%	4	1%	4	17	0.77%
Finnish	12	1%	3	0%	1	16	0.72%
Slovenian	12	1%	2	0%	1	15	0.68%
Estonian	10	1%	4	1%	0	14	0.63%
Czech	8	1%	2	0%	1	11	0.50%
Irish	5	0%	4	1%	1	10	0.45%
Swedish	5	0%	2	0%	0	7	0.32%
Maltese	4	0%	0	0%	1	5	0.23%
Cypriot	2	0%	2	0%	1	5	0.23%
Danish	1	0%	1	0%	3	5	0.23%
Swiss	0	0%	0	0%	2	2	0.09%
British	1	0%	1	0%	0	2	0.09%
Luxembourger	2	0%	0	0%	0	2	0.09%
Norwegian	0	0%	0	0%	0	0	0.00%
TOTAL	1285	100%	732	100%	200	2217	100%

Table 25a: Geographical balance as of 01/10/2023

Evolution over 5 years of the most represented nationality in the Agency

(Subject to update with data as of 31 December 2019 and 2023 in successive version of this document)

Most represented nationality	2018		2022	
	Number	%	Number	%
Polish	256	40%	505	24%

Table 25b- Evolution over 5 years of the most represented nationality in the Agency as of 31/12/2018 and 31/12/2022. Data includes statutory staff (TA and CA) and SNE. Frontex doesn't have authorised officials

Annex V: F. Schooling

Following the provisions of the Frontex Headquarters Agreement (HQA), an accredited European School has been set up in Warsaw (accreditation granted in June 2021). In order to cover the cost of schooling of Frontex statutory staff and SNE children in this school, Frontex has signed a Mandate and Service Agreement with the European Commission for the children of Frontex statutory staff on one hand and a direct Contribution Agreement with the Warsaw Accredited European School (WAES) for the children of Frontex SNEs.

In addition, non-Polish Frontex staff members (TAs, CAs and SNEs) previously benefitting from the reimbursement of schooling costs by the Polish Ministry of Education (granted under HQA) maintain this benefit within the applicable limitations (only as long as the child remains in the same school and in respect of financial limits: full reimbursement for children attending a school in Poland before HQA as well as reimbursement with a limit of 35,000PLN per child per year for children who started schooling in Poland after HQA).

Agreement in place with the European School(s) of				
Contribution agreements signed with the EC on type I European schools	YES		NO	X
Contribution agreements signed with the EC on type II European schools	YES	X	NO	
Number of service contracts in place with international schools:	0			
Number of contribution agreements signed directly with the accredited European Schools in Ljubljana, Parma, Tallinn, Warsaw (for SNE children)	4			

Table 26: Schooling

Description of any other solutions or actions in place:

1. In addition to the contribution agreements signed with the Warsaw Accredited European School (WAES) - via European Commission for statutory staff children and directly with WAES for SNE children - Frontex has also signed a direct agreement with WAES concerning financial contribution to educational support offered by WAES (to both statutory staff and SNE children).
2. Under Frontex Headquarters Agreement, Polish Ministry of Education (MoE) is reimbursing the costs of schooling of non-Polish Frontex staff members (TAs, CAs and SNEs). This is applicable to children who attended a foreign-language tuition school in Poland before June 2021 and continue. Full costs are reimbursed for children attending a school in Poland before Nov 2017 and up to 35,000 PLN (plus annual indexation) per child per year for children who started schooling in Poland after Nov 2017.
3. Additionally, Frontex is offering a top-up reimbursement under a social measure for TAs and CAs if the schooling costs exceed 35,000 PLN.
4. As of 2022, Frontex also offers possibility of reimbursement of schooling costs in Warsaw to SNEs whose children were not admitted to the Warsaw Accredited European School (up to the level of contribution paid by Frontex per child and per applicable level to WAES), under MB decision 5/2024 and ED decision No R-ED-2023-27.

Annex VI: Environment management strategy

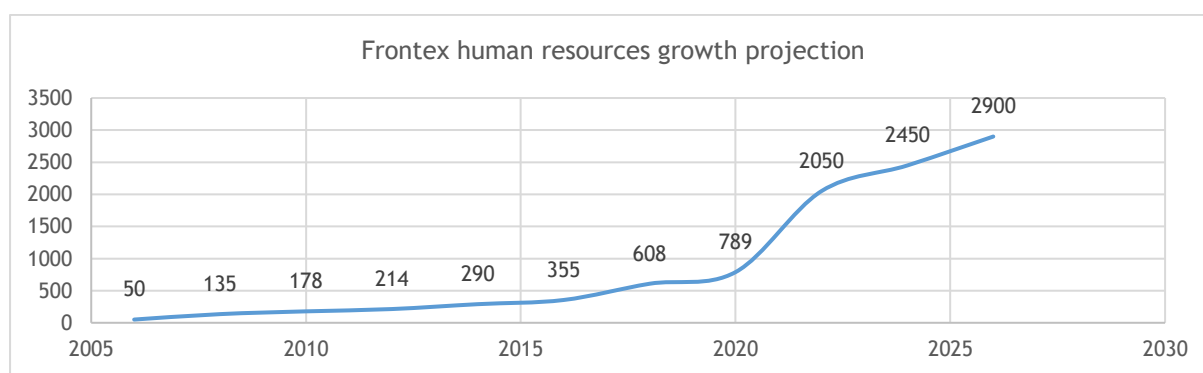
1. Introduction

Frontex, the European Border and Coast Guard Agency (EBCGA), is focusing on opportunities to build climate stability to meet the objective of a climate-neutral EU by 2050. Since 2021, Frontex has made great strides on the sustainability front after having taken over the presidency of the Justice and Home Affairs (JHA) Agencies network. On 22 November 2021, the Heads of the JHA agencies signed a joint statement on the EU Green Deal, which showed their collective willingness to join forces in support of and their commitment to climate neutrality within their mandates. The following sections present a range of actions planned to be undertaken within the sphere of environmental management and sustainability at Frontex.

2. Current situation

2.1. Human resources and premises

At present the Agency has over 2,050 staff members (HQ-based staff and standing corps members) from 30 countries. Cumulatively, staff, interims, contractors, and consultants, at the premises, are more than 1,300.



In the years to come the main growth of human resources will occur in operations more than in the Headquarters (HQ). It should be noted that working in different operational areas across EU and in the HQ involves many movements to HQ and back as well as between the operational areas, and that building up and sustaining operational capacity requires physical attendance in trainings, seminars etc. All this translates to a great extent into environmental footprint. As deploying staff is in the nature of the Agency's operations, a substantial decrease in these activities is not coherent with the expanded mandate of the Agency.

Therefore, the environmental footprint of Frontex will likely grow in the upcoming years, as a result of the increasing number of staff, technical equipment, geographical spread and intensity of operational activities. Frontex aims at finding best ways to decrease environmental impact per-person and per-piece of technical equipment, rather than the overall impact.

2.2. Challenges

Currently Frontex is not in possession of environmental certification ISO14001 and it is not registered in Eco Management and Audit Scheme (EMAS). Due to the rapid growth of the Agency and the nature of its core activity, it is not envisioned in short term for the Agency to become certified. Nevertheless, Frontex commits to gradually develop its own environmental management strategy following the EMAS and ISO 14001 principles. The implementation of the standards consists of a plan-do-check-act model, and it relies on constant improvement and internal commitment. In developing its environmental strategy, the Agency will then gradually prepare the following elements of the standards:

- general environmental requirements;
- environmental policy;
- planning of actions to address the objectives set in the policy;
- the implementation of actions to meet the environmental policy;
- controls and corrective actions;
- management review.

Proposed ways to overcome the weaknesses:

Weakness	Proposed ways to overcome
Lack of environmental strategy	A strategy will be drafted.
Lack of internal environmental policy	- Once the strategy is defined, a policy should be drafted and proposed for adoption; - The recommendations from the research study “The Green Deal and the EBCG” will be presented to senior management with a view to incorporate them in the planning of future activities of the Agency.
Nature of core business strongly relies on travels	- Administrative missions, in particular those of short nature (1-2 days), can be avoided and replaced by online meetings or hybrid attendance to reduce non-vital travel; - Develop internal guidance for Frontex representatives on mission participation based on aspects such as relevance, time duration, destination.
Staff used to non-ecological office solutions	Staff training and awareness sessions should be carried out. Moreover, the Agency is committed to implement an environmentally friendly design of the new premises to be constructed.
Lack of tools to gather data on carbon footprint left by the Agency	The Agency should put in place a mechanism to gather data on: - petrol and diesel consumption by the Agency vehicle fleet, - the number of working hours of the generators, - information related to leakage checks on refrigerant gases, - electricity consumption, - business and travel from/to work, - quantities of each type of waste generated, - differentiating between non-recycled and recycled paper.

3. Sustainability initiatives under consideration for 2023-2030

In April 2022 Frontex published the [Green Deal and the European Border and Coast Guard \(EBCG\)](#) research report. The document provides an overview of the global and EU environmental sustainability regulatory framework and main EU instruments relevant for the EBCG as well as case studies on inspiring practices. Furthermore, it proposes a set of high-level principles and initiatives that could be implemented in the short, medium, and long terms. These recommendations aim to create long-term sustainability value for the EU by moving collectively towards developing a resilient, low-carbon and environmentally sustainable EBCGA.

4. Areas monitored within the environmental management

Following the guidance provided in the Annex to the Communication from the Commission on the strengthening of the governance of Union Bodies under Article 70 of the Financial Regulation 2018/1046 and on the guidelines for the Single Programming Document and the Consolidated Annual Activity Report, the following areas are recommended to be addressed in the future environmental strategy of Frontex.

4.1. Utility consumption

The following table show average monthly consumption of utilities in years 2021-2023 as well as estimation of consumption in 2024 and 2025.

Year	Average consumption				Consumption per person	
	Water (m3)	Electricity (MWh)	Heating GJ (Spire Only)	Average daily head count	Water (m3)	Electricity (MWh)
2021	330.49	205.17	717	315	1.05	0.65
2022	474.44	213.72	525	468	1.01	0.46
2023	582.6	322.3	375	700	0.83	0.46

2024	724.09	400.57	412.5	870	0.83	0.51
2025	796.50	440.63	453.75	1070	0.92	0.56

* Presence in the office in consideration of increased teleworking due to pandemic.

A correlation between an increase in water and electricity consumption and an increase in staff on the premises can be observed. As a result of COVID-19, since March 2020, the water consumption dropped significantly with a slight increase in 2021 and 2022. The electricity consumption had only marginal change since all systems and installations including ventilation and heating operated all the time during this period although in a normal scenario with increased staff presence in the premises such consumption would have grown. As of 2023, with occupation of new Wronia and ETIAS floors in June and switch into hybrid work modality in September, a significant increase in consumption of water and electricity can be observed. This is why it is estimated that with both larger rentable area and higher number of staff employed and present in the buildings, the consumption of utilities will grow respectively in 2024 and 2025.

4.2. Paper and stationery use

Paper use	2020	2021	2022	2023	2024	2025
Paper A4, 80 g/m2, whiteness 166 CIE, compliant ISO 9706, 500 sheets	400	900	1060	2330	2563	2819
Paper A3, 80 g/m2, whiteness 166 CIE, compliant ISO 9706, 500 sheets	0	0	0	140	154	169
Paper A4, 120 g/m2, whiteness 166 CIE, 249 sheets	0	10	0	30	33	36
Paper A4, 160 g/m2, whiteness 166 CIE, 250 sheets	0	0	20	46	51	56
Paper A4, 250 g/m2, whiteness 166 CIE, 125 sheets	0	0	27	66	73	80
Paper A3, 250 g/m2, whiteness 166 CIE, 125 sheets	7	0	0	0	0	0
Paper A4, 80 g/m2, various colours, 500 sheets	25	0	0	45	50	54
Paper A4, 160 g/m2, various colours, 250 sheets	40	20	25	15	17	18
TOTAL	472	930	1132	2672	2939	3233

Most used stationery items	2020	2021	2022	2023	2024	2025
Ring binders	464	260	100	50	55	61
Pens	724	1730	8200	1924	2116	2328
Pencils	135	0	400	1700	1870	2057
Files	64	0	160	235	259	284
Staplers	40	190	320	210	220	225

The decrease in stationery and paper consumption registered in 2020 was caused by introduction of paperless document circulation and by teleworking arrangement imposed by COVID crisis. These developments hampered the Agency's ability to define a baseline and set an immediate target in this area for the future.

4.3. Waste management

The Agency adheres to waste segregation policy, set by the host country. Frontex HQ is located in leased buildings and the values presented below are provided by the building managers. Since Frontex is occupying only 8 floors in the Wronia building and 3 floors in the building A of the Dunia complex and, in both cases, the waste management is done centrally, it is not possible to determine the specific footprint for the two buildings in the parts occupied by Frontex. Thus, only the data for one building is presented here. Furthermore, on the 14th floor of the Spire B building there is a canteen operated by a contractor. Data on waste management delivered by the canteen operator concerns the number of containers, not the weight of waste produced.

Waste produced by Frontex in Spire B building	Waste produced in tonnes					
Type of waste	2020	2021	2022	2023	2024	2025
Mixed	4.232	11	7.87	9.79	10.00	10.00
Recyclable (in total)	11.751	20.46	23.66	29.35	32.29	35.51
Plastic				9.32	10.25	11.28
Paper				14.35	15.79	17.36
Glass				3.91	4.30	4.73
Bio				1.77	1.95	2.14

Year	Containers (canteen)		
	Mixed	Other / recyclable	Food waste
2022	78		27
2023	140	69	58
2024	150	80	65
2025	160	90	70

4.4. Building emissions and energy sources

Currently Frontex is located in three buildings leased under long-term contracts and located in Warsaw. The first of them, Warsaw Spire B, is located at Plac Europejski 6 and comprises 21,552.48 sqm (fourteen floors). The building is solely leased by the Agency. The second one is shared with other tenants and located in the neighbouring building Wronia 31, Wronia 31 Street. Frontex leases 8 floors of the building which amount to 8,230.14 sqm. The third office is located in Diuna building, Taśmowa 7 Street, and comprises 3,827.73 sqm. Therefore, the Agency leases in Warsaw a total of 33,610.35 sqm. Frontex own permanent premises are planned to be constructed and become functional as of mid-2028.

All three buildings currently occupied by FRONTEX have the Building Research Establishment Environmental Assessment Methodology (BREEAM) certificate and are built according to the green building standards. In consequence, level of pollution emitted by all three buildings is low. All facilities offer different amenities for improving environmental approach. Among others these are: greenery, energy saving lights, waste segregation, bicycle station and contactless water taps. The landlords do not keep track on pollution emitted and thus only the data from the emergency generator is available:

Spire B building	Wronia 31 building
- SOx/SO - no data - NOx/NO - no data - Freon HFC 134a - 0kg - CO - no data - Dust - no data	- SOx/SO - 0,1410 kg - NOx/NO - 0,1234 kg - CO - 0,0529 kg - CO2 -127,7829 kg - Dust - 0,0035 kg - Freon HFC 410a - 127,2000 kg

The current premises are located in leased buildings which are connected to the central power grid. The energy supplied to the buildings originates from renewable sources namely from onshore wind farms. The buildings do not have their own renewable electrical or thermal energy sources. Frontex will aim for local renewable energy production in its new Permanent Premises to set an example in terms of environmental sustainability and partially cover electrical or thermal building energy needs.

The new building will support the EC's carbon neutrality goals and principles set out in the European Green Deal, as well as the energy efficiency guidelines of the EU Taxonomy, reaching the minimum level of NZEB-10%. Frontex acknowledges that creating sustainable buildings involves much more than developing buildings with smart technological solutions for energy efficiency and energy production: it also poses an entirely new set of challenges, not only for the building owner but for all stakeholders involved in the process.

Frontex new permanent premises should at least rate 'Excellent' under the BREEAM label certification system and satisfy additional sustainability requirements including but not limited to water management, biodiversity, energy performance and monitoring. The evaluation of sustainability will use a twofold approach, qualitative at design stage and quantitative at construction and operations' stage. Design, execution, and operations should integrate green public procurement guidelines, the Level(s)⁽¹⁹⁾ framework, the European framework for sustainable buildings, and material lifecycle analysis. This approach is set up to achieve the best solution in terms of sustainability, innovation, and cost-efficiency, and to offer Frontex staff a secure, smart, and flexible workspace.

4.5. Missions

Frontex acknowledges the necessity of reducing its carbon emission footprint as a result of missions. However, the missions of operational nature are vital to implement Agency's mandate related to safer external borders of the EU. Also, missions which last several days could be difficult to reduce because they usually involve site visits to various locations, series of meetings with different stakeholders etc.

On the other hand, the number of short administrative missions (one or two days) could be optimized by holding videoconference meetings or ensuring hybrid participation to minimize travel needs. Also, the use of trains, which are greener than travelling by plane, could be encouraged, when possible.

4.6. Training

Frontex training activities are geared to provide the members of the standing corps with the training required for the performance of their tasks in accordance with the operational needs. Frontex also follows-up with MSs/SACs in relation to any training need that may exist and as identified during vulnerability assessments. Finally, the Agency provides training to MSs/SACs on topics that are of general interest such as ETIAS, EES and IBM. Both the development and the implementation of the training courses are a joint effort of Frontex and experts from MSs/SACs, supported by other EU Agencies and international organisations.

The area of training activities includes also the non-operational training organised by HR Unit to meet the learning needs of Frontex staff and to contribute to the performance improvement.

Foreseen number of training activities and participants:

Year	Nr of activities	Nr of participants	Nr of training events (mainly in Warsaw)	No of participants (mainly in Warsaw)
2020	81	1328	32	602
2021	15	1132	0	0

⁽¹⁹⁾ https://environment.ec.europa.eu/topics/circular-economy/levels_en.

2022	201 (including 48 online activities)	4238 (including 914 participants of online activities)	62	968
2023	238 (including 50 online activities)	5000 (including 1000 participants of online activities)	65	1000
*2024	238 (including 50 online activities)	5000 (including 1000 participants of online activities)	65	1000
*2025	238 (including 50 online activities)	5000 (including 1000 participants of online activities)	65	1000
*2026	238 (including 50 online activities)	5000 (including 1000 participants of online activities)	65	1000

The possibility of using online or e-learning tools for training can be used to reduce the face-to-face training sessions and through that, to reduce the need to travel by plane or car. However, the progressive deployment of the standing corps may be accompanied by an increasing need for face-to-face training sessions requiring travel.

Also, for the corporate, non-operational training sessions/events (organised by HR Unit, based on the experience of the COVID-19 related restrictions, switching to online mode of delivery of all training), which constitute part of the training portfolio will stay permanently online, while for some activities face-to-face training will resume, depending on the topic taught.

4.7. Green Public Procurement

Contribution to Frontex's green, sustainable goals via the introduction of environmental and sustainable elements into Agency's purchasing policies and good practices remains the priority of the Agency. The entity responsible for the procurement function strives for further incorporation of green criteria and solutions, as appropriate, into Frontex' purchasing strategies. Accordingly, efforts to additionally sensitise and stimulate Frontex entities, as to the utmost importance of making Frontex procurement procedures more sustainable, would be continued with regular conduct of awareness-raising activities, sharing good practices with business units and periodic consultations with the Green Public Procurement (GPP) Helpdesk.

4.8. Environmental impact of operational activities

4.8.1. Return operations

The Agency, through its European Centre for Returns Division (ECRET), each year organises several thousand returns to third countries, mainly by means of scheduled and chartered flights. ECRET was one of the first divisions of the Agency to commit to minimising the environmental impact of its activities to slow down the damaging process of global warming. To reduce the greenhouse emissions of its activities, ECRET implements a wide range of decarbonisation measures, such as promoting returns by scheduled flights over charter flights, promoting the maximisation of the number of seats used on the same means of transport, promoting direct connections as far as possible, working towards the purchase of sustainable aviation fuel, offsetting the carbon footprint of each supported flight or passenger etc.

Starting from July 2023, ECRET even added an environmental factor in the list of criteria that guide the assessment of the return needs declared by MSs/SACs, as described in Management Board Decision 24/2023²⁰. Specifically, each request for return support is assessed against the environmental sustainability criterion, i.e., whether the various elements of the return (e.g., route, fare, number of passengers, mode of transport) contribute to the Agency's goal of having the lowest possible environmental impact.

⁽²⁰⁾ Management Board Decision 24/2023 of 21 July 2023 adopting the *modus operandi* of the rolling operational plan.

4.8.2. Deployment management

The Agency applies lessons learned for the management of operational deployments which clearly indicates that frequent rotation of staff hampers operational efficiency, increases the costs of deployment and reduces staff satisfaction. Additionally, rotation from one operational area to another increases the number of travels. For these reasons, most standing corps officers remain stationed in the same deployment location for approximately one year, with the obvious exceptions dictated by operational needs and, in certain cases, by specific profiles. A careful planning of rotation(s) aiming to deploy members of the teams on longest possible basis would have a positive effect on all aforementioned aspects. This reduction in the number of redeployments has a positive impact on the reduction of the carbon footprint.

The acquisition of equipment with associated services and integrated logistics support should be implemented with the lowest environmental footprint. The Agency will ensure the application of EU standards for equipment production, retail and provision of services by stipulating a requirement in the terms of reference for each tender procedure for the acquisition of profile-related equipment, patrol cars, uniforms and weapons. It aims to gradually include contractual obligations for all phases of the services acquired i.e. supply, transportation, storage, maintenance, disposal, etc., to be in accordance with green procurement principles and EU applicable standards. It plans to include these requirements in test and acceptance procedures by imposing an obligation for the contractor to present certification on standards required in the terms of reference. Finally, it will apply best practices in this field including seeking and following the advice from GPP Helpdesk, if needed.

4.8.3. Capabilities

With a view to contributing to EU strategic priorities, Frontex is addressing sustainability and resilience in the framework of capability development activities in order to explore how its capabilities can be sustained over time and their resilience enhanced to be able to meet the evolving nature of the challenges at the external borders.

The implementation of sustainability and resilience concepts offers a range of tangible benefits for the ECBG community, such as budget savings achieved with efficient resource management (especially increased energy efficiency and optimised energy consumption), increased preparedness and reliability, enhanced effectiveness in terms of operational autonomy, endurance and logistics footprint, as well as reduced fossil fuel dependency (decreasing non-EU dependencies). At the same time, it offers a chance to contribute to the effort to ensure sustainable development of Europe and the world by reducing emissions and the overall hazardous environmental impact, thus contributing to mitigate climate driven crisis.

Sustainability principles in relation to capabilities are being addressed on the strategic and operational level. As for strategy developments, the key elements of resilience concept linking to sustainability have been included in the draft multiannual strategy for developing the Agency's own technical capabilities. The concept of resilience is also to be embedded in the overarching ongoing work on capability development planning, including development of the Agency's and MS/SAC capability development plans.

On the operational level, the focus is on improving efficiency and optimised use of resources. To this end, in 2021 Frontex launched a project aiming at mapping and assessing current environmental impact of delivering capabilities for the implementation of operational activities, which laid foundations for further activities to limit the Agency's environmental footprint in the following years. During the first half of 2023, category 1 standing corps members have been offered eco-driving training. The expected long-term benefits such as lower fuel and maintenance costs as well as costs for repairing cars include reduced negative impact on the environment. Depending on the results of the pilot activity, similar regular training activities beyond 2023 can be considered.

Annex VII: Building policy

At the end of November 2023, Frontex will lease for its headquarters a total of 29,782.62 square meters in two buildings: building B of the Warsaw Spire complex and the neighbouring building Wronia 31. Both are leased under long-term contracts and located in Warsaw, Poland. Since May 2023 additional 3,827.73 square meters are leased for ETIAS CU/AOF. The Warsaw Spire B lease is going to be extended from 31/12/2024 until 31/12/2026 to align with the Wronia 31 lease. Additional office space is made available for Frontex liaisons officers (FLOs) in EU member states offices or in the EU Delegations. Operational premises are available in Catania and Piraeus through administrative agreements or memoranda of understanding. The details have been provided in the table below:

#	Building Name and type	Location	SURFACE AREA (in m ²)			RENTAL CONTRACT		
			Office space	non-office	Total	RENT (€/year)	Duration	Type
1	Warsaw Spire, office space (HQ)	Warsaw	20,473.37	1,079.11	21,552.48	6,521,232.16	Until 31/12/2026	Lease agreement
2	Wronia 31, office space (HQ)	Warsaw	8,003.28	227.10	8,230.14	2,141,070.37	Until 31/12/2026	Lease agreement
3	Diuna, ETIAS CU&AOF office space	Warsaw	3,777.73	50	3,827.73	195,111.20	Until 28/05/2028	Lease agreement
TOTAL			32,254.38	1,356.21	33,610.59	8,857,413.73		

Table 27: List of buildings. Status at end of November 2023.

New Headquarters

The lease of the current offices is coming to an end in 2026; further extension or other bridging solution will be required to ensure availability of the offices until the new Permanent Premises will be completed. Following the information submitted to the Budgetary Authority (European Parliament and EU Council), and as confirmed by the Frontex Management Board at its 97th meeting, the tender to procure the design and construction of a new Permanent Premises for Frontex will be finalised. Financing of the project by a loan from the EIB or a commercial bank in line with the Article 266(6) of the EU Financial Regulations and the EU Taxonomy will be further pursued. On the basis of MB Decision 52/2021 Frontex proposed a Roadmap concerning the projection of space, the financial and tendering aspects of the project including a provisional timeline. All issues will regularly be presented to the Project Steering Committee before discussion in the Agency Working Group on Budget & Accounts eventually addressed to the Management Board for endorsement or decision. The Agency also prepared a risk log including risk levels with suggested mitigation actions. Before contracts are concluded, the Frontex Management Board will be informed about the detailed estimated costs and its financing as well as the draft contracts to be used. Based on the adoption by the MB, Frontex shall present the project for approval to the Budgetary Authority. Currently the timing and the financing are identified as a serious risk for the project. The conclusion of the tender and the (non-) approval of the loan by the EIB should bring more clarity on these risks. The final financing plan will be endorsed by the MB and the move-in date will be considered for the extension of the lease agreements of the current Frontex HQ. In accordance with the latest timeline of the project, the Agency assumes signing a Design and Construction Contract at the beginning of 2025, starting the Contract with the request for a Building Permit. During the design and construction, the Agency will be supported by a supervision & engineering consultancy and legal assistance to ensure a high level of quality assurance and risk mitigation. Based on the PM² methodology, the Agency proposed a governance structure during the implementation phase to closely monitor the project budget and timelines.

Common office space in Brussels

Subject to continued interest of other partners, a relaunch of the project is considered in 2024. Should this interest materialise, the necessary adjustment of inter-agency arrangements and availability of resources will be agreed. The budgetary implication will be kept at minimum for a modern office with good working standards. The average annual charge is expected to remain below EUR 750.000 for the entire common office space.

Annex VIII: Privileges and Immunities

Legal basis. Protocol 7 on the Privileges and Immunities of the European Union. Headquarters Agreement (HQA) between European Border and Coast Guard Agency and Republic of Poland.	
Eligibility (Article 1, HQA)	Staff of the Agency consists of: a) Statutory staff: temporary agents and contract agents; b) Seconded national experts.
Tax and duty-free resettlement (Article 12, HQA)	The staff of the agency has the right to import (newcomers) and export (leavers) personal property (including motor-vehicles) without prohibitions or restrictions and exempt from any duty or taxes.
Registration of stay (Article 9, HQA)	The staff of the Agency and their family members are exempt from any immigration restrictions or formalities related to the registration of aliens. Special/diplomatic cards issued by the Ministry of Foreign Affairs fulfil all the formalities for the registration of foreigners in the Republic of Poland.
Immunities (Article 12, HQA)	The staff of the Agency enjoys jurisdictional immunity as regards all acts performed in their official capacity.
National tax and compulsory contributions' exemption (Article 12, HQA)	The staff of the Agency is exempt from national taxes on salaries, wages and emoluments paid by the Agency as well as any compulsory contributions to the national social security system.
Tax refund (Article 12, HQA)	The staff of the Agency, employed for a period of 1 year or more, is entitled to claim VAT refund (up to a threshold) for purchasing furniture and household articles for personal use in the Republic of Poland, and within a period of 12 months during the first 2 years of employment. The staff of the Agency, employed for a period of 1 year or more, is entitled to claim VAT and excise tax refund for purchasing, in the Republic of Poland, one motor vehicle for personal use (and without ownership's transfer) every 3 years during the employment at the Agency. Polish nationals and permanent residents in the Republic of Poland are excluded from the above privileges.
Diplomatic agents (Annex II. HQA)	Diplomatic status in the Republic of Poland is granted to staff performing managerial functions. Polish citizens and permanent residents in the Republic of Poland are excluded from such privilege following the international custom.

Table 28: Privileges and Immunities

The Headquarters Agreement lists in detail all the eligibility criteria and timeframes that need to be fulfilled in order for the immunities and privileges to be applicable to the staff of the Agency.

HQ Agreement privileges are equally applicable to all the staff of the Agency regardless of their grading, on the condition that they meet eligibility criteria. Only specific group of staff performing managerial functions enjoys diplomatic status with the scope of economic privileges equal to the rest of staff.

Without prejudice to the provisions of this Agreement, Protocol No 7, and other relevant European Union law, the Agency and its staff shall respect the law of the Republic of Poland in line with Article 41 paragraph 1 of the Vienna Convention on Diplomatic Relations of 18 April 1961.

Annex IX: Evaluations

Accountability

The European and Coast Guard Agency is accountable towards the co-legislators. The Frontex Executive Director may be invited by European Parliament or the Council to report on the implementation of his/her tasks, including reporting on the activities of the Agency. The Executive Director shall also make a statement before the European Parliament, if requested, and shall answer in writing any question put forward by a Member of the European Parliament as well as report regularly to the appropriate bodies and committees of the European Parliament. The European and Coast Guard Agency is subject to review by the European Court of Auditors and the European Commission Internal Audit Service, to external evaluators as well as to scrutiny by the EU Institutions.

External evaluation

Following the entry into force of the EBCG Regulation (EU) 2019/1896 and as foreseen in Article 121, by 5 December 2023, and every four years thereafter, the Commission shall carry out an evaluation of this Regulation - and an overall evaluation of EUROSUR - assessing in particular:

- (a) the results achieved by the Agency, having regard to its objectives, mandate, resources and tasks;
- (b) the impact, effectiveness and efficiency of the Agency's performance and its working practices in relation to its objectives, mandate and tasks;
- (c) inter-agency cooperation at the European level, including the implementation of European cooperation on coast guard functions;
- (d) the possible need to modify the mandate of the Agency;
- (e) the financial implications of any such modification;
- (f) the functioning of the standing corps and, as from the second evaluation, its overall number and composition;
- (g) the level of training, specialised expertise and professionalism of the standing corps.

Evaluations and Internal monitoring system

The Agency addresses its legal requirements in terms of evaluations stemming from the European Border and Coast Guard Regulation, including the evaluation of operational activities; return operations; compliance with fundamental rights in operations, data protection as well as a quality control mechanism related to training ²¹.

In this respect the internally assigned responsibilities ²² include:

- *Maximising the synergies SEM-VA and national quality control mechanisms;*
- *Supporting the planning, implementation and evaluation of operational activities of Frontex*
- *Preparing evaluation reports of joint operations and rapid border interventions and contributing to the evaluation of operational modules focusing on LE & CGF.*
- *Contribution to the evaluation, annual planning and indicative multiannual planning of SC profiles.*
- *Application of the quality assurance mechanism for the development, delivery, evaluation and improvement of training.*
- *Monitoring compliance with fundamental rights and providing assistance on FR in the preparation, conduct and evaluation of the operational activities;*

Frontex monitors the implementation status of planned actions and commitments expressed at annual and multiannual levels, assessing the overall progress and addressing - when required - undesired deviations. The evaluation and monitoring systems encompasses a series of **activities**, **structures** and **products** covering the different elements within the mandate received. The monitoring system includes the **activities** performed by ex-ante verification and ex-post controls teams, whose tasks are carried out according to a defined set of parameters, providing a solid evidence base to drive decisions and contribute to optimising the use of resources to ensure Efficiency, Effectiveness and Economy. Its value is based on the charter of professional standards for ex-ante verifiers by the professional competences of the personnel carrying out ex-post controls. Furthermore, the Internal Audit Capability delivers professional services in accordance with the Internal Audit Charter⁽²³⁾ whilst strictly adhering in the performance to International Audit standards. Other specialised functions contribute to the monitoring of compliance of the Agency's work with regard to specific frameworks including the Fundamental Rights and Data Protection officers.

⁽²¹⁾ The relevant points in the EBCG Regulation are drawn from Article 47 (Evaluation of activities), Article 50.7 (Return Operations), Article 62.10 (Training), and Article 110.2.a. (Fundamental rights monitors).

⁽²²⁾ Decision of the Executive Director No R-ED-2021-168 on Frontex Internal Structure and Rules of Procedure ('FISRoP') of 30 November 2021.

⁽²³⁾ Management Board Decision 56/2022 of 22 September 2022 approving the Frontex Internal Audit Charter.

The internal system of monitoring comprises as well **structures** facilitating the exchange of information, which include: Cross-divisional coordination fora and Executive Management briefings where the state of play of activities or business areas are analysed leading to the Agency engagement with the Management Board overseeing and steering the progress of the Agency and its Working Groups (WG) i.e. Working Group on Budget & Accounts (WG B&A) for topics related to resources implementation, and Working Group on European Integrated Border Management (EIBM WG). Finally, the internal system of monitoring comprises the following **products**:

- **KPIs:** Key Performance Indicators formulated to enable a structured assessment of performance progress, regularly monitored and its results transmitted to the Management covering Inputs Staffing, Budgetary implementation, Digital services, Outputs: Capabilities planning, Deployment of capabilities to operations, Supported returns and Outcomes: Satisfaction with Operations, FR compliance in Operations, Staff engagement.
- **Regular thematic reviews and updates on the state of play of:**
 - Implementation of roadmap to deliver the mandate received in the Regulation;
 - Operational matters: Operational situation, Return developments, VA implementation updates, RA flagship products;
 - Capabilities (EIMB, capability & contingency plannings, standing corps, technical equipment;
 - Cooperation: EU Agencies, TC and Deployment of LO;
 - Fundamental Rights and Data protection matters;
 - Budgetary reviews, staffing & recruitment, implementation of actions addressing recommendations received from audit and scrutiny bodies;
 - Project implementation (i.e. Permanent premises project).
- **Consolidated Annual Activity Report**, which is submitted on behalf of the Executive Director to the Management Board, presenting the activities carried out to implement the annual Work Programme and providing an overview of the level of attainment of the multiannual / annual objectives as well as information on other dimensions including risk management, efficiency and effectiveness of the internal control system and audit results.
- **Annual or periodic reporting on:**
 - Annual Implementation Report on the Agency's capabilities;
 - Annual activity and compliance report of the Data Protection Officer;
 - Annual Report on the Research and Innovation;
 - Report from the Fundamental Rights Officer on key fundamental rights issues include information on the complaints mechanism;
 - Overview of activities carried out by Frontex Consultative Forum on FR.
- **Periodic evaluations:**
 - Evaluation of Joint Operations together with observations of the Fundamental Rights Officer;
 - Evaluation of return operations conducted together with observations of the Fundamental Rights Officer;
- **Ad-hoc evaluations** for specific topics. These usually take the form external (third party) evaluations for areas of work which entail significant spending and/or organisational implications. The outcome of these results in recommendations and actions plans to streamline further future activities through Plan-Do-Check-Act cycle.
 - 2022: on design and functioning of basic training of the standing corps designed and delivered for the extended mandate and tasking as foreseen in the Regulation". Status: final evaluation report submitted, action plan to implement recommendations is ongoing. "Evaluation of the pilot project on the deployments of MS Liaison Officers to Frontex". Status: final report presented to the Management Board.
 - 2023: Topic: coherence, effectiveness, efficiency and EU added value of the design and functioning of the networks of liaison officers as foreseen in Regulation and as part of the European network of immigration liaison officers for Liaison officers posted in third countries.
 - 2024: development and implementation of the fundamental rights framework in the Agency, as foreseen in the Regulation

The following areas are proposed to be evaluated during 2025: Management of deployment of standing corps

Subject of the evaluation	Evaluation of the relevance, coherence, effectiveness, efficiency, impact and EU added value regarding the standing corps deployment management system and the business aspects of its implementation.	
Type of evaluation	Interim evaluation	
Budget and HR resources	Internal	External
	1.5 FTE	EUR 70,000 - 90,000
Scope and objectives	The <u>deployment of the standing corps</u> • deployment in the framework of joint operations, • deployment in rapid border interventions, return operations and return interventions. <u>Areas of the Deployment management</u> affecting the relevance, coherence, effectiveness, efficiency, and impact of deployment are: • Operational planning and prioritization • Deployment planning and execution • First deployment decision • Rotation of deployments over time • Urgent re-deployments on the basis of operational needs The external evaluation aims at assessing whether the processes to implement the standing corps deployments are developed and in use within the Agency, also to assess if they are fit for purpose. In this context, the relevant evaluation criteria should include effectiveness, efficiency, impact, and sustainability of the cooperation processes. This evaluation is primarily informative, assessing the results achieved in the meantime in terms of deployment processes, with a primary focus on its human resources component. It is also formative, extracting lessons that can be used by the different operational actors in the Agency to improve the deployment of the standing corps in the future.	
Methodology	Overall, the evaluator is expected to undertake desk research as well as to conduct interviews with relevant stakeholders and visits to operational areas. The evaluation will provide an in-depth analysis on the performance and achievements with regard to standing corps deployment activities of the Agency. It should identify possible gaps, key challenges, and opportunities in the current deployment set-up, providing clear, evidenced, and informed findings and recommendations, as well as provide concrete and actionable steps for implementing the recommendations presented in a Deployment Action Plan.	
Timeframe	January - June 2025	
Expected use	Before finalisation, the operational actors of the Agency shall be offered the possibility to comment on the Action Plan. Final evaluation results shall be shared with the Management Board and with the cooperating agencies.	
Relevant stakeholders	• Frontex entities • Standing corps officers • Relevant EU Agencies • Authorities from EU Member States, Schengen Associated countries, and third countries	

Annex X: Strategy for organisational management and internal control systems

The strategy for organisational management and internal control takes into account the extended mandate received through Regulation (EU) 2019/1896 and critical changes at managerial level three Deputy Executive Directors assisting the Executive Director, and in the scope of tasking with the integration of ETIAS and deployment management functions for standing corps (SC) into the core tasks of the Agency. It also takes into account the internal developments as regards organisational management resulting from the partial decentralisation of the Agency's functions to better accommodate the new operational deployment model of the SC shaping the current organisational management culture. The internal control system shall respond to the Agency's upcoming organisational and structural changes by adapting to newly emerging risks, identifying them appropriately and helping the organisation to respond to them.

Internal control (IC) applies to all activities, irrespective of whether they are financial or non-financial. It is a process that helps an organisation to achieve its objectives and sustain operational and financial performance, respecting rules and regulations. It supports sound decision making, taking into account risks to the achievement of objectives and reducing them to acceptable levels through cost-effective controls. Frontex Internal Control System (ICS) is shaped by a Management Board Decision 32/2017⁽²⁴⁾ whereby five internal control components, further broken down into 17 principles are defined and permeate the entire organisation.

Internal Control components	
1. Control environment:	set of standards of conduct, processes, and structures that provide the basis for carrying out IC across the Agency. The executive and senior management set the tone at the top for the importance of IC, including expected standards of conduct.
2. Risk assessment:	a dynamic and iterative process for identifying and assessing risks which could affect the achievement of objectives, and for determining how such risks should be managed.
3. Control activities:	ensure the mitigation of risks related to the achievement of policy, operational and IC objectives, are performed at all levels of the organisation, at various stages of business processes, and across the technology environment. They may be preventive or detective encompassing manual and automated activities as well as segregation of duties.
4. Information and communication:	necessary for the organisation to carry out internal control and to support the achievement of objectives. There is external and internal communication. External provides the public and stakeholders with information on the Agency's policy objectives and actions. Internal provides staff the information it needs to achieve its objectives and to carry out day-to-day controls.
5. Monitoring activities:	continuous and specific assessments to ascertain whether each of IC components is present and functioning. Continuous assessments, built into business processes at different levels of the organisation, provide information on any deficiencies. Findings are assessed and deficiencies are communicated and corrected.

From an internal control standpoint, the activities of the Agency related to budgetary implementation are of particular relevance. In this regard Frontex Financial regulation, Article 30 sets forth objectives, and features to consider in order to ensure **effectiveness** and **efficiency** of these processes as outlined below.

IC effectiveness	Comments in view of discharge of the mandate received (Regulation (EU) 2019/1896).
Segregation of tasks	The tasks of the financial actors are clearly segregated, also between Accounting and Authorising Officers; the Accounting Officer is administratively and functionally independent. The financial actors from Authorising Officers' side have clearly defined delegations when it comes to budget implementation, those will need to be complemented for possibly revised operational aspects.
Appropriate risk management and control strategy that includes control at recipient level.	Actions include regular, structured, and comprehensive risk assessment are carried out with the engagement of the management. Measures to improve the coordination of relevant functions including ex-ante / ex-post controls, evaluations, internal control coordination and the internal audit capability.

⁽²⁴⁾ Management Board Decision 32/2017 of 22 November 2017 adopting the revised internal control framework and authorising ED to adopt necessary measures for its implementation.

Avoidance of conflicts of interests.	Through zero tolerance to fraud, mainstreaming awareness in the area ethics including the different scopes where conflict of interest may exist or be perceived as existing and incorporating this element into the different codes of conduct in place.
Adequate audit trails and data integrity in systems.	Security over information remains paramount for the attainment of the Agency objectives, an area where constant improvements are being deployed, while audit trails contribute towards continuous improvement and compliance of the products and services delivered.
Procedures for monitoring effectiveness and efficiency.	The increasing volume of resources authorised require continues improvement towards not only enhancing our budgetary absorption capacity but more importantly to attain the desired impact in the use of the human and financial resources made available to Frontex.
Procedures for follow-up of identified internal control weaknesses and exceptions.	In this regard the Agency has set up its own Internal Audit Capability and reinforced the Inspection & Control office. These measures will further enhance the existing lines of defence by assessing existing controls and suggesting remedial actions to address control weaknesses and gaps.
Periodic assessment of the sound functioning of the internal control system.	An activity being carried out in line with the Internal Control Framework, providing quality and timely information on the areas where improvement actions are still necessary.

IC efficiency	Comments in view of discharge of the mandate received (Regulation (EU) 2019/1896).
Implementation of an appropriate & coordinated risk management and control strategy.	Internal control and risk management activities are implemented in line with the policies in place. The Agency notes the need for sustained improvement in the performance of these activities and in the overall coordination of the actors involved encompassing controls at the three levels of defence i.e. business owners of products and services; supporting and monitoring functions; and a third line providing independent objective assurance. to accelerate the delivery of results.
Accessibility for all appropriate actors in the control chain of the results of controls carried out.	In a dynamically developing Agency, this feature is particularly important taking into account these actions are to be carried out at every level of the organisation and the Agency is - along this MFF 2021-2027 - onboarding hundreds of new staff members every year.
Reliance on independent audit opinions, provided that the work was performed in accordance with IAS standards.	The increase of resources being made available to the Agency draws legitimate public interest and reinforces the need for accountability and transparency. The Agency fulfils its obligation on reliance independent audit work, simultaneously taking into consideration audit work programmes drafted ECA, IAS, to avoid overlap with other control activities e.g. IAC work programme and / or ad-hoc evaluations.
Timely application of corrective and dissuasive measures, where appropriate.	Effective application of measures addressing control overrides reinforces the organisational commitment towards compliance, transparency and accountability. Specific features of the Agency including a more distributed working environment e.g. ETIAS CU, the network Liaison Offices and in the coming future Antenna Offices reinforces the need for ensuring application of these measures.
Elimination of multiple controls and improvement of the cost-benefit ratio of controls.	Periodic assessment of the controls in place and the functions involved, prioritising the application of automated, at the recipient level. Cost-benefit element shall be regularly evaluated, with synergies between the work carried out by different internal functions encouraged.

In implementing the ICS, given the growing budget and the substantive importance of the statutory responsibilities, the Agency has the ambition to organise and manage an internal control system and builds a control culture based on the universal model of three lines of control. The division of tasks adopted, the establishment of the Inspection and Control Office and the Internal Audit Capability, is conducive to such organisation. The adopted regulations defining the ICS, organisation of the mandates, the Internal Audit Charter and the division of the responsibilities between business units, provide the procedural basis for building such a risk management and internal control culture within the Agency.

The model of three lines of control defines, that the **first line** lays within the operational management implementing core business activities to achieve Frontex objectives and managing risks and opportunities in their daily operations. The **second level of control** comprises functions related to support, monitoring,

evaluation, challenge and prevention of risk related matters working in the domains of compliance, quality and risk management. In future years, these functions will be identified as they already perform support and challenge tasks in semi-independent manner, like financial verification in particular units, whether the tasks of the Inspection and Control Office, Data Protection Office, Fundamental Rights Office and the Legal Service.

The **third line of control** provides independent and objective assurance and consultancy on all matters related to the achievement of objectives by the Agency, it includes Frontex Internal Audit Capability, the European Commission Internal Audit Service and the European Court of Auditors.

Related policies in place. The Agency has adopted a number of policies that provide a sound basis for both organising the internal control system and building a culture of risk management and internal control, for efficient governance.

Risk Management: aims at identifying and assessing potential issues that could affect Frontex activities and the achievement of its objectives. The risks are then ranked and prioritised according to their relative significance (as a product of likelihood and impact), and actions are taken by management to mitigate the risks to an acceptable level and embracing all domains and management aspects. The Agency carries out these continuous processes in line with relevant ED Decision⁽²⁵⁾, this policy is supplemented with an application manual guiding users in applying the corporate risk management processes by describing each procedural step.

Anti-Fraud Strategy (AFS) ⁽²⁶⁾: is prepared by Frontex ED and presented it to the Management Board for approval and adoption. It is proportionate to the risk of fraud, considering the costs and benefits of the measures to be implemented. Addresses as well Frontex FR requirement whereby internal control shall be applied at all levels of management and shall be designed to provide reasonable assurance of achieving its objectives in five key areas, including prevention, detection, correction and follow-up of fraud and irregularities.

Ethics, integrity and transparency are key drivers of Frontex actions. Frontex staff, MS and third Countries participating in Frontex operational activities. The Agency will not tolerate fraud, impropriety or dishonesty and will report, without delay, any instance of suspected fraud to OLAF, which is exclusively competent to investigate these cases. Frontex will cooperate with all other EU authorities and institutions with responsibilities in these matters.

Current AFS builds on the results of the Anti-Fraud Strategy 2019-2021 implementation; the internal control weaknesses identified and the corporate risk assessment; findings and observations in the audit work conducted by the IAS and ECA as well as guidance received from the MB. AFS 2022-2024 is broken down into three specific objectives - listed hereunder - and implementing 16 activities comprising, communication, awareness and educational measures (SO1), identification, monitor, communication risks (red flags) and establishing appropriate controls (SO2) and enhancing a whistle-blower culture, ensuring protection through policies and procedures (SO3).

- SO 1: Further enhance an anti-fraud culture in Frontex, supported and motivated by the Management and understood and accepted by everyone;
- SO 2: Setting controls in the new activities' areas and strengthen in the area with high fraud-related risks;
- SO 3: To strengthen a whistle-blower culture, by promoting the Frontex Guidelines on Whistleblowing.

Anti-harassment⁽²⁷⁾ As an employer and to protect its staff, the Agency must guarantee respect for the dignity of women and men at the workplace. It has committed itself wholeheartedly to preventing such harassment and to condemning such behaviour. The Staff Regulations (SR) explicitly condemn psychological and sexual harassment (Article 12a).

The goals of the Agency's harassment-prevention policy are:

⁽²⁵⁾ Decision of the Executive Director No R-ED-2021-34 adopting the Risk Management Policy of 28/02/2021.

⁽²⁶⁾ Management Board Decision 64/2021 of 17 November 2021 on adopting the Anti-Fraud Strategy 2022-2024.

⁽²⁷⁾ Management Board Decision No 16/2019 of 18 July 2019 on the Frontex policy on protecting the dignity of the person and preventing psychological harassment and sexual harassment.

- to promote a culture in which psychological and sexual harassment, like other forms of violence in the workplace, are considered unacceptable and are neither tolerated nor ignored;
- to broaden the policy of preventing harassment by raising awareness among staff, and providing information, training and counselling;
- to introduce an effective procedures to protect the dignity of each and every person working at the Agency;
- to take appropriate action (if necessary, disciplinary measures) in accordance with the SR against any person who is found guilty of psychological or sexual harassment.

The policy on prevention of psychological harassment and sexual harassment is based on an overall plan of preventive measures, comprising activities aimed at avoiding and reducing the risk of psychological or sexual harassment with information to staff i.e. awareness campaigns, provision of clear and precise information to help staff how to obtain support, advice and guidance and how to lodge a complaint; support to a policy of prevention of harassment with specific training to help manage these situations, and the work performed by a network of Confidential Counsellors (15 members) with activities are centred around four topical areas:

- **Coordination** of the work of CCs: providing support to all employees within the framework of the informal procedure in case of conflict at work, psychological or sexual harassment. Conciliation and mediation are provided, including the services on an external mediator;
- **Training:** ongoing training is offered to the CCs, as well as to other Frontex staff members on matters related to prevention of harassment as well as on specific skills e.g. on non-directive counselling skills.
- **Raising awareness:** events for staff at the HQ and SC at training centres and in deployment locations are provided regularly either online and on-site courses for newcomers and as refreshers for existing staff these measures will be supplemented with awareness raising campaign on our Intranet together with a preparation of a leaflet on prevention of harassment and a guide for managers.
- **Cooperation** with other Agencies and Bodies: as well as other EU Institutions, via the EUAN Network under the auspices of the Taskforce outlining the guidelines for sharing the services of CCs between different EU Agencies and Bodies.

Transparency Register: in carrying out their missions, the institutions, bodies, offices and agencies of the Union must have the support of an open, efficient and independent European administration⁽²⁸⁾. This provision is reemphasized in Article 118 of the European Border and Coast Guard Regulation, by reiterating the requirement for internal rules on prevention of conflicts of interest and for establishment of a transparency register. The internal framework for transparency register held by Frontex is set by Decision of the Executive Director Decision 2021-67⁽²⁹⁾.

The transparency register is, thus, a tool set up to ensure that there is transparency as regards lobbying by disclosing all its meetings between the Executive Director, Deputy Executive Director and Head of Division with third-party stakeholders in matters concerning procurement procedures and tenders for services, equipment or outsourced projects and studies. The information is published in a standardised format on the website of the Agency within a period of two weeks following the event.

Third Party Stakeholder(s) must be informed of the fact that contacts and meetings will have to be reported and made public, and be provided with the Privacy statement. In the event the representative of the third party stakeholder refused that his/her data to be made public, such meetings or contacts should not be held.

Control measures in place at the second line of control

Ex-ante controls: In order to prevent errors and irregularities before the authorization of operations and to mitigate risks of non-achievement of objectives, each activity/operation is subject at least to ex-ante control relating to the operational and financial aspects of the operation, on the basis of a control strategy which takes risk and cost-effectiveness into account. The extent in terms of frequency and intensity of the ex-ante controls is to be determined by the Authorising Officer taking into account the results of prior controls as well as risk-based and cost-effectiveness considerations. In case of a doubt, the Authorising Officer responsible for validating

⁽²⁸⁾ Pursuant to Article 298 of the Treaty on the Functioning of the European Union.

⁽²⁹⁾ Decision of the Executive Director No R-ED-2021-67 on the Transparency Register of 05/05/2021.

the relevant operation can request complementary information or perform an on-the-spot control in order to obtain reasonable assurance.

Ex-post controls: constitute fundamental checks that complement ex-ante controls. Combined, ex-ante and ex-post controls should be regarded as complementary to the process of mitigating risks related to various categories of expenditure and revenue. They have a form of financial and/or performance control.

- **Financial control** implemented is a control concerning budgetary implementation, including grants (real costs born and the unit costs checks) and a control related to contracts concluded following a procurement procedure. The scope of checks includes financial transactions related to them as well as supporting documents and key control procedures.
- **Performance control** implemented is a control whose scope covers the performance of individual activities, verification of the implementation of the projects and programmes, structures and procedures, responsible actors (owner, project manager, internal suppliers, and users), the implementation of different stages of the project and other activities, as well as strengths and weaknesses and the legal aspects of the contract including whether any fraudulent actions occurred.

Evaluations: Programmes and activities that entail significant spending are subject to ex-ante and retrospective evaluations ("evaluation"), which should be proportionate to the objectives and expenditure. *(Retrospective evaluations are developed in detail as a tool for organisational management and internal control systems and are presented at Annex IX of this document.)*

- **Ex-ante evaluations** supporting the preparation of programmes and activities shall be based on evidence, if available, on the performance of related programmes or activities and need to identify and analyse the issues to be addressed, the added value of Union involvement, objectives, expected effects of different options and monitoring and evaluation arrangements.
- **Retrospective evaluations** assess the performance of the programme or activity, including aspects such as effectiveness, efficiency, coherence, relevance, and EU added value. Retrospective evaluations are based on the information generated by the monitoring arrangements and indicators established for the action concerned. They should be undertaken periodically and in sufficient time for the findings to be taken into account in ex-ante evaluations or impact assessments that support the preparation of related programmes and activities.

Control measures in place at the third line of control

Internal Audit Capability: in line with Management Board Decision No 43/2020⁽³⁰⁾, and Decision of the Executive Director 2021-159⁽³¹⁾, the Internal Audit Capability Office (IAC) was established. It is operating as the third line of defence in the internal control system of the organisation and performs duties in compliance with the relevant international audit standards of the Institute of Internal Auditors, as indicated in Article 80 (1) of the Financial Regulation⁽³²⁾. In July 2022, the Head of the IAC Office was appointed and the Internal Audit Charter⁽³³⁾ was approved by the Management Board in September 2022, leading to the development of the Frontex IAC Risk-Based Annual Audit Plan (RBAP) 2023, approved by Management Board Decision No 1/2023⁽³⁴⁾. The year 2023 was the first full year of the IAC's work focusing on establishing the role of the internal audit within the Agency and conducting first assurance engagement, implementing the methodology and preparing a methodical set-up for the assurance engagements.

The scope of IAC's activities encompasses, but is not limited to, objective examinations of evidence for the purpose of providing independent assessments to the Frontex's Management Board and the Executive Director on:

⁽³⁰⁾ Management Board Decision No 43/2020 adopting the Agency's amended organisational structure of 9/12/2020.

⁽³¹⁾ Decision of the Executive Director No R-ED-2021-159 implementing the internal structure of the IAC of 17/10/2021.

⁽³²⁾ Management Board Decision 19/2019 of 23 July 2019 adopting the Frontex Financial Regulation.

⁽³³⁾ Management Board Decision 56/2022 of 22 September 2022 approving the Frontex Internal Audit Charter.

⁽³⁴⁾ Management Board Decision No 1/2023 approving the Annual Audit Plan of the Frontex IAC of 18/01/2023.

a) the adequacy and effectiveness of Frontex's **risk** management processes, system of internal **control** processes and **governance** and oversight processes (so-called GRC assessment), and

b) the quality of Frontex's performance in carrying out assigned responsibilities, to determine whether reasonable assurance exists that Frontex's stated goals and objectives will be achieved.

Moreover, one of the tasks of the IAC, as indicated in the Internal Audit Charter is cooperating and liaising with other assurance and audit service providers, namely the European Court of Auditors as well as Internal Audit Service by European Commission.

In the coming years of operation, starting in 2024, the work of IAC, having strengthened its own resources to at least two in-house auditors from January 2024, will focus on the assurance engagements. Given the Agency's budget and its dynamic growth, two assurance engagements are planned to be conducted a year. In order to build the effectiveness of audit processes and create added value for the Agency, it is planned that one task per year will concern the Agency's statutory matters relating to border management and support, and the second - organisational, administrative and financial issues. The 2024 Annual Audit Plan (document previously called Risk-Based Annual Audit Plan) includes this assumption which is planned to be followed in the next years, respecting the requirement that the audit plan results from the risk analysis performed independently by IAC, according to the rules set out in the internal Audit Charter.

A task performed annually in parallel to assurance engagements, will be the annual risk assessment, which will constitute the assumptions of the audit plan for the next year. After the first two preliminary, simplified risk assessments for 2023 and 2024, IAC's ambition is to create an audit universe - risk assessment divided into logical audit units. This exercise will help in independently mapping the risks related to the activities of individual business processes and activities carried out by both business entities and supporting functions so that from year to year, as risk management and the control environment develop, both in business processes (1st level of control) and in independent functions (2nd level of control), IAC will recognize both inherent risk and later - residual risk.

In addition to carrying out assurance engagements, the IAC will focus on monitoring and evaluating the effectiveness of risk identification and management system, as well as control environment and execution. These elements permeate the entire organisation and should serve the Agency to minimise risks, implement the appropriate risk strategy and impose controls where necessary. The organisation should therefore focus on strengthening these two processes, and the upcoming organisational changes are a good opportunity to redefine the Agency's needs and capabilities in this respect. However, this requires a special organisational focus in these two areas. The size of the Agency, its budget and the risks associated with its activities at HQ and in the field lead to an understanding of how risk management and control function shall serve in key decision-making processes and achieve its objectives. For example, risk reporting in key business processes is one of the elements to be improved immediately by, for example, establishing a common forum for sharing the results of corporate risk assessments, internal controls, management-relevant evaluations and external inspections and audits. During the upcoming years covered by this SPD, IAC will motivate individual entities for improvement activities in this area by providing facilitation, substantive and organisational support, as well as awareness-raising activities within the organisation. The above will be performed with respect to the applicable internal audit standards.

Work has also begun on the methodical organisation of the IAC activities in 2024, the operational internal audit manual for assurance engagements is planned to be adopted, setting up the organisational rules for conducting assurance engagements in accordance with internal audit standards. In the coming years, the further development of the IAC methodological environment is planned - there are plans to develop both manuals covering consulting engagements and as well as activities for monitoring of recommendations and observations issued by IAS and ECA. To ensure the effectiveness and efficiency of the IAC and to maintain compliance with relevant professional standards, and continuously improve the quality of internal audit services provided, the Frontex IAC Quality Assurance and Improvement Program (QAIP) will be executed.

Annex XI: Grants and contributions or service-level agreements

External assigned revenue concerns funds which do not find their origin in voted Community appropriations for the Agency, but which are received for the execution of specific contracts or agreements from external financing parties or from other DGs. According to the Financial Regulation, these appropriations cannot be mixed with others, therefore they are shown separately under Title 4 of Frontex budget. The appropriations corresponding to assigned revenue are made available automatically, both as commitment appropriations and as payment appropriations once the revenue has been received by the Agency. External assigned revenue is carried over automatically and must be fully used by the time all the operations relating to the programme or action to which it is assigned have been carried out. Frontex is currently running three grant agreements and one Delegation Agreement, all funded by the European Commission:

1. **Delegation Agreement on “Copernicus 2015-2021”** with the European Commission, represented by Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs (DG GROW), signed on 10 November 2015, entrusting Frontex with the service component implementation tasks, in line with Regulation (EU) 377/2014 establishing the Copernicus Programme. The indicative budget amounts to EUR 53.4m, implemented until 31 December 2021. The service component of the task implementation refers to coastal, pre-frontier monitoring, reference imagery and mapping, maritime surveillance, vessel detection, tracking and reporting, environmental assessment. Three new services were approved on 4 June 2018 - large area pre-frontier monitoring, ProDetect service (identify locations and activities of interest based on existing intelligence and knowledge of specific Modus Operandi, MUSO (migration analytical assessment)). This delegation was extended by **“Delegation Agreement on Copernicus 2022-2028”** with the Directorate-General for Defence and Industry (DG DEFIS), on 15 November 2021, on the implementation of the border surveillance component of the Copernicus Security service with an indicative budget of EUR 67m. entrusting Frontex with the implementation of the tasks under the security component for border surveillance, in line with Regulation (EU) 377/2014 establishing the Copernicus Programme. The Contribution Agreement introduces a product centric approach to the provision of the Copernicus Border Surveillance Service (CBSS). CBSS offer EO data enriched with other data sources available to Frontex. In 2024 the Contribution Agreement will be amended to reflect a reduction of the budget and necessary technical changes to the Products description. Following an amendment of the Contribution Agreement foreseen for 2024, the indicative budget is expected to be reduced to EUR 57m. to cover activities until 31 December 2028.
2. **Grant agreement “EU4BS” (enhance border security in the Southern Neighbourhood, by fostering bilateral and regional co-operation)** signed on the 1 December 2018; with a total budget of EUR 4m, with initial implementation period of 36 months from 1 December 2018 until 31 November 2021. The grant agreement was amended in 2020. The budget was increased by EUR 2.5m which results in total budget of EUR 6.5m. The project will contribute to building trust, understanding, structured partnerships, and exchange of experiences/practice between Southern Neighbourhood countries and Frontex in the broader Integrated Border Management (IBM) domain. At the same time, it will provide tangible country-specific support to the national capacity building efforts based on needs identified by the partner countries. The project will also foster technical-operational collaboration between Southern Neighbourhood countries on the one hand and Frontex and EU Member States on the other, by supporting the development of institutional training capacities as well as the capacities to undertake and share strategic and operational risk analysis. It will also contribute to improving the capacities to conduct situation monitoring and information management and enhance operational border and coast guard capacities.
3. **Grant Agreement IPA III migration (Phase 3)**. The overall objective of the project led by Frontex in partnership with IOM is to further develop and operationalize a comprehensive migration management system in the IPA Beneficiaries. It builds upon the results of the IPA II Frontex-led ‘Protection-sensitive migration management in the Western Balkans and Turkey’, taking into account lessons learned and best practices.
4. **Grant Agreement IPA III security**. The overall objective of the project led by Frontex is to improve the border security in the WB region. Three main objectives: IBM strategies aligned with European IBM and a sustainable regional network of IBM experts and Women in Border Police established; improved capacities to effectively contribute to Frontex-led joint operations under EU Status Agreements; enhanced knowledge, technical and operational capacities to undertake the establishment of National Coordination Centres (NCCs) in line with EU acquis and best practices.

Table: Overview of Earmarked expenditure (R0)

(Subject to update with data as of 1/11/2024 in successive versions of the document)

Grant	Total Budget	Total Cashed	Total committed	Total paid	Available for commitments	Available for payments	End of date of agreement
Copernicus 2022-2028	67,000,000	4,136,000	3,750,000	3,355,340	386,000	780,660	31-Dec-28
EU4BS	6,500,000	4,044,964	3,624,099	2,581,725	420,865	1,463,239	30-Apr-25
IPA III (Migration)	5,500,000	3,757,643	1,342,215	1,168,229	2,415,428	2,589,414	31-Dec-25
IPA III (Security)	7,000,000	2,745,860	664,770	249,574	2,081,090	2,496,286	31-Dec-26

Table 29a - Overview of Earmarked expenditure (R0). () CA: Contribution Agreement / GA: Grant Agreement. Data 1/11/2023*

(Subject to update with data as of 1/11/2024 in successive versions of the document)

General information	Date of signature	Total amount	End of date of agreement	Partner	HR Impacts	2024	2025	2026	2027
Contribution agreements									
1. Copernicus 2022-2028	15/11/2021	€ 67,000,000	31/12/2028	DEFIS	CA	3	3	3	3
					SNEs	0	0	0	0
Grant agreements									
2. EU4BS	01/12/2018	€ 6,500,000	30/06/2023	NEAR	CA	6	6	ended	ended
					SNEs	1	1	ended	ended
3. IPA III migration (Phase 3)	01/01/2022	€ 5,500,000	31/12/2025	NEAR	CA	6	6	tbc	tbc
					SNEs	0	0	tbc	tbc
4. IPA III security	01/01/2023	€ 7,000,000	31/12/2026	NEAR	CA	8	8	8	8
					SNEs	0	0	0	0
TOTAL:					CA	23	23	11 tbc	11 tbc
					SNE	1	1	0	0

Table 29b - Overview of human resources related to Grants and Contribution Agreements. Data 1/11/2023.

Annex XII: Strategy efficiency gains

In a context in which the Agency continues to grow at a fast pace, combined with the implementation of the significantly enhanced mandate received by Frontex, there is a need to continue the improvement of the management systems to ensure that the assurance framework is in line with new risks.

The strategy for efficiency gains encompasses management activities in all entities within the Agency, and the processes have to be established and implemented in a gradual manner.

The main areas of focus in relation to the strategy are:

1. Use of synergies within entities of the Agency and with external stakeholders (e.g. network of agencies, European Commission) at all levels for the implementation of the budget, human resources development, establishment of policies and processes.
2. Application of sound financial management principle, which allows for better and more efficient use of the funds available.
3. Improvement of managerial methods through training.
4. Staff knowledge and expertise improvement through training, mentoring and on-the-job training.
5. Analysis and implementation of better processes in the operations of the Agency.

The existing management framework and business processes have been streamlined, strengthened and recalibrated to focus on results, efficiency, added value and quality. In the programming period 2025-2027, the Agency will continue with the activities already indicated in the programming document for 2024-2026. The activities will continue to be developed with the aim of identifying efficiency gains, improvement opportunities and synergies. This will need to include monitoring and review mechanisms to take advantage of new opportunities, face new challenges, and tackle unforeseen obstacles.

The activities already identified in the programming document for 2024-2026 which will continue in the programming period 2025-2027 are:

- optimising business processes through mapping and processes adjustments to create capability to flexibly respond to a dynamic and changing environment;
- develop modern digital environment, including digitalization of business processes, towards implementing the modern workplace principle to improve the efficiency of staff-led processes and productivity of staff;
- better integrate and improve the scalability, adaptability, interoperability and interconnection of the Frontex ICT Systems, concerning HR systems, other administrative systems and operational applications;
- full use of SYSPER and MIPS, with gradual implementation of a new HR management ICT solution of the European Commission (HR Transformation project - currently in its pilot phase);
- increase attractiveness of Frontex as an employer and engage and retain the best, diverse and geographically-balanced talent by establishing and implementing the Employer Branding and the Diversity and Inclusion policies;
- processing of public access to documents applications with a high degree of automation;
- full transition of Frontex to paperless procurement through usage of e-tools and automation of the workflows; enhancing further, from a procurement standpoint, use of electronic tools already at the disposal of the Agency, such as ABAC Legal Commitments, ARES, eSignatory, Qualified Electronic Signature; introducing of PPMT and all available e-tendering modules so as to secure efficient and fully digitalised management of Frontex's procurement procedures from planning to contract signature;
- develop, improve and maintain IT tools supporting facility management, management of office supplies, registration of visitors, requests for support, claims, including use outside HQ;
- introduce changes to systems: automation or semi-automation or outsourcing of repetitive tasks leading to reduction in processing time;
- introduce changes to the information management and data management leading to improved transparency, quick access to up-to-date, real-time information and a potentially better use of existing capacities;
- introduce a more systematic and continuous set-up of cooperation platforms, as well as establish frameworks enabling shared services with EU Institutions and/or other Agencies (e.g., lead and/or participation in inter-institutional and/or interagency procurement procedures to achieve economies

of scale and efficiency gains by pooling the purchasing power and resources of the EU institutions and/or Agencies involved);

- simplify, where possible, the rules and procedures to be applied in human resources management, ICT management, facilities management, asset management, stock management, financial management, operational activities;
- carry out a qualitative assessment of the efforts to increase efficiency, identify and establish qualitative indicators;
- introduce efficient system of delegations in terms of financial and budget management as well as powers of the Appointing Authority;
- further improve efficiency of internal control to create procedures for monitoring the efficiency gains;
- contracting out to service providers, which creates the possibility of exploiting the innovative capacity, new technologies and expertise of the market;
- facilitate, advise and coordinate the use of joint procurement procedures with contracting authorities of Member States to cover operational needs; create appropriate channels for the purposes of exchanging of procedural experience and good practices and discussing the way forward for joint public procurements procedures.

The Agency is an active member of EU Agencies Network (EUAN) fully adhering to the network objectives to:

- Increase the efficiency of Agencies and JUs through sharing of services, best practices and pooling of tasks and capabilities.
- Define the role and capacity of the Network to further develop expertise in sharing services, in particular in view of EU green, digital and resilience priorities.
- Implement under the “new normal” modern and sustainable management methods and governance for the EUAN and for Agencies/Jus.
- Strengthen the strategic image, reputation, and level of intervention of the Network and the EU Agencies/JUs vis-à-vis the EU Institutions.
- Develop the Network to be a trusted partner of the EU Institution.
- Effectively provide EU Agencies’/JUs’ specialised contribution to key policy priorities of the EU.

Frontex continues to be engaged in many working groups where synergies and measures aimed at addressing change in a coordinated manner, making use of joint expertise and shared services decreasing costs. The participation to the thematic networks and sub-networks under EUAN allows sharing knowledge, documentation, best practices, lessons learned, insights and examples during the meetings, as well as in the course of periodical training sessions organized by the networks.

The Agency is systematically represented in the following networks and sub-networks:

- EUAN Heads of Agencies
- Heads of Administration and Heads of Resources / Heads of Human Resources
- Inter-Agency Accountants’ Network
- Information and Communications Technologies Advisory Committee
- Performance Development Network
- Heads of Communication and Information Network
- EU Agencies Network on Scientific Advice
- Network for Agencies Procurement officers
- Greening Network
- Inter-Agency Appeal Proceedings network / Inter-Agency Legal Network
- Diversity and Inclusion / Learning Network
- Task Force - new Ways of Working.

Outside the scope of EUAN but providing effective synergies and savings, Frontex liaison office in Brussels shares current premises with CEPOL, EUAA and eu-LISA liaison offices constituting a measure benefiting not just economies of scales but the coordination work for specific areas of the different mandates received i.e. building human capital for border and coast guards, operational activities at the external borders and the build-up of ETIAS respectively.

Frontex will use its Programming Document and Annual Activity Report to plan and report on efficiency gains.

Annex XIII: Training Plan 2025

Disclaimer: This training plan will be substantially revised following the new Management Board decision on profiles foreseen to be adopted in January 2024.

Objective 1: Dedicated training for the standing corps:

Ref. No.	Activity / Objective	Description
B2	The Operational Training Programme for the European Border and Coast Guard standing corps cat. 1.	The Operational Training for the European Border and Coast Guard standing corps category 1 shall ensure that its members have the necessary competences to operate in a unitary manner in any operational area generating added value and fully respecting fundamental rights in all actions. It is harmonised with the CCC basic training. The training comprises use of personal equipment. Furthermore, Schengen Information System online course is being utilised within OTP. The Operational Training Programme for Middle Managers, Supervisors and Officers will address the operational needs and the new Frontex Chain of Command. (FC2) The duration is 1 year. The taught component is followed by practical part, Experiential learning phase.

Ref. No.	Activity / Objective	Description
I. PROFILE RELATED AND FURTHER SPECIALISATION TRAINING FOR SC		
In the consideration of the Management Board Decision applicable on profiles and of its responsibilities in the area of training, Frontex will deliver to members of the standing corps categories 1, 2 and 3 specialized profile related training courses for border management and return, addressing specific operational elements relevant to their tasks and responsibilities and raising necessary awareness on the respect of fundamental rights, with emphasis on the protection of vulnerable persons, including children. To enable their operational readiness, these courses will be delivered prior to their deployment. In the views to maintain proportionality with the lengths of their deployment, standing corps category 3 will be offered intensive versions of the specialisation profile related courses delivered to their peers of category 1 and 2. The delivery of the profile related specialized training will depend on the operational needs.		
A01	Course on Firearms Detection	The course aims to build up necessary skills and knowledge to enable border and coast guard officers to effectively respond to the challenges posed by organized criminality specifically related to trafficking in firearms its parts and components. The course is built on the Frontex Handbook on Firearms for Border Guards and Customs officers. 4 iterations
A02	Course for Information Officer	The aim of this course is to develop knowledge, skills and competences relevant for performing the tasks of standing corps Information Officers. Participants are officials of a competent national authority of a MS/SAC or Agency's statutory staff members who supports the information and data management processes (collection, assessment, analysis and distribution) between the Agency and national authorities (including third countries). The course focusses on information collection and exchange, media monitoring, vessel tracking and other Eurosur Fusion Services (EFS) services and multipurpose aerial services. Job shadowing at FSC is an integral part of the training, allowing learners to accompany the theoretical knowledge with the development of practical skills and competences. This permits to harmonise previous professional experience and allows participants to fully benefit of the course.

		2 iterations for the SC
A03	Course for Debriefing Officer	A course in which participants learn how to debrief third country nationals by systematic extraction of information from persons willing to cooperate. The training course is designed to build practical skills and competences necessary for performing quality debriefing interviews. Participants learn how to prepare for a debriefing interview, how to select an interviewee and gain his/her trust. Collecting information for intelligence purposes and compilation of a comprehensive debriefing report is covered during simulated interviews. Understanding and proper application of cognitive interviewing techniques and psychological aspects is an essential part of preparation for the most challenging interviews. 2 iterations for the SC 4 iterations for MSs 4 iterations for TCs
A04	Course for Advanced Level Document Officer	The aim of this course is to qualify the participants for acting as advanced level document officer in Frontex operational activities. The course is also used to train the trainers, thus providing the participants with an opportunity to act as multipliers at national level. The target group and the content of the course is defined by the "framework for harmonised programme for the training of document examiners in three levels" (Council Doc. No. 9551/07 and 16261/14)." The course provides the knowledge and the skills to identify genuine documents based on primary and advanced security features and personalisation techniques and to refer suspicious documents to a higher level of expertise. Learners are expected to establish conclusively the status of the document under inspection/examination. The Advanced Level Document Officer course will also add an extra focus on latest technologies and perspectives in authentication of identities, documents, and identity fraud. 5 iterations for SC staff 2 iterations from MSs
A05	Course for Cross-Border Crime Detection Officer	The Cross Border Crime Detection Course aims to prepare officers to act as cross-border crime detection officers in Frontex operations targeted at serious and organised crime with cross border dimension at EU external borders. The course is designed to prepare officers to be deployed flexibly at sea, land or air borders. The course takes place in authentic environment. The practical exercises are carried out using vessels, containers, cars, trucks and trains, real documentations accompanying them, as well as technologies and equipment used to detect cross border crime. The participants will gain knowledge on identification of cross border crime, its modus operandi, persons suspected of being involved in various types of CBC (trafficking in human beings, drugs, weapons, excise goods, terrorism). Part of the course will be devoted to document fraud associated with various CBC and to the recognition, preservation and interpretation of evidence (if requested by EU MS and within the chain of custody), support the collection of information concerning apprehension / seizure. Acquaintance and awareness of the possible harmonization with customs' tasks will also be part of the training. 2 CBCDO course iterations (= 4 events: 2 land modules + 2 maritime modules) + 2 CBCDO Roadshows
A06	Course for Motor Vehicle Crime Detection Officer	This course equips the participants with the necessary knowledge and skills related to verifications of vehicles and their documents in order to establish possible vehicle theft and trafficking. The participants will gain the knowledge on: - recognition of stolen vehicles and related documents and further handling with the national authorities; - usage of relevant national and international databases; - recognition of new car theft patterns and reporting accordingly; - support for first-line border checks.

		5 iterations
A07	Course for Dog Handler	The aim of this course is to provide specific knowledge and skills to the EBCGT members operating as part of border surveillance teams supported by a service dog. Dog handlers with previous experience in dog handling will be brought in line with the most recent set of knowledge, skills and competences required by the operational tasks and duties. 1 iteration (6 modules)
A08	Course for Frontex Tactical Support Officers – Support for Logistics (FTSO-SL)	The aim of this course is to prepare Frontex Tactical Support Officers-Support for Logistics (FTSO-SL) for their role as key-players in the field of operational logistics. The main task of these officers is to provide the logistical and practical support in the deployment of human resources and technical equipment and supply and service delivery in the operational activities of the Agency. The training for the FTSO-SL reflects all demands and requirements these officers may face during deployment. 2 iterations
A09	Course for Frontex Return Escort and Support Officer (FRESO)	The course satisfies the requirements for adequate training to be provided for standing corps with FRESO as a primary or secondary profile. It incorporates theoretical knowledge and practical skills required to conduct tasks as the member of the ground support team or escorting tasks, as stipulated by the FRESO profile adopted by the relevant MB decision. The FRESO specialised course aims to enhance competence of the members of Standing corps - category 1 and 2, so that they can accomplish the tasks foreseen for their deployment as Frontex return escort and support officers. Specialised course consists of the online course for theoretical preparation and a residential course, based mostly on practical scenarios in an airplane mock up. Learners benefit from various role plays and practical exercises, as well as simulations of various standard and emergency situations. As a priority, the FRESO specialised course is offered to Frontex staff. To broaden the beneficiaries of the course and to support the EU MSs/SAC in their intentions to improve the national training and increase knowledge and competence of members of national escort pools in Forced Returns, (including potential participation in future Joint Return Operations by air, the National Course for Escort and Ground Support Officers (NEO training) have been developed and successfully delivered since 2022 due to the increased interest from MSs. 3 iterations
A10	Course for Return Specialists	The aim of this course is to prepare return specialists from both Frontex and national competent bodies to efficiently fulfil tasks in the area of pre-return activities, including tasks of the Third country cooperation specialists, Return and reintegration counsellors, or return system specialists. The course aims to prepare for complex tasks connected to the preparation of return of third country nationals staying illegally on a territory of the EU. 9 iterations
A11	Course for European Coast Guard Functions Officer	The aim of the course is to focus on mandate, role, tasks and responsibilities of the European Coast Guard Functions Officer (ECGFO) and prepare the officer to meet all demands during the deployment within Frontex maritime operational activities. 1 iteration
A12	Course for Crew Member	A modular course for Crew Member, official of a competent national authority of a MS/SAC or an Agency's statutory staff member responsible for operating aerial or maritime assets, with

		the aim to promote a high and equal standard for Border and Coast Guards. The course will encompass specialized modules focused on specific operational tasks as follows: - Specialized module on tasks for Air Assets. - Specialized module on tasks for Maritime Assets. The officers assigned under the crew member profile will be offered the specialized modules according to the operational tasks assigned for their deployment.
A13	Course for Forced Return Monitors (FRm)	The course aims to introduce to learners the main definitions related to return and forced-return monitoring, the relevant legal framework for return and related fundamental rights, the Frontex mandate in the different types of return, the different phases in forced-return operations, and the management of the pool of forced-return monitors; to introduce the fundamental rights applicable during a forced-return operation and their specific relevance in the different phases of a forced-return operation; to cover the roles and responsibilities of monitors and details what the monitor should specifically observe in each separate phase of a forced-return operation. It also covers the roles and responsibilities of escorts during forced-return operations and the use of force and means of restraint. Finally, it describes the possible impact monitoring can have on the monitor and related coping strategies and presents the main aspects that a monitor should know with regard to taking notes during a forced-return operation and writing the report following the operation. It also explains the usage of the Frontex monitor reporting template in detail. The target group of this course are national officers from MS/SAC who could, after the successful completion of the course, be included in the Frontex pool for forced-return monitors. The mentioned officers will act as Fundamental Rights Monitors for national/joint/collecting return operations. The course also applies to Frontex Fundamental Rights Monitors with no previous or small experience in joint/collecting return operations organised by Frontex. 2 iterations
A14	Course for Fundamental Rights Monitors (FROM)	The target group of this course is Frontex statutory staff members, selected and appointed as the fundamental rights monitors by the Frontex Fundamental Rights Officer in line with Article 109(2-3) of the EBCG Regulation. The aim of this course is to equip Frontex fundamental rights monitors (FROMs) with the essential knowledge and skills required for their role, preparing them for effective performance in their monitoring mandate. It focuses on providing a comprehensive understanding of international human rights and EU fundamental rights' frameworks, as well as advanced practical expertise in Frontex fundamental rights monitoring and reporting in line with the EBCG Regulation. Special emphasis is put on the knowledge and understanding of the complexity of the Frontex operational activities and relevant actors involved. 1 iteration (including physical tests as a separate date)
A15	Training for ETIAS Central Unit Staff (incl. ETIAS course for MID operators)	The aim of the course is to support DETIAS in preparing their staff members for the implementation of the European Travel Information and Authorisation System (ETIAS). The target group of the course are ETIAS Central Unit Staff members of the different profiles, including Application Handlers, Travellers' and Carriers Assistance and Multiple Identify Detection (MID) operators. 1 iteration (each for Application handlers and MID operators)
A16	Annual ongoing training on the use of force	This training is stemming from the requirements of EBCG regulation to implement annual ongoing training on the use of force for all deployed members of teams. The training is directly connected with the authorisation of the staff to carry firearms and other non-lethal weapons. The training provides tactical expertise on the use of force integrating theoretical knowledge and fundamental right aspects in all training modules.

		35 iterations
A17	Fundamental Rights modules embedded in the advanced specialized profile related training courses	In line with TRU's FR mainstreaming approach, tailored FR-related modules, are embedded as an integral part of the profile-related specialisation trainings for SC. The goal of FR – related components is to provide participants with a training relevant to their tasks and powers. Specialized sections on FR provide harmonised guidelines on respecting and promoting FR while performing tasks of different border control stages and within the scope of various profiles. 2 development meetings for involved stakeholders (including FRO and CF). Information on the number of profile courses with FR modules embedded will be provided by respective activity managers.
A18	Pre-deployment online course for Standing corps	The Pre-deployment online course for standing corps represents the essential knowledge required by all standing corps to function effectively in an operation coordinated by Frontex. The recently revised and updated online training is generic, specialized and, where appropriate, mission-specific learning resource. The course is intended to provide a shared understanding of the basic principles, legal framework, guidelines and policies of the Agency, operational context, priorities such as fundamental rights and child protections, as well reporting obligations. The online training is a self-paced course, followed by learners individually prior to deployment to a Frontex coordinated activity. Successful completion of the Pre-deployment online course is acknowledged by the Course completion certificate, which must be obtained by all deployed standing corps prior to the first day of their actual deployment.
A19	Families with children in Return (FACIR)	The FACIR course is a specific training on the protection of children on returns of children with their families. The course focuses on: Using best practices and fundamental rights protections towards children with families in the return processes, Understanding and applying general principles of Union law and international law but also specific measures previewed in the Directive 2008/115/EC related to children's rights with regard to returns and the best practices in communication with children and families. With the aim of strengthening cooperation between the various stakeholders and staff involved in the return process, the course Activities enable the exchange of information, identification and pooling of best practices in return matters when children and families are involved with a mixt audience of standing corps officers specialized in returns (FRESO, Return Specialists) and Member States officers involved in returns. The course is targeting the standing corps officers specialized in returns (FRESO, Return Specialists), but may also be delivered to Member States officers involved in returns, at request. 4 iterations
A20	Course on Fundamental Rights for Multipliers	The strategic aim of the Course on Fundamental Rights for Multipliers is to develop competences and harmonise practices in the field of fundamental rights at European level. The course constitutes example of Frontex efforts to upscale national capacities and provide support to the MS/SAC through enhancing common understanding on fundamental rights as an overarching component in the implementation of European integrated border management. By the means of facilitating this comprehensive, advance level fundamental rights training, we aim to develop staff to become Frontex Fundamental Rights Multipliers who can critically apply fundamental rights to boarder and coast guard operational practice and who can further advice on, raise awareness of and promote the respect for the protection of fundamental rights within the border guard community.

		1 iteration (4 modules)
A22	Operational Management and Leadership training	Selected members of the standing corps will attend the Operational Management and Leadership Training to become supervisors or mid-level managers. The training is based on Common Core Curriculum for Border and Coast Guard Mid-Level Management Training in the EU (CCC ML) and the SQF for Border Guarding.
A38	Course on anti-trafficking of human beings	The strategic aim of this, SQF-based, training is to develop competences and harmonise practices in the field of anti-trafficking at European level. Learners develop competences in carrying out anti-trafficking tasks pertaining to the first and second line of border control. These competences will enable them to become specialised members of staff with a considerable degree of independence and analytical thinking. The course contributes to building cross-border cooperation and interoperability across border and coast guard community by raising awareness and promoting best practices related to THB prevention, detection and combating. Special emphases are given to early identification and referral of potential THB victims, with particular considerations on children. Operationalisation of the victim-centred approach is one of the course core topics. The requirement for THB specialised training has been considered vital element of the standing corps ongoing professional development. At the same time, delivery of the A-THB training constitutes direct response to the needs and expectations raised by the MS/SAC. 3 iterations
A41	Course on Proactive Threat Detection	The aim of the course is to develop amongst officers deployed in Frontex coordinated operational activities their lawful predictive profiling skills (e.g., behavioural analysis skills) which allow early threat detection of serious cross border crimes, by providing them with relevant information on early recognition of the crime through detection of baseline deviations. 2 iterations
A43	Mobile Surveillance system training	The MSS training aims to develop the knowledge, skills, and decision-making capabilities that the SC officers must possess to safely and effectively operate the MSS vehicle and its sensors during land border surveillance operations. During the training the SC Officers learn about the capabilities and the limitations of the vehicle and its sensors, how to operate the MSS to its full potential during land border surveillance operations and how to respond to emergencies. Additionally, the SC officers learn how to perform the above adhering to data protection, fundamental rights and occupational health and safety regulations. 34 iterations: this is a rough estimate. There is also probable that this training is included in the 2025 Basic Training (decision TBC)
A45	Operational Leadership training	The OLT for Intermediate Level for the European Border and Coast Guard standing corps was developed in September 2022 as the response for the planned Frontex chain of command for standing corps (FC2), aiming to ensure efficient management of standing corps during operational activities of the Agency. The training builds upon the job competences acquired during Basic Training Programme for the European Border and Coast Guard standing corps cat.1 (BTP) focusing on leadership in the context of supervising the EBCG SC group, resources supervision, logistics and administration, but foremost on operational and situational

		management in the context of leading the EBCG SC group. Having in mind the natural progression of learning (Bologna and Copenhagen principles) it is recommended that OLT constitutes additional training integrated into the BTP, and it is addressed to intermediate (AST4) and middle management (AD7) officers within the period of BTP. Further development of job competences as applicable for the middle management SC officer (advanced level - AD7) shall be ensured by the Operational Management and Leadership course available after the successful completion of OLT. Frontex Tactical Support Officers — Operational Response (FTSO-ORS) functions will be embedded into the OLT. One of the main objectives of the OLT is to acquire knowledge and to develop skills necessary for leading a group in the Frontex coordinated operations following the chain of command and operational procedures and taking the responsibility for a group working environment that promotes fundamental rights, professional standards, and organisational values. 5 iterations
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Objective 2: Strengthening EBCG capacities

II. SPECIALIZED TRAINING COURSES AND PRODUCTS IN IBM RELATED AREAS. SUPPORTING THE IMPLEMENTATION OF FRONTEX MANDATE

Integrated Border Management related training products

Frontex promotes a high and equal standard of border checks at the external borders of the European Union especially through providing training on the general European Integrated Border Management concept as well as for individual strategic components of European IBM such as intra-agency cooperation, state-of-the-art technology and quality control.

A23	Course on Integrated Border Management	The aim of this course is to support the harmonized implementation of the European IBM concept based on the EBCG Regulation at national level. The target group of the course are high-level experts from Member States/SACs involved in the updated of national IBM strategy and action plan in line with EU standards, especially with the Technical and Operational strategy for European IBM. Also, a special iteration of the course can be delivered tailored to the needs of partner non-EU countries. 4 iterations
A24	Course for Schengen Evaluators	The aim of this course is to promote professional knowledge on how to carry out an objective evaluation mission in the fields of air, sea and land borders, as well as return. The training is based on the 'learning by doing' method, meaning that the theoretical part of the training is limited. Knowledge is embedded through very practical exercises carried on in a real environment via on-site visit-simulations at real border crossing points and return facilities of selected Member States. The target group of the course are experts from Member States/SACs, the European Commission and Frontex nominated for the respective pools of experts for Schengen Evaluation. 2 iterations
A26	Roadshow on Border Guard and Customs Cooperation	The aim of Customs and Border Guard cooperation Advisers' course is to increase synergies and the tactical cooperation between border guards and customs officers working at the EU land, maritime and air external borders. 3 iterations

A27	Course on Entry/Exit-System and Interoperability	The aim of the course is to support Member States/SACs in training their border guards for the implementation of the Entry/Exit-system at the external borders. Furthermore, the course aims to support Member States in preparing their border guards for the future introduction of the Interoperability Regulation. The target group of the course are multipliers from MS/SACs who will take the responsibility to spread the gained knowledge and skills at national level. 2 iterations
A28	Course on European Travel Information and Authorisation System (ETIAS) for ENU staff	The aim of this course is to support the EU Member States/Schengen Associated States in building the capacity of their staff for the introduction of the European Travel Information and Authorisation System (ETIAS) including the Multiple Identity Detection. The target group of the course are staff members of the ETIAS National Units and national multipliers. 5 iterations

Situational Awareness and Situation Monitoring related training products

A29	Course on CIRAM	European course for CIRAM risk analysts The strategic aim of these course is to develop competences and harmonise practices in the field of risk analysis at European level. Learners will develop competences in carrying out CIRAM-based risk analysis to support decision-making. These competences will enable them to become specialised members of staff with a high degree of independence and analytical thinking, performing professional tasks based on the Common Integrated Risk Analysis Model, within the scope of Integrated Border Management. The Intensive Course is a 4-day awareness course while the European Course is a specialist level course aiming certification as CIRAM analyst. 1 iteration (5 modules) Intensive course for CIRAM 2 iterations
A30	Course on Eurosur (NCC operators)	European course for NCC operators (Eurosur) The strategic aim of this course is to develop competences and harmonise practices in the field of Eurosur at European level. Learners will develop competences in carrying out NCC related tasks. These competences will enable them to become specialised members of staff with a high degree of independence and analytical thinking, performing professional EUROSUR tasks based on the Frontex Regulation, within the scope of Integrated Border Management. The Intensive Course is a 4-day awareness course while the European Course is a specialist level course aiming certification as EUROSUR operator. 1 iteration (4 modules) Intensive course for NCC Operators (Eurosur) 2 iterations

Document and Identity Fraud related training products

A31	Course on facial features for impostors' detection (for multipliers)	This course was developed in order to have a universal systematic approach when deciding if the person who presents the document is actually the same person as in the photo and to combat the look alike fraud successfully. Due to the use of higher quality security features in identity documents it has become increasingly difficult to forge such a document. As a consequence, look alike fraud is more prevalent 3 iterations for SC staff 2 iterations for MSs
A32	Course on false document detection - consular staff training	This course is delivered in non-EU countries in cooperation with EU Delegation. The course encompasses learner-centred activities, including theoretical and practical sessions that are also adapted to the geographical needs. 4 iterations
A34	Course on breeder documents – under development	The breeder documents are the weakest link in the identity life cycle and represent a security gap for identity management. Its standardisation regarding harmonisation of content and contained security features are still in status nascendi. Therefore, this course aims to act as an awareness session for the EU BGs on the importance of these documents when establishing the real identity of a person as well as to provide them with extensive knowledge and skills on how to detect possible fraud even in the absence of standardization. The course is to be developed in 2024.
A35	Roadshow on Falsified documents	The format of the Roadshow caters for providing a hands-on learning experience, thus allowing officers to respond to the regular operational front-line needs during the duration of the exercise. The training was developed to support MS/SACs as well as the third countries that have concluded working arrangement with Frontex based on the Council Doc. No. 9551/07 and 16261/14) this should not be responsibility of Frontex but of Member States. 7 iterations
A36	Course on electronic component of the security documents	The course aims to support learners gain knowledge about the electronic component of the security documents as well as to understand how to detect possible manipulation of data stored in the chip. The target audience should be made up of officials who verify on a regular basis the online component of security documents. During this course, they acquire knowledge on the security of chips embedded in electronic travel documents.
Other training products		
A21	Course for Escort Leaders in Forced Return Operations	The Course for Escort leaders in forced return operations aims to support MSs in enhancing escort leaders' competence and skills enabling them to perform the key role the escort leaders play in forced return operations by air. Lately, the course is open also for trained SC - FRESO, selected by ECRet and by ECRet staff, selected to participate to Frontex-led forced return operations in a role of Escort Leader or Frontex representatives. Return operations by charter flights and by scheduled flights are equally covered. The course covers escort leaders' responsibility in pre-return phase, inflight phase, arrival phase including hand-over of the returnee. After being re-designed in 2022, the course is enhancing the decision making, delegating and managerial skills of learners. The residential course is built upon the knowledge obtained from Online course for escort leaders, but especially from the previous on-job experience on national level, to facilitate quality performance of escort leaders in all types of return operations by air. 4 iterations

A37	Operational Safety and Health e-learning module	Online self-paced learning tool focused mainly dedicated to officers who will be deployed in places with high migratory pressure and need extra competences related to operational safety and health of deployed officers. The tool will encompass knowledge and information on specific topics such as: people in migration process, contagious and non-infectious diseases, outbreaks, substance abuse, mental health, gender-based violence, occupational safety and health, intercultural communication and mediation. It will also include instruction on how to use health and safety equipment made available to officers in the area of particular risk. Once developed, this will be made available under the different profile dedicated courses.
A40	Inter-agency Cooperation Training	Area covering different training initiatives decided in the context of the inter-agency cooperation framework, based on specific needs assessments (e.g. cooperation with EFCA and EMSA in the maritime domain: SAR sessions, maritime surveillance sessions).

Ref. no.	Activity/Objective	Description
C9	First-line border checks and border surveillance terminology in English for border and coast guarding – Level B1	This course is facilitated online and provides opportunities for border and coast guards to learn specific terminology relating to first-line border checks and border surveillance, to use specific terminology in relevant conversations, including activities performed during Frontex Joint Operations. This online course is designed as an aiding tool for border and coast guards in their endeavour to develop communication skills in English for interaction with foreign stakeholders, in the line of their duties at all types of borders, while performing first-line checks, border surveillance and participating in international cooperation and professional networks as part of Frontex Joint Operations, in accordance with national and European Union border management policies. The level of the course is B1 Common European Framework of Reference for Languages (CEFR), commensurate with Sectoral Qualifications Framework (SQF) for Border Guarding level 4.
C9	Pre-return terminology in English for border and coast guarding - Level B2	This course is facilitated online and provides opportunities for border and cost guards to learn and use specific terminology relating to pre-return activities. The course is designed as an aiding tool for border and coast guards in their endeavour to develop effective communication skills in English for interaction with foreign stakeholders while performing activities relating to pre-return. The level of the course is B2 European Framework of Reference for Languages (CEFR), commensurate with Sectoral Qualifications Framework (SQF) for Border Guarding level 5.
C9	Return terminology in English for border and coast guarding - Level B2	This course is facilitated online and provides opportunities for border and cost guards to learn and use specific terminology relating to return activities. The course is designed as an aiding tool for border and coast guards in their endeavour to develop effective communication skills in English for interaction with foreign stakeholders while performing activities relating to return. The level of the course is B2 European Framework of Reference for Languages (CEFR), commensurate with Sectoral Qualifications Framework (SQF) for Border Guarding level 5.
C9	Second-line border checks terminology in English for border and coast guarding - Level B2	This course is facilitated online and provides opportunities for border and cost guards to learn and use specific terminology relating to second-line border checks activities. The course is designed as an aiding tool for border and coast guards in their endeavour to develop effective communication skills in English for interaction with foreign stakeholders while performing activities relating to second-line border checks. The level of the course is B2 European Framework of Reference for Languages (CEFR), commensurate with Sectoral Qualifications Framework (SQF) for Border Guarding level 5.

C10	European Joint Master's in Strategic Border Management (EJMSBM).	The European Joint Master's Programme is intended for mid- to high-level officers of agencies and organisations responsible for border security in the European Union. The programme reflects and supports Frontex strategic approach to border and coast guard education and training. It promotes a common EU approach to integrated border management that meets the organisational needs of border and coast guards. The Call for Proposals was launched in 2023 and the Framework Partnership Agreement is expected to be signed in 2024. In 2024 a Call for Grants to select Beneficiaries to the Specific Grant Agreement to implement 1 st iteration of the EJMSBM Programme will be launched in 2024. The Specific Grant Agreement is expected to be signed in 2024 and the re-launch the 1 st iteration of the EJMSBM Programme is envisaged for Autumn 2024 and will be implemented throughout 2025. In 2025 the second Call for Grants to implement the 2nd iteration of the EJMSBM Programme (2025-2027) shall be launched.
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Objective 3: Development of effective training methodologies

Ref. no.	Activity/Objective	Description
C1	Course design in line with Bologna and Copenhagen principles using the sectoral qualifications framework for border guarding	This course contributes to ensuring the operational relevance, standards and quality of training programmes and courses in the border and coast guard area. It develops specific skills and competences for the design/ review of training and assessments, in line with the Sectoral Qualifications Framework for Border Guarding and European lifelong learning policies and best practices. The course aims to build Member States and Frontex capacity for designing high quality, effective and practical training.
C1	Course on Designing Assessments and Rubrics	The aim of the course is to develop skills and competences in designing assessments aligned to learning outcomes and methods of delivery and to review effectiveness of assessments following principles of quality assurance. The course complements existing courses on design and delivery of training.
C3	BCG training delivery methodology and delivery skills	This course provides an opportunity for trainers' training, certification and continuing professional development. It enables subject matter/operational experts delivering Frontex courses to uphold the quality standards for training delivery in line with Frontex requirements and the European policies and good practice in education and training applicable nationally across EU. It also ensures the necessary training delivery capacity for the European standing corps training programme, all categories, through tailored courses and practical workshops designed to meet specific training delivery skills.
C7	Instructional design workshops	These ad-hoc workshops cover instructional methodologies for internal and external stakeholders, online delivery methodology, educational technologies and learning management system course design

Annex XIV: Plan of Operational Response 2025 - Core Elements

(Subject to refinement in successive versions of the programming document)

Operational prioritisation

In accordance with Article 37(3) of the EBCG regulation (EU regulation 2019/1896) the Agency should set out the priorities for its operational response. The proactive prioritisation is carried out by Frontex in accordance with its operational cycle and the regular updates are provided to the Management Board.

The priorities will be assigned for each external border section of all the external borders of the EU Member States and Schengen Associated Countries, as well as to identified border areas of the non-EU partner countries where the significant impact on the border security of the EU will occur. It implies that the priority level should be assigned also for areas where no Frontex deployments are currently ongoing, but where the Agency would consider its support to provide added value addressing the migratory flows towards the EU.

The prioritisation methodology and an overview of operational priorities for 2024 has been presented and discussed, during the 96th Management Board in September 2023. The criteria used for prioritisation of the operational response activities (other than return) are as follows:

- a. Risk analysis and vulnerability assessment for short, medium and long-term planning ³⁵
- b. The Impact level attributed to external border sections, in accordance with the Article 34 of the Regulation
- c. Impact of the support to the host and neighbouring country(-ies) (e.g., how crucial is Frontex support in closing an identified resource gap in the MS/TC).
- d. Value vs Effort matrix
- e. Political relevance

The methodology applied in the process entails quantitative or qualitative review for specific criteria. The following aspects are considered when the priorities are reflected in the operational planning : 1] assessing the achieved results and whether ongoing (N-1) operational responses should be continued in the following year; 2] analysing new initiatives/requests for additional support by the MS/TC; 3] compiling the results of bilateral and ABN negotiations as well as; 4] comparing them with the roll-out plans of the Agency's new operational concept and concept for the SC Chain of Command. Additionally, the plans are further reflected against the budgetary framework of the Agency.

The operational priorities are regularly reviewed in the course of the implementation year by the Agency's Operational Coordination Board and the executive management, whereas the prioritisation updates are presented at the Management Board meetings.

The priorities for 2025 will be attributed, as for 2024, per border sections (or their defined parts) in land domain, the entire borders (or their defined parts) per country in case of maritime domain and where relevant per specific locations.

Based on the methodology and the information/inputs available at the time of writing, planned operational responses for 2025 are presented and prioritised in the following chapter.

Operational response in 2025

1. Operational Management activities in 2025

The operational activities in 2025 will continue to provide increased technical and operational assistance to respective Member States³⁶ (MS) and Third Countries (TC) through the deployment of the standing corps (SC), other relevant staff and technical equipment in the defined operational areas.

Following the gradual establishment of the Frontex Chain of Command (FC2) and the consequent deployment of the Frontex Field Contingents, the operational response activities will be implemented in a regionally clustered approach.

Depending on the operational concepts agreed with respective host MS/TC, Frontex coordinated joint operations (JO) will continue supporting border checks, surveillance at land and sea borders, including SAR, migration

³⁵ In line with Article 37 of Regulation (EU) 2019/1896 as regards joint operations and rapid border interventions

³⁶ For the purposes of this document, the term "Member States" includes also the States participating in the relevant development of the Schengen acquis in 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, that is, Norway, Iceland, Liechtenstein, and Switzerland.

management, debriefing activities, prevention, detection and combatting of cross-border crime as well as enhanced cooperation on European coast guard functions.

Border control efforts to detect main types of CBC more effectively will be enhanced by deployment of specialised SC profiles.

Coast guard capacities of the SC will be further developed by specialised profile, namely ECGFO, deployed with additional specialised equipment, capable also to support other CG functions, such as mid-size (maritime capable) VTOL drones, SAR equipment, inspection tools etc.

Moreover, JO will serve for exercising selected coast guard and law enforcement measures and implementation of other contributing projects, services, and products.

Operational activities will be prioritised on the basis of the several criteria, such as risk analysis and vulnerability assessment, impact levels attributed to external border sections, strategic and political relevance, etc. and the capabilities of the EBCG.

In accordance with the new generation of Status Agreements between the EU and Albania, Moldova, Montenegro, North Macedonia and Serbia, the operational areas of the JO hosted by these TC will be enlarged by embedding border control activities at the external borders in MS and in TC at all relevant domains (air, land, sea).

<i>Joint Operational Activities in MS</i>	<i>Joint Operational Activities in TC with executive powers (under Status Agreements)</i>	<i>Coordinated Operational Activities in TC without executive powers (under Working Arrangements)</i>
<i>Operational activities implemented within the regional contingents (MS)</i>	<i>Operational activities implemented within the regional contingents (Albania, Montenegro, Moldova, Serbia, North Macedonia)</i>	<i>Operational activities implemented within the regional contingents (TC)</i>

2. Operational Policies and Planning activities in 2025

Frontex will continue developing operational response concepts, which translate the EU strategic guidelines on IBM, and the future configuration and evolving FC2 based on the growing standing corps.

A revised set of defined KPIs, quality, efficiency and compliance indicators, operational activities will be evaluated aiming to assess the respective achievements, added value and satisfaction level of the MS/TC hosting the activities and to address the need for future improvements and developments.

The European cooperation on coast guard functions will continue developing in the framework of Tripartite Working Arrangement (TWA) between the European Maritime Safety Agency (EMSA), the European Fisheries Control Agency (EFCA) and Frontex, enabling the TWA's operational element, joint Multipurpose Maritime Operations (MMO)-concept, implemented at the EU maritime borders by the Frontex Field Contingents.

Strategic development of ECCGF continues through the Annual Strategic Plan (annexed to SPD). New concrete forms and outputs of the cooperation will continue to be sought by the TWA technical sub-committees and by expanding the MMO - concept implementation.

Strategic engagement in supporting detection and prevention of cross-border crimes at the external borders will be implemented mainly through the Agency's organisational support to EMPACT priorities relevant to its mandate. Frontex will prioritise its engagement to the most relevant EMPACT priorities.

The Agency will continue to develop the **coast guard and law enforcement capacities of the standing corps** regarding by its specialised SC profiles and state of the art technologies. Main priorities are coast guard functions which are closely linked to maritime border control and development of SAR capabilities as well as detection capabilities on CBC, in particular THB/MS (VEGA), Firearms and other risks deriving from the war in Ukraine. When relevant, by seeking inter-agency cooperation with e.g., customs and police.

The Agency will continue developing new **operational modules and concepts, to be applied** under Joint Operations, in support of coast guard functions and detection and prevention of cross-border crimes at the external borders. Engagement in, and support to, **EMPACT activities** (JADs) will be ensured in its priorities

relevant to border control and fully aligned with the operational responses and EIBM principles of inter-agency cooperation.

The Agency will integrate the operational perspective on document fraud under various EMPACT operational action plans, including migrant smuggling and trafficking in human beings (EMPACT Operational Action Plans (OAPs) 2024 /2025).

Practical **guidelines and handbooks** on prevention and detection of criminal phenomena will be developed, maintained and rolled out by training courses, workshops and roadshows as well as by multiplier trainings. New material will be created based on the experiences from the operational work. Better availability of the products will be sought by potential online solutions.

3. Operational Support activities in 2025

In course of 2025 the Frontex Forgery Helpdesk will be operational for the benefit of the Agency's operations, enhancing the fight against document and identity fraud. It will be operated by the Frontex Document Fraud Team composed by selected document experts. Staff assigned to the Document Fraud Team will alternate periods on mission with periods at the headquarters to ensure that the forgery helpdesk meets the operational needs in the fight against document and identity fraud. Specific operational activities dedicated to the fight against document and identity fraud will be launched in connection with EMPACT joint action days.

Frontex will continue to implement its operating strategy on document and identity control. This will be pursued according to the strategic indications of the high-level Round Table on document and identity control, leveraging the technical and operational expertise of the Document Control Expert Group (EXP-DOC).

Frontex will continue to support policy initiatives of the Council of EU, the European Commission and ICAO in order to meet technical standards (e.g., document compliance verification) and operational needs of EBCG and partner Third Countries in document and identity control.

FIELDS (Frontex INTERPOL Electronic Library Document System) usage will grow via the secure global police communication network (I-24/7) of Interpol, making Frontex' Quick Check Cards available to be displayed on the screens of the frontline officers of 194 countries³⁷. The Agency will support the technical integration of the system into the national systems.

The maintenance and update of the Reference Manual database will ensure the availability of visual information for the verification of travel documents, vehicles and firearms, fostering the information exchange and expert knowledge on forgeries, forgery trends and patterns in *modi operandi*.

The Agency will develop of the EBCG FADO system³⁸ in collaboration with the General Secretariat of the Council of EU, the European Commission and the Member States, by setting up a knowledge management system for the control of document and identities. FADO will also be designed to use FIELDS for reaching the frontlines and to be interoperable with the services to be provided by the Frontex Forgery Desk, including the 24/7 Help Desk Service for remote assistance to document checks.

3. Return-related activities (in line with the Focus Area 2.3.)

In 2025, the Agency will focus on strengthening and expanding the support to Member States in all stages of the return process. Frontex will continue implementing the aims of the New Pact on Migration and Asylum, the EU Strategy on Voluntary Return and Reintegration as well as the policy towards an operational strategy for more effective returns. Frontex will work with Member States to jointly deliver the objectives of the Technical and operational strategy for European integrated border management. The main areas of focus will be:

Effective support to all types of return. Frontex will continue providing technical assistance and operational coordination of return operations and technical support to voluntary returns, based on Member States needs. The focus will be on increasing the overall cost-efficiency and widening the geographical coverage of the countries of return.

- Frontex will continue offering returns by charter flights, including using its contractual framework for direct chartering of aircraft for returns.

³⁷ The integration of FIELDS in in the national police and/or border control applications is the responsibility of national authorities.

³⁸ Regulation (EU) 2020/493 of the European Parliament and of the Council of 30 March 2020 on the False and Authentic Documents Online (FADO) system and repealing Council Joint Action 98/700/JHA.

- The scheduled flights mechanism will be further developed and promoted, especially for returns that are still implemented by some MS only on a national level.
- Providing technical assistance to voluntary returns is expected to lead to a further increase of flights carried out with the support of the Agency, as well as of the number of relevant national institutions cooperating with the Agency.
- Frontex organised return operations will be an additional tool to support Member States needs and ensure effective returns.
- The deployment of forced-return monitors to all return charter flights will be further promoted among MS.

Strong support to sustainable returns. Frontex will continue to provide and expand assisted voluntary return support through Joint Reintegration Services. The Joint Reintegration Services will continue to be open also to forced return cases, and to post-arrival support. The reinforcement of MS return counselling systems will be further supported, also ensuring alignment on EU standards.

Operational support in the field. Deployment of Frontex Return Escort and Support Offices (FRESO) and Return Specialists will contribute to the overall effectiveness of returns on EU level. FRESOs will be present at major European airports and other locations, supporting returns on the ground and acting as escorts on board return operations. Return Specialists will support Member States with return related platforms and systems, cooperation in the field of return with third countries diplomatic missions in EU, and with return and reintegration counselling. Building on the success of the current deployments, the Agency will engage more Member States to increase the number of EU locations where FRESO and Return Specialists are deployed. Their deployment will be driven by a robust prioritisation methodology, so the support is provided where it's needed the most. Furthermore, based on the implementation of the new Frontex Chain of Command (FC2), all such deployments will be done within dedicated Frontex Field Contingents on return, providing for more flexibility in providing targeted operational support in the different phases of the return process.

Return digitalisation. Digitalisation support in the area of return will be further enhanced, including continued development of the Integrated Return Management Application (IRMA), the Frontex central platform on return. Special attention will be provided to making relevant return-related information available for the relevant stakeholders. Frontex will support Member States in their efforts to further digitalise the return process, with the aim to also have mature return case management systems aligned with RECAMAS model and interconnected with necessary IRMA 2.0. modules for seamless return data and information exchange.

Lead the return data management. Frontex aims to lead the efforts on improving the management of return data and further improve return data analysis capacity to support data driven planning as well as to enable effective return support to MS. In 2025, Frontex will focus on developing a fully-fledged return data and analysis warehouse, capable of interconnection to MS systems.

Further investment in upholding high EU standards. The training of standing corps return teams will continue, aiming to ensure high standards in the provision of assistance on returns, while maintaining full respect of fundamental rights. Additionally, specialised trainings on different aspects of return, readmission and reintegration will be delivered for standing corps return teams, Member States experts and third countries experts, as relevant. Further projects and products will focus on identification, development and sharing of good practices, including through a dedicated return exchange programme, and awareness raising and other means.

Good cooperation with third countries on return. To promote overall cooperation and engagement with countries of return, the Agency will maintain and expand the European Return Liaison Officers Network (EURLO) within the Frontex structure as well as continue to develop the Frontex Return Liaison Officer (FRELO) concept. The Agency will also focus on capacity building activities in the different areas of return, readmission and reintegration to increase the capacities of third countries to readmit their own nationals and increase their own capacities to return other third-country nationals. Furthermore, support in the area of identification and documentation will be provided. All these activities will be done in coordination with Member States and in coherence with the EU overall cooperation with third countries, including as appropriate the cooperation with the EEAS and Union Delegations. Specific attention will be provided to selected priority third countries.

Annex XV: International Cooperation Strategy 2024 - 2026

Foreword

A comprehensive approach to border and migration management requires a combination of measures within and outside of the European Union. Against the background of the New Pact on Migration and Asylum, the European Border and Coast Guard Agency, Frontex, has an important role to play at operational level, driving the implementation of the EU's priorities within the remit of integrated border management (IBM).

Over the past years, Frontex has developed solid capabilities to support border management at the EU's external borders - we are more equipped and better prepared to jointly protect our borders as well as people crossing them. To have a lasting impact, it is now the time to invest in a more proactive approach outside of the EU, with preventive and support measures along the entire migratory route.

Our ability to work together with third countries is instrumental to how we deal with challenges at the EU's external borders. Our partnerships are crucial when anticipating emerging trends and addressing irregular migration or cross-border crime before they reach the EU's external borders. They are also essential when ensuring better protection to those in need, stepping up humane and effective returns, and supporting sustainable reintegration.



Unique value of Frontex

Building on our enhanced mandate, since the first International Cooperation Strategy in 2018, Frontex has developed a solid record in the external dimension, testing the ground for new operational activities and further reinforcing EU programmes and bilateral relations of the Member States.

Today, Frontex's joint operations in the EU's neighbourhood form a significant share of our operational deployments, risk analysis networks facilitate analytical cooperation and information exchange, and capacity building measures are in place to reinforce our operational commitments. There is much more that can be done.

The moment to act

As the Union is redefining its security priorities amid shifting geopolitical environment in the EU's neighbourhood and globally, it is time to review and recalibrate cooperation with third countries at operational level. With migratory flows on the rise across all routes to the EU, it is also necessary to look outside of the EU in a more **proactive, strategic, and coordinated way**, optimising the implementation of the operational toolbox and seeking comprehensive partnerships in the spirit of Team Europe.

Next steps

The aim of this Strategy is to provide a new impetus for Frontex in the external dimension, making full use of the Agency's mandate and available tools, and ensuring they are strategically positioned within broader EU policy objectives and available leverage.

The Strategy is developed within the framework of the EU's external action policy and based on the multiannual strategic policy cycle for European IBM. It will guide our work as part of the Agency's single programming document.

1. Strategic framework

Vision

As an overarching vision, the European Border and Coast Guard Agency, Frontex, together with the Member States ⁽³⁹⁾, strive for safe, secure, and well-functioning external borders of the EU, thus supporting the European area of freedom, security, and justice. Part of this vision is an increasingly connected global community, where border and coast guard authorities work together facilitating mobility and addressing common challenges - from irregular migration to cross-border crime, while respecting and promoting fundamental rights.

Strategic objectives

The Agency works towards this vision developing sustainable operational partnerships that should contribute to the following strategic objectives:



Strategic objective 1

Enhance information exchange along key migratory routes to the EU to ensure better pre-frontier awareness for more robust preparedness and response.



Strategic objective 2

Strengthen preparedness and joint operational response in and with third countries, to jointly tackle irregular migration and cross-border crime.



Strategic objective 3

Increase the number of humane and effective returns and support sustainable reintegration.

Horizontal objectives

To deliver on the above strategic objectives, the Agency underpins its efforts towards priority partners in the external dimension pursuing the following horizontal objectives:



Horizontal objective 1

Develop structured cooperation frameworks that enable operational cooperation, based on EU values and standards, and in full respect of fundamental rights.



Horizontal objective 2

Strengthen IBM capacities of third countries to effectively address challenges at their borders and enable joint operational response.



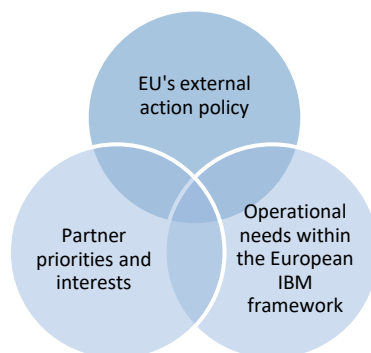
Horizontal objective 3

Contribute to EU and Member States' outreach and make use of common leverage for more impact.

Guiding principles and values

Cooperation priorities are set in the intersection between the EU's external action policy, the Agency's operational needs, and the interests of our partners.

⁽³⁹⁾ In this document, the term Member States includes the Member States of the European Union as well as Schengen Associated Countries within their scope of the involvement in the EBCG Regulation.



Complementing the Agency's values of professionalism, respect, cooperation, accountability, and care, Frontex develops activities in the external dimension based on the following core principles:

- 1 **COHERENT with EU's policy and legislative framework**
The Agency's international cooperation takes place within the framework of the external action policy of the Union, in line with respective European Council conclusions, the New Pact on Migration and Asylum, as well as regional action plans and priorities; and is implemented in partnership with EU and Member States' authorities. The EU's policy and legislative frameworks on migration and security underpin this work.
- 2 **CONSIDERATE of mutual interests**
We develop partnerships based on the respect for each other's interests and needs, striving for win-win solutions based on open dialogue and mutual trust.
- 3 **FUNDAMENTAL RIGHTS-based**
Respect for fundamental rights, protection of privacy and personal data, and the principles of international protection, particularly the principle of *non-refoulement*, is an essential pre-condition for all Frontex's international cooperation activities.
- 4 **COMMITTED to sustainable solutions**
We aim for sustainable solutions, supporting the development of institutional capacities and practices based on European standards and best practices for IBM.

Process

In elaborating this Strategy, the Agency followed a comprehensive engagement process that included a broad range of internal and external stakeholders. The lessons from the implementation of the previous iterations of the Strategy for 2018-20 and 2021-23 were taken on board, assessing Frontex's achievements in the external dimension light of the current geopolitical realities, EU policy direction and operational needs.

In line with Article 102 of the EBCG Regulation, the Strategy sets out the areas of intervention for Frontex's relations with third countries and international organisations as part of the Agency's Single Programming Document 2024-2026. It is developed in line with the multiannual strategic policy cycle and the Technical and Operational Strategy for European IBM for 2023-27⁽⁴⁰⁾.

⁽⁴⁰⁾ Management Board Decision 30/2023 of 20 September 2023 adopting the Technical and Operational Strategy for European IBM 2023-2027.
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Fundamental rights and data protection

Frontex places the respect and the promotion of fundamental rights at the heart of its activities, implementing series of targeted measures in the external dimension, in line with the Frontex Fundamental Rights Strategy and the corresponding Action Plan:

- **Systematic fundamental rights impact assessments** are carried out prior to engaging any third country into structured cooperation or when developing concrete activities. The Fundamental Rights Officer (FRO) advises how to mitigate potential fundamental risks and, where those risks are serious in nature and/or are likely to persist, may advise the Executive Director to suspend, terminate or not launch the envisaged activity.
- **Specific fundamental rights safeguards** are embedded in all Frontex working arrangements with external partners, developed in consultation with FRO who is involved at all stages of negotiations and at the end of the process issues an opinion to inform the adoption processes and further guide the implementation.
- **Fundamental rights are mainstreamed into capacity building provided** to third countries, including through dedicated educational activities to promote fundamental rights and the protection of vulnerable groups. Trainings based on existing tools, such as the Frontex VEGA Children handbooks and the Frontex-EU Agency for Asylum (EUAA) “Practical Guide: Access to the Asylum Procedure”, will continue to be part of the Agency’s capacity building support.
- **Cooperation with national counterparts in partner third countries**, such as National Human Rights Institutions, is being strengthened to advance rights-based IBM.
- **Participants of operational activities follow the Frontex Codes of Conduct**, including team members and observers of third country authorities.
- **Fundamental rights briefings** are provided at the start of every deployment, including for third country observers as well as Frontex Liaison Officers (FLOs) deployed to third countries.
- **Effective redress is ensured through fundamental rights complaints mechanism** which will be further strengthened by concluding Memoranda of Understanding with the competent authorities of third countries that host fully-fledged joint operations with executive powers.

The implementation of the above measures will be closely coordinated with the Frontex Consultative Forum on Fundamental Rights and relevant EU and international human rights organisations, such as the European Union Agency for Fundamental Rights (FRA), the European Institute for Gender Equality (EIGE), the Council of Europe,

the Office of the High Commissioner on Human Rights, the International Organization for Migration (IOM), the United Nations Refugee Agency (UNHCR) and the OSCE Office for Democracy and Human Rights (ODIHR).

Data protection

Frontex strives to promote the highest possible data protection standards, which are translated into strong data protection provisions in working arrangements concluded by the Agency with its external partners but also through its support to other agreements concluded at EU level, such as in Status Agreements and Readmission Agreements. As a second step, Frontex equally aims that to ensure such high data protection standards are maintained at the level of implementation, thus ensuring international data transfers only take place once all regulatory requirements are met in practice.

In this regard, the Agency's Data Protection Officer is consulted on Frontex's working arrangements with external partners at both the negotiation and implementation phases, and where necessary, prior authorisation of the European Data Protection Supervisor (EDPS) is sought prior to the conclusion of such arrangements.

Throughout the implementation period of this Strategy, the Agency will initiate an update of working arrangements to strengthen data protection safeguards, which will be tailored for each partner following the preparation of individual transfer impact assessments. If no equivalent level of data protection can be assured, the Agency will consider cessation of any international data transfer of personal data in line with Chapter V of the Data Protection Regulation.

2. Cooperation partners and priority direction

Long-lasting and successful relationships can only thrive if both sides recognise each other's interests, needs and possibilities, leaving enough flexibility to adjust and embrace new opportunities. This section outlines Frontex's perspective on the key priorities for cooperation with third countries and international organisations while recognising the need to continuously review and adjust these priorities based on the EU's external action policy, geopolitical developments, and operational needs on both sides.

2.1. Strengthening cooperation with third countries

Setting priority direction, several criteria are of importance, among them Frontex's operational priorities defined in an annual exercise, geographic proximity, threats identified by Frontex's risk analysis, technical and operational capacities of third countries and their border management practices, as well as potential impact on fundamental rights. EU policy goals and shared interests in working together, including EU agreements or arrangements on readmission, also play a role.

Considering the current level of cooperation and identified mutual interests, the Agency will adapt the pace, nature and intensity of its engagements, prioritising partnerships within four clusters.



Strengthen effective joint response to the challenges of migration and border management with key operational partners that are on the path to EU accession, supporting their gradual integration into the EBCG community.



Deliver impact through mutual support and exchange with those priority third countries where there is no or limited structured cooperation.



Engage in targeted cooperation activities with a select group of third countries in areas of mutual interest.



Build strategic partnerships for a global response based on shared standards, situational awareness, and the exchange of technological know-how.

Strengthen effective joint response to the challenges of migration and border management

Over the last decade, Frontex has developed strong operational partnerships with a wide group of partners, where mutual commitment leads to effective joint operational response. This group includes the closest EU neighbours in the Western Balkans, which have become crucial partners for joint operational activities along the Western Balkans and Eastern Mediterranean migratory routes, as well as Moldova and Ukraine, which are crucial for addressing the consequences of the Russian invasion of Ukraine, as well as Georgia, as it prepares for EU accession.

For most partners in this cluster, EU Status Agreements form the basis of operational engagement with Frontex, complemented by capacity building and technical assistance, and regular exchange of information. Cooperation is well structured in the framework of bilateral working arrangements with Frontex and supported by FLOs.

Building on already existing close cooperation, in the Western Balkans Frontex will aim to further expand joint operational activities based on new-generation Status Agreements, working towards more comprehensive results along the entire Western Balkans migratory route.

In the Eastern neighbourhood, Frontex will focus operational cooperation on support dealing with the most pressing consequences of the war in Ukraine, further developing joint operational activities in Moldova and preparing the ground for similar cooperation with Ukraine as soon as conditions allow.

To create better conditions for operational deployments and other joint activities, Frontex will also invest into capacity building and technical assistance in the region, including through the projects under the Instrument for Pre-Accession Assistance (IPA) as well as Frontex's own funding. Besides immediate operational priorities, the Agency will also support respective border management and return authorities on their path to the EU by promoting European IBM standards and interoperability with the EBCG community.

To strengthen information exchange, Frontex will prioritise the development of EUROSUR capabilities within the entire pre-accession cluster, focusing on those countries that already have legal basis in place to exchange information within the EUROSUR framework.

Deliver impact through mutual support and exchange

Türkiye

Located in the immediate neighbourhood of the EU, Türkiye remains a pivotal part of the Eastern Mediterranean migratory route - as a major country of transit and a host of a large population of migrants and refugees - and hence among priorities for Frontex international cooperation.

While being an EU candidate country, cooperation activities with Turkish authorities have not yet entered the operational theatre. The Agency will aim to renew cooperation with Türkiye based on shared priorities and operational needs along the Eastern Mediterranean route. Priority will be given to ensuring coordination of our operational response in the Aegean, common situational awareness and coordinated preparedness. Concrete areas of engagement will be identified in line with the EU Action Plan for the Eastern Mediterranean route, including cooperation on risk analysis, and possible exchange of observers in the operational theatre.

Southern Neighbourhood (North Africa and the Levant)

Countries in North Africa and the Levant, particularly **Egypt**, **Morocco**, and **Tunisia**, are of priority as direct neighbours and key countries of origin and transit for irregular migration. Lacking frameworks for structured cooperation in the region, in the Southern Neighbourhood Frontex is investing into dialogue and trust-building measures that aim to lead to mutually beneficial operational cooperation in the future, supporting measures along the key migratory routes and targeting cross-border crime and terrorism-related threats across the Mediterranean. The Agency will therefore step up its work engaging with the countries of North Africa and the

Levant bilaterally and at regional level through the DG NEAR funded EU4BorderSecurity project and subsequent follow-up measures.

Recognising that several priority countries remain reticent to engage, Frontex will step up its efforts to develop multilateral avenues for technical exchange. Engagement with regional partners, such as the Arab Interior Ministers' Council (AIMC) within the League of Arab States, will be prioritised as a forum for technical dialogue and trust-building activities on IBM, particularly through the **Euro-Arab Border Security dialogue** launched in 2021.

West Africa

The Agency gives priority to cooperation with countries in West Africa, which is key for migratory flows along the Western Mediterranean and the Atlantic migratory routes and a key destination for returns. The region is also an important partner in the fight against trafficking in human beings and drug trafficking. Building on the work done thus far, including through the deployment of FLOs in Senegal and **Niger**⁽⁴¹⁾, and existing working arrangements with Nigeria and Cape Verde, the aim will be to bring technical and operational cooperation in the region to the next level. The Agency will seek to conclude structured partnerships with **Mauritania, Nigeria, and Senegal**. The EU policy priorities and resources permitting, Frontex will further explore possibilities for engagement with **The Gambia, Ghana, Guinea, and Côte D'Ivoire**.

In preparation to implement possible future EU Status Agreements with Mauritania⁽⁴²⁾ and Senegal⁽⁴³⁾, Frontex will work towards supporting operational IBM capacities of the two countries and the wider region.

Silk Route and Central Asia's countries

Among the Silk Routes and Central Asia's countries, Frontex's efforts will focus on **Bangladesh, Iraq, and Pakistan**, as the main countries of origin and transit of irregular migration to the EU. Cooperation with Central Asia's countries will also be a part of comprehensive response to the phenomena of cross border crime, including irregular migration, trafficking in human beings and drug trafficking.

Where the political and security context permits, Frontex will seek to build sustainable ties on matters of common interest, such as risk analysis and on return, facilitating the implementation of the EU's return and readmission agreements. Joint activities to support the detection of irregular migration and other types of cross-border crime, such as document fraud, migrant smuggling, and trafficking in human beings, will be further explored.

To facilitate communication with partners, Frontex will step up its efforts to receive agreement to deploy a FLO in the region, namely to Pakistan. The Agency will also strive to maintain regular contact with key EU entities present in the Silk Route countries and support the implementation of EU policy frameworks within the remit of Frontex's mandate, including the EU-Pakistan Strategic Engagement Plan.

Engage in targeted cooperation activities

Horn of Africa

The Horn of Africa is a significant region of origin of migration, where cooperation on return is a priority, underpinned by the deployment of EURLOs and reintegration activities. Carefully navigating volatile political environments, Frontex will aim to further leverage cooperation on return, particularly with **Ethiopia** and

⁽⁴¹⁾ At the time of the adoption of the Strategy, the deployment was suspended due to the coup in Niger in July 2023.

⁽⁴²⁾ Council Decision (EU) 2022/1168 of 4 July 2022.

⁽⁴³⁾ Council Decision (EU) 2022/1169 of 4 July 2022.

Somalia, with possible support in other areas and will continue contributing to regional dialogues, such as the Khartoum Process.

Latin America

Latin America remains relevant in relation to cooperation on migrant smuggling, trafficking in human beings and drug smuggling, with most exchanges taking place via the EMPACT platform. Limited engagements with Latin American counterparts, particularly **Colombia**, **Mexico**, and **Peru**, are also envisaged in the framework of EU-funded capacity building projects, implemented by EU and international partners.

As most Latin American countries enjoy visa exemptions to the Schengen area, cooperation with border authorities and carriers in the region will also be important ahead of the launch of ETIAS as well as on document and identify fraud, aiming for the global outreach of the Frontex-INTERPOL Electronic Library Document System (FIELDS) and in the future also relating to the False and Authentic Documents Online (FADO) system.

Developing strategic partnerships for a global response

Engagement with the **United Kingdom** and other strategic partners, in particular the **United States of America**, will be further developed, as Frontex needs to respond to ever more global threats at the EU's external borders. Cooperation will focus on the exchange of situational products and best practices in relation to managing irregular migration, as well as tackling migrant smuggling and trafficking in human beings.

In contrast to the key countries of origin and transit, our strategic partners, among them also Canada, Australia, and others, do not have a direct interest to develop joint activities in the operational theatre, but are often facing similar challenges at their borders and have developed a variety of tools to address them - from intelligence products to technical solutions. Our common interest is therefore to optimise these tools, building on each other's experience and expertise in response to complex migratory routes, developing state-of-the-art travel information systems and exchanging on effective strategies for return and reintegration.

2.2 Cooperation with international organisations

In an increasingly connected world, the complexity of border management requires effective multilateral partnerships to facilitate legitimate travel of people and goods, or to address migratory challenges and to tackle cross-border crime.

Frontex therefore aims to develop complementary action in partnership with international organisations, ensuring our work creates unique value and benefiting from the global presence of international organisations, with their in-depth understanding of regional contexts and wide-ranging expertise.

Structured cooperation

The Agency values its long-standing structured cooperation with several international organisations. Considering its enhanced mandate, Frontex will aim to review and strengthen existing partnership frameworks and explore new avenues for cooperation, in line with Article 68 of the EBCG Regulation. Where possible, the Agency will negotiate such working arrangements on the foundation of agreements concluded at the EU level, such as the EU- International Civil Aviation Organization (ICAO) Memorandum of Cooperation or the upcoming EU-INTERPOL Cooperation Agreement, with the aim of supporting the Commission as the institution representing the Union towards international organisations.

- Frontex will seek to further develop **complementary workstreams in close coordination with key international organisations**, such as IOM, UNHCR and the United Nations Office on Drugs and Crime (UNODC). The Agency will aim to develop mutually reinforcing partnerships that underline each other's unique mandates and expertise, exchanging situational awareness products, enriching our training products

and where relevant, coordinating our operational activities, such as on return and reintegration. Recognising the global networks and local know-how of the UN family, where relevant, Frontex will also join efforts with international organisations in technical assistance programmes for third countries, spearheading IBM initiatives in the EU's neighbourhood and prioritising projects that directly contribute to the operational objectives of the European Border and Coast Guard.

- In cooperation with IOM, UNHCR, OSCE ODIHR, the Council of Europe and other international organisations, Frontex will strive to ensure that its work contributes to the broader objectives of migration management and **return** and meets the highest standards of **human rights and international protection**.
- As part of the European **coast guard cooperation**, Frontex will seek a closer partnership with the International Maritime Organization (IMO), including on preventing unlawful practices associated with the fraudulent registration and registries of ships and seafarer's maritime certification, in cooperation with the European Maritime Safety Agency (EMSA) and the European Fisheries Control Agency (EFCA).
- In our efforts to prevent, detect and combat **cross-border crime** at the borders, Frontex will work to strengthen operational cooperation with as INTERPOL, UNODC, OSCE, MAOC (N) ⁽⁴⁴⁾ and other partners.
- International organisations play an important role in **setting standards for technology and processes that support innovation**. The Agency aims to benefit from these fora by steering and actively contributing to the development of standards in border security that represent the needs and challenges of the EBCG community. Important partners in this area include ICAO, as well as INTERPOL and its Innovation Centre.

Regional dialogues

The Agency will also strengthen dialogue and coordination with relevant regional organisations that provide important platforms to build trust and mutual understanding with third country authorities. For example, in North Africa and the Middle East, Frontex will invest in closer coordination with the AIMC of the Arab League amongst others.

3. Strategic objectives: technical and operational cooperation

Our external cooperation spans across all operational areas of the Agency's mandate. Each partnership is tailored to the specific operational context and will therefore differ in terms of objectives and working methods. This chapter outlines how Frontex engages with its international partners in various areas of our operational mandate.

3.1. Situational awareness and monitoring

STRATEGIC OBJECTIVE 1:

Increase information exchange along key migratory routes to the EU for a better pre-frontier awareness.

Well-functioning situational awareness and monitoring is a prerequisite to ensuring internal security within the Union. Among its core operational objectives, the Agency aims to maintain and further develop a comprehensive situational picture that in turn helps ensuring preparedness and effective operational response at the EU's external borders. This can only be achieved if all relevant authorities exchange accurate information in a timely and secure manner and based on agreed rules. Frontex will therefore invest into cooperation with a wide range of partners within as well as outside the EU.

⁽⁴⁴⁾ Maritime Analysis and Operation Centre - Narcotics (MAOC (N))

Cooperation within the EUROSUR framework

The EUROSUR integrated framework is an important situational monitoring capability, enabling (close to) real time exchange of information and operational cooperation within the EBCG. With the enhanced mandate, Frontex is continuing to develop EUROSUR capabilities, with the aim to ensure an effective, accurate and timely European situational picture. Within this framework, the Agency and the Member States may exchange information with third countries by establishing specific situational pictures for mutual situational awareness.

Building on the experience with Moldova, North Macedonia, and Montenegro - the first third countries to test cooperation within EUROSUR - Frontex will focus on further developing this framework to include more priority partners, based on concluded EU Status Agreements, working arrangements with Frontex or agreements with EU Member States.

Capacity building support, geared to establish or further develop EUROSUR Coordination Centres in third countries, and enabling their gradual integration into the EUROSUR framework, will help to prepare the ground for information exchange once the cooperation frameworks are in place. Priority will be given to pre-accession partners, where effective information exchange is essential for the implementation of joint operational activities. Partnerships with the Southern Neighbourhood and in West Africa will also be explored.

SO 1

Output 1.1

Structured cooperation frameworks and relevant capacities established to exchange information within the framework of EUROSUR.

Risk analysis

Through thematic and regional risk analysis networks and communities in third countries, Frontex will continue to engage with its partner authorities, facilitating information exchange among them and with the Agency. Subject to the necessary legal basis for information exchange, the aim is to transform the existing networks - the Western Balkans Risk Analysis Network, the Eastern Partnership Risk Analysis Network, the Africa-Frontex Intelligence Community, and the Air Borders Risk Analysis Network with third countries - into the backbone of Frontex's analytical cooperation in the external dimension. Bilateral cooperation on risk analysis with Morocco, Türkiye and the United Kingdom will be explored.

SO 1

Output 1.2

Structured cooperation frameworks are in place to enable enhanced analytical cooperation and information exchange through risk analysis networks and communities.

3.2. Border control

STRATEGIC OBJECTIVE 2:

Strengthen preparedness and joint operational response in and with third countries, to jointly tackle irregular migration and cross-border crime.

Working to reach a 10 000-strong European standing corps, the Agency provides technical and operational support at land, air, and sea borders within as well as outside of the EU. While Frontex's main responsibility remains to protect the EU's external borders, the Agency recognises the importance of joint operational activities with third countries as an integral part of mutual efforts to tackle migrant smuggling and other types of cross-border crime. In this regard, the Agency will continue engaging third countries in joint operational activities at three levels:

Fully fledged joint operations based on EU Status Agreements

Building on the experience gathered through joint operations in Albania, Moldova, Montenegro, North Macedonia, and Serbia, where Status Agreements are already in place, Frontex will further develop the scope and quality of

these operations, including based on updated Status Agreements. The Agency will also invest into preparing the ground for future joint operational activities in Bosnia and Herzegovina, Senegal, and Mauritania, anticipating possible Status Agreements to be concluded in the future.

SO 2

Output 2.1 **Enhanced scope and quality of joint operations under EU Status Agreements.**

Operational actions without executive powers

Where Status Agreements are not in place, operational cooperation will continue without executive powers, within the framework of Joint Operation Coordination Points. Frontex will continue deploying standing corps officers as advisors and observers to dedicated border crossing points, temporarily activated over the year, depending on operational needs. The Agency will further utilise this concept with all partner countries which have concluded working arrangements, where applicable, complementing operational activities under Status Agreements, or preparing the group for such cooperation in the future. Joint operational activities will continue to provide a platform to exchange information for early detection of irregular migration and cross-border crime, facilitate cooperation on coast guard functions and promote European standards and mutual learning.

Deployment of third country observers

In agreement with the host state, Frontex will continue inviting observers from relevant third countries to take part in the Agency's operational activities as means to facilitate good practice exchange and better operational results. Observers provide an important liaison function to their national authorities, assist with their language skills and professional expertise, as well as exchanging information on migratory routes and modus operandi of organised crime groups.

The Agency will make its work more transparent to EU entities and international organisations by arranging visits to joint operations in observer capacity. In return, Frontex will seek to benefit from the fundamental rights and protection-driven expertise of FRA, UNHCR, IOM and other external partners via their tailored advice and contribution in operational briefings as well as during field presence linked with the implementation of the Children at risk on the move (VEGA) activities.

SO 2

Output 2.2 **Improved communication and good practice exchange through exchange of observers and advisors.**

Joint operational activities are set to tackle irregular migration flows, address cross-border crime, and enhance European cooperation on coast guard functions. This requires close cooperation with a variety of organisations and authorities in charge of law enforcement and coast guard functions.

Support measures addressing cross-border crime at borders

The enhanced mandate and operational capabilities of the Agency render it well placed to support the efforts of Member States in the detection, prevention and combatting of cross-border crime at the EU's external borders, complementing the work of other EU partners, such as Europol, and the Member States' national authorities.

Frontex will therefore strengthen cooperation that helps to detect, prevent, and combat cross-border crime through the Agency's operational border control activities in third countries. An active contribution will also be delivered to the implementation of the EU Policy Cycle and the European Multidisciplinary Platform Against Criminal Threats (EMPACT) priorities and its corresponding actions, where increasing engagement of third

countries provides an additional avenue for cooperation, such as through Joint Actions Days and EMPACT Action Days.

SO 2

Output 2.3

Tailored international partnerships on border management contribute to tackling cross-border crime, complementing the efforts of Europol and other EU actors.

Coast guard cooperation

The implementation of coast guard functions at EU level is a joint effort between three EU agencies: EFCA, EMSA and Frontex, which work together to support the Member States across the various coast guard functions. Within this framework, Frontex will continue engaging relevant third countries, striving to coordinate multi-purpose maritime operations, exchange information, support their capacity building efforts and work together to save lives at sea.

The Agency will also build further its cooperation with CSDP missions and operations as well as the IMO, and will reinforce its presence in various regional coast guard cooperation platforms, among them the European Coast Guard Functions Forum, the Baltic Sea Region Border Control Cooperation, the North Atlantic Coast Guard Forum, and the Mediterranean Coast Guard Functions Forum.

SO 2

Output 2.4

International partnerships contribute to the implementation of the European coast guard functions.

Fighting document fraud

Frontex seeks partnerships with third countries in document and identity control as well as in the detection of false and fraudulent documents. The Agency will prioritise cooperation on information systems that facilitate operational decision-making in relation to document and identify checks, such as through FIELDS and FADO systems.

Having launched FIELDS in 2022, Frontex will now focus on widening the scope and the quality of the information it entails, such as the Quick Check Cards that are widely used in first line checks, helping to identify most common forgeries. The new generation FADO system that Frontex is preparing to implement will provide dedicated information on travel, identity, maritime, vehicle or any other documents of interest to several types of users, including third countries and international organisations. Through the Forgery Desk, the Agency will promote EU standards and expertise in the field, among others facilitating cooperation with third countries and international organisations.

SO 2

Output 2.5

Partnerships on document and identity control deliver more detections on the routes to the EU.

3.3. Return

STRATEGIC OBJECTIVE 3:

Increase the number of humane and effective returns and support sustainable reintegration.

Effective implementation of returns requires technical and operational cooperation with third countries in each phase of the process: pre-return, return and post-return. Contributing to the implementation of the EU policy on return, readmission, and reintegration, third country authorities are essential partners in the identification and acquisition of travel documents of third country nationals subject to return and in the implementation of return operations. The Agency is also developing partnerships on post-arrival and post-return as well as on voluntary returns, to provide a more holistic approach to the return process, including reintegration, and thereby increasing mutually beneficial engagements with third countries.

Frontex will further develop this work by building on the already established four-step approach:

- (1) Cultivating trust and developing synergies with third countries;
- (2) Providing operational and technical support to Member States;
- (3) Sharing information and pooling best practices on return matters; and
- (4) Providing technical and operational assistance to third countries.

Cultivating trust and developing synergies with third countries

Recognising challenges to develop cooperation on return, the Agency will further invest into trust-building measures, such as familiarisation visits, which aim to introduce relevant third country authorities to the mandate and tasks of the Agency in the field of return as well as to the European return process. The Agency will further expand its support to third countries, facilitating the fulfilment of their readmission obligations and promoting the possibility to implement voluntary-based returns as a preferred option.

Providing operational and technical support to Member States

Upon Member States' request, Frontex will continue to assist in the identification process for return purpose, including through engaging with consular and other competent third country authorities, and deploying Standing Corps with the Return Specialist profile to the Member States and Return Liaison Officers to third countries.

Frontex-organised return operations will be consolidated, increasingly opting for the scheduled flights mechanism, and gradually taking over a significant number of flights that are still implemented at Member State level, and also providing more technical assistance to voluntary returns. The Agency will also enhance its engagement with countries of return participating in the Collecting Return Operations concept. To that end, Frontex will continue investing in training third country authorities on EU standards in the field of return - a precondition for Collecting Return Operations to take place.

Through the Frontex Joint Reintegration Services (JRS), the Agency will further reinforce its post-arrival and post-return assistance for voluntary and non-voluntary returnees. To support the implementation of the JRS and promote the possibilities of voluntary returns and reintegration, Frontex will invest in capacities of Member States in the area of return and reintegration counselling, including through the deployments of Return Specialists.

Sharing information and pooling best practices on return matters

The Agency offers its expertise and coordinating role in the field of return, investing into tailored support in the implementation of the EU's return and readmission agreements and arrangements. Through a variety of workshops, country working groups, visits, and other activities, Frontex will promote the exchange between Member States and third country authorities to share experiences and jointly identify challenges and opportunities for cooperation in different stages of the return process.

Providing technical and operational assistance to third countries

The Agency will also invest into assisting third country authorities to enhance their knowledge and expertise on efficient return systems based on EU standards. Priority will be given to the main countries of origin and those third countries with which the EU has concluded readmission agreements or similar arrangements on return and readmission.

Recognising that cooperation on return can often be more effective when balanced through support and partnerships in other areas, the Agency will draw on the overall leverage of the EU but will also ensure that its

technical and operational assistance can be used as a positive reinforcement for improving cooperation on return.

As in all Frontex operational activities, the Agency will ensure that its work on return is carried out with respect for fundamental rights and includes specific measures for vulnerable groups, among them safeguards to ensure the best interest of a child throughout the process and dignified conduct towards all returnees. Frontex will focus on increasing the number of operations where fundamental rights monitors and/or forced-return monitors from the Agency's pool are deployed.

SO 3

Output 3.1

Enhanced partnerships lead to effective return from the EU to third countries.

4. Horizontal objectives

4.1. Dialogue and cooperation frameworks

HORIZONTAL OBJECTIVE 1:

Develop structured cooperation frameworks that enable operational cooperation, based on EU values and standards, in full respect of fundamental rights.

As an overarching framework for the above operational cooperation, Frontex seeks to develop mutually beneficial and structured partnerships, underpinned by working arrangements and Status Agreements, and facilitated by a solid network of FLOs deployed to third countries.

4.1.1. Structured cooperation frameworks

The EBCG Regulation has brought about new avenues to strengthen cooperation with external partners. To make the full use of these opportunities the Agency needs to develop robust cooperation frameworks that enable a wide range of joint activities - from information exchange to joint operational activities on the ground.

Status Agreements

Based on Status Agreements concluded between the EU and a third country, the Agency can support third countries in the operational theatre on their territory, deploying fully fledged joint operational support with executive powers. Frontex will continue supporting the Commission with its technical expertise over the course of negotiations, so it can effectively follow-up with operational implementation once the Status Agreements are concluded and enter into force. Further efforts will also be invested to prepare the ground for future joint operational activities with those third countries where Status Agreement negotiations are ongoing.

Working arrangements

Complementing Status Agreements, working arrangements express the highest level of commitment for long-term technical and operational cooperation across various areas within the Agency's remit, including on information exchange and cooperation within the framework of EUROSUR, capacity building, or joint operational activities without executive powers. Frontex will prioritise gradually updating working arrangements with key partners, ensuring that cooperation makes full use of the EBCG. New working arrangements will also be pursued, in line with priorities set in this Strategy and prior authorisations of the Agency's Management Board.

Output 1.1

Frontex has appropriate frameworks to enable structured dialogue and cooperation with all its key priority partners.

4.1.2. Dialogue and trust building

Structured cooperation frameworks can only be built on mutual understanding and trust with its partners. Developing cooperation is therefore a long-term investment, requiring gradual familiarisation, and dialogue among everyone involved. To that end, Frontex has developed a variety of tools and mechanisms, ranging from familiarisation and study visits to staff exchange programmes, and bilateral committees set to foster regular dialogue at expert or executive levels. The Agency will further optimise and adapt these tools to tailor individual contexts and needs of partner authorities.

Frontex will also invest in promoting dialogue in multi-lateral settings, with an aim to position the International Border Police Conference among the main platforms gathering the international border management community. Next to it, at regional level, the Euro-Arab Border Security Conference and Dialogues with EU Pre-accession partners will aim to transform from single events to sustainable frameworks, generating follow-up commitments and regular structures for engagement.

Policy platforms for dialogue and exchange will also be used, contributing to regional cooperation frameworks on security and migration, among them the Rabat-, Budapest- and Prague Processes.

Output 1.2

Enhanced awareness about the EBCG, the Agency's mandate and key principles of European IBM in priority third countries and in multilateral fora on migration and border management.

4.1.3. Liaison officer networks

The Agency will work to further develop and expand the network of Frontex Liaison Officers (FLOs) in third countries. The FLOs facilitate cooperation with third countries across various areas of the Agency's mandate and are the first point of contact for institutional partners in their countries of deployment. Where appropriate, they have regional mandates to ensure a wider geographical reach or may have a dedicated profile, such as on return, reflecting the Agency's operational interests towards the third country.

Part of the local and regional cooperation networks of immigration liaison officers (ILOs) and security experts, the FLOs closely coordinate their activities with European Migration Liaison Officers, European Return Liaison Officers (EURLOs) and other ILOs deployed by the EU and its Member States. The FLOs also enjoy a privileged relationship with EU Delegations where they are collocated.

Following the priorities set by the Agency's Management Board and subject to the prior opinion of the Commission, the Agency strives to further develop its network of FLOs in the external dimension, reviewing and optimising the existing deployments, and making use of new opportunities. The objective is to cover key priority regions as identified in this Strategy, considering the Agency's operational needs, synergies with other EU and Member States' ILOs, as well as the feasibility of each deployment.

European Return Liaison Officers

Frontex supports the deployment of EURLOs, aiming to facilitate cooperation between Member States and third countries as well as to support the Agency's activities in the field of return. EURLOs are officers of the Member States supported by the Agency and deployed by the national return authorities as part of ILO networks in third countries. As a rule, they are based in their national embassies, but support return-related cooperation for all Member States and the Agency. The Agency may support a Member State in deploying a EURLO in third countries where Frontex has not deployed a Return Liaison Officer.

Output 1.3

Strengthened cooperation with the Agency's key partners in the Member States and third countries, ensuring the Agency's Liaison Officer network effectively contributes to better situational awareness and capacities to quickly response to developments on the ground.

4.2. Capacity building

It is in our common interest to strengthen resilience in the EU's neighbourhood and other countries of origin and transit. To that end, Frontex is committed to supporting third countries in developing their IBM capacities and by doing so to promote interoperability with European IBM standards and facilitate mutual learning and exchange for better operational results.

HORIZONTAL OBJECTIVE 2:

Strengthen IBM capacities of third countries to effectively address challenges at their borders and enable joint operational response.

4.2.1. Technical assistance

Technical assistance, such as training, advice, and good practice exchange, can be powerful instruments in strengthening resilience of border management in countries of origin and transit. Recognising the importance of border management in the overall approach to migration and security, the EU and its Member States have long been supporting capacities of partner countries with targeted funding programmes. Frontex strives to contribute to these efforts, emphasising the Agency's unique operational role within the EBCG and focusing on capacities that can facilitate future operational partnerships.

This work will build on the rich experience gained through technical assistance projects that Frontex already implemented in the Western Balkans, the Southern Neighbourhood, the Eastern Partnership countries, as well as in Africa. Moving forward, Frontex will carefully prioritise where and how the Agency intervenes, aiming to offer technical assistance that is complementary to the Agency's operational priorities and our long-term objectives. Priority will be given to sustainable solutions that facilitate interoperability with European IBM standards and promote the respect and protection of fundamental rights.

Effective cooperation on border control and on return at operational level require that both sides share a similar understanding of IBM, deploy interoperable systems and equipment, and have sufficient capacity to carry out their tasks. The Agency therefore promotes its best practices and standards outside of the EU and, where relevant, is ready to equip partner authorities with knowledge and expertise that will support common operational goals.

To that end, the Agency will develop its technical assistance on three levels:

1	2	3
As an implementing partner for Commission-funded projects , Frontex will focus on testing new approaches and reinforcing capacities needed to launch or strengthen joint operational activities.	Once cooperation is ongoing and mature, sustainability will be ensured through Frontex's own-funded technical assistance initiatives , integrated into the regular operational cycle.	European IBM standards and best practices will be further promoted through Frontex's contribution to the planning, steering and implementation of relevant EU funding programmes .

Our engagement will focus on the following areas of intervention, where Frontex can add unique value:

- **Assistance on pre-return, return and reintegration** via the multiannual Strategic Programme of “Technical Assistance Projects for Third Countries on Return, Readmission and Reintegration” (TAP4RRR).
- **Situational monitoring and risk analysis**, investing into the capacities of third country authorities to collect, process and analyse information, and strengthening their ability to cooperate in the framework of EUROSUR.
- **Border control**, supporting capacities needed for joint operational activities.
- **IBM standards and good practices**, drawing on the lessons learnt from the multi-annual strategic policy cycle on European IBM and national experiences.

In the area of training, Frontex will also further develop the Common Core Curricula, including in partnership with third countries.

To better understand the needs of third country authorities and ensure the sustainability of the trainings, cooperation on training will be reinforced through the Network of Partnership Academies.

HO 2

Output 2.1

Strengthened border management and return capacities of third countries, contributing to the whole-of-route approach towards a more resilient, more humane and more effective border management and return.

HO 2

Output 2.2

Enhanced capacities of priority third countries to engage in operational cooperation with the European Border and Coast Guard.

4.2.2. Research, innovation, and good practice exchange

Research and innovation are also an essential part of the capacity building process. In the external dimension, the Agency seeks to promote EU-wide knowledge and experience globally, with the focus on the following areas:

- **Biometrics and digital identity**, aiming to position the Agency as a key voice in the global debate on the digital transformation of border management processes.
- **Advance passenger information and traveller intelligence**, building on the EU’s experience with the implementation of the PNR⁽⁴⁵⁾ and API⁽⁴⁶⁾ Directives, and looking ahead towards the introduction of the Entry/Exit System and the Agency’s role as the Central Unit for ETIAS.
- **Border surveillance and monitoring**, including the application of RPAS, aerostats space-based technologies (e.g. Copernicus) and other tools to monitor blue and green borders as well as low-level airspace.
- **Quality control for border management**, including methodologies, and tools to assess border control performance.

Frontex strives for mutually beneficial partnerships to jointly develop and test new products, processes, methods, and services that can contribute to the efficiency and effectiveness of border control while respecting fundamental rights. Cooperation will further develop with the aim of exploring joint pilot projects, such as on

⁽⁴⁵⁾ Directive (EU) 2016/681 on the use of passenger name record (PNR) data for the prevention, detection, investigation and prosecution of terrorist offences and serious crime.

⁽⁴⁶⁾ Council Directive 2004/82/EC on the obligation of carriers to communicate passenger data.

aerial surveillance or the use of biometrics and exchange technological updates through industry events and fairs.

Seeking complementarity, interoperability and increasing harmonisation of standards at global level, the Agency also strives to contribute to the development of technical standards for border control and return equipment.

Cooperation will also cover research projects that focus on the development and use of technology for improving border security, including for the detection of explosives, cybersecurity, and foresight. The new large-scale EU information systems, such as the Entry-Exit System, are fundamentally re-shaping processes during EU border checks, offering another area for the exchange of best practices and lessons learnt.

HO 2

Output 2.3

Enhanced exchange and cooperation in the field of research and innovation generates new products, processes, and services to improve the efficiency and effectiveness of border control.

HO 2

Output 2.4

EBCG technical standards and solutions are widely recognised by the international border management community and contribute to the development of global standards for border management.

4.2.3. European Travel Information and Authorisation System

The European Commission, the Member States and three EU agencies (Frontex, eu-LISA and Europol) are preparing to launch the European Travel Information and Authorisation System (ETIAS) in spring 2025. Six months prior to that date, in autumn of 2024, the EU will introduce the Entry-Exit System⁽⁴⁷⁾, which will further enhance control of the EU's external borders. Experiences and lessons learnt from third countries with similar systems in place have proven instrumental in the preparatory process. Tasked to develop and run the ETIAS Central Unit, Frontex will continue to rely on advice, practical experience, and expertise from several partners, particularly Canada, the United States of America and Australia.

To ensure the successful implementation of the system, Frontex will work with visa-free third countries to raise awareness of their citizens about the new travel requirements to Europe. The Commission, with the support of Frontex, has defined a communication strategy and will be leading information campaigns targeting the nationals of the target third countries whose nationals are visa exempt. The Agency will support these efforts through its FLOs and the global networks of the border management community. Close cooperation with key international organisations, such as IATA, ICAO, UNOCT and IOM, and the private sector, including carriers and the tourism industry, is also essential to facilitate the process.

HO 2

Output 2.5

Enhanced awareness of new carrier and traveller obligations linked to ETIAS and the Entry-Exit System in relevant third countries.

HO 2

Output 2.6

Increased knowledge through the exchange of information, guidelines, and best practices with those third countries which already implemented similar travel authorisation systems.

⁽⁴⁷⁾ Regulation (EU) 2017/2226 of 30 November 2017 establishing an Entry/Exit System (EES) to register entry and exit data and refusal of entry data of third-country nationals crossing the external borders of the Member States and determining the conditions for access to the EES for law enforcement purposes.

4.3. Coherence for more impact

This strategy is not set in isolation. To ensure an effective, coordinated, and comprehensive response along the main migratory routes, the Agency's actions need to be well coordinated within the EU and delivered in the spirit of Team Europe approach to the outside.

HORIZONTAL OBJECTIVE 3:

Contribute to EU and Member States' outreach and make use of common leverage for more impact

4.3.1. Common leverage with EU partners in the external dimension

The complexity of migration and border management requires a coherent message and a strong leverage in the external dimension. This can only be achieved through working in synergy with key EU partners and the Member States.

Over the past years, Frontex has developed several tools that can reinforce the impact of the EU's policies towards third countries of origin and transit of migration, from joint operational activities to attractive platforms for knowledge and information exchange. These can only be effective if used in synergy with broader EU policies and support packages, and this way can ensure full commitment of the partners.

EU institutions, offices, bodies, and agencies

Going beyond the political steer and scrutiny from EU institutions, Frontex will further reinforce synergies with EU policies and funding programmes outside of the EU, thereby contributing to a better use of political leverage and resources.

European Parliament

Aiming to ensure its operational knowledge informs policy considerations and legislative decisions, Frontex will proactively engage with the European Parliament and its relevant Committees on cooperation in the external dimension. As part of the Agency's transparency and accountability efforts, Frontex will also further boost its reporting to the European Parliament on the Agency's working arrangements, operational activities, and the deployment of FLOs to third countries.

Council of the EU

Within the Council, Frontex will strengthen regular dialogue with the relevant structures, particularly the Working Party on the External Dimension of Migration and Asylum (EMWP), the Migration Working Party, the Visa Working Party, as well the Operational Coordination Mechanism for the External Dimension of Migration (MOCADDEM), striving to contribute to more coherence between strategic discussions in this field and operational work. The Agency will also further support strategic dialogues between the EU and third countries, ensuring effective follow-up in the operational theatre.

European Commission

Close coordination with the European Commission will be enhanced at strategic and operational levels. Frontex will prioritise support to DG HOME negotiating new and updated Status Agreements with priority third countries, ensuring a tight link between policy commitments and their operational implementation on the ground. Political momentum generated by the Commission will also be used to advance on Frontex's own negotiations for working arrangements, and for securing commitment of third countries to receive the deployments of FLOs.

At the level of programming and implementation, Frontex will enhance its support to promoting European IBM standards across Commission's funding programmes in the external dimension. In cooperation with DG NEAR, DG INTPA, DG HOME, the Service for Foreign Policy Instruments (FPI) and respective EU Delegations, the Agency

will further strengthen its contribution to the programming, selection, and implementation of EU-funded technical assistance programmes. Where relevant, Frontex will contribute with its technical expertise to project Steering Committees and develop joint activities for the benefit of the EBCG.

European External Action Service

Cooperation with the EEAS and EU Delegations is the starting point of all Frontex engagements in third countries. Building on the working arrangement with the EEAS, Frontex will further tailor relations with individual EU Delegations adapting to the intensity and relevance of the Agency's operational presence, including through deployments of FLOs and in synergy with EURLOs.

Frontex will also further develop close cooperation with **CSDP missions and operations**, among them EUNAVFOR MED Operation IRINI, EUCAP Sahel Niger, EUBAM Libya, EUAM Ukraine, and EU Partnership Mission in the Republic of Moldova, seeking to increase synergies on situational awareness, risk analysis, and when promoting European IBM standards. The Agency is therefore willing to contribute to strategic planning, review and evaluation of CSDP missions and operations, and support their capacity building activities, ensuring CSDP actors can rely on Frontex for IBM expertise and advice.

EU agencies

To make the best use of the capabilities already available at EU level, and offer a more comprehensive package to third countries, coordination and joint efforts are also essential at the level of individual EU agencies. A lot has been achieved in terms of regular exchanges on the external dimension in the JHA Agencies Network and within the European coast guard cooperation. The benefits of the common approach are also clearly seen in joint projects, such as the "Regional programme for protection sensitive migration management" that Frontex has been implementing in cooperation with the European Union Agency for Asylum and other international partners since 2016. More can be done to promote each other's tools and initiative in third countries.

Frontex will strive to further promote joint initiatives with EU agencies, including via the JHA Agencies Network, capitalising on mutually reinforcing mandates and ensuring a more holistic approach.

EU Member States

Together with the Member States, the Agency shares responsibility for the implementation of European IBM. Among other areas, this also requires close dialogue and coordination on cooperation with third countries, to ensure that our engagements in the external dimension effectively contribute to the operational objectives of the EBCG as a whole. The Agency will therefore aim to strengthen mutual exchange with Member States on activities in the external dimension.

Recognising the long tradition of bilateral cooperation at Member States' level, Frontex aims to complement and reinforce these relationships, where a European approach can add value. This requires close coordination and mutual support across different initiatives, from Frontex's support to EURLO deployments, which successfully use Member States leverage for broader EU benefit, to close coordination of capacity building and technical assistance interventions.

Building on the work already done within the Working group on external cooperation and capacity building (EXT-TA), Frontex will further reinforce regular dialogue and exchange with Member States on the external dimension. The reporting mechanism⁽⁴⁸⁾ will be revised and streamlined to enable effective exchange on operational activities in the external dimension and to support dialogue on concrete priority third countries and regions. Regional Round tables and technical expert groups will be set-up on an ad-hoc basis to facilitate coordination and provide a platform to explore opportunities for further synergies and mutual support.

HO 3

Output 3.1

Frontex's engagements effectively contribute to the objectives of the EU and the Member States, making use of synergies and common leverage.

⁽⁴⁸⁾ Refer to Article 7(5) of the EBCG Regulation.

Output 3.2

European IBM standards are systematically promoted and included in the development and implementation of related EU policies and EU-funded technical assistance interventions in third countries.

4.3.2. Internal governance

An effective Strategy must translate into concrete actions, followed by measurable results. This requires detailed planning, evaluation, and regular review. The practical steps of this Strategy will be fleshed out in the Annual Programme of Work. Where relevant, detailed cooperation plans will be agreed with individual partners. However, a good Strategy is also a living document, anchored in the institutional mind-set and practices, and integrated into the shared tasks and individual targets of everyone involved. For that to materialise, the Agency is putting several steps in place.

Planning

The Strategy is an integral part of the Agency's strategic planning and one of the components for the implementation of the technical and operational strategy for European IBM. It is developed for a period of three years, as part of Frontex's multi-annual programme of work.

More detailed priorities and concrete actions linked with the Strategy, as well as the means the Agency intends to use for that purpose, will be developed each year and included in the Annual Programme of Work.

Internal coherence

International cooperation cuts across all entities and teams within the Agency. Day-to-day actions require smooth cross-divisional cooperation, including regular information exchange, coordination, and shared understanding of the Agency's priorities. Frontex will therefore establish clear Standard Operating Procedures (SOPs), defining roles and responsibilities across the Agency for better cross-divisional cooperation. The Agency will ensure a streamlined implementation of this Strategy, agreed across all business areas. As a horizontal function, the Governance, Strategy and External Relations Division (tbc) will ensure coherence across the different business units and functions and support the business entities in achieving their operational objectives in the external dimension.

Transparency and accountability

Frontex places particular emphasis on transparency and accountability around its external engagements. In addition to proactive communication, such as via social media and the Agency's website, Frontex will further enhance the scope of its regular reporting. Cooperation with third countries will continue to be assessed in the Annual Report to the EU Institutions on cooperation with third countries and reported on in the Consolidated Annual Activity Report. Notifications provided to the EU institutions, such as prior to the launch of joint operational activities in third countries or in relation to working arrangements and FLO deployments, will further ensure that policy makers can effectively carry out their oversight function. The Consultative Forum will also be informed via regular meetings and dedicated briefings.

Monitoring and evaluation

The Strategy will be regularly monitored and reviewed. A set of indicators, alongside measurable targets, will be developed to support the process. Observations, opinions, and annual reports of the Fundamental Rights Officer, as well as annual reports of the Consultative Forum, will feed into the assessment. A separate stakeholder review process is being done as part of the Frontex multi-annual planning and evaluation.

Output 3.3

Frontex develops international cooperation in a coherent and well-coordinated way, in line with its broader strategic and operational priorities.

Output 3.4

All Frontex entities have the relevant knowledge, information, and tools to effectively engage in the external dimension.

Annex XVI: Schengen Associated Countries Contributions to ABN 2025

(To be appended at a later stage in line with life-cycle of this business process)

Annex XVII: Annual Strategic Plan 2025 as part of the Tripartite Working Arrangement

(To be appended at a later stage in line with life-cycle of this business process)

Annex XVIII: Annual assessment of the number of Fundamental Rights Monitors 2025

Appointment and tasks of the Fundamental Rights Monitors

Pursuant to the EBCG Regulation (Articles 109 and 110), the Fundamental Rights Officer shall appoint the Fundamental Rights Monitors and they shall be under his or her hierarchical supervision. The Fundamental Rights Monitors shall be independent in the performance of their duties.

Fundamental Rights Monitors, employed as statutory staff, shall constantly assess the fundamental rights compliance of operational activities, provide advice and assistance in that regard and contribute to the promotion of fundamental rights as part of European integrated border management. The Fundamental Rights Officer shall assign at least one Fundamental Rights Monitor to each operation. The Fundamental Rights Officer may also decide to assign Fundamental Rights Monitors to monitor any other operational activity he or she considers relevant. Fundamental Rights Monitors may be nominated by the Fundamental Rights Officer for the pool of forced-return monitors. The monitors should also contribute to the training activities of the Agency on fundamental rights.

The EBCG Regulation mandates the recruitment of at least 40 Fundamental Rights Monitors. To ensure that they are able to carry out their tasks effectively, the Executive Director, in consultation with the Fundamental Rights Officer, shall on an annual basis assess whether the number of Fundamental Rights Monitors needs to be increased. Following that assessment, the Executive Director shall, where necessary, propose an increase in the number of Fundamental Rights Monitors to the Management Board for the following year depending on operational needs.

Since the beginning of 2023, 46 Fundamental Rights Monitors (5 in grade AD7, 26 in grade AD5 and 15 in grade AST4) are in office. All 46 have completed the required training and are already being deployed as monitors in the field on a regular basis.

Assessment of the number of Fundamental Rights Monitors for 2024

The Executive Director assessed the number of Fundamental Rights Monitors in consultation with the Fundamental Rights Officer, taking into consideration the staff needs per tasks of the Fundamental Rights Monitors anticipated by the Fundamental Rights Officer. The Executive Director considered the requirements of other crucial tasks as well of the Agency, including the rapid build-up the EBCG standing corps and increasing number of activities in third countries, and overall the adequate implementation of the Agency's mandate and amended organisational structure. Given the increase in the number of standing corps officers (leading to a greater number of Serious Incident and Use of Force reports), number of activities, including in third countries where the challenges are greater, it is essential also to increase the number of Fundamental Rights Monitors in a proportionate manner.

Based on the assessment and to match the growing operational needs in 2024, the Fundamental Rights Officer proposes to the Management Board an increase in the number of Fundamental Rights Monitors by six (6) posts (at grade AD5). This proposal will be tabled for Management Board discussion by the Frontex Executive Director at the Management Board meeting on 23-24 January 2024.

The need for six additional Fundamental Rights Monitors in 2024 and an additional 18 in 2026 was discussed with the Executive Director in September and October 2023, with a commitment to work towards an agreement along these lines, even though no guarantees were given.

However, the European Parliament underscores the need to ensure that the number of Fundamental Rights Monitors at AD level reaches at least 40 (currently 31), and that the number of monitors shall continue to grow as the overall size of the standing corps increases. The Parliament also expects to receive details on the Agency's plans for this increase, alongside the assessment of needs by the Fundamental Rights Officer.⁴⁹

⁴⁹ Motion for a resolution on Frontex, 2023/2729(RSP), 7 November 2023, paragraph 12, [MOTION FOR A RESOLUTION on Frontex building on the fact-finding investigation of the LIBE Working Group for Frontex Scrutiny | B9-0499/2023 | European Parliament \(europa.eu\)](#)

In addition, the European Commission has endorsed the expressed need for (five) new monitors in 2024: “The Commission welcomes the annual assessment on the number of the Fundamental Rights Monitors, which finds that the number of Monitors should increase by five, to match the growing operational needs in 2024. The Commission supports this assessment and reiterates that any future recruitment of Fundamental Rights Monitors should take place in the administrator function category, rather than at assistant level, to have at least 40 Fundamental Rights Monitors in the administrator function.”⁵⁰

The current number of standing corps officers is increasing in the coming year from about 2,200 to 2,700 (as a very low estimate). This is a 20% increase, while the requested six additional posts for Monitors is only a bit more than 10%. By 2027 the standing corps could reach 10,000. The 18 additional monitors requested for 2026, to the then 52 existing ones, would represent an increase with one third, while the standing corps may see a tripling in size.

As noted above, with an increased number of officers come an increased number of Serious Incidents and Use of Force reports, where the Fundamental Rights Monitors have a key role, not to mention the expanding involvement in operations and the monitoring in the field - just in 2023, over 1,600 days were spent on this. In addition, there is the ever-growing demand for contribution to training of standing corps officers during basic training but also continuous training, as well as training for national officers. In 2023, the Fundamental Rights Office provided over 250 days of training (including design workshops for training with TRU), and for the coming years this is set to increase significantly. With preparatory time, this means two to three fulltime equivalents. A further resources demanding area on the increase is the assessments of third country situations, where the Fundamental Rights Office devote an increasing amount of work.

In summary, 52 (46 + 6) Fundamental Rights Monitors in 2024 would maintain the percentage of monitors to standing corps officers at about 2% (46 of 2,200 to slightly less than 2% with 52 of 2,700) but for 2027, potentially to less than 1% (0,7%, 70 of 10,000).

In addition, given that the existing reserve list for AD5 monitors has been depleted and is expiring by the end of 2023, a new recruitment procedure has been scheduled for Q1 2024. For this to be worthwhile, six posts would justify the effort and with clarity on the prospects for the additional 18 posts for 2026, the 2024 reserve list would be used for the recruitment in 2026. Ideally, it could be possible to even offer the posts in 2025 and make sure a starting date in early 2026 for the additional 18 monitors.

The Fundamental Rights Officer therefore requests the following number of additional AD5 posts to be able to sustain sufficient operations as required under the EBCG Regulation:

	Additional posts	Total posts available
2024	6	52
2026	18	70

The Executive Director acknowledges the arguments behind the FRO assessment on number of monitors. At the same time, the Executive Director makes a reservation that the allocation of posts will depend on the resources available to the Agency.

⁵⁰ Commission Opinion on the Single Programming Document containing the draft multiannual programming for 2024-2026 and the draft Annual Work Programme for 2024 ('Programming Document for 2024-2026') of the European Border and Coast Guard Agency, C(2023) 4898 final, 14 July 2023.