Ref. Ares(2026)4542717 - 04/05/2026

FRONTEX
EUROPEAN BORDER AND COAST GUARD AGENCY

MANAGEMENT BOARD DECISION 17/2026

of 17 June 2026

adopting the Consolidated Annual Activity Report 2025 and its Assessment

THE MANAGEMENT BOARD

Having regard to the European Border and Coast Guard Regulation[1] (hereafter the "Regulation"), in particular Article 100(2)(j) thereof,

Having regard to the Frontex Financial Regulation[2], in particular Article 48 thereof,

Whereas:

(1) The Executive Director shall prepare and submit to the Management Board the Consolidated Annual Activity Report for each year, reflecting the Agency's activities;

(2) The Working Group on Budget and Accounts, established by the Management Board, shall provide an assessment of the previous year's Consolidated Annual Activity Report;

(3) The Management Board shall assess and adopt the Consolidated Annual Activity Report of the Agency for the previous year;

(4) The Agency's Consolidated Annual Activity Report and its assessment shall be transmitted by 1 July of each year at the latest, to the European Parliament, the Council, the Commission, and the Court of Auditors;

(5) Pursuant to Article 112(3) of the Regulation, the Consolidated Annual Activity Report and its assessment shall also be transmitted to the national parliaments.

HAS DECIDED AS FOLLOWS:

Article 1

Consolidated Annual Activity Report 2025

The Consolidated Annual Activity Report 2025 including its annexes, as included in Annex I to this Decision, together with its assessment, are hereby adopted.

[1] *Regulation (EU) 2019/1896 of 13 November 2019 on the European Border and Coast Guard (OJ L 295, 14.11.2019, p1).*
[2] *Management Board Decision 19/2019 of 23 July 2019 adopting the Frontex Financial Regulation.*

Article 2

Entry into Force

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

Done in Warsaw,17 June 2026.

For the Management Board

[signed]

Alexander Fritsch
Chairperson

Annex:

Annex I – Consolidated Annual Activity Report 2025 and its Annexes

Annex II – Assessment of the Consolidated Annual Activity Report 2025

Ref. Ares(2026)4542717 - 04/05/2026

FRONTEX
EUROPEAN BORDER AND COAST GUARD AGENCY

Internal ref. [STRAT/SGT/2026]

Consolidated Annual Activity Report 2025

Table of Contents

Abbreviations 4
Introduction 6
Executive Summary 7
Part I – Achievements of the Year 10
Progress against key performance indicators 10
1. Strategic Objective 1 - Become a reliable, adaptable partner delivering value operational effects 12
2. Strategic Objective 2 - Setting border management standards, delivering innovation and integrated capabilities for interoperable and futureproof EIBM 27
3. 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 49
4. Strategic Objective 4 - Intelligence-driven Agency with priority-based decision-making 64
5. Strategic Objective 5 - Excellence in governance and robust partnerships for consistent attainment of strategic objectives 76
Part II – Management 91
2.1. Management Board 91
2.2. Major developments 92
2.3. Budgetary and financial management 93
2.4. Delegation and sub-delegation 96
2.5. Human resources management 97
2.6. Strategy for efficiency gains 104
2.7. Assessment of audit and ex-post evaluation results during the reporting year . 107
2.8. (a) Follow up of recommendations and action plans for audits and evaluations 109
2.8. (b) Follow up of recommendations issued following investigations by OLAF 115
2.9. Follow up of observations from the discharge authority 115
2.10. Environment management 115
2.11. Assessment by management 116
Part III - Assessment of the effectiveness of the internal control systems 117
3.1. Effectiveness of internal control systems 117
3.2. Conclusions of assessment of internal control systems 119
3.3. Statement of the manager in charge of risk management and internal control. 120
Part IV - Management assurance 121
4.1. Review of the elements supporting assurance 121
4.2. Reservations 122
Part V – Declaration of assurance 123
ANNEXES 124
Annex I - Core business statistics 125
Annex II - Statistics on financial management 144
Annex III - Organisational chart 146
Annex IV - Establishment plan and additional information on human resource management 147
Annex V - Human and financial resources by activity 153
Annex VI - Contributions, grants and service level agreements. Financial Framework Partnership Agreements 154
Annex VII - Environment management 158
Annex VIII - Annual accounts 159
Annex IX - Evaluation of results of return activities 161
Annex X - Tripartite Working Arrangement – Annual Strategic Plan 2025 162
Annex XI - Annual Public Accesses Document Report 2025 168
Annex XII - Use of force – Stocktaking report 170

Annex XIII – List of MB decisions adopted in 2025 173
Annex XIV – Annual evaluation report – quality of training..... 176
Annex XV – Implementation of Operational Response 2025 – Core Elements..... 182

Abbreviations

ABAC Accrual Based Accounting
ABN Annual Bilateral Negotiations
AIPN Appointing Authority
AO Authorising Officer
AOD Authorising Officer by Delegation
AOSD Authorising Officer by Sub-delegation
ARA Annual Risk Analysis
AWP Annual Work Programme
BCP Border Crossing Point
BPM Business Process Management
CAAR Consolidated Annual Activity Report
CAPTA Complex Analysis Platform for Training and Administration)
CBC Cross Border Crime
CBSS Copernicus Border Surveillance Service
CF Consultative Forum
CIS Communication and information Systems
CRRS Common Repository for Reporting and Statistics
C-UAS Counter-Unmanned Aircraft Systems
CVAM Common Vulnerability Assessment Methodology
DG BUDG Directorate General for Budget
DG DEFIS Directorate-General for Defence and Industry and Space
DG GROW Directorate-General for Internal Market, Industry, Entrepreneurship and SME
DG HOME Directorate General for Migration and Home Affairs
DG HR Directorate General for Human Resources and Security
DPIA Data Protection Impact Assessment
EBCG European Border and Coast Guard
ECA European Court of Auditors
ECGFF European Coast Guard Functions Forum
ECU ETIAS Central Unit
ED Executive Director
EDPS European Data Protection Supervisor
EEAS European External Action Service
EES Entry/Exit System
EFCA European Fisheries Control Agency
EFS EUROSUR Fusion Services
EIBM European Integrated Border Management
EMAS Ecomanagement and Audit Scheme
ENU ETIAS National Central Units
EP European Parliament
ESAB EUROSUR Security Accreditation Board
ETIAS European Travel Information and Authorisation System
EUAA European Union Agency for Asylum
EUAM European Union Advisory Mission Ukraine
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 Officer
EUROSUR European Border Surveillance System
EURP European Reintegration Programme
EXP-DOC Expert Group on Document Control
FADO False and Authentic Documents Online System
FC2 Frontex Chain of Command
FER Frontex Evaluation Reports
FIA Financial Initiating Agent
FIELDS Frontex Interpol Library Electronic Document System
FLO Frontex Liaison Officer
FRA European Union Agency for Fundamental Rights
FRAN Frontex Risk Analysis Network
FRESO Frontex Return Escorts and Support Officers
FRO Fundamental Rights Officer
FSA Frontex Surveillance Aircrafts
FTE Full-Time Equivalent
FVA Financial Verifying Agent
HLRT High Level Roundtable
IAS Internal Audit Service
IBM Integrated Border Management
ICAO International Civil Aviation Organisation
ILO Immigration Liaison Officers
IO International Organisations
IPA Instrument for Pre-accession Assistance
IRMA Integrated Return Management Application
ISO International Organization for Standardization
IT Information Technology
JAD Joint Action Day
JHA Justice and Home Affairs
JHAAN Justice and Home Affairs Agencies Network
JO Joint Operation(s)
JORA Joint Operations Reporting Application
JRC European Commission Joint Research Centre
JSIS Joint Sickness Insurance Scheme
KPI Key Performance Indicator
MB Management Board
MFF Multiannual Financial Framework
MiPS Mission Processing System
MMO Multipurpose Maritime Operations
MNITE Minimum Number of Items of Technical Equipment
MS Member States
MS/SAC Member States and Schengen Associated Countries
NATO North Atlantic Treaty Organisation
nCDP national Capability Development Plans
NPS Net Promoter Score
OLAF European Anti-Fraud Office
OSH Operational Safety and Health
OTP Operational Training Programme
PAD Public Access to Documents
PMO Project Management Office
PPMT Public Procurement Management Tool
PRN Pooled Resources Network
QAIP Quality Assurance and Improvement Performance
QCC Quick Check Card
QRF Quick Reaction Force
RAN Risk Analysis Network
RECAMAS Return Case Management System
SAR Search and Rescue
SatCen Satellite Centre of the European Union
SC Standing Corps
SEM Schengen Evaluation Mechanism
SIAP Strategic Internal Audit Plan
SIR Serious Incident Report
SLA Service Level Agreement
SNE Seconded National Experts

SOP Standard Operating Procedure
SQF Sectoral Qualifications Framework
TC Third Country
TEMR Technical Equipment Mission Report
TOEIBM Technical and Operational Strategy for European Integrated Border Management
TSC Technical Sub-Committee
TWA Tripartite Working Arrangement
UK United Kingdom
UNHCR United Nations High Commissioner for Refugees
VAN Vulnerability Assessment Network
VAP Vulnerability Assessment Platform

Introduction

About the Agency
Frontex, the European Border and Coast Guard Agency, is mandated to ensure the implementation of the European Integrated Border Management at the European Union's external borders in full compliance with the EU rule of law. The Agency is governed by Regulation (EU) 2019/1896 of 13 November 2019 and the headquarters are in Warsaw, Poland.

About this report
The Consolidated Annual Activity Report covers the period from 1 January to 31 December 2025. It presents the progress made by the Agency in achieving the objectives set in the Frontex Single Programming Document 2025-2027 through the implementation of the 2025 Annual Work Programme.
The report contains an overview of budgetary, human resources, audit, evaluation and internal control activities. It is structured in accordance with the European Commission's guidelines and the requirements of Regulation (EU) 2019/1896. It is submitted on behalf of the Executive Director to the Management Board. It shall be adopted by the MB and transmitted, by 1 July, to the European Parliament, the Council, the European Commission and the European Court of Auditors.

Executive Summary

Strategic Developments

In 2025, Frontex continued to align its strategic and operational activities with the evolving EU policy framework, ensuring full coherence with the priorities set out in the New Pact on Migration and Asylum and other relevant policy initiatives. The Agency further strengthened its role in supporting Member States in addressing migratory pressure and cross-border challenges, notably through enhanced operational deployments, increased situational awareness and reinforced information exchange. This included a more integrated approach to border management, fostering interoperability, resilience and solidarity across the EU external borders, while ensuring full respect for fundamental rights and applicable legal frameworks.

The development and implementation of strategic frameworks and planning tools continued, supporting improved preparedness, coordination and forward-looking decision-making at both EU and national level. Efforts focused on streamlining data collection processes, enhancing the quality and timeliness of reporting and fostering greater coherence across planning cycles. This contributed to a more robust evidence-based approach, enabling anticipation of emerging trends, optimising resource allocation and ensuring a more coordinated and effective operational response in a rapidly evolving migration and security environment.

The year 2025 also marked important institutional milestones, with the Agency celebrating 20 years since its establishment and five years since the creation of the Standing Corps. These anniversaries provided an opportunity to reflect on the Agency's evolution and to reaffirm its central role in supporting the implementation of European Integrated Border Management in an increasingly complex and dynamic environment.

Operations

Depending on the operational concepts agreed with the respective host MS and TC, Frontex continued to provide comprehensive support across a wide range of activities, including border checks, land and sea border surveillance (including SAR), migration management, debriefing, as well as the prevention, detection and combatting of cross-border crime. The Agency also contributed to enhanced EU cooperation on coast guard functions, in line with its mandate and with full respect for the principle of subsidiarity vis-à-vis Member States.

From the 2025 operational year onwards, Joint Operations (JOs) and corresponding operational plans were restructured under a country-based approach, enabling more comprehensive coverage of all technical and operational support provided to each MS and TC across all border domains (air, land and sea). The rollout of the Frontex Chain of Command (FC2) and Field Contingents progressed further. In this context, two additional contingents (Contingents 6 and 7) were established at the beginning of the operational year, complementing those set up in 2024 (Contingents 1, 2 and 4), while Contingent 3 became operational in June 2025. In parallel, 2025 marked the first implementation of the new Joint Operations evaluation concept, including the deployment of a dedicated monitoring tool developed by the evaluation team.

Frontex achieved significant results across return, readmission and reintegration activities in 2025, exceeding key performance targets in several areas and reinforcing its operational, analytical and capacity-building support to Member States. Operational support provided by the Standing Corps to return operations remained substantial, with Return Specialists continuing to play a key role, in particular in the area of Return and Reintegration Counselling (RRC).

Under the Return Mobility Programme, the Agency facilitated the exchange of best practices by enabling national return experts to conduct thematic visits to other Member States. At the same time, Frontex delivered extensive training and capacity-building activities, strengthening the competencies of 139 participants from Member States, Schengen Associated Countries and the Standing Corps in return and reintegration counselling, thereby contributing to further harmonisation of standards. Reintegration support was further expanded under the EU Reintegration Programme (EURP), with Frontex enabling both post-arrival and post-return assistance in 2025.

Capabilities

In 2025, the Agency continued to ensure the delivery of operationally available capabilities, with overall deployments covering close to 90% of identified operational needs. Category 1 and 2 Standing Corps officers formed the core of these deployments, while Category 3 provided complementary reinforcement where required.

In terms of equipment, Frontex ensured full provision of personal equipment for Category 1 officers, alongside the majority of assets required for border checks and handheld and portable surveillance. This was complemented by the deployment of key enablers, including mobile and deployable facilities, transport and in-theatre mobility solutions. The Agency's fleet of patrol and surveillance vehicles, as well as contracted aerial surveillance assets, including drones, covered a substantial share of operational requirements, further supported by contributions from Member States.

Demand for high-quality training continued to increase, driven by the expansion of the Standing Corps, the implementation of the Pact on Migration and Asylum, the entry into force of the Entry/Exit System and the anticipated launch of ETIAS, as well as the growing complexity and scale of operations. In response, and with a view

to structuring training and education for the European Border and Coast Guard community, the Management Board endorsed the establishment of a three-pillar model comprising the Frontex Training Centre in Warsaw, Specialisation Centres in Member States and Tactical Training Centres within the Contingents. These pillars are underpinned by harmonisation, interoperability and quality management components delivered by Frontex with the support of Member States. Following this endorsement, the Frontex Training Centre was established in Warsaw, and training of newly recruited Standing Corps officers commenced in November.

Information and Administration Management

In 2025, the Agency excelled in supporting core functions, digital transformation of the EU border management and ICT infrastructure, security and information management and resource planning. In the area of human resources (HR) management, the Agency further improved its recruitment efficiency, resulting in a reduced average recruitment time, while the occupancy rate at Headquarters reached 91.5% and a gradual buildup of HR legal framework identified in HR Strategy 2024-2027 has been nearly completed.
The Agency managed a 99% budget implementation rate and 94% payment rate for funds carried over from 2024 for another consecutive year while continuing optimizing financial processes and compliance, ensuring sound financial management amidst the Agency`s expanding operational scope. In addition, the Agency undertook complex project transitioning to new corporate accounting, finance and budgeting system of the European Commission - SUMMA. The project included rigorous training, data migration and change management allowing smooth go live as from 2026.
The Agency bolstered its operational resilience and digital maturity by modernizing governance and infrastructure. Key milestones included standardizing project execution via the PM² framework and ensuring the continuity of 128 business applications across 2,800 servers for over 60,000 global users. The Agency advanced in implementation of critical projects like ETIAS and EUROSUR and maintained high system uptime and a strengthened cybersecurity posture in line with the ICT Strategy 2022-2027. Furthermore, the Agency aligned with the requirements of the Cybersecurity Regulation and improved personnel protection ensuring a secure and data-driven environment. Throughout 2025, the Agency continued the activities related to the establishment of the ETIAS Central Unit (ECU), progressing towards full operational readiness in terms of services, capabilities, processes, procedures and infrastructure. These efforts contributed to the overall preparedness for the planned entry into operation of ETIAS in Q4 2026. A key milestone was achieved in 2025 by initiation of 24/7 support to travellers and Member States through the Travel to Europe mobile application.Furthermore, the Agency secured the necessary financing and signed the General Construction Contract (GCC) for the design and construction of the Frontex new Headquarters (Permanent Premises) , to be built on land made available by the Polish Authorities.

EIBM Intelligence

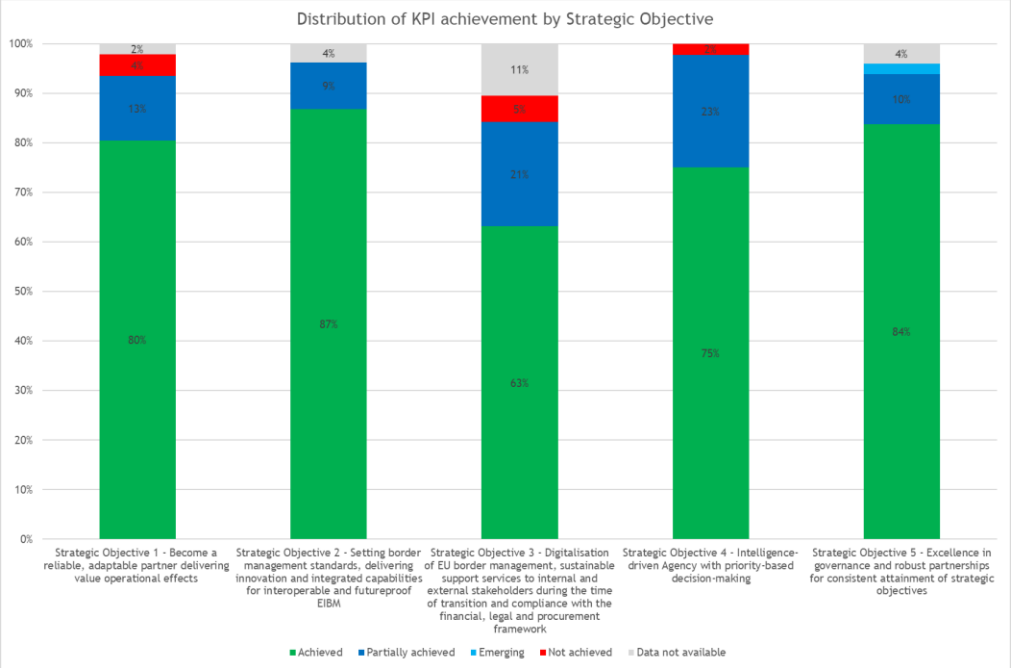
In 2025, the Agency maintained a strong level of analytical output, covering key areas such as cross-border crime, hybrid threats, air-border security and other thematic domains. These analytical products enhanced situational awareness and supported evidence-based decision-making at multiple levels. Thematic Risk Analysis Network meetings continued to facilitate exchanges between analysts, Member States, non-EU partners and EU agencies, resulting in comprehensive analytical outputs and recommendations addressing emerging threats relevant to European Integrated Border Management (EIBM) and EU internal security.
Further improvements in situational monitoring and risk awareness were achieved through the introduction of new automated analytical products and dashboards, including those covering cross-border crime, travel flows, EUROSUR single events and data quality. These tools also strengthened pre-warning capabilities.
A key milestone was reached with the completion of the 2024 Baseline Assessment in line with Article 32 of the Regulation. A total of 29 final reports were disseminated to Member States, Schengen Associated Countries, the European Commission and Frontex Executive Management, providing a reinforced analytical basis for operational planning.
The Agency also marked 10 years of cooperation with DG DEFIS and the EU Satellite Centre (SatCen), underlining the added value delivered to Member States and Schengen Associated Countries. In this context, the “10 Years of Copernicus at Frontex” event, held on 18 September, served as a platform for strategic reflection, knowledge exchange and the promotion of space-based solutions for border surveillance.

Strategy, Governance, External Relations and Independent Functions

During the reporting period, the Agency strengthened its governance framework by enhancing accountability, transparency and compliance, while improving coordination, planning and reporting processes. These efforts led to clearer roles and responsibilities, better alignment between strategic priorities and operational delivery, and a more robust internal control environment, with systematic risk identification and mitigation.
Oversight and assurance functions played a key role, with the Data Protection Officer advancing compliance and awareness, the Internal Audit Capability providing independent assurance and supporting corrective actions, and the Fundamental Rights Officer ensuring the integration of fundamental rights into all activities.

At the same time, the Agency reinforced partnerships with EU institutions, Member States and external stakeholders, enabling better coordination and alignment with the broader EU policy framework. Improvements in communication and transparency, including enhanced reporting tools and dashboards, supported more effective monitoring and decision-making. Overall, these combined efforts strengthened the Agency's capacity to deliver on its strategic objectives in a consistent, transparent and accountable manner, while ensuring continuous improvement and adaptability in a dynamic operational environment.

Overall, these combined efforts strengthened the Agency's capacity to deliver on its strategic objectives in a consistent, transparent and accountable manner, while ensuring continuous improvement and adaptability in a dynamic operational environment. While the majority of KPIs were assessed as achieved, the overall distribution across performance categories provides a balanced view of delivery and highlights areas where further progress is required.
The following graph presents the overall distribution of KPI performance across Strategic Objectives (SO1-SO5)



The thresholds as to whether the target was achieved, partially achieved, not achieved, etc. are as follows:

Achieved (≥ 85%)	Partially Achieved (84%-50%)	Emerging (49%-25%)	Not Achieved (24%-0%)	Not Applicable (N/A)
The entirety of objectives set for the reporting year have been substantially fulfilled	The activity has been implemented to a large extent but not fully	The activity has been initiated but remains at an early or developmental stage	The activity has not progressed as planned. Deliverables for the reporting year either progress slower than expected or they were not met	The activity was not implemented during the reporting year due to factors beyond the Agency's control or mandate (e.g. external dependencies, political or legal constraints)

Part I – Achievements of the Year

In 2025, Frontex delivered substantial progress against its Annual Work Programme. Through the continued development and deployment of the Standing Corps and the consolidation of the contingent-based operational model. The further rollout of the Frontex Chain of Command (FC2) and Field Contingents marked a significant step towards a more structured operational framework. The establishment of additional contingents and the progressive operationalisation of all components enhanced the Agency's capacity to deliver sustained and flexible support to Member States across all border domains.
At the same time, Frontex achieved notable results in the area of return, readmission and reintegration, exceeding key targets and further expanding its operational footprint. The strengthened involvement of the Standing Corps in return operations, supported by the continued deployment of Return Specialists, contributed to increased efficiency and coherence of return-related activities. These efforts were complemented by enhanced capacity-building and cooperation initiatives, further reinforcing the Agency's role in supporting Member States in this domain.
Frontex also continued to expand and modernise its technical capabilities, ensuring the availability of equipment necessary to support operational activities, including surveillance assets, mobility solutions and other key enablers. In parallel, growing operational demands and the expansion of the Standing Corps drove increased investment in training. In this context, the Management Board endorsed the establishment of the Frontex Training Centre in Warsaw, as part of a broader, structured approach to training and education for the European Border and Coast Guard community.

Progress against key performance indicators

In 2025, the initial target related to Key Performance Indicator (KPI) 1 (staffing) was set at 85%-90% of the overall authorised posts including Title IV, i.e. 2,939 posts occupied vs 3,458 authorised. Along the year the target was revised to 80% in view of the actual absorption capacity as well as training facilities available for the 10-month basic training programme for SC. By the end of the reporting period the Agency didn't reach the target, leaving its occupancy rate at 79.1% i.e. 2,735 posts occupied. This slightly lower occupancy rate was partly due to the internal turnover of SC across higher groups than anticipated. This is being taking into account in 2026 for the next recruitment campaigns.
With regard to external and internal turnovers, results along the year are virtually at the level of targets defined initially, whit final external turnover at 3.18% vs. target at 3% and internal turnover 4.5% vs. target at 4%.

On budget implementation (KPI 2), the objective in 2025 was to reach C1 commitment implementation rate of ≥95%, a C1 payment rate of 55% and a C8 payment rate of 95%. Objectives for C1 commitments was virtually achieved (99.02%), fully achieved at C1 payments (56.42%) and very close on C8 payments (93.98%). Although two parameters are slight below the initial targets, it is relevant to note on C1 payments additional EUR 195M. were implemented when compared to 2024. While for C8 Payments the annual results are 1.2% higher than in 2024, representing an increase on C8 payments of EUR 37M.

On digital services, (KPI 3) the Agency measures two domains, uptime of our systems and compliance with service level agreement (SLA) in ticket resolution. Annual results show that on both parameters the results along the reporting period have been consistently at or above the defined targets.

In the area of capabilities (KPI 4), the Agency measures the implementation of planned milestones. The 2025 results are particularly positive showing that a total of 401 activities - out of the 409 activities planned - were implemented representing a 94% implementation rate.

Within KPI 5, the Agency measures deviations in the implementation of activities in terms of timeliness. Annual results within quarters one and two indicate that deviations remained within acceptable range ≤15%, while for quarters three and four they slightly exceeded this threshold with results at 16.05% and 15.94% respectively. These results should be interpreted in light of the dynamic and evolving operational requirements.

KPI 6 measures two dimensions. On the one hand, it assesses the availability of human resources and technical equipment as a capability supporting operational activities, measured against defined coverage thresholds. In 2025, the general requirements across the three priority levels were largely met. For return operations, sufficient availability was ensured for priorities 1 and 2. However, for Return Specialists, the Agency faced difficulties in meeting minimum requirements during the first three quarters of 2025, particularly for priority 1. The situation improved in the last quarter, with additional Standing Corps deployed with return profiles.

On the other hand, KPI 6 measures stakeholder satisfaction with the Agency's in-house IT system used for managing human and technical resources in operational activities, as well as satisfaction with the quality of training provided. Results in both areas remained consistently above the target of 83% throughout the reporting period.

In the realm of returns (KPI 7), the Agency measures its contribution to the implementation of returns of third-country nationals. The annual objective was set at 60,000 returns (an increase of 20k from 2024). This target was exceeded as in 2025: the Agency directly supported the return of over 63,493 Third Country (TC) nationals. Of these, over 41,000 were voluntary and 22,000 were forced.

KPI 8 measures satisfaction with border management and return operations. In general, the results achieved at border management operations were quite positive. For regular operations, out of 24 respondents 83% indicated their overall high or very high satisfaction with Frontex JO; 88% of respondents highlighted that the objectives of the operations were fully or mainly achieved (score 7 to 10) and 67% indicated that the flexibility of Frontex JO to adapt in unexpected situations was high or very high. Regarding return operations, out of 29 respondents, the Agency inquired about five dimensions of support including flexibility, responsiveness, professionalism and overall satisfaction. On average, for all questions, 91.7% of respondents rated the support as high or very high.

KPI 9 concerns fundamental rights compliance. Along 2025 the actions monitored referred to implementation of FR related actions, ranging from FRAP recommendations where, out of 87 actions envisioned, 95% were completed, leaving only 4 actions opened. The Fundamental Rights Officer timely issued opinions endorsing, recommending changes or objecting to OPLANs for all Frontex Joint Operations along the year. Further to that the FRO issued 12 opinions at its own initiative where two have been addressed, five are partially implemented and another five have been acknowledged and the Agency has expressed its commitment to addressing them. During 2025 only one opinion was issued to the Management Board, this was related to the revised rules on the Complaints Mechanism. Upon sustained discussions with Member States the matter will be submitted for MB's endorsement in the next general meeting. All these actions to ensure FR compliance underscore the commitment of the Agency to embed all necessary FR safeguards along all its operational activities.

Staff engagement (KPI 10) is a parameter measured every second year. In 2025 the second staff survey under the current management of the Agency was carried out and the results display a major improvement vs previous assessment. In general, overall engagement score reached 79% in 2025 from 74% in 2023 (+5 percentage points). All 10 sub-parameters measured ranging from meaningful and rewarding job to transparency improved in 2025 by an average of 7 percentage points. When compared with the EU Agencies staff engagement Frontex results were only 1 percentage point below.

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

Joint operations

In January 2025, 22 JO from the 2024 operational cycle were still being implemented. Starting from the operational year 2025 the JOs and respective operational plans were restructured to follow a country-based approach. Therefore on 22 of January 35 operations kicked off. Such approach allowed for covering all technical and operational support provided by the Agency to each Member States (MS) and Third Countries (TC) in all border domains (air, land and sea). Depending on the operational concepts agreed with respective host MS/TC, Frontex continued supporting border checks, surveillance at land and sea borders, including SAR, migration management, debriefing activities, prevention, detection and combatting of cross-border crime as well as enhanced EU cooperation on coast guard functions, in line with the Agency's mandate and respecting the principle of subsidiarity towards the Member States.

The roll out of the Frontex Chain of Command (FC2) and Field Contingents continued. At the beginning of the operational year two new contingents (in addition to those already established in 2024 - Contingent 1, 2 and 4) were established namely, Contingent 6 and Contingent 7. Moreover, in June 2025 Contingent 3 started to be operational as well.

Frontex implemented 27 JO at the European Union's external borders and eight on the territory of non-EU countries. Six JO implemented in TC were based on the Status Agreement signed between EU and the national authorities (Albania, Bosnia and Herzegovina, Moldova, Montenegro, North Macedonia and Serbia) which allowed for expansion of the operational activities.

Within the framework of these activities, 2,963 staff were deployed by the Agency on average daily. Over the course of the year, approximately 847 Standing Corps officers category 1, 672 Standing Corps officers category 2, 5,488 Standing Corps officers category 3, 1,956 host country staff and 280 other staff such as interpreters/cultural mediator[1] were deployed in 2025 in the operational area. However, due to the seasonality of operational needs and of the contribution from the participating Member States, the number of Standing Corps officers in the joint operations varied significantly throughout the year. The overall human resources deployed by Frontex, in addition to the Standing Corps officers, comprised interpreters/cultural mediators, crew members, host country staff, as well as observers from participating third countries and from international organisations.

Heavy technical equipment deployed in joint operations included 52 fixed wing aircraft and 13 helicopters, providing border surveillance capabilities. Furthermore, 43 offshore patrol vessels, nine coastal patrol vessels and 84 Coastal Patrol Boats were deployed to support maritime activities. Additionally, 66 mobile surveillance systems, 12 canine team vehicles and 664 patrol cars, including heavy duty patrol cars to allow for patrolling in hard terrain areas, were deployed for the land patrols, supported by 13 vehicles for migration management used at the Member States' external border and in third countries.

In 2025 in the framework of JO, 94,190 incidents were reported, 4.5 times higher number compared to 2024 (20,953 incidents), including the apprehension of 1,952 facilitators (people smugglers). However, an almost 13% decrease in the number of illegal border crossings was reported in the framework of JO (from 259,122 in 2024, to 225,682 in 2025), which is also 34% less than in 2023 (341,857 irregular migrants). Frontex continued to play a significant role in Search and Rescue (SAR). Maritime and aerial assets deployed to JO (including host and participating MS', Frontex owned, co-owned and leased assets) were engaged in 1,629 SAR incidents involving 64,720 migrants.

In the course of the year all JO were monitored against their objective with the use of the set of indicators and the benchmarks. In total 21 interim reports were prepared (three per contingent) and shared with the Contingent's command team as well as with the internal entities involved in the JO implementation and planning. Seventeen (17) Frontex Evaluation Reports (FER) for the 2024 operations at the EU external borders and eight (8) FER for those implemented in the territory of third countries were prepared in 2025.

Returns

Frontex supported the return of 63,493 third country nationals (TCNs), representing a 13% increase compared to 2024 and exceeding the annual KPI of 60,000 returns. Of these returns, 65% were voluntary. Most Frontex-supported returns (85%) were implemented through scheduled flights, with the remainder conducted via charter flights. In addition, a small number of returns were supported by land transport. These results confirm the Agency's continued operational effectiveness and its contribution to return outcomes at the EU level.

Throughout the year, the Frontex Return Support Officers (FRESO) deployed to 15 locations, supporting 10 host Member States. Their activities included ground support, transit assistance, back-up functions during charter operations and escorting returnees. Through these deployments, FRESO supported the host Member States in the return of 27,143 TCNs, providing tangible operational added value to national authorities.

Identification activities also recorded high levels of engagement. More than 4,200 identification cases were supported by Return Specialists (RS), European Return Liaison Officers (EURLO) and through identification missions. A key achievement was the introduction of the Identification Missions Module in April 2025, enabling fully digital management of identification missions and improving efficiency and coordination.

[1] OperaEvo reporting module, date 04/02/2026

In 2025, Return Specialists conducted 17,980 counselling sessions, a 13% increase compared to the previous year, broadly reflecting the gradual expansion of deployments. While counselling accounted for almost half of reported activities, support to Member States' IT systems represented 43% of Return Specialists' activities and increased by 54% year-on-year, highlighting growing demand for this expertise. Despite an unforeseen decrease in counselling sessions in some Member States, overall RS contributions supported the increase in voluntary returns across the EU.
Reintegration support expanded significantly under the EU Reintegration Programme (EURP). In 2025, Frontex enabled post-arrival and post-return assistance for 19,031 registered returnees (13,591 cases) from 40 third countries. Voluntary returnees accounted for the majority of beneficiaries. Compared to 2024, registered returnees increased by 62% and caseloads by 56%, demonstrating the growing reach and relevance of the programme.
Progress was also achieved in systems development and analysis. Two new Integrated Return Management Application (IRMA) modules were launched, the Return Case Management Application (RECAPP) project was initiated and the updated model-RECAMAS (v1.3) was published. While interconnection of national systems with IRMA has not yet been achieved due to technical dependencies on other Agency projects, preparatory work advanced. In addition, Frontex delivered inputs to products containing return data analysis, thus supporting evidence-based policy and operational planning.

Results by activity

Key Activity 1.1 - Establish one operational management function constituting the three main components of a centralised 24/7 Operations Centre, stable command and control to manage contingents and a robust situational awareness and crisis management.
Achievements
In 2025, the establishment of the centralised 24/7 Operations Centre (OPC) further strengthened Frontex's operational responsiveness and coordination, while ensuring continuity of existing services such as aerial surveillance and the delivery of the situational picture. OPC acted as the Agency's central 24/7 information and communication hub for deployed Contingents, National Coordination Centres (NCCs) within the EUROSUR framework and other operational partners. The adjusted operational set-up supported more structured information flows and reinforced coordination with the field. The continuous monitoring of Frontex operational activities was maintained, and contributed to the provision of a comprehensive and near real-time situational picture of the EU external borders and relevant pre-frontier areas. In parallel, the incident validation function supported the timely handling of incident-related information and 24/7 watch-keeping responsibilities in line with the operational framework. In 2025, OPC supported the Member States through the provision of surveillance services, including Multipurpose Aerial Surveillance and Maritime Services. In the context of MMO and EMPACT Activities, OPC has provided on-site support through the deployment of experts, whose direct involvement has contributed to the achievement of significant operational results. New dedicated desks were established and progressively developed to monitor Return activities and support operations through media monitoring. Overall, these developments indicate a progressively strengthened 24/7 operational posture during the transition towards the consolidated operational management function. The intelligence-driven decision-making process was strengthened by providing relevant tactical information in the form of situational assessment reports to Frontex contingents and entities and to external stakeholders, with actionable recommendations.

Objective 1: Establish centralised 24/7 Operations Centre within the new operational management function, contributing to the delivery of operational effects, while maintaining existing services including aerial surveillance and delivery of situational picture.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timeliness of operational data flow.	100% within 24 hours	Timeliness of operational data flow was achieved in 24 hours of receipt by OPC • SOS Messages: 367 • Ad Hoc reports: 80 • SIRs: 82 • Hotspot and Relocation reports: 323 • UFRs: 106 • IFR: 1 • Scrutinised operational reports: 58,835 • Flash reports: 97 • Articles of interest: 393 • Maritime Surveillance Early Alerts: 20 • The 24/7 OPC structure enabled continuous validation and dissemination of operational data, supporting timely information flows and contributing to the delivery of situational awareness products in line with operational requirements.	Achieved

Number of Frontex helpdesks covering remote support on document and vehicle checks, return flights monitoring, media monitoring, EFS service desk.	4	• Remote support on document and vehicle checks desk and Return flights monitoring desk have been established • A common desk covers Media monitoring and EFS service • Document and Identity Control Helpdesk: total of 102 requests were received in 2025. Of these, 83 were for documents, 8 were for vehicles, 4 were for comparisons and 7 were for other requests. Of the documents, 49 were authentic and 22 were counterfeit. For the rest, it was not possible to form a clear opinion based on the images received. During the year, Fiumicino Airport and Nice Airport were reinforced with ALDOs from the documents helpdesk.	Partially achieved
Degree of the business infrastructure (including HR) covering new OPC 24/7 services.	100%	The business infrastructure has been completed to an absolute level, while the OPC lacks 15% of its full staffing capacity.	Achieved

Objective 2: Build short-term tactical assessment capacity for operational response and establish crisis response mechanisms.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of regular (N+2 weeks) and ad hoc tactical assessments of the situation at the EU external borders and pre-frontier areas in TCs hosting Joint Operations.	100% of regular tactical assessments conducted within N+2 weeks	100%. 35 assessments were conducted within the defined timeframe, of which: 26 bi-weekly Situational Assessment issued for each Contingent 9 ad-hoc assessments were issued for various operational areas (in Contingent 1,2,3,6 and 7).	Achieved
Percentage of rolled out SC trained on crisis response mechanisms.	100%	100% coverage of Standing Corps officers trained on crisis response mechanisms. This percentage reflects the fact that crisis management awareness and training has been systematically integrated into multiple training and briefing formats targeting Standing Corps personnel. In particular, this includes: • 17 trainings delivered at the Frontex Academy, reaching 515 Standing Corps officers during their initial training phase; • Emergency Response SOP workshops for Standing Corps contingents (1–7), reaching 158 officers; • Emergency Response SOP workshops delivered to OPC/CMU personnel, reaching 15 officers; • Briefing and awareness sessions delivered to Return Specialist Contingents (R1 and R2), OSH officers and newcomer SCOs; • Pre-deployment briefings for Standing Corps Category 2 and Category 3 officers, ensuring awareness of crisis response mechanisms prior to deployment.	Achieved

		Through these training, briefing and pre-deployment activities, all Standing Corps officers deployed in the field are provided with the necessary awareness and understanding of the Crisis and Emergency Management framework and response mechanisms, supporting the reported 100% coverage.	

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.
Achievements
The Agency developed a command-and-control structure through which the Standing Corps activities are organised by functions and teams. All key field functions were established and supported by the required legal documents. Contingents were set up as Units within Frontex, in line with the EU legal framework. Internal contingent structures were defined down to section level. Command teams were created. A formal decision on Command Team tasks and responsibilities is under finalisation. Frontex Coordinating Officers were appointed. Specific functions within each contingent were established. Eight of nine contingents were activated. Six were Field Contingents and two were Return Contingents. A stable hierarchy of Standing Corps teams was established through the appointment, or ad interim nomination, of Frontex Contingent Commanders. They lead section leaders, who in turn lead group leaders. This ensured effective operational command and control. The concept elements and standards for a quick reaction force have been triggered by reinforcement requests in Contingent 4 (Italy), Contingent 6 (France), and Contingent 2 (Cyprus). Legal documents for the formalisation of a quick reaction force are under drafting. A Pool of Standing Corps staff will be assigned and kept ready for deployment, providing fast reaction capacity in case of emerging needs at the external borders within the Frontex operational area of the concerned contingent, or in the operational area of another contingent, subject to agreement between the relevant Frontex Contingent Commanders.

Objective 1: Decentralise functions on the field.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely adoption of a legal operating framework to implement the Chain of Command (TOEIBM action 16.1).	100%	90% • Contingents were set up as Units within Frontex, in line with the EU legal framework. Internal contingent structures were defined down to section level. Command teams were created via formal decisions. • A formal decision on Command Team tasks and responsibilities is under finalisation.	Achieved

Objective 2: Create a stable hierarchy.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Rolled-out contingent structure	65% (6 out of 9) of planned rolled-out contingents in place	89% In 2025 eight contingents were activated, namely: C1, C2, C3, C4, C6, C7, R1, R2.	Achieved

Objective 3: Create an agile structure to react faster.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Quick Reaction Force concept implemented in all rolled-out contingents (except returns).	75% (3 out of 4 contingents, excluding return contingents)	75%. Target was reached, 3 contingents (Contingent 4, Contingent 6, Contingent 2) received reinforcements to their Joint Operations in line with Quick Reaction Force concept.	Achieved

Key Activity 1.3 - Create a stable and robust operational support function that prepares and manages operational deployments of financial, technical and human resources.
Achievements
The overall planning of operational activities was done within the operational cycle, which consists of the following elements: Operational Initiation, Operational Planning, Implementation and Evaluation. Based on the Agency's risk analysis and vulnerability assessments as well as receiving MS requests for support, the Agency within the bilateral planning meetings with host countries (MS/TC) defined an initial plan of deployed resources for N+1. To better streamline the process of drafting, negotiating and concluding OPLAN, MB Decision 19/2025, establishing principles for the drawing up of an agreement on the operational plans for Frontex operational activities in the area of border management, was issued. The Decision introduced rules that the General Part of the OPLAN should be concluded by 15 November of the year N – 1 for a three-year period. The Specific Activity Plan shall be drawn up annually and concluded by 30 November of year N – 1. With a clearly defined timeframe, this allowed more timely conclusion of the OPLANs. Moreover, operational support systems development is prioritised according to business needs. A new deployment and rotation system has been established to reflect the process of allocating and assigning deployment rotations after the introduction of the Frontex Chain of Command and the decision of the Frontex Management Board 17/2025 requirements, as well as to maintain transparency through the development of rules of deployments, redeployments, first assignments and rotation. During 2025 approximately 7,300 SCOs were deployed, on average 2,963 staff were deployed by the Agency on a daily basis. Each deployment period average 847 SCO cat 1, 672 SCO cat 2 and 840 SCO cat 3 were deployed. In total 36 third country observers were deployed in operational area and 5 experts from international/nongovernmental organisations paid on-site visits. As for heavy technical equipment, aerial means, 52 fixed wing aircraft were deployed, on average 2 per day, 2 unmanned aerial vehicles and 13 helicopters. As for maritime means, 84 coastal patrol boats, io average 18 per DP, 9 coastal patrol vessels (average 6) and 43 offshore patrol vessels were deployed to support maritime activities on average per deployment period. Additionally, 66 mobile surveillance systems, 12 canine team vehicles and 664 patrol cars, including heavy duty patrol cars to allow for proper patrolling in hard terrain areas, were deployed for the land patrols, supported by 13 vehicles for migration management used at Member States' external borders and in third countries. The continuation of implementing a prioritisation policy for the operations ensured that the main priority operations were able to be implemented with a level of coverage of operational needs above the established threshold of 80% (for the priority 1 joint operations). The operational priorities were regularly reviewed in the course of the implementation year by the Agency's Operational Coordination Board and the executive management, whereas the prioritisation updates were presented at the Management Board meetings.

Despite the dynamic environment and the large number of ad hoc requests for reinforcement of operations throughout the reporting period, the overall level of deployed resources, both in terms of human resources as well as the technical equipment, were above the set targets in 2025. This was achieved not only through the deployment of additional resources to operations but also through a critical review of existing deployment levels and an adjustment of the operational needs. ED Decision 79/2025 on the Deployment and Rotation System (repealed ED Decision 112/2024) has established standardised rules governing the deployments, rotations and re-deployments of SC Cat 1 and 2, in alignment with the institutionalisation of Chain of Command and SCO mobility framework.

Objective 1: Plan operational activities based on risk and vulnerability assessments.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of operational activities.	35 operational activities	35 joint operations were implemented on the basis of the OPLAN.	Achieved
Number of OPLANs.	35 OPLANs	35 OPLANs were agreed with the host countries.	Achieved
Number of MMOs.	3 MMOs	3 MMOs planned and agreed with host countries and respective EU agencies.	Achieved
Number of EMPACT activities with Frontex participation.	15 EMPACT activities	20 EMPACT activities were implemented with Frontex participation.	Achieved

Objective 2: Identify OPS capability needs.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Initial plan of deployed resources in place for every operational activity is in line with available resources.	80% of identified operational needs are fulfilled according to the operational prioritisation	Above 80%. The remaining needs of the operational activities were on an average less than 20%.	Achieved
Prioritisation or discontinuation of operational support systems established by using measurable criteria for impact assessment.	95% of the requests are covered by the impact assessment	100% of the requests from OPS entities have been prioritised by impact assessment carried out at the beginning of 2025. Several Business Implementation Groups (BIG) ensure up to date and measurable prioritisation.	Achieved

Objective 3: Prepare HR/TE/IT Deployment.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**

Timely establishment of the legal operating framework (EDD on deployment and rotation).	100% (EDD adopted by Q4)	Implemented: ED Decision 79/2025 signed on 22/12/2025 on the Deployment and Rotation System (repealed ED Decision 112/2024) has established standardised rules governing the deployments, rotations and re-deployments of SC Cat 1 and 2.	Achieved
Mission management action plan established and implemented.	85% of statement of expenses are validated within 90 days after return from mission	Final statistics will be provided in late June 2026 – high number of missions to be assessed; high workload (in depth verification of numerous documents per missing order).	Data not available
Number of prioritised operational support systems developed (projects) and maintained (products) on business side.	5 operational support systems are developed/ under development and/or subject to maintenance and evolution	100%. At the end of 2025 2 systems are developed/under maintenance, 1 system/project is in the implementing phase and for 2 other projects systems the project initiating phase is ongoing.	Achieved

Objective 4: Deploy resources matching the Contingent's operational needs.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Operational needs are fulfilled according to the operational prioritisation.	85%	Above 85%	Achieved

Objective 5: Develop and maintain a transparent deployment and rotation policy including developing a set of rules for assignment to operational horizontal functions.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Share of SC assigned to operational functions.	96% of SC in operational tasks	96% of SC in operational tasks	Achieved

Objective 6: Develop EBCG FADO according to project plan and the system vision, ensure FIELDS content is addressing operational needs in frontline document checks and is gaining recognition in strategic regions.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
EBCG FADO project (TOEIBM action 1.5):	10 sprints by 6/2025, 5 by 12/2025	5 sprints completed by 6/2025 and 6 sprints by 12/2025. In total 11 sprints (out of 15 targeted) have been completed by the end of 2025.	Partially achieved

Number of sprints completed.			
Data migration progress level.	25% by 6/2025, 50% by 12/2025	The data migration progress at the end of 2025 reached 58.33%.	Achieved
FIELDS: Timely signature of the new Technical Agreement to ensure continuity.	100% (by 9 February 2025)	FIELDS TA 2025-2032 concluded with INTERPOL on 18 November 2024.	Achieved
Number of participating countries.	35 have access and min 2 Member States integrate FIELDS in their border management systems.	37 countries have access and 40 contribute to FIELDS; two more MS (Romania and Croatia) integrated FIELDS in their frontline systems.	Achieved

Key Activity 1.4 - Develop operational evaluation that assesses the operational activities.
Achievements
For all the JO implemented in 2025 objectives, specific objectives as well as benchmarks were established. The operational indicators that were used for the evaluation of the operations were redesigned with a view to ensuring the increased quality, coherence and effectiveness of activities. SMART indicators are used for the first time in Frontex joint operations. Furthermore, accompanying the newly introduced operational indicators, a targeted level of benchmark achievements was set up and was monitored during the calendar year. The recommendations and lessons learnt were presented in the Frontex Evaluation Reports, which were shared with the entities involved in the planning and implementation of the JO. An overall new approach to the operations evaluation continues to be implemented and is constantly refined to meet the business needs.

Objective 1: Ensure improved quality, coherence and effectiveness of future activities.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of operational activities systematically and objectively evaluated.	100%	22 out of 22 JO from the 2024 operational cycle still being implemented in January 2025 were evaluated in 2025. 35 out of 35 JO from the 2025 operational cycle were systematically monitored and the 3 interim reports per each contingent were prepared.	Achieved
Percentage of activities operationalising status agreements are evaluated with the host TC.	100%	100%. 5 JOs from the operational cycle 2024 implemented in TC (Albania, Moldova, Montenegro, North Macedonia and Serbia) were evaluated with the host.	Achieved

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.
Achievements
In 2025, Frontex continued to build a clear and accountable way of working. A strong Chain of Command supported delegation to the field while keeping duty of care and clear decision making in place. This helped Frontex Contingents support the safe and effective management of the EU and Schengen Associated Countries' external borders. Frontex closely followed developments on the ground and reacted quickly. All requests for reinforcements and operational changes were handled on time. New operational locations were opened when required, including temporary locations. Targeted support was also provided, such as interpretation services and short-term reinforcements in the Canary Islands. Frontex also supported major events and peak periods at airports, land borders and seaports in several Member States, including France, Belgium and Italy. This showed the Agency's ability to respond quickly and in a targeted way. Two important steps strengthened field responsibility. In June 2025, Status Agreement 2.0 in Bosnia and Herzegovina upgraded the Joint Operation to a fully-fledged operation with executive powers. In Finland, an alternative working time regime was introduced. This allowed Standing Corps officers to take part fully in operational patrols and integrate better into national rosters, while respecting duty of care. Academy training ensured that each SC officer understood their role, function and responsibility within the Contingent. Training covered the Chain of Command, correct reporting to Member State authorities and the Frontex hierarchy, and full compliance with the Code of Conduct, ethics and morale standards, Fundamental Rights, Data Protection and other rules. Frontex Headquarters staff carried out regular visits to Operational Areas. These visits supported the exchange of best practices, knowledge sharing, handover of tasks and direct feedback on open field issues. Together, these actions strengthened leadership, values and professional standards across all levels of the Contingents and Headquarters.

Objective 1: Put Operations at the centre of the Agency's priorities.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely response to adaptation requests regarding operational response.	100%	100%. All adaptation requests regarding operational response were responded to in a timely manner.	Achieved

Objective 2: Introduce OPS/FC2 Accountability and transmit Frontex values and duty of care throughout FC2/OPS.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of deployed SC officers briefed.	100%	100%. 3,209 SC officers briefed.	Achieved

Key Activity 1.6 - Contribute to the Agency's support for European Cooperation on coast guard functions; fighting cross border crime, including EMPACT; and adopting a horizontal approach towards effective implementation of field activities.
Achievements

In the course of 2025, within the EMPACT framework in coordination with EU MSs, non-EU partner countries, Europol and international partners, Frontex successfully implemented 6 Joint Action Days (led by Frontex) and 1 JAD (co-lead) targeting poly cross border criminal areas to disrupt serious and organised crime, fulfilling the Agency's mandate of supporting the MS in the detection and prevention of cross-border crime.
Moreover, as part of tailored, intelligence driven operational support, tailored to specific needs and cross border crime areas, numerous Cross Border Crime Action Days were implemented in 2025 at selected BCPs. This aimed at enhancing strategic and operational cooperation between national authorities, EU Agencies and international organisations in order to offer a constructive model for law enforcement in CBC counteraction.

Multipurpose maritime operation (MMO) Baltic Sea 2025 and MMO Western Black Sea were executed under the leadership of Frontex. MMO Adria was executed with the participation of the Frontex community under the leadership of EFCA. Compared to the previous year, MMO Baltic Sea 2025 expanded, with three additional Host Member States: Denmark, Poland (Frontex community) and Sweden, reflecting increased regional engagement.

EU cooperation has been continuously implemented on Coast Guard functions, within the Tripartite Working Arrangement, via such coast guard fora as European Coast Guard Functions Forum (ECGFF), Baltic Sea Region Border Control Cooperation, Mediterranean Coast Guard Function Forum (MCGFF), North Atlantic Coast Guard Forum (NACGFF), Coast Guard Global Summit (CGGS) and Annual European Coast Guard Event (AECGE).

Objective 1: Plan and participate in EMPACT related activities in line with the mandate of the Agency for supporting the detection and prevention of cross-border crime.

Indicator	Target (as set in AWP 2025)	Result	Status
Number of JADs/EADs implemented in the field.	8	7 JADs implemented in the field. 6 JADs led by Frontex (JAD MOBILE 8, JAD Stopover 4, JAD Finestra 5, JAD Danube 10, JAD Pirates 3, JAD Global Chain 3). 1 JAD co-led by Frontex (JAD SEE). In 2025 JAD Finestra was merged with JAD Arktos; No EAD implemented in 2025	Achieved
Number of operational actions related to document fraud led/co-led by Frontex and where Frontex participates under EMPACT OAPs 2025.	4	2 activities related to EMPACT OA 5.1; 2 activities in the context of EMPACT Common Horizontal Strategic Goal 5, participation in firearms OA 5.1	Achieved

Objective 2: Enhance EU-level cooperation on coast guard functions by promoting the development of multi-purpose maritime operations.

Indicator	Target (as set in AWP 2025)	Result	Status
Timely implementation of Frontex-led activities from ASP 2025.	100%	100%. Frontex implemented 3 MMOs according to the planning agreed between the 3 Agencies in a timely manner.	Achieved

Objective 3: Develop cooperation with MS and Third Countries on coast guard functions, incl. information sharing and capacity building actions.			
Indicator	**Target**	**Result**	**Status**
Number of activities / events conducted.	3	3 MMEs (in Gdansk Bay within AECGE, in Romania and in Estonia), 1 Boarding drill in Iceland	Achieved

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.

Achievements

Throughout 2025, Frontex supported the Member States in the return of 63,488 third country nationals (TCN) by air, an increase of 13% compared to the previous year. Of these returns, 65% were voluntary. Eighty-five percent of the Frontex-supported returns in 2025 were implemented by scheduled flights, the rest by charter flights. An additional five third country nationals were returned by land (bus). The deployment of Frontex Return Escort and Support Officers (FRESO) to 15 locations supported 10 host Member States and contributed to the return of 27,143 individuals through ground assistance, transit support and escorting.

Operational effectiveness was reinforced through enhanced identification and counselling capacities. The number of identification cases supported by Return Specialists (RS), European Return Liaison Officers (EURLO) and via Identification Missions (IM) exceeded 4,200. Identification Missions Module for the fully digital management of identification missions was introduced. RS also delivered 17,980 return and reintegration counselling sessions, marking a 13% increase compared to 2024, while IT-related support accounted for 43% of their activities and grew by 54% year-on-year. These developments reflect increasing MS demand and recognition of the added value of technical and advisory support provided by the Agency, contributing to the gradual rise in voluntary returns.

Under the EU Reintegration Programme (EURP), Frontex enabled the delivery of post-arrival and post-return services to 19,031 registered returnees (13,591 cases), originating from 40 TC. It represented a significant increase of 62% in registered returnees under EURP, and 56% in caseload compared to 2024.

Frontex continued to strengthen capacities at both MS and third country (TC) level. Training activities enhanced the competencies of 139 personnel in return and reintegration counselling, supporting the harmonisation of standards across MS and Schengen Associated Countries. Knowledge exchange among Member States was further promoted through the Return Mobility Programme, enabling 49 experts to participate in 19 thematic visits. Additional capacity-building efforts included workshops and training with partner countries on return case management, identification and nationality verification.

Progress was also made in advancing digitalisation and data-driven support. New modules within the Integrated Return Management Application (IRMA), including the Identification Missions Module and Encryption Scheme, were launched, while development of further functionalities continued. Two gap analyses against the model-RECAMAS as well as technical support for national return case management systems were delivered upon MS request, alongside the publication of an updated model and ongoing work on future versions. Although full interconnection between national systems and IRMA was not achieved due to technical dependencies, preparatory work advanced.

Analytical outputs, including targeted monitoring and simulation exercises on the New Pact for Migration and Asylum, further supported evidence-based decision-making and operational planning. Lastly, the project on the RECAPP mobile application for national return case management systems was initiated.

Objective 1: Support the return operations for forced and voluntary returns from the EU.

Indicator	Target (as set in AWP 2025)	Result	Status
Number of voluntary returns carried out.	40,000	Target exceeded: 41,369 third country nationals were voluntary returned with the support of Frontex.	Achieved
Number of forced returns carried out.	20,000	Target exceeded: 22,119 third country nationals were forcibly returned with the support of Frontex.	Achieved

Objective 2: Support MS and SAC in handling forced and voluntary returns departing from or transiting EU airports.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of TCN handled by FRESO.	22,000	Target exceeded: FRESO provided support to the return of 27,143 returnees in 2025.	Achieved

Objective 3: Support MS and SAC in identification of returnees and other pre-return activities, contributing to a common EU return system.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of identification cases supported.	3,000	4,233 identification cases supported by Return Specialists (RS), European Return Liaison Officers (EURLO) and through identification missions (IM).	Achieved
Number of cases handled by deployed RS.	40,000 (handled) and 99 (full-time deployments)	36,069 cases assisted by RS (counselling 17,980, return operations 15,642, identification/documentation 2,447). 93 one-year deployments covering all RS activity.	Achieved
Number of standards and good practices developed, and expert exchanges implemented.	60	49 MS experts participated in the Mobility Programme, the expert exchange programme. 2 good practices documents a. Good Practices on Alternatives to Detention in return procedures were published in January 2025, b. Good practices on identification and acquisition of travel documents for return purposes were finalised and are pending approval and release to the Member States.	Achieved
Number of EURLOs deployed.	12	10 EURLOs deployed covering 15 third countries.	Partially achieved

Objective 4: Support the development of an EU return and reintegration counselling system.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of MS and SAC staff trained as return and reintegration counsellors / return and reintegration counsellors	140	139	Achieved

national trainers (TO EIBM action 9.7).			

Objective 5: Provide an efficient EU system to enable providing reintegration assistance to migrants forcibly and voluntarily returned.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of cases where reintegration assistance was provided through the Frontex EU Reintegration Programme.	7,000	13,591	Achieved
Number of Third Countries in the EU Reintegration Programme (former Joint Reintegration Services) (TOEIBM action 9.5).	38	40	Achieved

Objective 6: Contribute to enhancement of technical and operational capacities of Third Countries' authorities on return, re-admission and reintegration, in coordination with MS and in coherence with the EU overall cooperation with Third Countries.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of technical assistance projects for Third Countries on return, re-admission and reintegration.	3	Technical Assistance Project for Return, Readmission and Reintegration (TAP4RRR) - no projects carried over from 2024 were delivered and no proposals made in 2025. Other activities: - Return Case Management System (RCMS) workshop with Armenia in March 2025 - Consular workshop with Côte d'Ivoire in April 2025 Training on nationality verification techniques for Ethiopia in December 2025 (organised jointly with DG Home / EURCAP).	Not achieved

Objective 7: Guide and support MS and SAC in return digitalisation, improvement of return case management systems in line with RECAMAS reference model and provide infrastructure for inter-connection with IRMA 2.0.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of MS and SAC national return case management systems mapped.	80%	71%. While 100% of the requests were fulfilled (i.e. two new gap analyses), the target of 80% cannot be fully achieved due to the lack of initiative from MS. The Agency's mandate provides for support upon request.	Partially achieved

Number of IRMA 2.0 modules available for inter-connection.	2	1. One new IRMA module (Encryption Scheme) launched in October 2025. The last IRMA operational module (Charter Flights) extended, with amended target delivery date being Q4 2026.	Partially achieved

Objective 8: Lead the return data management and further improve return data analysis capacity to support data driven planning and to enable effective return support to MS and SAC.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of MS and SAC national return case management systems interconnected to IRMA 2.0.	5	0. Delays in the finalisation of IRMA 2.0 and the Data Platform projects affect the implementation of related interconnections.	Not achieved
Number of return analysis products provided.	3	2	Partially achieved

2. Strategic Objective 2 - Setting border management standards, delivering innovation and integrated capabilities for interoperable and futureproof EIBM

Delivering operational availability of capabilities

The Agency continued in 2025 to deliver operationally available capabilities with overall deployments covering closer to 90% of the operational needs. With Category 1 and 2 Standing Corps officers providing the backbone, Category 3 added the necessary top-up. Furthermore, Frontex covered all the needs for interpreters and cultural mediators through its contracted services. The Agency also retained its capacity to charter return flights, while Member States continued to be the sole provider of ships and boats for maritime surveillance and patrols.

In preparation for 2026, Frontex secured the necessary commitments to cover 90% of the needs for Standing Corps and 85% of the needs for equipment. As for equipment, the Agency provided all personal equipment for Category 1 as well as the bulk of the equipment for border checks, handheld and portable surveillance while ensuring adequate enablers such as mobile and deployable facilities, transport and in-theatre mobility. The Agency's fleet of patrol and surveillance vehicles along with contracted surveillance aircraft, including drones, covered the core of the operational needs, and were complemented by the contributions from Member States.

OPERA Evo reaches almost 100% user satisfaction

As the engine for managing operational capabilities, OPERA Evo is the third-generation software system servicing management of operational resources that became fully operational in 2021. With more than 1,000 users in both Frontex and national authorities, approximately 300 are active daily. It is gratifying that the efforts made continuously to adapt to new operational needs, fix bugs and cater to user feedback have resulted in almost 100% satisfaction in 2025, an increase by around 7 percentage points from the previous year. Development highlights in 2025 include the alignment with the Chain of Command structure and the contingent commands, both of which contributed to reaching the 100th development sprint in mid-2025.



Establishment of the European Border and Coast Guard Academy endorsed

Requirements for quality training have been steadily growing and will continue to do so with the growth of the Standing Corps, implementation of the Pact on Migration and Asylum, entry into force of the Entry Exit System and envisaged go live of ETIAS, increasing complexity and expansion of the operational footprint. With the aim of setting a structure for training and education for European Border and Coast Guard, the Management Board endorsed establishment of the European Border and Coast Guard Academy consisting of three pillars: Frontex Training Centre in Warsaw, Specialisation centres in Member States and Tactical Training Centres in Contingents. The three pillars lay on the foundation of the harmonisation, interoperability and quality management components delivered to the community by Frontex supported by Member States. Following endorsement of the concept, the Frontex Training Centre was established in Warsaw and training of newly recruited standing corps officers commenced in November. Preparations for establishment of Specialisations Centres were completed according to the planning and their formation will be completed in 2026.

More than 300 training activities conducted

In 2025, the Agency delivered a comprehensive training portfolio with a total of 319 training activities conducted, reaching 14,569 learners and achieving an average satisfaction rate of over 96%.

346 Standing Corps officers graduated from the entry-level training programmes which started in 2024 and were delivered in Almada, Portugal and Avila, Spain. The graduation ceremony took place in Warsaw in June 2025. In autumn 2025, 211 newly recruited Standing Corps Category 1 officers were enrolled to the entry-level training programmes to be able to acquire competencies covering all levels of the Frontex Chain of Command. Moreover, 830 learners underwent mandatory use-of force training, 5,143 participated in specialised training for further professional development and 3,758 took the pre-deployment training course. Frontex also delivered a broad portfolio of training activities across key thematic areas including migration management, risk analysis and integrated border management.

Enhancing training quality

Frontex's Training Quality Assurance System was aligned with the Standards and Guidelines for Quality Assurance in the European Higher Education Area (commonly known as ESG 2015) and formally adopted by a decision by the Executive Director. The System defines the policies and procedures governing Frontex training activities and is underpinned by internal monitoring mechanisms, external peer review and oversight.

Learning innovation and digital transformation were further advanced through the development of an e-learning kit for digitalisation of learning materials, and a curricular library was launched as a first step towards a future Learner Records System.

Furthermore, to support the implementation of the Pact on Migration and Asylum, Frontex ensured that its training products related to migration management, return-related capacities and vulnerable groups in return were adapted.





Continuing the growth path of Category 1 towards 2027

The Agency further streamlined the Category 1 selection process, introducing robust merit-based selection. The process thoroughly mapped and clearly defined internal roles and responsibilities, while introducing measures to increase both overall efficiency as well as transparency in its communication during the process.

As for the numbers, the fourth campaign resulted in the selection and recruitment of 207 Category 1 Officers. The fifth campaign, running from autumn 2025 to spring 2026, yielded 3,587 applications for positions across the Chain of Command including Group Members, Deputy Section Leaders, and Head of Operational Horizontal Activities.



Ranks, awards and career development

Frontex established a function-based system of ranks accompanied by insignia for Category 1. Prior to the roll-out of the Chain of Command, the Standing Corps comprised only three levels: basic, intermediate and advanced. The new system ensures a clear and recognisable hierarchy stemming from NATO Standardisation Agreement 2116, which several national authorities apply and is the most widely used standard for ranks.

Frontex has also begun work on outlining Category 1 career paths for both generalists and specialists, and the inherent promotion mechanisms, striving to mimic those of national law enforcement authorities.

The Agency furthermore developed a framework for awards, including medals, to be used within the Standing Corps, among staff in the headquarters and for external partners. The framework will gradually be rolled out beginning in 2026.

Other key developments in 2025 included the review of the regulatory framework on weapons authorisation and strengthening the governance of the procedure for assigning profiles to Category 1 officers. The simplifications resulted in noticeable efficiency and transparency gains.





The first ever European uniform turns five

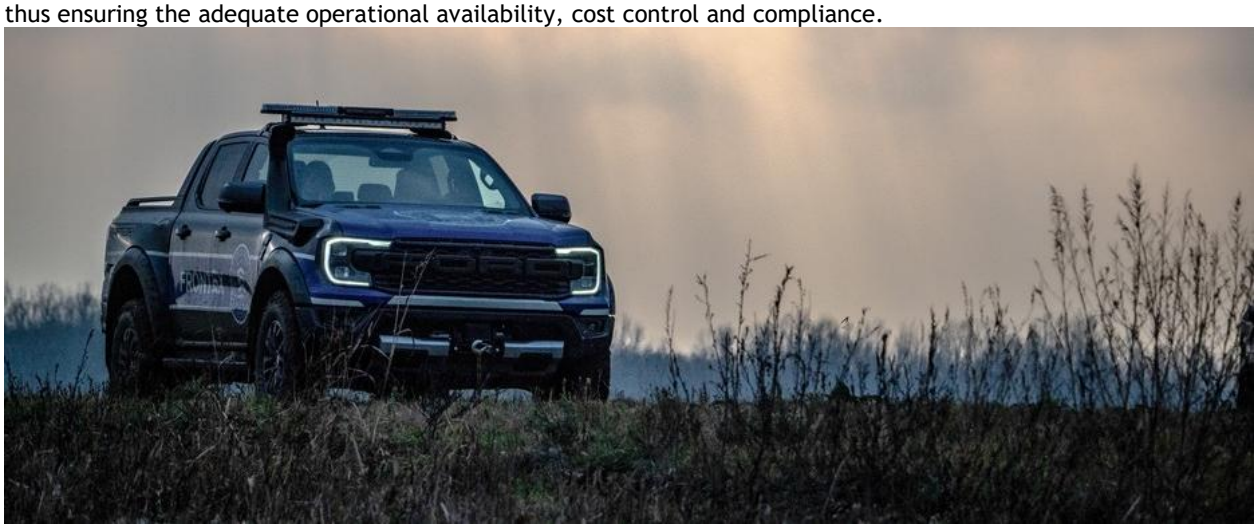
Conceptualised and designed in 2019 and subsequently produced in 2020, the uniform of Category 1 turned five in 2025. use a natural evolution, the Agency began in 2023 gathering feedback from experiences to date gained from its utilisation, including wear and tear as well as all the arrangements required to manage distribution, replenishments and improvements. This exercise resulted in updated requirements that were introduced in the tender specifications for the new Framework Contract published in 2025. Moreover, they have fed into the process of reviewing the overall concept and design to be able to cater to the evolving operational requirements. An updated concept and design will likely be formally tabled for adoption by the Management Board in late 2026 or early 2027 following the required formal consultation with the Commission.

Growing the Agency's fleet of equipment and services

What seemed very distant in 2017, when the first equipment strategy was adopted by the Management Board, was the vision of covering the baseline of operational equipment needs by 2027. With the second strategy adopted in 2023, this was achieved just a year later in 2024. In 2025 the Agency deployed more than 6,000 items of equipment across all parts of the EU's external borders, in the pre-frontier area and in third countries. The items are diverse, covering small devices for border checks and border surveillance as well as patrol and surveillance vehicles. This comes on top of all personal equipment that is provided to Category 1 staff, including garments, protective equipment and equipment for the use of force. The Agency complements that further with services for airborne surveillance, charter flights for returns, deployable facilities and interpretation and cultural mediation.

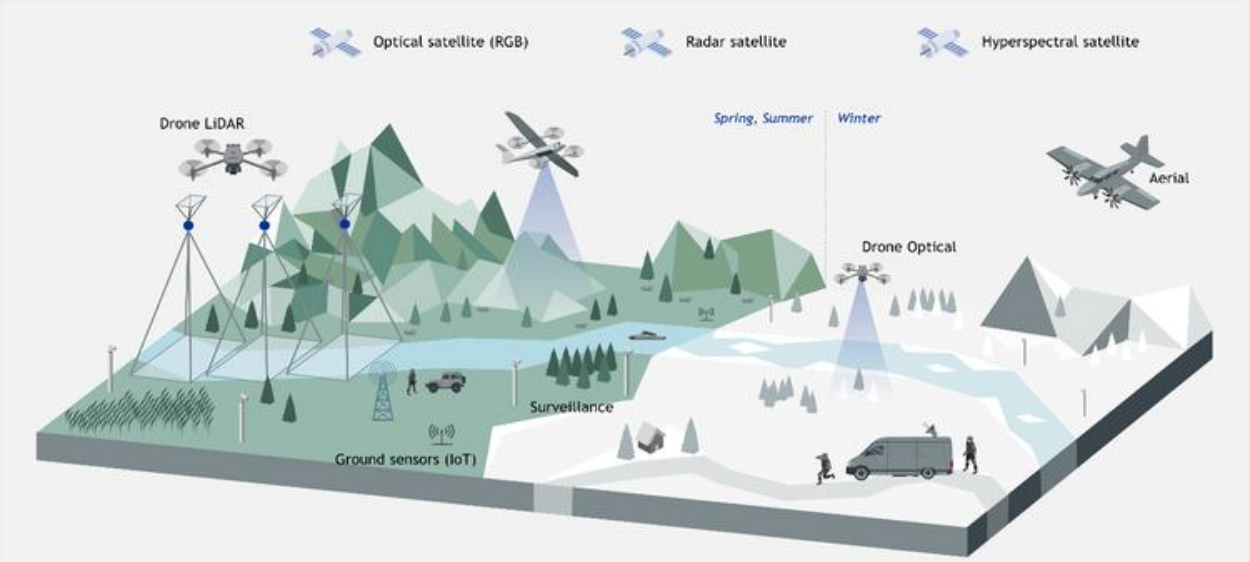
The year 2025 saw the continued growth of the Agency's own operational fleet of land vehicle based capabilities. By the end of the of 2025 it grew to 365 vehicles including 315 patrol vehicles, 34 surveillance vehicles and 16 mobile facilities, complemented by closer to 800 rented vehicles for transportation.

In addition ancillary services were put in place for fleet management, roadworthiness compliance, insurance, maintenance, transportation to and from operational areas, fuel and energy supply, and all necessary consumables, thus ensuring the adequate operational availability, cost control and compliance.



Mirroring reality in a digital twin

Romania hosted the Agency's first step into creating a digital replica of the external borders – a digital twin. Three solution providers, which scored the highest in the open selection procedure, were tasked with combining Copernicus satellite earth observation data with data from open sources with on-the-spot data acquired from tactical sensor platforms such as drones or robots. The aim was test to how well a small area close to the external borders could be mapped in order to be able to recommend the optimal deployment locations for land borne surveillance capabilities for two simulated scenarios, the first in freezing conditions, with the Danube covered in ice enabling illegal border crossings across the river, and the second in spring with growing vegetation obscuring the visibility of the terrain.
The results were beyond expectations, and the Agency will in 2026 plan the next steps towards achieving a digital twin of the EU's external borders providing a simulation environment that can be used for conducting exercises as well as test and evaluation activities to develop existing and new capabilities.



Drones and countermeasures –towards a comprehensive European situational awareness capability
Bulgaria was the stage for testing long endurance drones, for wide area detection and tracking, together with short endurance drones for rapid response and close-range identification. Covering a surface area of 8,100 km^2, and subject to independent red-teaming, the drones were connected to a command control station where the sensor data was fused and processed into a local Common Operational Picture, reducing detection-to-response times and increased tasking flexibility compared to when operating with single platform solutions. This also demonstrated the ability to operate independently of fixed infrastructure.

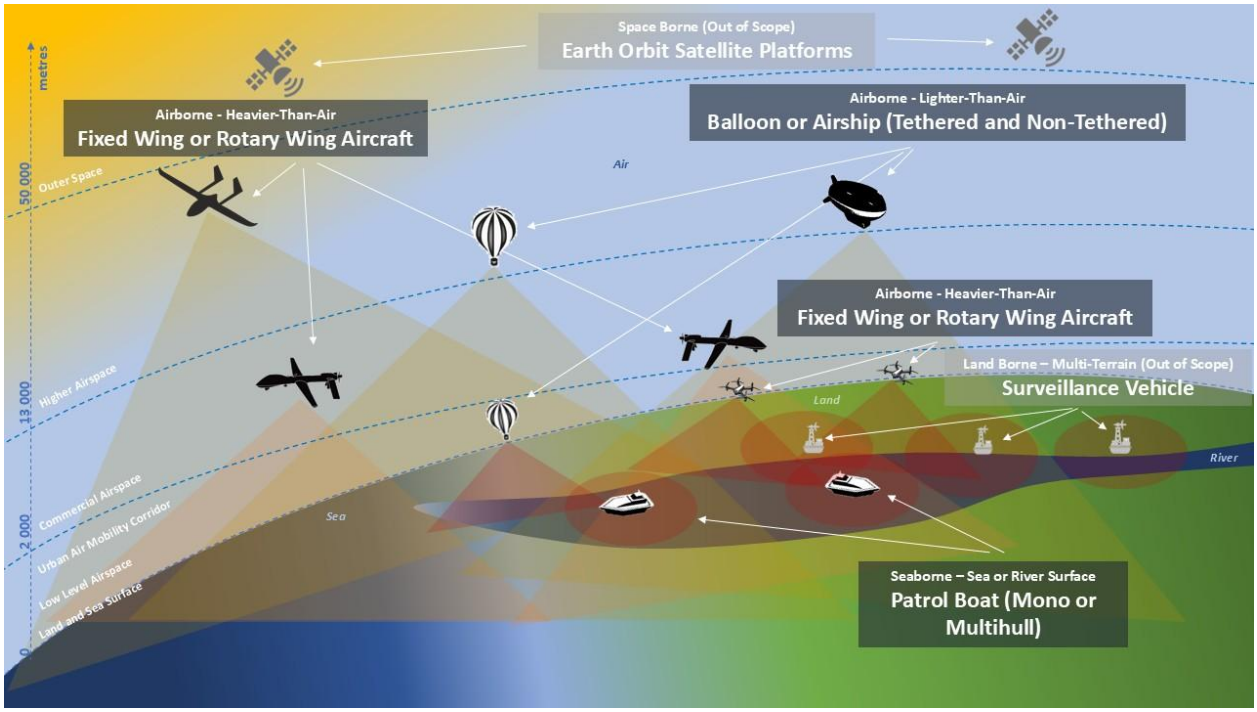


Portugal saw the Agency conduct tests of drone countermeasures. Having tested detection, tracking and identification solutions on the market in Estonia back in 2023, this project focused on neutralisation capabilities. Four solution providers that passed the selection procedure were challenged by a red team of experienced drone operators in a controlled military test and evaluation area. What made this project particularly important was that it tested neutralisation capabilities that could be employed in the continuously increasing proliferation of hybrid low-intensity attacks along the external borders, in the proximity of critical infrastructure and in urban environments, all of which fall short of being considered armed aggression, thus not warranting conventional military intervention. The results clearly show the potential of what is available on the market. However, operating

small drones and operating in different configurations, including swarms, will require a re-think of rules of engagement. While detection, identification and tracking are in the remit of border and coast guard authorities, there is more work needed to address how to deal with neutralisation in terms of competences, both at national and European level, as well as management of risks of collateral damage.



To be continued in 2026 and beyond – the Agency together with the Commission and Member States continued to pursue the consolidation of comprehensive European situational awareness that draws on pan-European network-enabled surveillance capabilities as prioritised in the Capability Roadmap of the European Border and Coast Guard. Consequently, the Agency proposed in 2024, upon request by the Commission, to scope the Call around the need for a future-oriented approach, acknowledging the need for surveillance from seabed to space in the interest of European security. Published in July 2025, the Call sought to use the Agency's findings from its test and evaluation activities to date to encourage Member States to acquire drone-based capabilities operating at sea-surface as well as low-, medium and high altitude – the latter being a game-changer that the Agency will test and evaluate, the findings of which will support Member States in this process – to be continued in 2026.



A robust capability development planning process to accelerate innovation

Capability development is a concept that made its way into the European Border and Coast Guard Regulation in 2019. Inspired by similar concepts for balancing short-, medium- and long-term planning of investments from space

and defence, the intention has been to extend the planning horizon. In law enforcement plans are typically for one to three years. By extending the horizon to ten years and beyond, drawing on strategic foresight to anticipate what the future may hold, it allows for making informed decisions on investments in for example emerging equipment, systems and technologies that have long lead times but are likely to have big positive impact. The Agency finalised its development of a comprehensive process for the management of the whole capability lifecycle. To be rolled out in 2026, this will pave the way for shifting from resource-based planning to planning on the basis of what effects should be achieved.

Approaching the close of the first European Integrated Border Management Policy cycle

The second enhanced progress report for the implementation of the Technical and Operational Strategy for European Integrated Border Management and the Capability Roadmap, the latter based on the Capability Overview of National and Agency plans for developing capabilities, were submitted to the Management Board in November 2025. In accordance with the Regulation the aim is to inform the Management Board on the implementation progress at both national and European level. Furthermore, and more importantly, this progress is weighed against the evolving situation at the borders in order to assess if any adjustments to the Implementation Plan are needed, which in 2025 was not deemed necessary. The same applies to the Capability Roadmap. That said, the Capability Overview provided insights on how Member States and the Agency are investing in new capabilities enabled by drones, drone countermeasures, artificial intelligence, biometric verification and digital transformation while modernising existing surveillance capabilities. Potential synergies will be further explored in 2026 in order to foster further collaboration.



Strengthening the Agency's operational Occupational Safety and Health capability

Recognising the complexity of Frontex operations, with deployments at more than 300 locations at the EU external borders, and in third countries, the duty of care for our officers is a priority for the Agency. Occupational Safety and Health needs to evolve from a small footprint covering the Agency's Headquarters to a dynamic operational outreach. In 2025 the Agency launched its network of decentralised Occupational Safety and Health practitioners embedded within the contingents. Keeping the approach lean, in view of the limited resources available at headquarters, and building on the model envisaged 2019, this approach has enhanced the awareness and the ability to collectively and continuously improve safeguards in response to evolving working conditions across the full spectrum of operational activities, particularly in increasingly volatile operational theatres.

Additionally, in December 2025 Frontex organised its first workshop for professionals from Member States. Given the prevalence of shared workplaces - where Frontex personnel operate side by side with colleagues from national or third-country authorities - the workshop provided a platform for exchanging information on risks, coordinating preventive measures, strengthening cooperation in line with EU legislation. A total of eighteen professionals from fourteen countries met in Warsaw to compare approaches and share best practices. The workshop highlighted the value of regular professional exchanges in protecting staff in the field, supporting both physical and mental well-being and assisting employers in fulfilling their legal responsibilities.

Results per key activity

Key Activity 2.1. - Foster coherent planning.
Achievements
The Agency together with Member States through the Management Board Working Group on European Integrated Border Management delivered the second Annual Report to the Management Board for its November meeting recommending that no course-correction would be needed. This also included an assessment of progress of capability development across the European Border and Coast Guard through the Capability Overview. Having analysed the data the conclusion is that the Capability Roadmap remains relevant. As for ensuring availability of operational capabilities as planned for 2025, 90% coverage of the operational needs for Standing Corps and equipment was achieved, the latter topped up through additional contributions when necessary from the host Member States. In preparation for 2026, all the relevant Management Board decisions on required availability of Standing Corps and equipment were adopted on time in compliance with the requirements of the Regulation. Furthermore, following the "organic" bi-annual rhythm of collectively reviewing and revising the definitions of the profiles of the Standing Corps, a joint expert group involving representatives from the Member States and the Commission assembled draft showing what is applicable for 2027. As a result of the group's work, the decision applicable for 2026 was amended and aligned with the requirements stemming from the Screening Regulation, one of the key legal acts of the new Pact on Migration.

Objective 1: Strengthen European Integrated Border Management.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.[2]	80%	100%. The Annual Report for 2025 on implementation of the Technical and Operational European Integrated Border Management Strategy 2023-2027 was presented to the Management Board in November 2025. The third Capability Development cycle was fully implemented. The updated Capability Overview and its findings were included in the Annual Report on the Implementation of the Technical and Operational European Integrated Border Management Strategy 2023-2027. The Programme of Work for the Management Board Working Group on European Integrated Border Management 2025 and Capability Development Network was fully implemented and the corresponding programme for 2026 prepared.	Achieved

Objective 2: Plan capability development.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**

[2] The Implemented versus planned activities indicator type refers to the ratio between activities foreseen in the CAP Management Plan and executed. For the purpose of assessment of the status of actions following grading scale was used:

- Achieved (more than 85%). The entirety of objectives set for the reporting year have been substantially fulfilled.
- Partially Achieved (84%-50%). The activity has been implemented to a large extent but not fully.
- Emerging (49%-25%) The activity has been initiated but remains at an early or developmental stage.
- Not Achieved (24%-0%) The activity has not progressed as planned. Deliverables for the reporting year either progress slower than expected or they were not met.
- Not Applicable (N/A) The activity was not implemented during the reporting year due to factors beyond the Agency's control or mandate (e.g. external dependencies, political or legal constraints).

Implemented versus planned activities.	80%	100%. Capabilities continued to be developed in accordance with the Agency's Multiannual Plans for developing its own capabilities in line with the Capability Roadmap.	Achieved

Objective 3: Plan and pool availability of operational capabilities.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Availability of capabilities based on MB Decision on equipment and Standing Corps for 2025.	100%	91%. Deployment of the Standing Corps officers, as well as Equipment and Services in 2025 compared to MB Decision 14/2024 (for Category 1 and 2) and results of the Annual Bilateral Negotiations on 1 December 2024 (for Category 3 and TE): - Category 1 85%; - Category 2 87%; - Category 3 100% (compared to ABN results). - Technical Equipment – 100% (compared to ABN results); 100% (compared to MNITE, 14% covered by Host MS resources).	Achieved
Adopted MB Decision on equipment and Standing Corps for 2026 in line with the Regulation.	100%	100%. Adopted MB Decisions: - MB Decision 3/2025 of 26 March 2025 MNITE. - MB Decision 6/2025 of 26 March 2025 on profiles definition for the Standing Corps. - MB Decision 8/2025 of 26 March 2025 on allocated numbers and profiles to MS and the Standing Corps. - MB Decision 29/2025 amending MB Decision 6/2025 adopting the EBCG standing corps profiles for 2026.	Achieved
Committed availability based on MB Decision on equipment and Standing Corps for 2026.	100%	87%. Committed availability level: - Standing Corps: 90% of the Standing Corps needs covered by commitments of Category 1, 2 and 3. - Equipment and services: overall, 85% of the equipment and services needs.	Achieved
Drafted Annexes of the Operational Reference – Capability Framework in Document and Identity Check.	40% of the Annexes	40%. Out of five annexes: The Annex on Technical equipment is already adopted at MB level. The Annex on Training Models and Curricula was drafted.	Achieved

Objective 4: Report on capabilities.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	100%. Annual Implementation Report 2024 adopted by MB Decision 27/2025 of 25 October 2025. Quarterly reports delivered according to the plan. Reports to on availability and developments provided at every MB meeting.	Achieved
Customer Satisfaction Score.	70%	79%. Regarding 2nd CDP cycle average 79% respondents formulated a positive assessment of the process.	Achieved

		- 93% of the respondents found the CDP process clear. - 75% of the respondents found the methodology and procedure to be clear and serving the scope. - 83% of the respondents have implemented or will implement the methodology and procedure. - 67% of the respondents consider the CDP process integrated and well aligned with national structures and processes. Regarding EIBM WG the activity was adjusted so that instead of measuring customer satisfaction via a survey it was decided to continuously monitor it during regular meetings of the EIBM WG and its core team during 2025	

Key Activity 2.2. - Strengthen interoperability.
Achievements
In 2025, the Agency adopted a comprehensive taxonomy for equipment, which serves as the benchmark for development in other areas. The Agency sought to further foster systematic integration of relevant international technical standards for its own acquisition of equipment, systems and services. During the reporting year, access to several standardisation platforms and unclassified NATO standards was secured, strengthening the Agency's reference base for technical and operational interoperability. In parallel, bilateral discussions with CEN/CENELEC were ongoing to enable Frontex access to their Standards repository. Throughout the year, the Agency ensured that acquisitions of technical equipment were executed in compliance with the applicable Agency and international standards, as specified in the corresponding tender documentation. Acquisitions were carried out in line with the MB Decision 51/2021 of 21 September 2021 adopting Technical Standards for the equipment to be deployed in Frontex activities. On the educational side, interoperability was further strengthened through the implementation of a dedicated assessment process, led by the European Border and Coast Guard Academy. In cooperation with national experts and coordinators, the Agency established a training assessment framework and prepared learning activities targeting both current students and recent graduates. Working groups addressed thematic areas including fundamental rights, cross-border crime, document examination, border control. Assessments were conducted across Member States and partner countries, providing a comparative overview of training outcomes and alignment. The project concluded with a summary meeting during which participants exchanged experiences and good practices.

Objective 1: Develop and manage technical standards in line with the Capability Roadmap.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	80%. The multiannual plan for the development of the technical standards was established as planned. The development of the conformity assessment concept was deprioritised and not implemented in 2025. Instead the development of the Frontex Technical Equipment Taxonomy was initiated.	Achieved

Objective 2: Provide technical assistance and advice to MS, EU bodies and Third Countries.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Rate of implemented requests.	60%	100%. One request from one MS – technical assistance provided as requested and on time.	Achieved

		One request from European Commission – technical assistance provided as requested and on time.	

Objective 3: Evaluate implementation of the Common Core Curriculum.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	100%. The evaluation of the Common Core Curriculum Basic has been completed, as has the evaluation of the Interoperability Assessment Programme of said curriculum in the Member States.	Achieved

Key Activity 2.3. Research and innovate.
Achievements
The Agency successfully concluded two test and evaluation projects on tactical drones and countermeasures respectively, employing a systems-of-systems approach. In partnership with the European Union Agency for the Space Programme (EUSPA), Frontex launched the Galileo Tracking Demonstrator testing how the EU's satellite navigation system could enhance asset positioning, tracking, and authentication in border operations, the results of which validated the added value of Galileo for mission coordination, situational awareness and secure mobility. The Agency also continued to implement the Frontex Research Grants scheme while in parallel advising the Commission on the programming of future efforts as well as evaluation proposals received within the framework of Horizon Europe as per previous years. Preparatory work commenced for the establishment of the Frontex Innovation and Technology Centre (FIT Centre).

Objective 1: Conduct research in support developing capabilities.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	100%. All 6 milestones planned for 2025 were achieved.	Achieved
Number of research studies delivered.	3	100%. 5 research studies were delivered in 2025: - Innovative use-of-force training solutions. - Virtual Space for Frontex Innovation and Technology Centre (VS4FIT). - Proctoring services. - Sensors in deployable technologies for border surveillance. - Support to Operational Innovation.	Achieved
Number of Research Grants awarded.	6	100%. 6 research grants were awarded: - MANTLE - Consorzio Nazionale Interuniversitario per le Telecomunicazioni (CNIT). - BSENSED - Instituto Superior Técnico. - iS4ASV - Escola Superior Náutica Infante D. Henrique & Instituto Superior Técnico, University of Lisbon. - SEAVISTA - Foundation for Research and Technology Hellas (FORTH). - CANOPER-1 - TRACASA Instrumental, S.L. & Universidad Publica de Navarra (UPNA) - AIM-GATE - Fondation de l'Institut de Recherche Idiap.	Achieved

Objective 2: Steer border management research within the EU research programme.[3]			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	100% of planned milestones were achieved.	Achieved
Evaluation of border security related proposals under Horizon Europe.	100%	100%. 6 R&I proposals were evaluated. Individual Evaluation Reports with consensus meeting held.	Achieved

Objective 3: Test, demonstrate and evaluate emerging technologies, equipment, systems and concepts in support of capability development.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	100%. 24 milestones planned for 2025 were achieved.	Achieved
Number of pilot projects/ demonstrations / prize contests implemented.	3	100%. 3 initiatives were implemented: - Tactical UAS Pilot Project (Bulgaria). - Counter-UAS Prize Contest (Portugal). - Galileo-enabled Asset Tracking Demonstrator Pilot Project (Romania).	Achieved

Objective 4: Foster systemic innovation management and capability insertion for developing capabilities.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	90%	100%. The Innovation Management System Project's Initiation Report and Business Concept were delivered followed by inclusion in the list of Frontex ICT implementations.	Achieved

Objective 5: Establish the Frontex Innovation and Technology Centre.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	90%	100%. All planned results were achieved: - Physical layout and spatial requirements provided to the permanent premises team for the establishment of the Frontex Innovation and Technology Centre. - Establishment of a UAS and C-UAS cluster in the EU Innovation Hub (led by Frontex).	Achieved

Key Activity 2.4. Develop and manage concepts.
Achievements

[3] Within the scope of Frontex roles and responsibilities as per Terms of Reference between DG Migration, DG Home Affairs and Frontex signed on 05.05.2020.

Frontex further streamlined its structured framework for the selection and recruitment of in particular Standing Corps Category 1, but also Category 2, enhancing transparency and efficiency.
The Category 1 concept for its uniform was revised, following lessons learnt, in view of further developing the design and specifications to adapt to current and future needs.
The Agency established a function-based Standing Corps rank system, including the design of corresponding rank insignia.
Frontex consolidated its Capability Development Planning Process (CDPP), set for internal adoption in early 2026, following development over the course of recent years.

Objective 1: Manage concept development for capabilities.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	85%. All scheduled capability concepts except the canine capability under SC Cat. 2 were developed.	Achieved

Key Activity 2.5. Manage human capital.

Achievements

A comprehensive update of the policies relevant for weapons authorisation was conducted.
In parallel, the further development of the profile assignment process for Category 1 and inherent active profile management introduced greater transparency, contributed to fairer career management.
The redesign of the Category 1 selection and recruitment process in 2024 was further refined in 2025 to increase efficiencies and transparency.
Four strands of Entry-Level Training catering to the whole Chain of Command were concluded by June 2025.
The Agency also delivered numerous training activities for Member States, based on its available capacity, including catering to ad hoc requests in particular regarding European Integrated Border Management and the Common Integrated Risk Analysis Model.
In response to needs identified by other partners, the Agency further strengthened cooperation with third countries.
Alongside development of intelligence-led training products, significant progress was achieved in the development of a Capability Framework for Document and Identity Control, providing a structured approach to document and identity security training.

Objective 1: Select and retain the Standing Corps Category 1 statutory staff.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Level of SC Cat. 1 employed vs the Agency's planning.	100% (tolerance 10%)	99%. Level of Category 1 employed in relation the plans set out in MB Decision 14/2024: 99% All planned 9 milestones were achieved.	Achieved
Level of SC policy development milestones implemented vs planned.	80%	100%. During 2025 the following policies were developed: - Regulatory framework on Profile Assignment and Active Profile (established 2025 and implemented for the first time). - Regulatory framework regarding Weapons Authorisation (updated 2025). - Concept of the Category 1 career architecture was launched. - All 10 planned milestones were achieved.	Achieved

Objective 2: Select and verify long-term seconded staff from MS for the SC.

Indicator	Target (as set in AWP 2025)	Result	Status
Level of SC Cat. 2 seconded based on the requirements in the Regulation vs planned.	100% (tolerance 20%)	92% - Coverage of total quota for Category 2 staff to be seconded 92 %, for the first time reaching above 90%. - 1,144 Category 2 officers were confirmed to be seconded in versus 1,250 required in Regulation 2019/1896. - All 4 planned milestones were achieved.	Achieved

Objective 3: Manage assignments of profiles.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	90%	100% - Multiple profiles were assigned to all 346 Category 1 officers according to their Operational Training Programme. - 440 profiles were assigned to Category 1 officers based on their application and successful assignment procedure (out of 897 applications received).	Achieved

Objective 4: Implement the European Joint Masters in Strategic Border Management.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	100% - The first iteration of the programme is ongoing. The second iteration commenced in December 2025.	Achieved

Objective 5: Develop and implement training programmes that are aligned with European standards and compliant with Frontex training quality assurance system.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	100% - 268 out of 292 training activities were carried out. - 25 ad-hoc training requests were implemented. - The first iteration of all four strands of the Entry-Level Training Programme was completed in mid-2025. The second commenced in October 2025. - Annual, profile-specific and specialisation training programmes were implemented according to the Training Plan and results of Training Needs Assessment. - 3 iterations of Training for ETIAS Central Unit Staff, while MID Training is under development and one MID Training development meeting took place in 2025. Development meetings involving EES experts and training designers were conducted. - Cooperation with the network of Frontex Partnership Academies was strengthened - Two conferences held in 2025.	Achieved

		- 1 iteration of Schengen Evaluators course, prepared with CEPOL, was carried out, along with three workshops for lead experts in the field. - Trainers' community database was established. - Training enabler, including logistics, transportation, facilities, infrastructure, equipment, training material and trainers were acquired in line with needs.	
Customer Satisfaction Score (CSAT).	OTP 98% and other training 98%.	94% Entry-Level Training 2024 Modules implemented in 2025: - Learner Satisfaction: 97% - Trainer Satisfaction: 94%. Entry-Level Training 2025 Modules implemented in 2025: - Learner Satisfaction: 92% - Trainer Satisfaction: 88%. Training Courses 2025: - Learner Satisfaction: 97% - Trainer Satisfaction: 96%.	Achieved

Objective 6: Provide training to the EBCG officers from Member States.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	100% 35 Specialised training programmes were carried out versus 35 planned, including training on: - Risk analysis - EUROSUR - Advanced level document officers. The Agency, responding to MS/SAC requests, organised an additional iteration for Member States undergoing Schengen area access evaluation, contributing to their success in reporting.	Achieved
Customer Satisfaction Score (CSAT).	95%	97% CIRAM Learner Satisfaction: 98%. EUROSUR Learner Satisfaction: 96%. ALDO Learner satisfaction rate: 96%.	Achieved

Objective 7: Provide training for Third Countries in the framework of EU-funded capacity-building involving the Agency.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	129%. 18 activities with presence of participants from third countries were conducted, including Roadshow on Falsified Document Detection, Collecting Return Operations Course and Training Workshop on the EUROSUR situational picture reporting. Initially 14 training activities for third country partners were planned, 4 additional requests were received and accommodated.	Achieved

Objective 8: Develop European Border and Coast Guard Training Strategy.

Indicator	Target (as set in AWP 2025)	Result	Status
Development of the EBCG Training Strategy.	100%	75% - At current stage internal strategic document was prepared for the purpose of the accreditation process. EBCG Academy Training Strategy has not been developed and adopted, following the adoption of the EBCG Academy concept endorsed by the Management Board. - Training Needs Assessment 2026 was conducted, received 88 responses compared to 57 last year. - Training demand analysis identified priority areas and lower-requested courses. Results were used for 2026 planning. - Update of Frontex Sectoral Qualifications Framework for Border Guarding (SQF for BG) was launched.	Partially Achieved

Objective 9: Update Training Quality Assurance system.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	100% - ED Decision on Frontex Training Quality Assurance System, was updated. - Training evaluation and monitoring coverage was enhanced. - Learner representatives' system was established. - External examiners were engaged, and post evaluation of training activities were launched. - Selected training programmes and courses were reviewed for accreditation and prepared for submission after the confirmation status of European Border and Coast Guard Academy as a higher education institution by an accreditation body. - Certification system for instructors was launched. - Overall training for trainers was amended.	Achieved

Objective 10: Develop and establish virtual European Border and Coast Guard Academy.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	95% 20 out of 21 planned milestones were achieved. The following e-learning and online training management tools have been implemented: - Training Management System as an administrative collaborative platform. - Learning Management System. - Learners Records System. - Complex Analysis Platform for Training Administration (CAPTA). - Articulate 360 integrated with AI and WebClip2Go for eLearning development and Video production.	Achieved

		- Concept of specialisation centres was launched. - Training Centre established in Poland via temporary solution to reach the state of bridging solution in 2026.	

Key Activity 2.6 Manage equipment and logistics.
Achievements
In 2025 within the remit of capabilities, the Agency conducted 13 open procurement procedures and a total of 333 procurement procedures, while maintaining more than 83 framework contracts. These acquisition activities enabled the Agency to sustain sufficient capacity for contracted operational services, including aerial surveillance, chartered flights, vehicle rental, rental of containers, interpretation and cultural mediation services, storage and transport of goods and fleet management. The majority of tasks under this key activity was focused on maintaining the already deployed capabilities, with growth proportionate to the development of the Standing Corps as well as the scale of operations. Significant results were also achieved in logistics training and logistical support. In 2025 Frontex delivered 447 hours of logistics training to Standing Corps Officers, strengthening operational readiness and promoting harmonised logistics competencies across the contingents. In parallel, 107 training sessions on portable technical equipment, amounting to 640 training hours, were delivered across five contingents by 21 trainers, resulting in the training of nearly 700 officers. In addition, a review of Field Logisticians' allocation led to a strategic increase in deployed logistics personnel from 50 in 2024 to nearly 110 by the end of 2025. This increase enhanced logistics support across more than 200 operational areas, improving operational effectiveness and sustainability.

Objective 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.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	100% - All planned new acquisition tasks and replenishments were executed in line with operational needs and priorities, within tolerances. - Requirements were managed in accordance with established Systems Engineering standards, ensuring consistency, compliance and traceability throughout the acquisition process. - Project, product and contract management activities for equipment, systems, services and support were implemented, including upgrades and life-extension actions where required. In-service support was ensured through timely preventive and corrective maintenance, contributing to the continuous availability and sustainability of assets.	Achieved

Objective 2: Implement the new logistics model.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	100% The new logistics model was implemented as planned in 2025, with 100% of scheduled activities completed. Implementation was primarily delivered through three key contracts: - Fleet management services for Frontex-owned cars and vehicles; - Third-Party Logistics contract for warehouse and freight-forwarding services;	Achieved

		- Technical Support for Operational Equipment service contract.	

Objective 3: Manage the logistics capability.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	90%	92% - A coordinated network of in-theatre logisticians was maintained, supported by the provision of instructions and guidance, and logistical functions were continuously evaluated to support operational needs. - Logistics support ensured the availability of equipment, services, facilities and infrastructure for Frontex operators in operational areas, including Antenna Offices. - However, the Centre of Excellence for European Border and Coast Guard logistics management was not established in 2025.	Achieved

Objective 4: Manage the logistics policies.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	70%. Pending internal approval the Agency has finalised the comprehensive drafting of the: - Weapons Management SOP; - Mobile Surveillance System SOP; - Vehicle Management Policy.	Partially achieved

Objective 5: Manage the logistics supply, transportation and distribution.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	98%. - Full implementation of the Third-party Logistics outsourced system, ensuring effective stock management and transportation capabilities for the deployment of equipment and supplies. - Outsourced Vehicle Transportation Services reached 100% effectiveness in the deployment, redeployment and return of vehicles. - Outsourced Vehicle Refuelling Services achieved 90% coverage across the operational area.	Achieved

Objective 6: Manage the logistics infrastructure.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	100% - Management of logistics infrastructures by establishing a robust framework for equipment use and accountability.	Achieved

		- Implementation of Third-party logistics services, full warehousing, transportation and stock management coverage was provided across four strategic hubs in Poland, Greece, Italy and Spain. - Fleet Management achieved 100% coverage for vehicle transportation and both preventive and corrective maintenance, fulfilling the expected result of maintaining a reliable distribution and support infrastructure for all operational assets.	

Key Activity 2.7 Transition in and out of service.
Achievements
Thirteen new capabilities requests were submitted for assessment and development. Of these, eight requests were assessed and four capabilities entered the development phase. Registration of equipment acquired by Member States continued to be effective.

Objective 1: Manage the registration.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of 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, delivered by the supplier to respective MS.	100%	100% - All equipment acquired with co-financing by EU funds and delivered in the course of 2025.	Achieved

Objective 2: Transition into service.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	100% - Requests for capabilities are being effectively assessed - A new tool was introduced for the selection and recruitment of Category 1 officers	Achieved

Objective3: Transition out of service.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**

Implemented versus planned activities.	100%	No requests for transitioning out existing capabilities received.	Not applicable

Objective 4: Strengthen canine team capability.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	100%	80% - Due to factors beyond the Agency's control, the grant awarded to a national authority to acquire dogs under Category 2 declared that it was not able to fulfil the requirements and withdrew from the agreement.	Not applicable

Key Activity 2.8 Manage Availability.
Achievements
The overall coverage of operational needs was sustained at a level of close to 90%, supporting continuity and effectiveness across deployments. With regard to technical equipment, availability secured through the Annual Bilateral Negotiations ensured full coverage of the minimum numbers of items established in the MB Decision. While the coverage of the actual operational needs reached 86%, the minimum statutory requirements were met, maintaining compliance with Regulation and safeguarding operational capacity. These results reflected sustained coordination with MS and demonstrated the Agency's capacity to balance regulatory obligations with evolving operational demand.

Objective 1: Deliver operationally available capabilities.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Committed availability in relation to MB Decisions on the minimum number of items of technical equipment and SC profiles for 2025.	100% (Cat. 3 100% of the remaining operational needs)	86%. Commitment of the SC officers and TE in 2025: - Category 1 – 100% (compared to MB Decision 14/2024) - Category 2 – 85% (compared to MB Decision 14/2024) - Category 3 – 73% (compared to Frontex request to MS during ABN) - TE – 86% (compared to Frontex request to MS during ABN); 89% (compared to MNITE, includes Frontex equipment).	Achieved

Key Activity 2.9 Manage quality.
Achievements
In 2025, the Agency continued its efforts in mapping the core processes related to capabilities. Internal trainings on problem-solving methodologies and indicator management were delivered, as were workshops on ethics and compliance, in line with Frontex policy, further reinforcing a culture of integrity and accountability. Management planning, including inherent risk and stakeholder management, was implemented.

Objective 1: Assure quality.

Indicator	Target (as set in AWP 2025)	Result	Status
Implemented versus planned activities.	80%	60% - Qualitative and Quantitative data was reported to stakeholders in the Agency. - Internal trainings and awareness session to staff delivered.	Partially achieved

Key Activity 2.10 Manage accountability.
Achievements
A Framework Task Force for Occupational Safety and Health was established by the Executive Director to support the development of a more robust and coherent framework, including the structuring and scaling of the Occupational Safety and Health function, the clarification of legal obligations, and the preparation of the establishment of an Occupational Safety and Health Management System. Its work also covered the development of an overarching strategy, related policies and procedures, strengthened approaches to incident and accident reporting and remediation, and the integration of fit-for-purpose requirements. All operational workplace visits conducted during the reporting year were assessed against EU minimum requirements on Occupational Safety and Health. In the area of sustainability, the Agency continued to measure and report on carbon dioxide (CO_2) emissions related to selected human and technical capabilities deployed to operational areas. In addition, the Agency has steadily improved the integration of sustainability considerations in procurement procedures for equipment and services for operational purposes. During the reporting year, sustainability criteria were incorporated into tenders for the acquisition of equipment and services.

Objective 1: Manage occupational safety.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	100%[4] - Occupational Safety and Health Framework Task Force has been established. - Policy framework and ambition towards a Management System under development. - Trainings for Basic Level practitioners and Chain of Command delivered.	Achieved

Objective 2: Manage system safety.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	100%[5] - The ED mandated an OSH Framework Task Force (TF).	Achieved

Objective 3: Manage Sustainability.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**

[4] Of actions planned for 2025 under Manage occupational safety objective.

[5] Of actions planned for 2025 under Manage system safety objective.

Implemented versus planned activities.	80%	60% - 100% Monitoring of CO2 emissions and reporting in the Annual Implementation Report. - 80% Draft CO2 emission monitoring methodology in place. - Partial achievement of this goal is a result of changing priorities and adjusting the scope of the Environmental Strategy Project, which initially included establishment of a sustainability strategy for the whole Agency.	Partially achieved

Key Activity 2.11 Manage enabling systems and tools.

Achievements

The Agency further enhanced the Opera Evo system, the tool supporting the management of operational resources and deployments in Frontex operational activities. System developments focused on alignment with evolving business needs, including the implementation of the newly established Frontex chain of command. These enhancements ensured that the Opera Evo remained reliable, scalable and responsive to the requirements of both the Agency and Member States. In parallel, strong and timely end-user support was provided through troubleshooting, training and reporting. As a result, the system achieved a user satisfaction rate close to 100% for both internal (Frontex) and external (Member States) users.
In September 2025, the Agency organised an EBCG Academy ecosystem stakeholders' meeting, bringing together 72 representatives from Member States, working arrangement countries and EU agencies. The meeting supported further harmonisation of collaboration, communication and working practices within the Academy ecosystem. It also provided a forum to confirm future plans for the development and evolution of educational technologies, as well as to collect and share structured feedback on services delivered through the ecosystem. In 2025, the overall satisfaction rate for services provided by and through the EBCG Academy ecosystem reached 92%.
In addition, the Agency launched a project aimed at the development of an IT tool supporting an overview of National Capability Development Plans (NCDPSs). This initiative laid the groundwork for more reliable, accessible and data-driven capability planning at both Agency and Member State level.

Objective 1: Manage Opera Evolution.

Indicator	Target (as set in AWP 2025)	Result	Status
Implemented versus planned activities.	80%	100% All change requests to align the system with the business processes planned for 2025 have been implemented.	Achieved
Customer satisfaction score.	70%	96% - 93% for internal users - 100% for external users	Achieved

Objective 2: Manage Virtual Aula.

Indicator	Target (as set in AWP 2025)	Result	Status
Implemented versus planned activities.	80%	- 84% - 16 out of 19 planned milestones related to the maintenance and evolution of Virtual Aula were achieved.	Achieved

		- Virtual Aula evolution was initiated to support automated planning and execution of the Training Plan, curricula versioning, processing of learners' results, applications for recognition of prior learning, management authentic and portable credentials, structured communication and data visualisation. - Standardised implementation framework for training activities in the learning management system was developed and implemented to support automation.	

Objective 3: Develop and manage new enabling systems and tools.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implemented versus planned activities.	80%	60% The project related to development of an IT tool supporting the establishment of the overview of NCDPs was launched. Internal audit engagement related external consultancies delayed launch of the external expert database.	Partially achieved
Customer satisfaction score.	70%	The customer satisfaction survey was not conducted in 2025 as no new enabling systems or tools were fully implemented.	Not applicable

3. 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

Entry into operations of the ETIAS Central Unit

ETIAS travel authorisation is an entry requirement for visa-exempt nationals travelling to the Schengen area. Frontex plays an important role in establishing and managing ETIAS by hosting the ECU, which will be available 24 hours a day, 7 days a week to handle ETIAS applications and help travellers and carriers. The ECU is also responsible for identifying risks, risk indicators and screening rules, which will be used to assess travellers in terms of illegal immigration, security and high epidemic risks.

The mobile application developed by Frontex allows non-EU travellers to pre-register their travel document data and facial image for the Entry/Exit System (EES) before arriving at a border crossing point. The usage of the app makes registration in the EES smoother, reducing processing times at the border, benefitting both national authorities and travellers.

In the external dimension, outreach activities and cooperation with external stakeholders continued, raising awareness and correcting disinformation about ETIAS. To explain the new travel requirements for visa-free travellers and raise awareness about ETIAS, the Agency participated in international conferences focusing on border security, tourism and travel.

The ECU finalised its communication materials in view of the updated EES/ETIAS timeline. Outreach materials, along with four types of informational leaflets tailored for travellers, air, sea and land carriers have been developed and were distributed at conferences globally.

The Agency continued supporting the Commission, eu-LISA, Europol and the Member States/Schengen Associated Countries in their respective activities for the implementation of ETIAS, and kept coordinating Member States in setting up their ETIAS National Units (ENUs) through established networks, leading the resolution of issues, ensuring harmonisation of practices and facilitating access to specialised knowledge.



Implementation of the Human Resources Strategy and improvement of working environment

Growth of the Agency's human capital and consolidation of its management processes

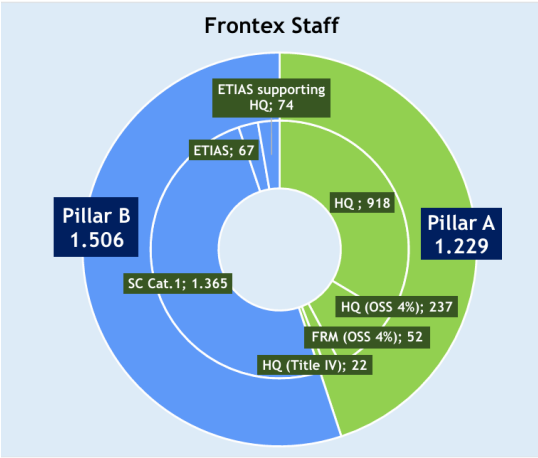
Fourteen middle-management posts have been filled and the 4th Standing Corps recruitment campaign filled more than 200 posts of Standing Corps Officers. Moreover, Frontex expanded its outreach through increased job fair participation (11 events).

Enhanced staff management procedures and services

In the sphere of duty of care and well-being of the staff, fully-fledged psychological services for all Frontex staff members as well as full-scale annual medical check-ups were ensured and provided.

In the career development field, five large-volume procedures were completed, including the appraisal for 2,052 staff, two reclassification exercises covering around 1,000 jobholders each, 550 contract renewals and the Staff Engagement Survey.

Ninety percent of the policy adoption and policy adjustment work identified in the HR Strategy 2024-2027 was been completed. Implementation of Frontex Diversity and Inclusion (D&I) Policy continued in the areas of outreach, communication, training and learning, awareness raising (e.g. neurodiversity, anti-discrimination towards LGBTQIA+, anti-ageism) and by improvements to vacancy notices to attract more candidates with a diverse background.



Adequate premises to ensure staff wellbeing and proper working conditions
To further ensure staff wellbeing and comfort, continuous improvements and fit-out works have been carried out in the headquarters buildings following the restructuring of the Agency and consequent relocation needs. Also, the Agency adapted part of its existing premises as temporary training facilities for the newly recruited Standing Corps Officers. At the same time the Frontex Management Board approved the creation of the EBCG Academy Training Centre in Poland, in the proximity of the Agency's HQ. The EBCG Academy Training Centre shall serve for the quality assured training of EBCG Standing Corps officers and other learners for which the Agency started a procedure to rent a building of about 2,500sqm with classrooms for 600 learners and auxiliary spaces.

Environmental management and performance
The Agency continued to promote improvements in the environmental performance by establishment and implementation of an environmental management system (EMS). An EMS covering administrative and facility activities has been developed, an Environmental Declaration has been signed and the first Environmental Statement by the Agency was prepared to be issued in 2026. The Agency also continued to promote sustainable procurement practices. In this context, it joined the Framework Contract for the Sustainable Public Procurement (SPP) Helpdesk, with the objective of further integrating environmental considerations into technical specifications and tender documentation.



Frontex New Headquarters
The new Frontex HQ (Permanent Premises) is part of a global reinforcement of the functioning of the Agency because its core functions require a central hub with the technical and physical structure to coordinate and conduct its primary role, as well as develop the capabilities for its own command and control structures.
The GCC foresees the design and execution of an office building with a net internal area of 63,161sqm for 2,000 workplaces, together with a meeting and training environment for 1,800 visitors and trainees, reinforcing the coordination and monitoring capabilities of the EBCG community. The design and execution works are estimated to take 40 months, followed by a two-year maintenance period.



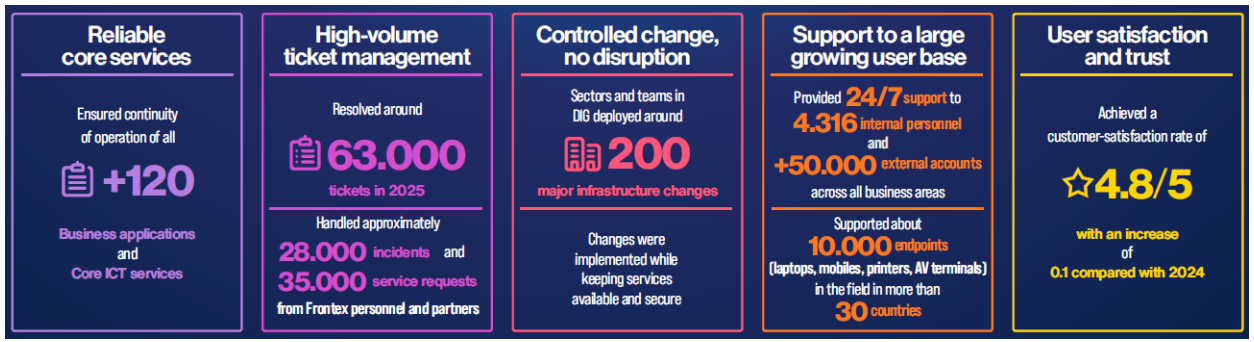
Upgrading the Agency's ICT infrastructure, security and information management

Strengthening project governance and architecture
In 2025, the Agency implemented PM² as a framework and official standard for project and programme management. The PM² methodology was reinforced through comprehensive training and advisory services for project owners and teams. This enabled a consistent and structured approach towards project execution and reporting.

To strengthen oversight, the Agency successfully introduced the Architecture Board, creating an expert level forum to support dialogue on Enterprise Architecture (EA) and provide recommendations to the ICT and Information Governance Board. In addition, Business Process Management practice was successfully rolled out by implementing the SAP Signavio tool to support enterprise business process mapping.

Advancing digital transformation and infrastructure continuity

In 2025, the Agency ensured continuity of 128 business applications and core ICT services and maintained an infrastructure of around 2,800 servers across five main data centres and 30 data centres in Member States. The Agency handled approximately 63,000 service requests from internal users and partners and supported around 10,000 endpoints, including laptops, mobile phones, printers and audio-video terminals, distributed across more than 30 countries. 24/7 support was provided to 4,316 internal users and 58,530 external accounts in both unclassified and classified environments.



Throughout 2025, the Agency continued implementation of the ICT Strategy 2022-2027 and led digital transformation across business applications and infrastructure in a multi-classification environment, cybersecurity, modern workplace and user support. Throughout the year the availability of mission-critical systems, increased resilience against cybersecurity threats and strengthened vulnerability management was ensured. Additionally, the Enterprise Data Platform in unclassified and classified environments, supporting the strategic objective of becoming a data and intelligence-driven organisation, was implemented.

The continuity of business systems, applications and infrastructure and implementation of key strategic and top priority projects, including EUROSUR, FADO, A2SIS, Return Digitalisation, Opera and systems supporting Operations and ETIAS was guaranteed. At Agency level, results for system uptime and compliance with service level agreement (SLA) in ticket resolution remained consistently at or above target throughout the reporting period.

During 2025, the Agency continued its digitalisation of administrative services by implementing the HR Ticketing tool, streamlining resolution of staff requests via a secure online system as well as conducting all open procurement procedures and most medium- and low-value procedures using the Public Procurement Management Tool (PPMT), further strengthening transparency, traceability and efficiency of the procurement processes.

Also in 2025 the Agency had to be prepared for the onboarding of the new financial software from the European Commission that would replace the well-established ABAC. As of 1 January 2026, SUMMA entered in production, and ABAC is only available for consultation purposes. Preparing the transition from one system to another was a very significant project given the size of the Agency and its extended scope of operations. Moreover, the above should be seen in a context of budget growth and increased demands, whilst respecting the regulatory framework and in compliance with the principle of sound financial management. The project was conducted in a flexible manner, but with respect for the PM^2 principles.

This encompassed detailed planning for the trainings of all financial actors, testing, information migration and change management methodologies. An important element was communication and the setting up of security policies and accesses. Despite the challenges, SUMMA was implemented with success and without any disruptions in operations. It has been a very significant milestone considering that Frontex was one of the first decentralised agencies to onboard SUMMA.



Aligning security governance with global EU mandates
In 2025, the Agency significantly advanced its security posture through a combination of regulatory alignment and operational field readiness. A key milestone was the progress of the Cybersecurity Regulation Project, which implemented new standardised plans to meet evolving EU mandates and harden the ICT environment against hybrid threats.
This institutional resilience was mirrored on the ground by the Field Security Task Force, which delivered tangible results in improving the protection of personnel and assets within operational areas. Complementing these initiatives, the Agency remained committed to maturing its Security Governance Framework. While this work is ongoing, the Agency has proactively identified and is addressing systemic risks—specifically targeting extended approval timelines and inconsistent feedback loops—to ensure a more agile and responsive governance structure.

Compliance in financial, legal and contractual matters
The Agency put forward in 2022 a plan for budgetary implementation improvements focused on people, processes and tools. The plan was fully implemented.



In 2025, the Agency finalised 25 open tender procedures, covering a broad portfolio of services and supplies. These included framework contracts for the development of information systems, provision of travel services in support of return operations and the supply of uniforms for Frontex Standing Corps categories. In addition, the Agency secured partial financing for its new premises through its first-ever commercial loan, awarded following a public procurement procedure.
Frontex also remained an active contributor to the EU Agencies Procurement Officers Network (NAPO) and its working groups. Notably, the Agency chairs the NAPO Contract Management Working Group, which brings together 32 EU Agencies and Bodies as members and observers. This platform provides a unique forum for exchanging best practices, tools and methodologies in contract management, contributing to the continuous enhancement of the Agency's contract management framework.

Ensured legal compliance and litigation services and preparing new regulatory instruments
Considerable effort was invested in the provision of legal services as a strategic enabler for the Agency's core business, providing robust legal advice to support operational excellence in line with the Agency's mandate.
Reflecting its growing remit and activity, the Agency faced a higher volume of litigation in 2025. The litigation was handled effectively and protected the Agency's legal position and business interests.

Key Activity 3.1 - Entry into operation of the ETIAS Central Unit.

Achievements
In line with the business planning, in 2025 the Agency continued the implementation of the project activities for setting up the ETIAS Central Unit (ECU) and progressed towards readiness of the services, capabilities, processes, procedures and infrastructure needed for entry into operations, including those for the support of carriers. With the start of the Entry Exit System (EES), the Agency started in October 2025 the 24/7 support to travellers and Member States using the Travel to Europe app, which enables the pre-registration of information for the EES, aiming at ensuring a seamless travel experience. It also finalised the preparatory activities for 24/7 assistance to carriers, scheduled to start in January 2026. Preparations included the digital capacity to serve carrier requests via the Carrier Onboarding and Support Tool (COBST) in cooperation with eu-LISA and the completion of standard operating procedures for Carriers. The Agency continued the development activities for the risk screening capability, as well as delivering the secretariat function to the ESB. Throughout the year, it achieved the milestone of the ETIAS Central Unit's security, business continuity and disaster recovery plans being approved by the Frontex Management Board. On the human capital side, the Agency launched the recruitment for Shift Managers and ETIAS operators. Due to the programmatic delays and the revised timeline for EES and ETIAS, the temporary reassignment of ETIAS operators reinforcing other divisions within the Agency was extended. On the external dimension, outreach activities and cooperation with external stakeholders continued, raising awareness and correcting disinformation about ETIAS. In this regard, Frontex supported the Commission, eu-LISA, Europol and the Member States/Schengen Associated Countries in their respective activities for the implementation of ETIAS. The Agency continued to work closely with eu-LISA and COM to address data protection issues while awaiting the legal analysis of the Commission on data protection issues that require clarification. The Agency continued coordinating Member States in setting up their respective ETIAS National Units (ENUs), leading the resolution of issues, ensuring harmonisation of practices and facilitating access to specialised knowledge. All this was achieved to the extent made possible by the revised timeline for ETIAS, the progressive launch of EES, the unavailability of the Central System for testing, and several matters still pending resolution or interpretation by COM or eu-LISA.

Objective 1: Perform centralised processing of ETIAS applications and recategorise Multiple Identity Detection links.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Service quality compliance.	95%	Preparatory activities for the testing of the Central System in view of its availability by eu-LISA performed. Centralised processing of ETIAS applications not yet launched due to the postponement of the entry into operation of ETIAS.	N/A

Objective 2: Provide centralised risk screening of travellers for ETIAS and ensure coordination with relevant stakeholders.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Service quality compliance.	95%	Interactions with the ETIAS Screening Board (ESB) managed Centralised risk screening of travellers not yet launched due to the postponement of ETIAS.	N/A

Objective 3: Provide assistance to travellers and carriers and support MS when using the ETIAS/EES.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**

Service quality compliance.	95%	The Division started 24/7 support to travellers and Member States using the Travel to Europe app, which enables the pre-registration of information for the EES, aiming at ensuring a seamless travel experience. Preparatory activities for the 24/7 assistance to carriers experiencing technical difficulties finalised (start in January 2026). Support for travellers and carriers using ETIAS not started due to the postponement of the entry into operation of ETIAS	N/A

Objective 4: Ensure compliance of the ETIAS CU with the data protection regulatory framework, including the provisions on data subjects' rights.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Service quality compliance.	95%	Services not launched due to the postponement of the entry into operation of ETIAS.	N/A

Objective 5: Promote awareness of ETIAS and other relevant systems to the general public and stakeholders.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Regulatory compliance based on Article 71 of ETIAS Regulation.	100%	50% (ensuring readiness of the ETIAS website content is ongoing, with finalisation planned by the start of ETIAS) Participation in 23 conferences aimed at raising awareness about ETIAS and EES and explaining Frontex's role in both systems.	Partially achieved

Objective 6: Lead the operational actors in a coordinated manner and develop harmonised practices.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implementation of activities/ initiatives agreed with operational partners.	90%	100% knowledge, best practices and guidelines sharing with Member States through established cooperation networks: 3 meetings out of 3 for the setup of the ENUs were carried out. Active cooperation with operational and institutional partners through several WG, i.e. the Smart Borders Committee, the ETIAS Expert Group and the Working Group (WG) for Carriers.	Achieved

Key Activity 3.2 - Implementation of the HR Strategy and improvement of working environment.
Achievements
Implementation of the HR strategy 2024-2027 continued in 2025 to ensure the right staff skill set development and availability through recruitment and training programmes, including employer branding, diversity and inclusion. The effort was also made towards further digitalisation and smart working arrangements. New digital tools were developed and implemented for the management of human resources: HR Ticketing tool covering most of the personnel administration processes, a tool for schooling reimbursement process, and a tool for management of training-related queries and requests.

In 2025 the Agency revised staffing-related policies, with a view of accommodating the increasing needs of its uniformed personnel, in areas important for Standing Corps officers working on the ground in many Member States and Third Countries. Internal tailored and specific training for the Agency's uniformed personnel on HR administrative matters, such as leave, time and performance management continued to support policy implementation.
The Agency has also made significant progress towards improving and simplifying recruitment processes, by focusing on recruitment effectiveness and efficiency. Regular meetings between HR and the Frontex Divisions have resulted in insights into recruitment priorities and allowed for a more productive use of recruitment resources. This resulted in an increase in the overall occupancy rate for HQ-based staff.
Following the adoption of the Diversity and Inclusion Policy in 2024, a D&I Implementation Plan comprising a series of actions was finalised in 2025 (adoption foreseen in 2026).
The transition to the new structure was finalised by relocation of the HQ staff to comply with the Frontex Workplace Concept and taking advantage of physical collaborative synergies. The new premises project received approval from the Budgetary Authority and contracts were signed and implementation started while providing corporate support services to the staff and stakeholders. In parallel, lease agreements of Agency`s current premises were amended and signed.

Objective 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.

Indicator	Target (as set in AWP 2025)	Result	Status
Staff satisfaction with diverse workforce / inclusive workplace.	>60% positive outcome	100% (per the Staff Engagement Survey (SES) in 2025 staff satisfaction as regards a diverse and inclusive workplace scored 60%, same as the EU average. Frontex score changed compared to SES 2023 +4%). As per the Exit Interviews, during 2025, the notion of a D&I workplace scored among SC 3.42 on a scale 1-5 and among non-SC 3.98 on the same scale. The D&I Policy Implementation Plan was finalised in 2025 (formal adoption in 2026) Next D&I survey will be conducted in 2027.	Achieved

Objective 2: Provide qualitative, efficient and customer oriented HR services by continuously optimising processes and shifting to digital solutions.

Indicator	Target (as set in AWP 2025)	Result	Status
Response time to tickets (HR services).	2 days	2 days on average (depending on the complexity of the request) With launched HR ticketing tool, 3,892 requests and queries were processed since September 2025 when the tool became operational.	Achieved
Staff satisfaction.	>60% positive outcome	Staff satisfaction is measured via staff engagement survey and favourable scores of the survey The 2025 Staff Engagement Survey was delivered to 2,535 staff in Q4 2025 (it was open for participation for 3 weeks). It received 76% response rate (12 percentage points higher than in 2023). Overall total favourable scores in the 2025 Staff Engagement Survey were **61%** (6 percentage points higher than in 2023). The employee engagement score reached **79%** (5 percentage points higher than in 2023). This score is made of the distribution of responses to 4 questions probing not only how much people like working for Frontex but also their emotional connection and commitment. The overall total favourable score for Frontex is comparable and corresponds to the EU average total favourable score. The Agency scores better in "efficient working environment" dimension	Achieved

		while scoring lower in “continuous learning and development” and “meaningful and rewarding job”.	

Objective 3: Deliver facility and corporate services while progressing towards efficiency increases and compliance with greening initiatives, and develop the real estate strategy for Frontex HQ premises post-2026.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Response time to the requests received.	100% next working day	86% next working day, 100% within 2 working days. Target not fully reached as response time increased due to increased number of non-standard requests	Achieved
Timely payments.	96% on time	95% on time Delayed payments were further decreased by close monitoring.	Achieved
Timely implementation of the real estate strategy milestones.	100% on time	100% on time Extension of current lease contracts signed for the Frontex HQ before the deadline of 31.12.2025 as a bridging solution before removal to new premises.	Achieved

Key Activity 3.3 - Upgrade of the Agency’s ICT infrastructure, security and information management.
Achievements
In 2025 the Agency fulfilled its declarations and assumptions regarding the implementation of key strategic projects (EUROSUR, FADO, A2SIS, Return Digitalisation), at the same time implementing other projects with businesses supporting digitalisation. The Agency ensured the continuity of business systems, applications and infrastructure, provided capacity and new digital technical capabilities supporting the implementation of the Agency's strategic activities. Efforts were made by the Agency to implement ESAB requirements resulting in receiving Interim Authorization to Operate (IATO) for the classified network for another year, bringing Frontex closer to receiving Final Authorization to Operate (FATO) in the coming years. In 2025, all infrastructure elements that were nearing the end of their life cycle were modernised, enabling the Agency to maintain its status as a technological leader and has prevented the accumulation of technological debt and the risks associated with it. The Agency`s efforts continued also in ensuring infrastructure security and resilience to cyber threats. The Agency`s efforts continued also in ensuring infrastructure security and resilience to cyber threats. The Agency ensured a safe and secure working environment by providing security advise for the Frontex new Headquarters and by providing guarding services for Headquarters and ETIAS building. Administrative Arrangements for the protection of classified information were concluded and signed with Schengen associated countries (Lichtenstein, Switzerland and Norway). The new cybersecurity regulation introduced security risk assessment which were positively concluded and reported.

Objective 1: Maintain the current upgraded ECN 1.0 and implement ECN 2.0 Programme (centralised version of EUROSUR).			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Achievement of the programme objectives.	100%	100%. Continuity of Frontex Restricted Network operations and the components deployed in this network were ensured. Annual IATO was obtained, and significant progress was made in bringing Frontex closer to obtaining FATO. Decentralised Eurosur application was consolidated and a new version of the Eurosur 1.5 application was implemented at HQ, available to all MS. The Data Platform was implemented as	Achieved

		a capability that will be used to build Eurosur 2.1 and to enable MS to connect their national system to this ecosystem.	

Objective 2: Implement central data management platform capability in RUE and UNCLA.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implementation of Data Platforms in Restricted and Classified.	100%	75% In 2025, the Agency implemented and launched the Data Platform capability in RUE and UNCLA, nevertheless it was not supported 24/7 due to lack of personnel and delay in implementing FWC DESOPS (financial vehicle needed to acquire contractor resources to replace the missing staff). The tasks remaining to fully implement the Data Platform constitute 25% of the initially defined scope of work and relate to providing 24/7 support. With the new DESOPS Framework Contract in place in 2026, the Agency will be able to contract 24/7 administrative support.	Partially achieved

Objective 3: Run, improve and sustain the 24/7 Security Operational Centre in view of the EES and ETIAS entry into operations.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Full coverage of cyber-security requirements of operational SOC.	100%	100%. Continuity of SOC operations guaranteed 24/7.	Achieved

Objective 4: Provide 1st, 2nd and 3rd line support for ETIAS and other entities.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Level of operational availability to support the organisation.	100% (24/7)	100%. 24/7 support for required business areas, including ETIAS, was provided.	Achieved

Objective 5: Digitalise core processes for SC deployment management.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Level of digitalised basic processes to manage SC basic incidents.	100%	100%. All new features planned for OPERA for 2025 have been implemented. A new product management plan covering requirements for 2026 has been prepared. Other initiatives, such as TEMS, Service Now for CAP and for HR have been implemented in 2025. A new scope of work has been defined for these products in 2026.	Achieved

Objective 6: Implementation of Zero Trust Architecture to further reduce threat surface and maximise use and authority of strong authentication.

Indicator	Target (as set in AWP 2025)	Result	Status
Implementation rate of Zero Trust Architecture.	80%	80%. The most important achievements in the five key areas are: 1. Identity Assurance Level – implementation of MFA for all key business applications and remote access 2. Device Compliance and Health Score – implementation of rapid patching and vulnerability management mechanisms 3. Access Policy Effectiveness - preparation and consultation of numerous documents and policies in the area of security 4. Network MicroSegmentation & Traffic Trustworthiness - conversion of the network to a software-defined network and implementation of a Micro Segmentation mechanism (in progress) 5. Data Protection & Sensitivity Controls - changed the software and digital services development process to support the principle of data security by design and by default.	Achieved

Objective 7: Build a software factory capability in the Agency.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Established Software Factory capability.	100%	75%. Software Factory processes and responsibilities defined. A new organisational model supporting the use of SF prepared. The structure and processes for the software factory are complete; however, full implementation is stalled due to 2025 constraints: the absence of the TIMEDEV Framework Contract and limited procurement processing capacity. Full completion (remaining 25%) is scheduled for 2026, pending the anticipated increase of dedicated procurement resources to finalise developer and tester staffing.	Partially achieved

Objective 8: Further develop the Enterprise Architecture practice.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of services towards a full maturity of the Enterprise Architecture practice.	3	100%. 3 services towards a full maturity of the Enterprise Architecture practice were implemented in 2025: 1. **EA Principles delivery** - a service which provides and maintains Enterprise Architecture Principles was implemented following endorsement by the Architecture Board. An updated version of the EA Principles was delivered in 2025. 2. **Architecture Concept (AC)** - a service providing architectural guidance for projects during the Project Initiation Phase was implemented following approval by the ICT&IGB. This guidance is now described in an Architecture Concept document. 3. **Architecture Compliance Check** - an architectural compliance service check during the Project Initiation Phase for new projects was launched in 2025.	Achieved

Objective 9: Ensure enhanced situational awareness and increased reaction capabilities for the EBCG, via state of the art technical and business capabilities developed in line with the requirements for the EUROSUR Integrated Framework.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Delivery of the EUROSUR programme roadmap.	+/- 5% scheduled variance	100% The roadmap for EUROSUR has been updated and the scope of work for 2025 defined therein has been fully delivered. The most important achievements: delivery of EUROSUR 1.5 in RUE and EUROSUR 2.0 in UNCLA. IATO was obtained for classified parts for the next 12 months, and new components required for integration with national MS systems in 2026 were implemented.	Achieved
Delivery of the European Technical Component (ETC) releases roadmap	+/- 5% scheduled variance	100% Eurosur 1.5 was implemented in RUE and Eurosur 2.0 in UNCLA. Capabilities for the construction of EUROSUR 2.1 in 2026 were prepared. The work was carried out in accordance with the Eurosur program schedule.	Achieved
Rate of single event reporting capabilities rolled-out to all NCCs.	100%	100% The interfaces for reporting incidents and events collected under the Eurosur framework have been consolidated in accordance with the EFN group's arrangements. The JORA application has been replaced by EUROSUR UNCLASSIFIED and made available to all MS. Reporting has been launched under the new 2026 operations.	Achieved

Objective 10: Digitalise core processes of HR management.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely deployment of a platform to manage staff requests and deliver respective staff services. (HR)	100%	100% Implementation of a service desk for HR based on Service Now. HR begins to actively use this platform to support staff.	Achieved

Objective 11: Timely updated regulatory security framework.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely updated regulatory security framework.	100%	60% Task division on Directorate level (RASCI matrix) agreed, enabling moving forward with preparations. Draft documents related to the development of the security legal framework have been developed. Two of them have been approved, others are pending approval by various internal stakeholders.	Partially achieved

Objective 12: Provide efficient security services by the SEC Unit.

Indicator	Target (as set in AWP 2025)	Result	Status
Share of security risks analysed.	100%	60% In the context of the new Cybersecurity Regulation a risk assessment was conducted for the entire unclassified environment at the organisation level. The more detailed security risk assessment required direct involvement of System Owners. Execution of a basic risk assessment and building of a step-by-step plan to mitigate or accept risks as set by the cybersecurity regulation board have been fully achieved. Execution is planned for 2026-2027.	Partially achieved
Adherence to requirements of Frontex Security Rules.	100%	60% Task division on Directorate level (RASCI matrix) agreed, enabling moving forward with preparation of documents. Following the adoption of FSR, several documents have been developed and are pending review and approval by various internal stakeholders. Execution of a basic risk assessment and building of a step-by-step plan to mitigate or accepts risks as set by the cybersecurity regulation board have been fully achieved. Execution is planned for 2026-2027.	Partially achieved

Objective 13: Ensure effective implementation of the Business Continuity Management System.

Indicator	Target (as set in AWP 2025)	Result	Status
Timely completion of the Business Impact Analysis (BCMS).	84% (+/- 2 months)	50% Business Impact Analysis is in place based on the previous BIA baseline. The remaining work is linked to the need to review, update and re-validate the BIA against the current organisational structure and BCMS governance.	Partially achieved
Number of tailored business continuity staff awareness sessions.	1	0 Preparatory work completed. Delivery of tailored awareness sessions is intentionally sequenced after the review, update and validation of the BCMS, to be conducted under the BCMS Task Force planned in 2027 (dependency on BCMS Task Force establishment).	Not achieved

Key Activity 3.4 - Compliance in financial, legal and contractual matters.

Achievements

In 2025 the Agency ensured an overall very high level of compliance with the legal and contractual framework. The Agency's legal function in cooperation with the relevant Agency entities identified and mitigated the legal and litigation risks. Specially, in relation to compliance with the procurement framework, the Agency moved the workflow for the circulating, registering and filing of procurement requests to ARES. With this move the processing of procurement requests become more transparent, efficient and complied with requirements related to audits, registration of documents created by the Agency and retention periods. Additionally, the Agency introduced decentralisation of implementation of certain framework contracts. Decentralisation simplified and decreased administrative burden and timelines, with full observance of proportionality and with no risks of compromising procurement rules. Annual Procurement Plan included in total 42 positions. Two amendments were made to the initial Plan. Out of the 42 positions, 3 were cancelled in the Amendments concluded during the year, 28 procedures submitted, 11 procedures not submitted.

The results of the financial management process have been exemplary, characterised by a 99% implementation rate of the Agency's record-high budget. In alignment with the European Commission's transition from ABAC to SUMMA, the Agency adopted the new SUMMA financial software during 2025. It was initially deployed in November 2025 for anticipated appropriations and has been in full use since 1 January 2026. While the project faced technical challenges, the overall implementation was successful, and the transition remained stable.

Objective 1: Improve financial processes and structures to comply with the legality and regularity of financial transactions.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of deviations and non-compliances brought on by the Financial Regulation infringements.	2%	5.16%. Annual results with RoE amounting to EUR 55.15m. were driven by three records related to FWC extensions for EUR 34m. and 17 records where legal commitment in Ares was signed by budgetary one in ABAC because of human oversights totalling euro 10.2m.	Not achieved
Timely completion of past years' recommendations.	80%	100%. The financial processes and structure put in place provide assurance on the legality and regularity of financial transactions. Financial circuits are in place, actors received adequate trainings, verification function at central level assures independent review and compliance with the 4-eyes principle and new processes were defined also to enter into force in 2026 to adjust to the new financial system.	Achieved

Objective 2: Ensure sound financial management in the use of the Agency's funds.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Level of C8 cancellations as a consequence of over-estimations by the Agency	5%	6%. The level of C8 cancellation has improved compared to previous years and the effort to reach the 5% target will continue.	Partially achieved
Percentage of late payments.	5%	3.6%. In 2025 the Agency continued its efforts in monitoring payment times and enhanced the direct communication with entities. The direct communication was intended not only to address specific transactions but also meant as an awareness raising measure.	Achieved

Objective 3: Improve budgetary procedures at all stages of the budget cycle, from planning to execution.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Alignment between forecasted expenditure (at the beginning of a financial year vs implementation at year end).	T1 99%, T2 99%, T3 98%	T1 100%, T2 96%, T3 99% objective in line with the results from previous years.	Achieved

Objective 4: Delivery of legal advice and efficient legal risk management of the Agency's activities.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely implementation of mitigation actions stemming from serious risks of non-compliance with the legal framework.	95%	95% Most legal risks are identified through legal risk management. Satisfactory compliance with the applicable legal framework, ensuring a minimal residual risk of non-compliance.	Achieved

Objective 5: Process procurement requests, in line with the Financial Regulation, the procurement workflow and best procurement practices.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of procurement requests processed within the agreed legal and operational timelines (12 months).	95%	99.6%. Procedures exceeding this period were typically associated with increased complexity, extended consultation phases with stakeholders or evaluation processes that required more time than initially anticipated. Out of 1,895 procurement requests processed in 2025, eight procedures (covering open and restricted procedures, low- and middle-value negotiated procedures, negotiated procedures without publication of a contract notice and dynamic purchasing systems) exceeded a processing time of 12 months, measured from the submission of the procurement request to the finalisation of the procedure.	Achieved
Percentage of open procurement procedures fully digitalised (via PPMT).	75%	100%. All open procurement procedures were conducted in PPMT in 2025. Additionally, most negotiated procedures of value higher than EUR 15,000 are conducted in PPMT as well.	Achieved
Number of procurement related trainings/workshops/ knowledge sharing sessions.	≥3	More than 3 sessions. In September 2025 a Procurement Training Week took place, consisting of 7 training sessions. Additionally, ad hoc knowledge sharing sessions for business units (e.g. for ETIAS Fundamental Rights Guidance Board) and procurement induction trainings were conducted.	Achieved

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

Key achievements

In 2025, Frontex significantly strengthened its intelligence-driven approach to European Integrated Border Management (EIBM), delivering substantial progress toward Strategic Objective 4. The Agency enhanced the availability, quality and operational use of intelligence products, enabling priority-based decision-making across the EBCG community. Throughout the year, high-quality and timely analytical support was ensured by processing 1,578 data requests with a 97% timeliness rate. Analytical capacity was reinforced through advanced analytics tools, and systematic monitoring of border sections and impact levels. The development of four new map generators enabled the creation of 52 new map templates, expanding the Agency's geospatial production capabilities. Progress in data governance, including the expansion of data collection plans, ensured methodological consistency and laid the foundation for sustainable intelligence standards. Data literacy was addressed by delivering ten internal awareness sessions complemented by external sessions for FRAN, EFN and CBC-RAN working groups. Also, a EUROSUR dashboard awareness event was organised in Q4.

On 28th May during the EFN, the pilot phase of the new EFS for travel flow analysis was launched. The new EFS service facilitates the analysis and monitoring of travel flows to the Schengen area. The dashboard displays data related to the following indicators: refusal of entry, detection of illegal stay, detection of illegal border crossings, passenger volume, intention to apply for international protection and document fraud. It enables a granular analysis of travel flows, by identifying the specific sets of characteristics of the travellers under the above indicators, up to the level of single BCPs. Updated Service Request and Guidelines to request access to the EFS for travel flow analysis dashboard have been shared with all NCCs.

Building on these results, the Agency conducted three simulation exercises to assess Member States' preparedness for potential challenges at the external borders. Twenty-nine country fiches incorporating vulnerability and risk analysis outcomes were produced and updated twice during the year, ensuring timely situational awareness for Management Board members and the European Commission. Synergies with the Schengen Evaluation and Monitoring Mechanism (SEMM) were maintained through the deployment of Frontex observers, the timely provision of tailored analytical input for each SEMM mission and the delivery of risk analysis for the 2026 SEM programme.

Cooperation under the Copernicus Programme remained a strategic enabler. A high-level meeting with DG DEFIS on 24 January reviewed a decade of achievements and outlined the Agency's plans for the Copernicus Border Surveillance Service (CBSS) under the next MFF. Engagement with the European Environmental Agency on 18 February identified new synergies between CBSS, the Copernicus Land Monitoring Service and in-situ activities. Multiple Head of Unit meetings with SatCen and EMSA ensured coordinated implementation of the 2024 and 2025 Annual Programmes, budget execution, the introduction of the Electronic Tasking Tool and the development of methodologies for proportional cost allocation. The "10 Years of Copernicus at Frontex" event on 18 September provided a platform for strategic reflection, knowledge exchange and promotion of space-based solutions for border surveillance.

Innovation was further advanced through the Copernicus Prize Contest, launched in December 2024 by FUSION-RIU. The competition aims to develop a Digital Twin (DT) of EU border areas to support surveillance, simulation and decision-making. Following the selection of the top five proposals, a field visit in Romania in May 2025 enabled the top three companies to collect operational data. DEMODAYS in June provided an opportunity for contestants to demonstrate how their DT solutions could address specific operational scenarios. The initiative continued throughout Q3, contributing to the evolution of the CBSS and supporting Member States and Schengen Associated Countries in capability planning.

Operational cooperation with Third Countries expanded through the establishment of two new Specific Situational Pictures (SSP) with Serbia and Bosnia and Herzegovina. The Agency now cooperates with six Third Countries under EU Status Agreements, providing technical assistance for establishing and operating EUROSUR Coordination Centres. In 2025, EUROSUR/SSP provisions were integrated into draft Working Arrangements with Ukraine, Moldova, Cabo Verde, the Gambia and several EU agencies. Since mid-May, business requirements for SSPs have been collected for consolidation into a comprehensive Business Requirements Document to guide future IT development.

Training and capacity-building activities progressed significantly. The "Fundamentals of EIBM Intelligence" training was developed in Q2 and Q3 and launched with a pilot in December. The training targets all staff involved in the intelligence function and will form part of the onboarding process. Forecasting and pre-warning analytics advanced through the mapping of use cases, further development of the irregular immigration risk model and initiation of a travel-flow forecasting use case.

Imagery Intelligence (IMINT) capabilities were strengthened through four workshops organised jointly with SatCen, bringing together 92 participants from 22 Member States. The Agency also contributed to the development of the Screening Toolbox, an inter-agency initiative supporting Member States in implementing Regulation (EU) 2024/1356. Within this framework, the Analysis Unit developed a proposal for a screening form template in cooperation with internal and external stakeholders.

Finally, Frontex actively contributed to the Copernicus ecosystem through participation in the 3rd Annual Copernicus Contributing Mission Workshop in October. The event brought together ESA, DG DEFIS, industry partners

and Copernicus services, enabling in-depth discussions on data quality, new technologies and operational needs, and showcasing progress on pilot projects.

Results per activity

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.
Achievements
In 2025, Frontex significantly strengthened its intelligence driven approach to European Integrated Border Management, delivering substantial progress across analytical, data, geospatial and vulnerability assessment functions. The Agency issued its flagship Annual Risk Analysis 2025/2026 and the Analytical Brief for the JHA Council, providing high level stakeholders with timely, evidence based insights. The 2024 Baseline Assessment was completed in line with regulatory requirements, with 29 reports disseminated to Member States, Schengen Associated Countries, the Commission and Executive Management. Based on its findings, three simulation exercises were conducted to assess Member States' preparedness. The Vulnerability Assessment Platform expanded with two new modules, and 29 country fiches integrating VA and RA outcomes were produced and regularly updated. Synergies with the Schengen Evaluation Mechanism were maintained through observer deployments and tailored analytical input. The Analysis Unit delivered a broad portfolio of thematic products, including assessments on drug smuggling, THB, firearms trafficking, hybrid threats, air border risks, persons of interest, document fraud and cross border crime. A maritime analytical product on drug smuggling was issued in Q1. The Data and Geospatial Analytics Sector processed 1,578 data requests with a 97% timeliness rate, exceeding the planned target. Fourteen data literacy sessions and four SAS Viya trainings were delivered, while two online courses remained available to Member States throughout the reporting period. Seventeen new automated analytical products and four map generators (producing 52 templates) enhanced situational awareness. Forecasting capabilities advanced through deployed dashboards for irregular migration and the initiation of the travel flow forecasting use case, supported by the development of the internal risk register's architecture and ontology. In 2025, the target number of products delivered under the Copernicus Contribution Agreement was set up at more than 600 while in reality, Frontex delivered over 1,500 products, which illustrates ever increasing interest in such products within the Member States due to the added value and high quality provided to increase overall situational awareness.

Objective 1: Providing the MS competent authorities and Frontex with regular and reliable information on the external borders and the prefrontier area.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of EFS service requests requested vs delivered.	95%	81% (660/537) The target was less than fully achieved due to weather conditions or the unavailability of satellite passes over the AOI in the given timeframe.	Partially achieved

Objective 2: Regularly monitor for adequacy and attribution of impact levels to border sections.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of monthly regional intelligence reports with impact levels per border section.	>12	66 reports in total. 6 Regional reports - South, South East (Western Balkans), South East (Eastern Med) East, Western Med (South), Westen Med (West) for 11 months starting from February 2025.	Achieved
Number of regular overview of the	12	12 monthly overviews EUROSUR impact level per border section.	Achieved

attribution of Eurosur impact levels for all border sections.			

Objective 3: Perform yearly Baseline Assessment for all MS/SAC while supporting MS/SAC in enhancing data quality for reliable, high-quality reporting through the finalisation Vulnerability Assessment Application (VAP)II project. This requires delivery of all project deliverables in 2025 by the solution provider.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely completion of the Baseline Assessment reports and dissemination to MS/SAC.	100% reports by 25 June	100% reports completed in a timely manner. All 29 Final Baseline Reports were drafted and shared with the respective MS/SAC on time.	Achieved
Final delivery of all VAP modules in development to the business entity (CRU) by the Solution Provider (DIG).	VAP II project is terminated by 30.09.2025 with delivery of assessment and recommendations modules for operational use to the business owner (CRU)	VAP II project was partially delivered by DIG to the business owner (CRU) by 30.09.2025. Full delivery of the assessment module for operational use to the business owner (CRU) is pending.	Partially achieved

Objective 4: Develop forecasting capability for analysis and design mathematical/ statistical models for the EIBM access control models.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of forecasting generated by using the basic foresight tool in intelligence products of INTEL Division.	80% (of the products with a forecasting scope)	All products (80% of the total) involving the topic of irregular migration that have a forecasting scope include outputs of the forecasting tool within the analytical process.	Achieved

Objective 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.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Risk register (analytical data base) used as well for categories others than irregular migration.	Risk register implemented	Scope, business architecture and ontology developed. Implementation planned within the project for the EIBM Intelligence Policy Implementation. There is no database in place, and a workflow change will take place at a later stage. The delay is due to the expansion of the scope from hosting forecasting outcomes to hosting the entirety of the intelligence analytical outcomes.	Partially achieved

Expanded use of pre-warning capability to cover a wider spectrum (areas, time horizons, focus areas).	One area- advanced foresight capability	Expended use of prewarning capability in the area of advanced foresight capability for irregular migration scope under development with the expansion of sources and the improvement of the model. Second area on travel flow use cases under development and testing.	Partially achieved
Number of analytical products supported by dedicated tools.	30% of products that involve the outlook to be supported by the dedicated tool	All regional products that involve a short to mid-term forecasting outlook are supported by outputs generated by the tool within their methods. They are 30% of the products with an outlook section.	Achieved
Number of maritime analytical products supported by dedicated tools.	2 maritime analysis products	1 maritime analytical product was supported due to lack of staff.	Partially achieved

Objective 6: Ensure high quality of data and geospatial analytics to be readily available to the Agency and the wider EBCG community, and data fusion.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of general data and geospatial awareness sessions delivered to internal stakeholders.	5 sessions	14 sessions on: geospatial products (geoportal, cartography, geospatial and imagery analysis) and EUROSUR dashboards. Q1 - 2 geospatial awareness sessions were organised for all Frontex Q2 – additional 6 sessions were organised Q3 – 2 sessions about dashboards organised internally Q4 - 4 trainings on SAS dashboards organised for FX staff who work with SAS	Achieved
Number of online interactive data and geospatial trainings to the external stakeholders on each data collection.	1 course	2 Aula Training courses are available to Member Stakes and other external stakeholders	Achieved
Percentage of data and geospatial requests delivered on time.	90%	97% of data and geospatial requests delivered in a timely manner. A total of 1,578 data and geospatial requests were delivered, of which 1,536 were delivered on time.	Achieved
Level of satisfaction of core users with available tools.	80%	94% satisfaction rate achieved. Customer satisfaction survey results for 2025. 5 statements were assessed on the scale 1-10, where 1-fully dissatisfied, 10-fully satisfied. Areas: I received the product or service I requested. 2. The product or service met my needs. 3. The product or service was easy to use. 4. I had an opportunity to communicate with analysts to clarify the request. 5. Overall, how satisfied are you with the data and geospatial analytics products and services? Maximum possible score was 430. Total score from all respondents was 405. 405/430=94%	Achieved

Number of new regular automated products made available to users.	6	17 new regular automated products made available to users: 11 data analytics products 4 new GIS map generators 2 forecasting	Achieved

Objective 7: Provide analysis and inputs to Schengen Governance and the Schengen Evaluation Mechanism, administer the Agency's pool of Schengen Evaluation observers and support Schengen evaluations with observers.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of Schengen Evaluations that include Frontex observers.	100%	100% of Schengen Evaluations that include Frontex observers conducted. As per Art. 33, Frontex maintained the synergies between Vulnerability Assessment and SEMM by delegating an observer to every Schengen Evaluation mission.	Achieved
Percentage of Schengen evaluations supported with analytical input.	100%	100% of Schengen evaluations supported with analytical input. As per Art. 33, Frontex maintained the synergies between Vulnerability Assessment and SEMM by providing COM with tailor-made analytical document in advance of every Schengen Evaluation mission. This analysis serves as background material for all experts before, during and after the mission.	Achieved
Timely INTEL inputs to Schengen reports provided	95% of all inputs within deadline	100% of INTEL inputs to Schengen reports provided within the deadline. As per Art. 33, Frontex maintained the synergies with SEMM by co-authoring the SEMM mission reports after each evaluation.	Achieved
Yearly Frontex risk analysis for Schengen evaluations of year N+1 is delivered.	Delivery of yearly Frontex risk analysis for Schengen evaluations of year N+1 is delivered by 30 June of year N	100% of yearly Frontex risk analysis for Schengen evaluations of year N+1 delivered in a timely manner. As per Art. 33, Frontex maintained the synergies with SEMM by drafting ample and customised Risk Analysis reports for the upcoming evaluation cycle.	Achieved

Objective 8: Provide regular analysis in the air-border domain on aspect relevant to the EIBM.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of analytical products in support of operational planning.	30	ANALYSIS delivered 36 analytical products in support of operational planning for the Operational Initiation 2027. O3 – Assessment for Operational Initiation 2027	Achieved
Number of analytical products/contributions to regional intelligence products.	12	34 regular analytical products were prepared, providing insights about the air border domain at EU and regional level	Achieved
Number of regular analytical products providing insights in the	26	34 regular analytical products providing insights about the air border domain at EU level were delivered.	Achieved

air border domain at EU level.			

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.
Achievements
In 2025, Frontex further strengthened the quality, governance and operational relevance of its intelligence and vulnerability assessment functions, delivering tangible improvements for Member States and EU stakeholders. External stakeholders received awareness sessions for every data collection, ensuring consistent understanding of methodologies and reporting requirements. In addition, 22 representatives of Member States participated in a two-day workshop in Warsaw dedicated to EUROSUR data collections and dashboards, enhancing their capacity to use EUROSUR products effectively. Data governance advanced significantly, with the majority of data collections now governed by formal data collection plans. Twelve plans were finalised in 2025, while two additional plans are scheduled for completion in 2026, ensuring full methodological consistency across the Agency's data ecosystem. All legally required Vulnerability Assessment reports were delivered to the European Commission (DG HOME) in a timely manner. These included a fully restructured Annual Report to the European Parliament, the Council and the Commission, highlighting regional trends, persistent cross-cutting challenges and improvements achieved by Member States and Schengen Associated Countries in implementing Frontex recommendations. This strengthened strategic-level awareness of border management quality across the EU. Beyond periodic reporting, eight MS/SAC made use of Frontex tools to assess their readiness to address emerging challenges. Seven underwent Simulation Exercises and one conducted a Rapid Vulnerability Assessment. These structured exercises provided immediate insights into preparedness levels and identified areas requiring reinforcement. Capacity-building efforts progressed with the development of the "Fundamentals of EIBM Intelligence" training, launched in December with a pilot session. The training targets all staff involved in the Intelligence business function and will form part of the Agency's structured professional development framework.

Objective 1: Ensure interoperability and synergies between Vulnerability Assessment and the Schengen Evaluation Mechanism by serving as focal point for all SEM- and Schengen-related matters.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of VA reports shared with COM DG HOME as per legal requirements.	100%	100% of VA reports shared with COM DG HOME. As per Art. 33, Frontex maintained the synergies with SEMM by sharing with COM DG HOME all 29 Final Baseline Assessments and the 2025 Annual VA Report.	Achieved

Objective 2: Upgrade and develop tools and platforms to support activities such as data collection, reporting, operational assessments, and information exchange also for the benefit of national quality control systems.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of Member States using assessment tools	≥1 MS	8 MS/SAC used Vulnerability Assessment tools, including Simulation Exercises (7 MS/SAC) and Rapid Vulnerability Assessment (1 MS)	Achieved
Solutions developed for SSPs according to the framework of cooperation.	Implemented in ≥1 SSPs	+2 SSP (6 in total)	Achieved

Objective 3: Manage and increase awareness of applicable methodologies according to the EIBM intelligence strategy.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Implementation according to the project plan.	Design of training modules for Frontex staff (level 1 to level 3 as per training plan) is complete Quality assurance framework for products is set up	Level 1 training (Fundamentals of EIBM Intelligence) developed and roll out started in Q4 2025. Level 2 and 3 under development in line with the project plan Not implemented due to a very demanding, comprehensive and elaborate process of internal consultations of the quality assurance farmwork between entities dealing with EIBM intelligence production	Partially achieved

Objective 4: Improve and expand data access, whilst maintaining clear access rules via data collection plans and access management policies.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of awareness sessions delivered to external stakeholders.	1 per working group (data collection activities)	1 per working group Awareness sessions delivered in Q1, Q2, Q3, Q4 at FRAN and EFN meetings Presentations on CBC at CBC-RAN meeting in Sep 2025 Additional workshops on every data collection and dashboard delivered on Workshop on EUROSUR dashboards 13-14 Oct 2025 for MSs representative, on site in Warsaw.	Achieved
Percentage of available datasets governed via data collection plan and access management policy.	100%	95% of available datasets governed via data collection plan and access management policy. Majority of data collections are governed by the Data Collection Plans and Access Management Policies, incl. EUROSUR SER, FRAN, CBC, PEDRA, JORA, IRMA, ABRAN, SSPs.,	Achieved

Objective 5: Develop Panorama – a central gateway to unclassified Frontex intelligence products and a collaboration space for Frontex and its intelligence stakeholders.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Basic functionalities working according to requirements defined in procurement documentation.	100%	Not implemented. A decision taken on the change of the technology has significantly delayed the project.	Not achieved.

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.
Achievements
In 2025, Frontex advanced its analytical, operational and governance capabilities, delivering notable progress across key intelligence and border-management functions. The Agency strengthened its analytical capacity on travel flows through the launch of the new EUROSUR Fusion Service for travel flow analysis in Q2, accompanied by targeted

awareness sessions for stakeholders. Significant progress was also achieved on the Analytical Framework for ETIAS screening rules, including the finalisation of the framework text, two annexes and the mapping of core business processes. A table-top workshop in March tested analytical processes for security risks under the ETIAS framework, ensuring readiness for future implementation.
The Pilot Analytical Activity on Fraudulently Obtained Visas has been launched with 13 Member States participating, with 7 of them providing the data through the data collection effort launched in April. Methodological workshops, a situational analysis on fraudulently obtained visas and associated risk profiles as well as dedicated dashboard have been delivered throughout the year, culminating in Member States support for a second phase of the pilot to start in January 2026. A dedicated workshop on risk analysis for the Common Visa Policy domain further supported strategic discussions on this dossier.
To support implementation of the Screening Regulation 1356/2024, Frontex delivered a comprehensive Screening Toolbox, including a template screening form and guidelines. Cooperation structures were strengthened through the establishment of the UK Risk Analysis Network (UK-RAN), enhancing analytical insight along the Channel route.
Within the Vulnerability Assessment mechanism, the 2025 cycle successfully applied a start-to-finish working method, enabling more consistent assessments. Regular coordination with DG HOME ensured alignment between VA and SEM processes, while enhanced communication with Management Board members reinforced stakeholder engagement. Frontex also received positive feedback from the EDPS on the Model Data Protection Annex for Working Arrangements with Third Countries.
Operationally, the Agency processed 660 EFS service requests in Q4 and issued 498 IMINT products. Cooperation with Third Countries continued through six ongoing Specific Situational Pictures, including two newly established in 2025.

Objective 1: Process and exchange operational personal data of natural persons with the law enforcement authorities of Member States, Europol and Eurojust.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Transfer of Operational Personal Data to the stakeholders in compliance with legal requirements.	100%, within the permissible legal framework	In compliance with legal requirements no OPD transfers were made to external stakeholders under SSP in Q2 2025.	Achieved
Deployment of analysts in the framework of the activities of the Information Clearing House in European Migrant Smuggling Centre, facilitating the cooperation of the 2 Agencies related to the transmission of operational personal data as well as supporting the development of joint analytical reports.	12	7 due to lack of staff.	Partially achieved

Objective 2: Support planning, implementation, evaluation and prioritisation of joint operations and rapid border interventions.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**

Timely synchronised intelligence product portfolio for all operational phases.	Q3	• Timely contribution to the planning phase of Joint Operations by providing input to the Specific Activity Plans for Joint Operations within the agreed deadlines (i.e. AOI and Country Fiches). • Contribution to the Implementation phases of Joint Operations with the timely and regular issuance of Regional Analytical Reports, Air Pulsar Biweeklies and Air Border Quarterlies. • Timely contribution to the Evaluation phase by contributing to the Frontex Evaluation Reports within the agreed deadlines.	Achieved

Objective 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.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Analytical products for the establishment of ETIAS screening rules.	100% of the analytical products supporting ETIAS screening rules are developed in line with the steps described in the Analytical Framework for ETIAS Screening rules	Tests of the analytical processes and methodology described in the Analytical Framework for ETIAS Screening Rules and Annex 1. The final drafts of Analytical Framework and Annexes 1 and 3 were finalised. The layout services for all three documents were finalised. However, due to lack of changes in ETIAS secondary legislation the core document will need to be amended. Annex 2 not developed due to delays in the roll-out of CRRS analytical capabilities and restart of the cooperation with eu-LISA. 70% (The core document has been finalised but needs to be amended based on recent developments with ETIAS secondary legislation; 2 out of 3 annexes have been finalised.)	Partially achieved

Objective 4: Setting standards and evaluating the outcome of information collected through human intelligence activities for risk analysis purposes in close cooperation with Operations Directorate.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of SOPs/Guidelines delivered for the SC debriefers/screeners in means of field information collection for intelligence analysis at HQ level.	1	1 SOP/Guidelines delivered for the SC debriefers/screeners in means of field information collection for intelligence analysis at HQ level. In 2025, Frontex developed a screening toolbox, which included screening form template, guidelines and recommendations for MS and Frontex officers involved in the planning activities and implementation of the Screening Regulation, coming into force in June 2026.	Achieved
Quality level as regards timeliness and comprehensiveness of the information collected during human intelligence activities.	90%	The quality level of information collected is assessed medium, below the target of high (90%).	Achieved

Objective 5: Design and issue measures to ensure MS preparedness to present and future challenges, with the support of the Agency.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely introduction of the start-to-finish working method in CRU.	100% MS/SAC assessed in start-to-finish method of 2025	100% of the start-to-finish working method in CRU introduced in a timely manner. All analysts adopted the working modality that sees the key annual VA process (from data collection to the drafting of the final Baseline Report, followed by issuing and monitoring recommendations) performed by a single analyst, bringing increased cohesion to the process and its outcomes.	Achieved
Number of meetings with COM on the alignment of MS-reporting action under SEM/VA.	1 meeting	3 meetings.	Achieved

Objective 6: Monitor implementation progress of measures, including flagging risks of delay and ensuring the Agency's support to MS.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Risk of non-implementation of a measure is recognised and communicated to all stakeholders.	100% of measures at risk identified	100% of measures at risk identified. Thanks to constant monitoring by Frontex of the status of all recommended VA measures, those at risk of non-implementation were identified and communicated in due time, allowing all parties to take timely action.	Achieved
Monitoring overviews shared with the Frontex MB.	Ahead of each MB (at least 4 times per year)	4 overviews until end of the year.	Achieved
Regular communication with the MB Chair on VA matters.	At least two exchanges per year	2 exchanges.	Achieved

Objective 7: Coordinate and enhance EUROSUR Fusion Services to MS and Agency, with value-added information services.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
EFS catalogue contains services covering all information sources as outlined in the EBCG regulation.	100% listed sources covered	70% included as development of air border surveillance depends on the availability of data sources. EUROCONTROL was chosen as an institutional data provider, but the WA negotiations are lengthy. Similarly, the development of a media monitoring service has to go through an additional set of requirements stemming from personal data protection requirements.	Partially achieved
Available commercial contracts and EMSA/EFCA/SatCen/	100% of available contracts active	100% of available contracts active.	Achieved

EUROCONTROL SLAs are implemented.			
Required plans and reports are provided within the given deadlines.	Plans and reports are provided within the given deadline	All plans and reports have been provided within the legally established deadlines as provided for in the Copernicus Contribution Agreement.	Achieved

Objective 8: Maintain and monitor further development of existing risk analysis networks and cooperation bodies.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of regular WG, sub-group meetings attended for intelligence purposes	16	13 (81%)	Partially achieved

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

During the reporting period, the Agency continued to strengthen its governance framework and reinforce internal and external partnerships to ensure the consistent and effective attainment of its strategic objectives. Particular focus was placed on enhancing accountability, transparency and compliance, while fostering a culture of continuous improvement across all levels of the organisation.

Significant progress was achieved in consolidating governance structures and clarifying roles and responsibilities across entities. The implementation of improved coordination mechanisms, including strengthened planning and reporting processes, contributed to greater alignment between strategic priorities and operational delivery. The Agency further enhanced its internal control environment, ensuring that risks are systematically identified, assessed, and mitigated in line with established standards.

In this context, the contribution of oversight and assurance functions was instrumental. The Data Protection Officer (DPO) continued to support the Agency in ensuring compliance with data protection requirements, providing guidance, monitoring activities and raising awareness across the organisation. Key achievements included the further development of data protection policies, increased compliance monitoring and the promotion of a data protection culture, contributing to the mitigation of risks related to personal data processing.

The Internal Audit Capability (IAC) played a critical role in strengthening governance by delivering independent and objective assurance on the effectiveness of internal controls, risk management and governance processes. Through audits and advisory engagements, IAC identified areas for improvement and supported management in implementing corrective actions. Follow-up activities ensured that recommendations were systematically addressed, contributing to enhanced organisational performance and accountability.

The Fundamental Rights Officer (FRO) continued to ensure that fundamental rights are effectively integrated into the Agency's activities. Key results included monitoring compliance with fundamental rights standards, providing recommendations and supporting the development of safeguards within operational activities. The FRO also contributed to strengthening reporting and follow-up mechanisms, ensuring that identified issues are appropriately addressed and lessons learnt are incorporated into future actions.

In parallel, the Agency reinforced its partnerships with key stakeholders, including EU institutions, Member States and external actors. Enhanced collaboration mechanisms supported information exchange, alignment of priorities and coordinated responses to emerging challenges. These partnerships were essential in ensuring coherence between the Agency's actions and the broader EU policy framework.

Efforts were also made to improve communication and transparency, both internally and externally. The development of clearer reporting tools, dashboards and structured processes enabled more effective monitoring of progress and facilitated informed decision-making. This contributed to increased visibility of achievements, challenges and areas requiring further attention.

Overall, the combined efforts in strengthening governance, enhancing oversight functions and fostering robust partnerships have significantly contributed to the Agency's ability to deliver on its strategic objectives in a consistent, transparent and accountable manner. Continuous improvements in these areas remain essential to ensure resilience, adaptability and sustained performance in an evolving operational environment.

Key Activity 5.1 - Steer and enable the Agency's continuous improvement and transformation.
Achievements
The Agency maintained high-level strategic alignment by ensuring that senior management participation was prioritised across all key fora. This was achieved through disciplined scheduling that optimised the availability of senior management. The Agency also demonstrated strong operational reliability by translating all horizontal requirements into defined deliverables with clear milestones. Regarding the improvement of internal procedures and policies to optimise process management across the organisation the key achievements include development of policies and all projects that foster cross Agency collaboration such as the development of the new Governance Framework, Frontex External Stakeholder Management Policy, the optimisation of ED Decisions pool, Policy Development Framework, Social Dialogue Charter, as well as ISO 37000. Moreover, consultation was provided for other projects, such as: FC2 Institutionalisation mapping (in cooperation with OPS) Participation in Organisational design and structure assessment interviews (in cooperation with PROM) The revision of ED Decision on AI Desk for Innovation and Compliance and AI Roundtable (in cooperation with CAP) The revision of ED Decision on the establishment of the Risk Control Committee Revision of the ED Decision on IAC (in cooperation with IAC) SOP for the deployment of Migration Management Support Teams (in cooperation with all divisions)

Objective 1: Assess outcomes of organisational transformation, and further embed transformation disciplines into 'business as usual', stabilising processes at all levels of the Agency.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Number of alignment meetings with key stakeholders.	4 quarterly meetings	16 alignment meetings held throughout 2025 with MS Liaison Officers on topics related to the Agency's continuous improvement and transformation (with EAU/ESS members, with ED, DSTRAT or other FX entities)	Achieved

Objective 2: Continuously improve internal procedures and policies to optimise process management across the organisation.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely revision of internal procedures, policies and other documents requested.	95%	100%. 2,643 internal procedures, policies and other documents reviewed in a timely manner.	Achieved

Objective 3: Ensure Agency-wide alignment and cooperation on strategic and horizontal matters.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Senior management attendance on	90%	95%. Through proactive scheduling and rigorous stakeholder mapping, the strategic management meetings were synchronised with senior management availability.	Achieved

strategic management meetings.			
Timely completion of horizontal tasks.	90% within deadline	95% of horizontal tasks formalised into defined deliverables, which allowed for systematic monitoring of progress.	Achieved

Objective 4: Coordinate cooperation with the MB and its subsidiary bodies, ensuring timely high-quality inputs, documents and adequate follow-up on decisions/requests.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of documents quality reviewed for the Management Board and WG Budget and Accounts.	95%	100% All documents for each agenda point have been thoroughly reviewed before submission to the MB and WG Budget and Accounts.	Achieved
Timely submission of documents to the MB and WG Budget and Accounts.	95%	71% Due to the complexity of some documents and a lengthy consultation process several documents were not submitted in a timely manner.	Partially achieved

Objective 5: Further enhance internal communication channels and initiatives addressed to the staff, facilitating information exchange and encouraging cooperation.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Improved engagement rate on produced articles and videos.	+5%	14%	Achieved
Staff satisfaction with Frontex intranet	+5%	12%	Achieved

Key Activity 5.2 - Navigate the Agency's development towards the attainment of strategic objectives.
Achievements
The Agency further enhanced coordination at executive and senior management levels to align strategic priorities and their implementations. The Agency developed and launched the Visual Management Room (VMR), a tool that aims to provide a clear view of how the Agency's work is progressing. Joint Leadership Conferences in April and October 2025, gathering all levels of Agency's management, served as a platform for leadership alignment and strategic business discussions on Frontex's vision and future growth scenarios. They contributed to the process of shaping organisational culture, strengthening psychological safety and building resilient teams, validating the importance of intra-Agency cooperation and a unified cultural framework. Both the Draft SPD and the SPD were endorsed and adopted ahead of regulatory deadlines.

Objective 1: Enhance the framework supporting the implementation of strategic objectives and the 2027 Strategic Vision, ensuring streamlined and coherent approach of the strategic direction across the Agency.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of Vision 2027 Change Maps consolidated with evaluation mechanism.	100%	Activity deprioritised. As the organisation is adopting the VMR in management practice, an overlap and duplication has been identified between the initiatives linked to VMR development and deployment with the follow-up to consolidation of the change maps. While the content of the change maps is used in the VMR development, they are not actively worked on in the scope of consolidation towards evaluation activities.	Not achieved
Number of Joint Leadership Conferences organised (a new format for leadership cooperation and development initiatives).	2 (1 dedicated to business matters and Vision 2027, 1 dedicated to cultural transformation and leadership)	2, in April and October 2025.	Achieved

Objective 2: Continuously improved planning and programming documents reflecting the Agency's strategic direction, stakeholder feedback and compliance with the requirements.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely adoption of the SPD, prepared in line with the SPD Guidelines and considering institutional/agencies consultation outcome.	100% (by November Year N)	100%. Draft SPD endorsed on 20th of January and the SPD adopted on 26th of November.	Achieved

Key Activity 5.3 - Prioritise transparency and accountability as Frontex guiding principles.
Achievements
Transparency and accountability have been enhanced through continued implementation of the Transparency Policy Action Plan and proactively engaging with stakeholders including through a comprehensive, timely delivered quarterly report on the Agency's activities to the European Parliament. Processing of public access to documents applications has been further streamlined in light of the consistent increase of applications to ensure continued compliance with the legal framework (Details are provided in a separate annex at the end of the report). Documents released under public access to documents were systematically published in the Public Register of Documents. The Agency promoted proactive sharing of documents in the Public Register of Documents to further enhance transparency. The Agency continued to maintain and extend record management system in administrative workflows (Introduction of E-Signatory workflows for procurement procedures and grant agreements as well as support in roll out of SUMMA - new corporate accounting, finance and budgeting system of the European Commission). The Agency continued implementation of archives management policy to document its activities and ensure legal compliance. New policy of the e-mails and MS Teams chats retention has been adopted and was implemented as planned.

Objective 1: Prepare annual activity report 2024 and quarterly reports targeted at the European Parliament.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely adoption of the CAAR drafted in compliance with the CAAR Guidelines.	100% (publication by 1 July)	100%. CAAR 2024 published within the deadline	Achieved
Number of quarterly dashboard reports shared proactively with the European Parliament.	4	4 reports shared in 2025.	Achieved

Objective 2: Manage public access to documents, information requests, the Public Register of Documents and the records management system.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of PAD requests handled within legal deadline.	100%	99.7% handled within the legal deadline.	Achieved
Change in monthly (average) audience reach across social media platforms.	+3% average monthly reach	+6.84% The Agency reached a milestone in social media with over 14 million impressions achieved across all platforms. The Agency's growth continued to be substantial, with the total number of followers of the Frontex social media channels growing by around 13% compared to 2024, with the monthly average +6.84%	Achieved

Key Activity 5.4 - Developing robust cooperation with Member States and synergies with EU partners.

Achievements

In 2025, Frontex further strengthened cooperation with Member States, accommodating two additional MS LOs, representing the border authorities of Iceland and the Czech Republic. So far, three other MS have indicated their intention to deploy LOs to Frontex in the course of 2026. This has resulted in enhanced cooperation and communication, as well as policy alignment between the Agency and the Member States.
In parallel, cooperation with Member States was reinforced through enhanced policy dialogue, exchanges and interactions between the FLOs to Member States and national border authorities. This facilitated the systematic sharing of knowledge, information and best practices and contributed to a more needs-driven response within the EBCG.
In 2025, Frontex continued enhancing cooperation with EU partners. In this regard, notable progress was achieved in terms of working arrangements negotiations, namely:

- In February 2025, Frontex signed a working arrangement with European Commission DG.HOME C5.
- In October 2025, Frontex signed a working arrangement with JRC.
- In 2025, Frontex concluded negotiations on the renewed working arrangement with EUAA. It was signed in January 2026.
- In October 2025, Frontex and eu-LISA finalised negotiations on the renewed working arrangement and submitted the text for the Commission's approval.
- In December 2025, Frontex and Europol finalised negotiations on the renewed working arrangement and submitted the text for the Commission's approval.
- Negotiations on a working arrangement with EPPO continued in 2025.

- Negotiations on a working arrangement with EUSPA started in 2025.
- The negotiation of a working arrangement with Eurojust were put on hold until the renewal of both Eurojust and Frontex Regulation.

Additionally, in November 2025, the MB authorised Frontex to negotiate new working arrangements with EUDA, EDA and OLAF.
Cooperation with Europol remained a priority in 2025. In June 2025, the High Level Frontex-Europol Management to Management meeting took place in The Hague, during which the areas of cooperation and synergies were discussed. Close collaboration allowed for the development of joint assessments, the exchange of strategic reports and analytical findings. Frontex continued to cooperate with the Information Clearing House hosted by Europol European Migrant Smuggling Centre, which monitors trends and developments in migrant smuggling and trafficking in human beings. Furthermore, the agencies took part in the annual staff exchange.
In February 2025 the annual Frontex-EEAS staff-to-staff meeting took place, with the aim to take stock of the ongoing cooperation, and to identify possible future activities.
Frontex remained an active member of the JHAAN in 2025 by participating in all meetings and contributing to numerous joint reports and papers such as the Annual Report, the Joint Paper on Ukraine, the Report on the of the JHA agencies implementation of the Charter of Fundamental Rights of the EU. Staff from Frontex also took part in the JHAAN Staff Visit Programme.
During 2025, the Agency increased its preparatory activities relating to the implementation of the Pact on Migration and Asylum, with a view to identifying the needs of Member States and developing supportive measures to ensure alignment with Commission guidelines. This preparatory work involved close dialogue with Member States, dedicated workshops and the development of tools for voluntary use by the Member States. Some of this work was developed jointly with the EUAA and in collaboration with Europol.
In 2025, Frontex increased its collaboration and dialogue with the EU institutions at technical level, including by initiating technical information sessions with the European Parliament staff on several areas of work by the Agency.

Objective 1: Establish robust partnerships with Member States, effectively addressing the needs within the EBCG.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Increase in MS LO to Frontex.	+10%	+14%. 2 new MSLOs deployed to FX HQ in 2025.	Achieved

Objective 2: Synergies with EU partners, building on complementary mandates with EU Agencies, combining respective unique capabilities for optimal operational impact.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Conclusion of ongoing negotiations with EU Agencies.	20%	37.5%. Negotiations concluded with Commission DG.HOME C5 on WA, which was signed in February 2025. Negotiations concluded with JRC on the WA, which was signed in October 2025. Negotiations concluded with EUAA on the WA between the two agencies, which was signed in January 2026.	Achieved
Active engagement in JHAAN	Participation in 100% of JHAAN activities (contact points', Heads' meetings, thematic working groups)	100% participation achieved. Participated in the three Contact Points Meetings (February, June, September), as well as in the two ad-hoc meeting of Contact Points (May, October). Participated in the Annual Meeting of the Heads of Justice and Home Affairs Agencies in Vienna (December).	Achieved

		Participated in Working Group meetings throughout the year (Data Protection, Security, ICT/Cybersecurity, Communication, Training, External Relations, ESM). Participated in the re-established JHAAN Planning Group to address shared topics and co-create transferable solutions alongside the other JHAAN agencies Contributed to the JHAAN Annual Report of 2025.	

Key Activity 5.5 - Working together with partners in the external dimension.
Achievements
In 2025, Frontex further strengthened operational partnerships with key countries of origin and transit along the main migratory routes to the EU. The Agency expanded its fully fledged operational presence to Bosnia and Herzegovina following the entry into force of a new Status Agreement, complementing ongoing joint operations in Albania, Serbia, Montenegro, North Macedonia and Moldova. Cooperation with Ukraine continued through targeted technical assistance and training in firearms detection and European Integrated Border Management (IBM), preparing the launch of a new technical assistance project in 2026. Operational engagement in the Western Balkans was reinforced through two IPA III capacity-building projects addressing migration management and the security dimension of IBM. Institutional cooperation with pre-accession partners was further consolidated through dedicated technical and high-level meetings, including the Frontex National Focal Points meeting and the Meeting between Pre-Accession partners hosting Frontex Joint Operations and Frontex Management Board. Working arrangement negotiations reached an advanced stage with Moldova and Ukraine and the draft was shared with Armenia - both expected to be concluded in 2026. A renewed working arrangement was also negotiated with Cape Verde, which once concluded will provide a framework for multi-purpose aerial surveillance. In the Southern Neighbourhood, Frontex intensified dialogue with the Egyptian Ministry of the Interior and supported EU re-engagement efforts with Libyan authorities. Technical equipment supporting search and rescue was transferred to Lebanon, alongside capacity-building and training activities implemented under the EU4BorderSecurity project, which successfully concluded its first phase. Engagement in West Africa continued with Senegal, Mauritania, the Gambia and Nigeria, focusing on enhanced cooperation on information exchange and return. To strengthen its presence in priority regions, Frontex deployed Liaison Officers to Morocco and Pakistan and further intensified contacts with authorities in Iraq and Bangladesh. Implementation of the working arrangement with the United Kingdom commenced with the signature of the first Cooperation Plan and Financial Agreement, enabling a broad range of joint activities, including the establishment of the Frontex–UK Risk Analysis Network. Engagements in the external dimension were closely coordinated with EU institutions as well as Member States. the Frontex Working Group on External Cooperation and Technical Assistance (EXT-TA) gained a new impetus as a forum for exchange. Cooperation with international organisations continued in numerous multilateral fora, among others pursuing bilateral arrangements with ICAO and IOM.

Objective 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.

Indicator	Target (as set in AWP 2025)	Result	Status
Percentage of ongoing negotiations concluded.	20%	13%. Negotiations concluded with Cape Verde and Moldova, out of 15 ongoing negotiations. The Working Arrangement with Cabo Verde was submitted to EDPS for formal authorisation. WA with Moldova, on the other hand, has not yet been submitted formally. The remaining WAs were put on hold, waiting for the updated model working arrangement by the Commission and feedback on the first cases with EDPS.	Partially achieved
Proportion of partners considering cooperation	≥70% satisfaction level (neutral or higher)	>80% (based on available feedback surveys).	Achieved

activities as useful/relevant.			
Number of active FLO deployments.	≥7 FLOs covering ≥17 Third Countries	7. At the end of 2025, with the new deployments of FLOs in Pakistan and Morocco, and re-deployment of the FLO to West Africa in Dakar, the Agency had 7 FLOs covering 17 Third Countries.	Achieved
Outreach of the EXT-TA working group with Member States.	≥70% of MSs engaged in EXT-TA activities and consider them relevant	70% (19 MS) participated in various EXT-TA consultations and activities. Frontex also introduced a new co-leadership model for regional discussions, partnering with Member States with3 MS co-chairing regional meetings and plenaries.	Achieved
Percentage of ongoing negotiations concluded or reviewed with IOs as stated in the Regulation.	30%	Zero. Due to differences between personal data protection standards between UN and EU agencies, no WA negotiations with relevant international organisations could be concluded.	Not achieved

Objective 2: Strengthen capacities of priority Third Countries (TC), in line with the EIBM standards.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of key priority TC with capacity building activities carried out.	40%	>40%. Capacity building activities carried out in the Western Balkans, Moldova, Ukraine, Southern Neighbourhood, West Africa, as well as for the benefit of Iraq, Pakistan and Bangladesh, which constitutes more than 40% of the target.	Achieved
Timely implementation of the project plan.	80%	83%. IPA Migration – 16 activities implemented out of 24 planned IPA Border Security - 17 out of 17 activities implemented EU4BorderSecurity – 16 out of 18 activities implemented	Achieved

Key Activity 5.6 - Implementation of the EBCG Fundamental Rights Strategy and Action Plan and related actions
Achievements
In 2025, the Frontex Fundamental Rights Office (FRO) continued to implement the activities laid out in the EBCG Fundamental Rights Strategy and Action Plan, further strengthening fundamental rights compliance in all Frontex activities in the area of border management and returns. As regards their implementation, out of 87 activities, 12 were implemented (no further assessment), 71 were implemented (process under a continuous follow-up), 2 were partially implemented, and 2 were delayed. The FRO further timely delivered the Office's Due Diligence products, FRO Opinions and FRO Observations. A particular emphasis was placed on conducting human rights impact assessments and on including fundamental rights safeguards in working arrangements. In addition, after assessing 204 potential serious incidents (PSIs), the Office formally launched 47 Serious Incident Reports (SIRs), while 42 were concluded throughout the year; 114 new complaints were registered in 2025. During the year a total of 71 complaints were closed, as follows: one (1) was declared admissible, eight (8) were discontinued, one (1) was referred to the DPO, and 62 were declared inadmissible. With the aim of enhancing cooperation with MS national monitoring mechanisms and the national authorities of the MS/SAC as regards fundamental rights compliance and protection – in line with the actions laid out in the Technical and Operational Strategy for EIBM – the FRO organised and conducted 32 meetings and/or cooperation activities throughout 2025. Particularly, implementing actions 13.1 and 13.6, the Office organised jointly with FRA and ENNHRI the Network with National Human Rights Institutions (NHRIs) event on 24-25 November, as well as the FRO-National Authorities Platform with representatives from the national authorities of the MS/SAC on 9 December.

Objective 1: Support the Agency and EBCG stakeholders in safeguarding coherent application of FR in border management by cooperating with independent national monitoring mechanisms/bodies and contribute towards national FR strategies and action plans.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely delivery of FR due diligence products, FRO Observations and FRO Opinions.	100%	100%. In 2025, the Office timely delivered all FR due diligence products, including the human rights impact assessments on working arrangements with 3 Third Countries and fundamental rights due diligence Opinions on technical projects and working arrangements. All FRO Opinions to operational plans and FRO Observations to the FER were delivered within five working days, in line with the existing SOPs.	Achieved
Percentage of Serious Incident Reports (SIR) and complaints opened versus closed.	≥70%	76%, of which SIRs 89% and Complaints 62%. In 2025, the Fundamental Rights Office formally launched 47 Serious Incidents Reports out of 204 preliminary assessed Potential Serious Incidents. During the year a total of 42 Serious Incident Reports were concluded. 114 new complaints were registered in 2025. During the year a total of 71 complaints were closed, as follows: eight (8) were discontinued, one (1) was referred to the DPO, and 62 were declared inadmissible.	Achieved
Number of meetings supporting the development of FR and strategies with MS national monitoring bodies/mechanisms (TO EIBM action 13.1).	15 meetings or cooperation activities with national monitoring bodies and mechanisms	32. In 2025, in addition to meetings and/or cooperation activities with national monitoring bodies and mechanisms of various EU Member States, the Fundamental Rights Office organised jointly with FRA and ENNHRI the Network with National Human Rights Institutions (NHRIs) event on 24-25 November, bringing together 21 NHRIs and Ombuds institutions. Furthermore, the Office hosted visits by the Croatian Independent Monitoring Mechanism (IMM) in May and representatives from the Greek Ombudsman in October.	Achieved

Key Activity 5.7 - Facilitating compliance with the accountability-based framework on data protection.

Achievements

2025 was a transitional year, where three persons were in charge as DPO and the Data Protection Office experienced extreme shortage of staff amid increased workloads. Under such circumstances the primary aim was to ensure that the cases with statutory deadlines (such as data subject requests, personal data breaches, requests or investigations from the European Data Protection Supervisor), as well as those cases that could have impacted the Agency's external reputations and relations (such as working arrangements with other agencies (e.g. Europol), OPLAN related cases) were handled properly ("high priority cases"). Tasks with fixed deadlines (such as training sessions for SCOs, and other staff members) were also carried out on time. Other, non-priority cases suffered delay and resulted in significant working backlog to be balanced during 2026. Overall, the DPO in 2025 could fulfil its main tasks as described in EUI DPR and in MB Decision 9/2023.
Very significant increase in data subject requests (DSARs) occurred in 2025 (increased by 133% compared to 2024). Majority of the DSARs are submitted by Frontex staff members (or former staff members), incl SCOs, and are often "triggered" by unfavourable decision affecting the individual (e.g., negative psychological assessment, disciplinary procedure, negative appraisal etc). The considerable increase made significant use of the resources of both the DPO and the responsible unit. There is also noticeable increase in requests submitted by third country nationals. Furthermore, the number of complaints submitted to the DPO increased by 100% (from 4 complaints in 2024 to 8 complaints in 2025). Growing trend in DSARs and complaints to the DPO indicate increased awareness and knowledge of data protection rights of the individuals.

Objective 1: Provide advice and consultation on operational/administrative activities that entail the processing of personal data, in particular to the development of policies and procedures.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timely processing of incoming data protection related requests.	95-98% of high priority requests	As described above, the high priority cases were handled properly. No statutory deadlines were missed by the DPO, internal deadlines were kept to the greatest possible extent. It is not possible to provide a specific percentage to this result since the indicator is not measurable. *"Timely processing"* of incoming requests cannot be measured objectively, and applicable timeframe depends on the specifics of the request. *High priority requests* could be internal to the Agency and priority can shift throughout the process. The requests with statutory deadlines, such as Data Subject Access Requests, requests from the European Data Protection Supervisor etc, were handled within the established deadlines in approx. 95-96% of cases.	Achieved

Objective 2: Provide training and awareness for staff handling personal data, in particular to the new adopted MB decisions on personal data.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Trainings and awareness provided to specific target groups as per DP Training Strategy.	95%	Due to staffing issues affecting the DPO Office, incl departure of the DPO mid-year and significant staffing shortage throughout the year, the Data Protection Training Strategy was not finalised in 2025. The first draft of the Strategy has been prepared, but not reviewed nor confirmed. The DPO Office continues working on the draft Strategy and internal discissions on the structure, goals and specifics of the Strategy are to be decided by the DPO (appointed from December 2025) in Q2 2026. Despite the lack of training strategy, the DPO Office provided a total of 29 trainings, mostly targeted to specific audience (e.g., induction training, 14 dedicated sessions for operators of Mobile Surveillance System (MSS) on data protection aspects of the system used for border surveillance purposes, dedicated trainings for FLOs and SCOs, etc).	Partially achieved

Objective 3: Provide assurance to the activities performed by the Agency in terms of compliance.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Issued opinions, opened investigations on possible breaches of law, conducted audit activities.	+13% (9 in total)	The DPO in 2025 issued 6 formal opinions, opened 1 investigation, but did not carry out audit. This equals to achieving ca 77% of the set target, and the number of DPO opinions / investigations have increased compared to 2024. Due to staffing constraints and departure of the DPO from the Agency mid-year, the DPO did not carry out any audits. Nevertheless, the DPO issued 6 formal opinions to address situations where serious concerns of non-compliance	Partially achieved

		occurred. Opening of an investigation by the DPO also indicates that possible significant breach of law may have occurred	

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

Achievements

Ex post controls

In 2025 financial ex-post controls resulting from EPC Plan 2025 covered EUR 27.6 million, which constitutes 10.07% of the total payments for grant agreements signed in 2023. At the moment of reporting for the CAAR 2025 (February 2026), the state of implementation of the ex-post controls was as follows:

- Closed controls: Austria (HRD, ECRet), Estonia (HRD, ECRet), Finland (ECRet), France (2xTE-H), Greece (2xHRD, TE-H), Iceland (TE-H);
- Ongoing controls (at various stages of the procedure): Denmark (HRD, TE-H), Finland (HRD), France (HRD, ECRet), Greece (TE-H), Hungary (HRD), Serbia (2xTC);
- Ongoing control on grants related to the support in the development of human resources to secure Member States' contributions to the Standing Corps, in relation to category 1, 2 and 3 of the Standing Corps (art. 61 of the Regulation (EU) 2019/1896 of the European Parliament and of the Council of 13 November 2019 on the European Border and Coast Guard and repealing Regulations (EU) No 1052/2013 and (EU) 2016/1624). MS under control include Greece for SC cat. 1, Austria, Estonia, for SC cat. 2, Denmark, Finland, France, Hungary, Iceland for SC cat. 3.

In addition to controls resulting from EPC Plan 2025, ICO also carried out the annual control of the periodic validation of user access rights granted in ABAC (control closed).

Investigations

In 2025, as regards disciplinary cases opened within the ambit of MBD 24/2022, ICO initiated 117 preliminary assessments (PA), of which 33 were closed and 84 are still ongoing. One administrative inquiry (AI) was also initiated in 2025. Thirteen cases were transmitted to OLAF without delay. Furthermore, 19 cases were dealt with as whistleblowing cases. In terms of liaison activities with external partners, in 2025, ICO consulted with OLAF for 10 cases (of which 2 are closed and 8 are ongoing), with EPPO for 1 case, and with EO for 16 cases (of which 9 are closed and 7 are ongoing).

Internal Control

In 2025 ICO ensured continuous improvements of the internal control system, though effectiveness of the corporate risk management process and management of the procedure for registration of exceptions and non-compliance events. The assessment of the functioning of the 'Procedure for Management of Exceptions and Non-compliance events' has been performed and integrated into the periodic reporting on deviations. As a result and to improve the efficiency of the registration process, ICO introduced revision and update of the ED Decision on exceptions and non-compliance events. New ED Decision streamlines the data required for deviation registration and to simplify workflows.

Objective 1: Contribute to the overall assurance framework from the perspective of ex post controls and by fulfilling control plans.

Indicator	Target (as set in AWP 2025)	Result	Status
Degree of ex post controls conducted on payments for grant agreements awarded in 2023 and implemented by 2024.	≥10%	100%. EUR 27.6 million, which constitutes 10.07% of the total payments for grant agreements signed in 2023.	Achieved

Objective 2: Consolidate internal evaluation framework and carry out evaluations of the Agency's activities in support of informed decision-making.

Indicator	Target (as set in AWP 2025)	Result	Status
Number of reviewed and updated policies.	1	100%. The internal evaluation framework was reviewed and its adoption contingent upon adoption of new ED Decision on ICO mission and tasks.	Achieved
Implementation of the Annual Evaluation Plan.	100%	100%. Annual plan envisioned one Evaluation that was conducted on the Frontex Evaluation process	Achieved

Objective 3: Pivot from investigations to inspections to create a compliance culture, enable effective protection of staff dignity, increase transparency concerning procurements, ensure effective cooperation with the EU Institutions and bodies and ensure action follow-up.

Indicator	Target (as set in AWP 2025)	Result	Status
Number of controls/ inspections on the SC.	3 controls and 2 inspections	40%. One inspection pertaining to SC deployment in Serbia was conducted at the beginning of the year. Another inspection concerning HQ was commenced, but has not been completed yet. A third inspection concerning SC could not be conducted due to a shortage of manpower.	Emerging
Percentage of follow-ups to requests for visits/controls/ inspections and investigation of wrongdoings.	100%	Any request for visits/controls/ inspections and investigation of wrongdoings triggers a reaction and follow-up on the part of ICO.	Achieved
Timely implementation of follow-up to the recommend-dations from EO, OLAF and other bodies.	100%	Between October 2023 and March 2025, Frontex received four OLAF financial recommendations (the one received in March 2025 was the only one received during 2025). Frontex has since then implemented these recommendations, and all associated recovery procedures are ongoing. Furthermore, in July 2024, Frontex received another OLAF financial recommendation that is to be implemented in the near future. During 2025, ICO consulted with EO for 16 cases (of which 9 are closed and 7 are ongoing). ICO ensured a proper and timely follow-up for all recommendations issued by EO.	Achieved

Objective 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 events and the monitoring of the implementation of the anti-fraud strategy action plan 2024–26.

Indicator	Target (as set in AWP 2025)	Result	Status
Timely adoption of the Annual Internal Control System Assessment Report.	100% (by 31 March Year N+1)	Annual control assessment of Frontex ICS completed and results reported	Achieved

Number of reports on the implementation of the mitigation actions identified on corporate risks and presented to management.	4 (quarterly)	Regular updates on internal control matters within the ICO's portfolio (i.e. risk management, investigations, controls, evaluations, etc.) were provided through individual monthly meetings, ensuring continuous reporting and oversight.	Achieved
Number of reports on exceptions and non-compliance events and presented to management.	4 (quarterly)	4 quarterly reports on exceptions and non-compliance.	Achieved
Number of reports on the anti-fraud strategy action plan 2024-2026 and presented to the MB.	≥2	In the margins of the regular reporting to the Management Board 2 reports on the implementation of the AFS 2025-2027 were issued.	Achieved

Objective 5: Develop 2026 risk-based annual audit plan. Perform the IAC's Quality Assessment and Improvement Program (QAIP) ongoing monitoring. Implement and report at least one audit engagement from the 2025 Annual Audit Plan and follow-up on all performed earlier. Ensure effective cooperation and complete support to and coordination of IAS and ECA in all audit engagements related activities within the Agency. Ensure timely and effective monitoring and reporting of recommendations issued by IAS and ECA.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Timeliness in developing the annual risk-based audit plan 2026 according to IPPF standards and the IA Charter's provisions.	Q1 of 2026	The annual risk-based audit plan was developed and submitted for adoption to the MB in Q1 2026.	Achieved
Timeliness in performing the ongoing Quality Assurance and Improvement Program (QAIP) monitoring according to IPPF Standards and the IA Charter's provisions.	Q4 2025	The ongoing QAIP monitoring and self-assessment following new Standards was performed in Q4 2025.	Achieved
Timeliness in conducting and	At least 1 audit engagement conducted	1 audit engagement conducted in 2025 but the report was delayed to Q1 2026. 100% of recommendations were followed.	Partially achieved

reporting to competent parties at least one planned audit and in following-up all previous recommendations.	and reported, 100% of issued recommendations followed		
Completeness in cooperating with and supporting IAS and ECA in all audit engagements related activities.	Support of 100% of conducted audit engagements by IAS and ECA	100% of IAS and ECA engagements supported. More information provided in section 2.7.1.	Achieved
Timeliness and effectiveness of monitoring and reporting of the recommendations and observations issued by IAS and ECA.	100% recommendations and observations of IAS & ECA monitored internally by IAC without delay.	100% More information provided in section 2.7.3.	Achieved
	At yearly basis at least two (2) progress reports delivered to the Management Board and at least four (4) progress reports delivered to the Executive Management (also via dashboard report)	2 progress reports delivered to the Management Board. 4 progress reports delivered to the Executive Management.	Achieved

Objective 6: Further develop the PMO for a tailored PM² methodology, monitor projects periodically at corporate level through a dashboard, coordinate the business process management.			
Indicator	**Target (as set in AWP 2025)**	**Result**	**Status**
Percentage of the projects in the portfolio monitored.	80%	100%. Regularly reporting from the entities and updates of the SharePoint List as the main repository of all Frontex projects. Benchmark – Q1-2025 – 0	Achieved
Percentage of the new material project initiatives consulted and reviewed.	100%	100%. Reviewed 4 PIR and 1 BC	Achieved

Percentage of the level 1 and 2 of the cross-divisional processes mapped.	100%	28%. Level 1 – total No. identified – 51, mapped – 100% Level 2 – total No. identified – 175, mapped (50) - 28% (ETIAS processes are mapped in SPARX, transfer to Signavio still needed).	Emerging

Part II – Management

2.1. Management Board

In line with the annual planning for 2025, five regular Management Board (MB) meetings took place in-person, with the addition of one extraordinary MB meeting dedicated to the future of Frontex and the revision of the EBCG Regulation, held on 20 October 2025 online. The 105th and 106th MB meetings were organised by the Agency and the corresponding Presidencies of the Council of the EU in Gdańsk (Poland) and in Copenhagen (Denmark) respectively.

In 2025, the Executive Board (EB) convened twice to support the MB and the Executive Director in enhancing the Agency's operational efficiency and strategic alignment. During its first meeting, held on 20 May 2025, the EB addressed pivotal topics such as the structure and size of the Standing Corps and the scope of the Agency's mandate, including returns and third-country engagement. In the second meeting, held on 23 July 2025, the structure of the discussion for the future of Frontex within the following MB meeting was prepared.

In 2025, the Working Group on Budget and Accounts (WG B&A) held six meetings - five online and one in-person at Frontex HQ - to support the MB in navigating the Agency's expanding mandate, workforce and financial framework, as outlined in MB Decision 23/2021 and the 2025 Work Programme. The WG B&A provided critical input on budget-related documents, including the Single Programming Document (SPD) 2025-2027 Amendment 1. The multiannual direction for SPD 2026-2028 and 2027-2029, and the Draft Budget 2026 with preliminary Annual Work Programme 2026. It closely monitored budget implementation, praised high execution rates and addressed cancellations, carry-overs and increased DSA ceilings. The WG B&A also reviewed key performance indicators, the Annual Procurement Plans for 2025 Amendments 1 and 2 and 2026, application of unit costs for Cat 3 deployments and the state of play of EES/ETIAS implementation. It ensured follow-up on internal and external audit recommendations, oversaw the 2025 Internal Audit Plan and collected proposals for the 2026 Internal Audit Plan. Furthermore, the WG B&A supported the elaboration of the Agency's report to the Discharge Authority for the 2023 discharge procedure and contributed to advancing the permanent premises project by assessing loan negotiations and lease extensions, alongside reviewing the Recruitment and HR Strategies, thereby reinforcing the Agency's financial governance and operational sustainability.

The Management Board Working Group for European Integrated Border Management (WG EIBM), set up in 2022 to fulfil the obligation laid down in Article 8(5) of Regulation (EU) 2019/1896, advanced the implementation of the Technical and Operational Strategy for EIBM 2023-2027, adopted in September 2023. The WG EIBM convened four plenary meetings - three online and one in-person at Frontex HQ - alongside regular core-team sessions, focusing on key deliverables such as the implementation of the TO EIBM Strategy, EIBM INTEL updates, integrated planning, EIBM WG implementation report for TO EIBM Strategy, revised TO EIBM implementation plan, and overview of NCDPs and Capability Roadmap. Member States provided regular updates on their national EIBM strategy approvals, fostering alignment with the EU-wide strategy, while the WG EIBM also contributed to the Capability Roadmap for MB approval and began planning the 2026 Annual Work Programme, reinforcing its role in operationalising EIBM across the European Border and Coast Guard.

In 2025, the MB made significant decisions to guide Frontex's strategic and operational framework, adopting 29 decisions during its meetings and 6 decisions via written procedure. Meeting decisions included endorsing the provisional and final SPD 2026-2028 and amendment to the SPD 2025-2027; adopting rules for technical equipment and rapid reaction pools for 2026; repealing and replacing rules on statutory staff weapons authorisation; approving the 2025 Internal Audit Plan; endorsing Standing Corps profiles, horizontal functions, and organisational structure amendments; establishing the EBCG Training Centre; adopting ETIAS security and continuity plans; authorising lease extensions for Warsaw premises; setting priority regions for liaison officer deployments; adopting the 2026 Annual Procurement Plan; and authorising negotiations for working arrangements with EU agencies (EUDA, EDA, OLAF). Via written procedure, the MB approved, among others, amendments to the 2025 Annual Procurement Plan, principles for the drawing up of an agreement on operational plans, Ireland's participation in 2025 activities, a working arrangement with Turkey and the Annual Implementation Report 2024.

The MB emphasised the review of Agency's budget, the discussion on the future of Frontex in view of the debate at the political level, noting the Commission's action plan and Roadmap 3.0, as well as the implementation of the antenna offices and the chain of command. The MB upheld priorities like Standing Corps deployments and reviewed the new organisational structure's rollout. The adoption of the Anti-Fraud Strategy 2025-2027 implementation updates in November marked a commitment to integrity, and the approval of the Frontex-UK Cooperation Plan strengthened external partnerships.

The MB reviewed the Fundamental Rights Officer's (FRO) reports on fundamental rights concerns, covering serious incident reports (SIRs) and operational monitoring. The MB endorsed conclusions on national authorities' cooperation in serious incident investigations, and monitored staffing challenges, with updates on Standard Operating Procedures for Fundamental Rights Monitors (FROMs). Additionally, the FRO outlined 2026 priorities, reinforcing the MB's oversight of at least 40 FROMs as per Regulation (EU) 2019/1896, while the MB noted the Consultative Forum's 2026 work programme.

The MB constantly tracked recommendations from scrutiny bodies like the European Parliament, the European Court of Auditors, and the European Ombudsman.

Through its plenary sessions and dedicated working groups, the Management Board exercised strategic oversight over financial implementation, audit follow-up, risk exposure and compliance with fundamental rights obligations, thereby ensuring effective governance, budgetary discipline and accountability of the Agency throughout 2025.

2.2. Major developments

In 2025, Frontex operated in a dynamic policy and operational environment marked by the transition from legislative development to implementation across several key EU migration and border management initiatives. These developments further shaped the Agency's role in supporting Member States and Schengen Associated Countries in managing the EU's external borders, strengthening return systems and contributing to internal security, while maintaining full compliance with fundamental rights.

A key reference point remained the follow-up to the European Commission's evaluation of the EBCG Regulation (EU) 2019/1896 and the subsequent Council conclusions, including the review of the Standing Corps. In 2025, the focus increasingly shifted towards ensuring that the existing framework is implemented effectively and reaches its full operational potential by 2027. This included continued efforts to streamline operational planning, strengthen coordination within the EBCG community and enhance the Agency's ability to deliver operational support to Member States.

The transition towards the implementation phase of the Pact on Migration and Asylum was among the most significant policy developments of the year. Throughout 2025, preparations intensified across the EU with the aim of ensuring readiness for the Pact's application in 2026. Within this context, Frontex advanced the implementation of its Pact Action Plan and supported Member States in preparing for new operational requirements, including the introduction of mandatory screening procedures. Work was launched on a Screening Toolbox developed jointly with EUAA and Europol, providing practical operational tools to assist national authorities in implementing the new procedures.

At the same time, the Agency continued to strengthen its internal operational architecture. A centralised 24/7 Operations Centre was further developed as the Agency's operational information hub, supporting continuous situational awareness and coordination between headquarters, deployed contingents and national authorities. These developments contributed to improving the timeliness and quality of operational information flows and strengthening the Agency's capacity to support operational decision-making at the EU's external borders.

Progress was also made in consolidating the Frontex Chain of Command, which aims to strengthen the Agency's operational governance and accountability in the field. The continued rollout of field contingents and clearer operational hierarchies improved coordination between headquarters and operational areas and supported more structured engagement with host Member States and third countries participating in joint operations.

Return policy developments also gained further momentum during the year. The European Commission continued work towards a more coherent European return system, including a legislative proposal for a common EU return framework. In parallel, Frontex continued to expand its operational and technical support to Member States across the return cycle, including identification support, return operations and reintegration assistance, while advancing digital tools supporting return case management and coordination.

Schengen governance remained another important reference framework. The 2025 State of Schengen process and the Council priorities for the 2025–2026 cycle reaffirmed the need to further strengthen the resilience of the EU's external borders and enhance operational cooperation between Member States and EU agencies. Particular emphasis was placed on improving the EU's situational awareness through EUROSUR and advancing the digitalisation of border management and return-related processes.

Internally, the Agency continued to strengthen its operational capabilities and professional standards. The MB endorsed the EBCG Academy`s concept, aimed at creating a structured and harmonised training architecture for the EBCG community. The model combines a central Frontex Training Centre, specialised centres hosted by Member States and training capacities embedded within operational contingents.

In parallel, Frontex continued the development of its operational capabilities, including the growth of the Standing Corps, improvements in deployment and rotation systems and the further expansion of operational equipment and technical services supporting border surveillance, border checks and return activities. These developments strengthened the Agency's ability to provide flexible operational support across the EU's external borders and in partner countries.

Finally, developments in the wider EU internal security framework continued to reinforce the link between border management and the fight against cross-border crime. Initiatives under the EU security agenda, including actions targeting organised crime and trafficking networks, highlighted the importance of coordinated operational action between Member States and EU agencies. At the same time, the first implementation steps of the EU Artificial Intelligence Act began to shape the governance framework for the responsible use of AI-supported technologies relevant to border management and situational awareness.

Overall, 2025 marked a year of consolidation and preparation. As the EU moves towards the operational implementation of major legislative reforms, Frontex continued to strengthen its organisational structures, operational capabilities and partnerships with Member States and EU institutions, reinforcing its role as a key operational pillar of the European Border and Coast Guard.

2.3. Budgetary and financial management

2.3.1. Implementation of appropriations

On regular budget (C1), the final commitment level reached 99% (EUR 1.11 billion out of EUR 1.12 billion total budget), which is slightly lower in percentage when compared to 2024's result (99.6%), and higher in absolute amounts by EUR 195.3 million. The high budget implementation is the outcome of the Agency's continuous effort in establishing control and report processes for a stronger delivery capacity. Payment level was at 56% (EUR 634.3 million out of EUR 1.11 billion committed), which in absolute figures represents an increase of EUR 114 million compared to 2024. Payment level is at the same percentage level as in 2024, 56%. EUR 11 million were cancelled (<0.98%) which is higher than in 2024, EUR 4 million (<0.4%). Funds to be carried forward from 2025 to 2026 amount to EUR 478.9 million or 43% of the total budget. The numbers are in line with previous years and justified by the operational cycle of the Agency.

2.3.2. Information on transfers and budget amendments

No budget amendments were adopted in 2025. Four budget transfers amounting to EUR 75.8 million were made following budget reviews and close monitoring throughout the year.

2.3.3. Implementation of appropriations from 2024 carried forward to 2025

On automatic carry forward (C8), EUR 398.9 million payments were carried forward whereas EUR 374.9 million were paid (94%). This marks an improvement compared to 2024, when 93% of the funds carried forward from 2023 were paid. EUR 24 million or 6% were cancelled in 2025, which is above the recommended threshold by the Directorate-General for Budget (DG BUDG) of 5%, but lower than in 2024 (EUR 26.4 million and 7.2%) due to better planning and monitoring for elimination of relevant cancellations.

2.3.4. Late payments – interest paid to suppliers

The late interest that was paid amounted to EUR 14,185.08. Out of 48,806 payments made in 2025, 1,776 were delayed. The rate of delayed payments was 3.6%. This marks a significant improvement compared to 2024, when the rate of delayed payments was 6.3%.

2.3.5. Procurement procedures

Table 1 shows new procurement procedures finalised in 2025 (excluding NP1s, orders and contracts issued under existing framework contracts and amendments)

New procedures finalised in 2025 (excluding NP1s, orders and contracts issued under existing framework contracts and amendments)	Number value	No in %	Value (EUR)
Open and restricted tenders	25	50%	415,454,356.00
Negotiated procedures with min 5 candidates	5	10%	553,065.00
Negotiated procedures with min 3 candidates	5	10%	235,241.00
Exceptional negotiated procedures (Point 11)	15	30%	2,979,529.00
Total	**50**	**100%**	**419,222,191.00**

Table 2 presents the list of contracts in 2025 on the basis of Point 11 of Annex I to Financial Regulation – 'Exceptional negotiated procedures'.

Name	Subject	Contract Type	Contractor	Signature Date	Contract value (EUR)
2024-1365	Provision of fleet management services	services	Quadriga Services OOD Asen Raztsvetnikov 1A, 1700 Sofia, Bulgaria	04/03/2025	2,000,000
FRONTEX/2024/NP/0056	Internet Access Services for Frontex Headquarters	services	P4 sp. z o.o. ul. Wynalazek 1, 02-677 Warsaw, Poland	10/01/2025	600,000
2024-1772	External legal services for assistance in court proceedings	services	WAGENBAUR SC SPRL Avenue de Cortenbergh 66/11,	04/01/2025	27,600

			B-1000 Bruxelles, Belgium		
2025-0058	External legal services for assistance in court proceedings	services	Gomez Acebo & Pombo Abogados SLP Boulevard Bischoffsheim 15, B-1000 Brussels, Belgium	03/03/2025	43,000
2025-0284	Legal services to assist the Agency in the defence of the legal proceedings at hand, including legal advice, pleadings and representation at oral hearing.	services	Gomez Acebo & Pombo Abogados SLP Boulevard Bischoffsheim 15, B-1000 Brussels, Belgium	08/04/2025	13,000
2025-0582	Data Protection Certification course	services	EIPA Onze Lieve Vrouweplein 22, 6211 HE, Maastricht, The Netherlands	07/05/2025	4,850
2025-0696	Warranty Extension for Existing CED Equipment	services	Precoptic Co. Wojciechowscy spółka jawna ul. Arkuszowa 7 01-934 Warsaw, Poland	06/05/2025	19,290
2025-0799	Data Protection Certification course	services	EIPA Onze Lieve Vrouweplein 22, 6211 HE, Maastricht, The Netherlands	22/05/2025	2,425
2025-0883	Data Protection Certification course	services	EIPA Onze Lieve Vrouweplein 22, 6211 HE, Maastricht, The Netherlands	10/06/2025	14,550
2025-0926	Timatic agreement for 2025-2027	services	International Air Transport Association 800 Place Victoria, PO Box 113, Montreal, Quebec, Canada H4Z 1M1	30/06/2025	20,000
2025-0964	Direct contract for ground handling services and related costs provided by Handling Company outside of the operational hours of Lampedusa Airport, Italy.	services	AST Aeroservizi S.p.A. C/da Cala Francese Aeroporto Lampedusa 92031 - Lampedusa (AG)	26/06/2025	124,800
2025-1049	Provision of legal services supporting the Agency in proceedings before the CJEU	services	Gomez Acebo & Pombo Abogados SLP Boulevard Bischoffsheim 15, B-1000 Brussels, Belgium	15/07/2025	20,000

2025-1451	Provision of legal services supporting the Agency in proceedings before the CJEU	services	Gomez Acebo & Pombo Abogados SLP Boulevard Bischoffsheim 15, B-1000 Brussels, Belgium	27/10/2025	22,500
2025-1589	Provision of legal services supporting the Agency in proceedings before the Court of Varese	services	LCA STUDIO LEGALE VIA DELLA MOSCOVA 18, 20121, MILAN, ITALY	20/11/2025	23,000
2025-1843	Telecommunication services for FLO in Greece, C2 HQ, and Hotspots on Greek islands	services	OTE - HELENIC TELECOMMUNICATIONS ORGANIZATION SA KIFISIAS 99, 15124, MAROUSSI, Greece	17/12/2025	44,514

2.3.6. Control results

Ex ante controls

All actors involved in the financial workflow are subject to the ED Decisions on financial management of the agency, namely:

1. ED Decision 2020-192, amended by the ED Decision 2022-166 on delegating and sub-delegating the powers of budget implementation to the staff of the Agency;
2. ED Decision 2025-50 on the on the financial circuit in Frontex.

Following the introduction of the paperless workflow for financial transactions in 2020, the Agency implemented a paperless financial initiator checklist, an operational actor's 'certified correct' form and a written guidance for financial verification of payments and commitments for the financial verifiers. The checklists for all three actors provide additional assurance to the control mechanism in terms of an increased assurance to the Authorising Officer in the financial workflow. All paperless checklists related for all the financial actors of the agency are published on the portal of Financial Services.

A complimentary platform was created through the ex-ante policy adopted in 2020. ED Decision R-ED-2020-56 Art. 106(4)-(4) provides that ex-ante and ex-post controls should be regarded as complementary in the process of mitigating risks related to the various categories of expenditure and revenue. In practical terms, a coordinated and consistent method for their management shall contribute towards compliance.

Ex post controls

In 2025 financial ex-post controls resulting from EPC Plan 2025 covered EUR 27.6 M which constitutes 10.07% of the total payments for grant agreements signed in 2023. At the moment of reporting for the CAAR 2025 (February 2026), the state of implementation of the ex-post controls was as follows:

- Closed controls: Austria (HRD, ECRet), Estonia (HRD, ECRet), Finland (ECRet), France (2xTE-H), Greece (2xHRD, TE-H), Iceland (TE-H), SC training: GA 2023/43/TRU;
- Ongoing controls (at various stages of the control procedure): Denmark (HRD, TE-H), Finland (HRD), France (HRD, ECRet), Greece (TE-H), Hungary (HRD), Serbia (2xTC);
- Ongoing control on grants related to the support in the development of human resources to secure Member States' contributions to the Standing Corps, in relation to category 1, 2 and 3 of the Standing Corps (art. 61 of the Regulation (EU) 2019/1896 of the European Parliament and of the Council of 13 November 2019 on the European Border and Coast Guard and repealing Regulations (EU) No 1052/2013 and (EU) 2016/1624). MS under control include Greece for SC cat. 1, Austria, Estonia, for SC cat. 2, Denmark, Finland, France, Hungary, Iceland for SC cat. 3.

In addition to controls resulting from EPC Plan 2025, ICO also carried out the annual control of the periodic validation of user access rights granted in ABAC (control closed).

Register of exceptions

Control overrides within quarter 4 of the year include 85 cases for a total amount above EUR 23.65 million. This, combined with the results in the previous quarters of 2025 where the amount recorded reached EUR 31.53 million, leaves the aggregated total value of control overrides for year 2025 at EUR 55.15 million.

Considering the volume of overall payments effected in the years (EUR 1.023 billion) the aggregated KPI as of end of 2025 is at 5.16%, above the materiality threshold set (2%).

The 2025 result with deviations at EUR 55.15 million is driven by two main factors of very different weight. In detail:

- The major and most relevant component of the annual deviations relate to three deviations linked to two FWC's for the provision of IT services. In these cases, to ensure business continuity, both time extension and the increase of financial envelope of two FWC were approved at EUR 34 million.
- A secondary main factor driving up the amounts of deviations relate to issues in the implementation of Ares workflow for Contracts. That is, within quarter 4 of 2025, 17 deviations were recorded totalling EUR 10.2 million. In the cases at hand, contracts were signed by responsible authorising officers in Ares, while the financial commitments (budget reserves) were approved in ABAC days later because of human oversights and the use of two different IT systems for interrelated transactions.
- The remaining deviations recorded along 2025 total EUR 10.95 million, representing 1.1% of the overall payments affected and below the threshold target at 2%.

When comparing quarterly results for 2025 vs those of 2024, we must acknowledge no signs of improvement, bearing in mind the financial materiality of deviations at virtually the same level paired with an increase in the number of deviations logged as displayed in the table below.

Deviations logged	Q1-2025	Q2-2025	Q3-2025	Q4-2025	2025 Total	KPI	2024 Total	KPI
Amounts	25 271 790	1 351 392	4 881 192	23 645 634	**55 150 008**	**5.16%**	**54 797 816**	**6.52%**
Number of records	52	46	51	85	**234**	**-**	**200**	**-**

It is relevant to note that the material improvement at the performance indicator level from 6.52% in 2024 to 5.16% in 2025. This is a result of the increased amount of payment appropriations implemented throughout 2025.

	Fund source	Payments 2025	Payments 2024	Variance 24-25
C1	Crédits de l'exercice	634 337 768	520 227 025	21.9%
C4	Recettes réemploi	545 197	311 437	75.1%
C5	Recettes réemploi reportés	47 042	2 367 226	-98.0%
C8	Crédits reportés de droit (CND) et RAL	374 881 103	338 157 262	10.9%
R0	Autres recettes affectées	13 263 297	11 935 144	11.1%
	Total payments	**1,023,074,409**	**872,998,094**	**17.2%**

2.4. Delegation and sub-delegation

In accordance with Article 41 of the Frontex Financial Regulation, the ED, as the AO, may delegate the powers of budget implementation to the staff of the Agency. Those delegated may act only within the limits of the powers expressly conferred upon them. The delegate may sub-delegate powers received with the written approval of the ED.

Time-limit of the -sub-delegations

By the end of 2025, the Agency had 18 AO by delegation (AOD), an increase compared to 2024 (17), who had powers of budgetary implementation up to the authorised appropriations on specific budget items as prescribed by the ED Decision 2022-166, amended by Decision of ED No R-ED-2024-18. These AOD had sub-delegated their powers to 107 AO by sub-delegation (AOSD), an increase compared to 2024 (105 AOSD), reflecting the growth of the Agency.

For budget implementation, the Deputy Executive Directors are given the no-threshold powers in the absence of, and whilst deputising for, the ED (ad interim) (in line with ED Decision 2022-166, amended by Decision of ED No R-ED-2024-18).

In absence of an AOD or AOSD, the financial threshold of the AO in question applies to the person deputising, except for team leaders who keep their threshold in line with ED Decision 2022-166 amended by Decision of ED No R-ED-2024-18.

In line with the provisions of Frontex Internal Structure and Rules of Procedure, the ED may designate a head of unit or equivalent within the respective division to deputise on a permanent basis for a Director of Division in the event of their absence or where the post is vacant. For divisions which are supervised by a Deputy Executive Director, the ED shall designate the head of unit or equivalent in consultation with the relevant Deputy Executive Director. The appointment of the designated Heads of Units is regulated through the ED Decision 2022/20.

The financial threshold of the deputising AO is only increased on demand when the deputising AO has an urgent transaction to sign, the request has been sent directly to relevant services and provided the deputisation mode is in place and has been duly communicated.

List of the BLs covered by sub-delegations granted to another AOD, AOSD

The maximum thresholds and the budgetary titles, access of the delegated and sub-delegated are indicated in Annex I to the ED Decision 2022/166, amended by Decision of ED No. R-ED-2024-18, following the standardised approach on delegations and sub-delegations put in place by ED Decision 2020/192 which foresees thresholds on budgetary

titles I to IV based on the AO function covered by the staff within the Agency. The maximum thresholds are applicable to the following transactions: commitments, payments, recovery orders and budgetary transfers.
The following roles with financial impact are assigned in ABAC: Accounting Officer (ACO), AO, Financial Verifying Agent (FVA), Financial Initiating Agent (FIA). Other roles in ABAC with no financial impact, such as consultation (read-only), are of the Data Entry Agents. Payable documents that are entered by Data Entry Agents in Accrual Based Accounting are controlled by the financial actors (FIA, FVA, AO, ACO), while the Legal Entity Form/Bank Account Form being checked by the central ABAC coordination entity in the European Commission. Given the scheduled implementation of the European Commission's new accounting tool (SUMMA) as the financial management system that will fully replace ABAC in 2026, the Agency started the preparation in 2024.
Assurance received from other AODs and AOSD
Each AO by delegation or sub-delegation is required to sign the following declarations in ARES before they can perform their role as the AOD or AOSD:

- (1a) Charter of task and responsibilities of AO by delegation;
- (1b) Charter of task and responsibilities of AO by sub-delegation;
- (2a) Delegation of the powers for budget implementation;
- (2b) Sub-delegation of the powers for budget implementation;
- (3) Declaration of absence of conflict of interests;
- (4) Reporting duties towards the ED.

Declarations 1a - 2b are also countersigned by the ED.
The Agency uses the financial 'decentralised circuit with central counterweight', where the operational initiation and verification functions, as well as the financial initiation function, are executed within each division. The ex-ante financial verification is centrally performed by the financial services. There are two different financial circuits in place at Frontex: a standard circuit and a simplified circuit. The standard circuit is followed for all transactions, except where the simplified circuit is allowed for payments up to an amount of EUR 15k.
Information on the controls carried out, any weaknesses identified and the actions taken to remedy these
To ensure an adequate system of internal control, financial circuits are complemented by the strict application of the four eyes principle. Each financial transaction must be divided into two steps: initiation and verification/validation, done by two different persons.
The review of the delegation and sub-delegation of budgetary powers to the staff members of the Agency is performed on a periodic basis in line with Article 5 of the ED Decision 2020/192. The threshold of the budget implementation and access to budgetary titles follows the provisions of Article 4 of ED Decision 2022-166, amended by Decision of ED No R-ED-2024-18. In line with Article 5 of the ED Decision 2020-192, the Head of Inspection and Control Office (ICO) carries out periodical, at least annual, control of correctness for rights encoded in the financial management system (ABAC) and shares the results of the control with Head of Financial Services Unit and Head of Digital Services Unit. The last ICO periodical review in 2025 was carried out and its final report issued. ICO verified implementation of recommendations issued after 2023 ABAC Security Check.
In 2025 the Agency carried out 89 financial actor training courses for FIA, Data entry agents, Accounting officers, Logistics officer, Verifying Agents and AO. There were 65 more training courses than in 2024, which is explained by the implementation of the new financial system, SUMMA.

2.5. Human resources management

By the end of 2025, the Agency had adopted most of the policies and implementing rules foreseen in the Frontex Human Resources Strategy 2024-2027, striving to achieve the Agency's fundamental objectives: building the workforce of the future; fostering an engaging, safe, inclusive and ethical workplace; and delivering work excellence.
A new ED decision on sub-delegation of Appointing Authority (AIPN) powers was approved in 2025, adjusting the decentralisation to the new structure of the Agency with Contingents becoming Units.
As key components of the Frontex Human Resources Strategy 2024-2027, a new Frontex Policy on a Competency Framework, Frontex Policy on Job Architecture and a Policy on Performance Management were adopted in 2025.
Aiming to strengthen the Agency's attractiveness as an employer and recruit the right talents, the presence of Frontex in job fairs was significantly increased. Additionally, use of sourcing and headhunting services was tested and completed successfully, providing key lessons on approaching directly talented candidates and advertising vacancies in popular national job boards. Based on test results a data-driven programme has been devised to further enhance Frontex's attractiveness.
Frontex has also made significant progress towards improving recruitment effectiveness and efficiency while increasing the alignment of recruitment resources to the key recruitment priorities. More specifically, the average duration of recruitment procedures was reduced by 18%, 13 middle management and 194 new Standing Corps Officer posts were filled as planned and 5 new female middle managers were appointed, improving gender diversity.
The Agency continued to optimise and simplify HR processes, and developed and implemented new digital tools for HR management. To support the digitalisation and standardisation of HR processes, the Agency continued in 2025

the implementation of an HR ticketing tool based on in-house ServiceNow technology. The tool centralises and automates the registration, management and resolution of high-volume HR requests. In 2025 it was implemented for key Personnel Administration processes: Time Management, Pay and Remuneration & Benefits. Development and testing activities were completed for Training & Learning support processes. Additionally, the tool for the schooling reimbursement process (SOCER) was launched.
As regards the area of training, 2025 marked the implementation of digitalised approval workflows for the management of training requests, together with the preparation of a new service space on HR ticketing system dedicated for the management of training-related queries and requests.
Within the framework of EUAN, Frontex continued to be involved in the next phase of development of the human resources transformation program of the European Commission.

2.5.1. Staff recruitment and talent acquisition

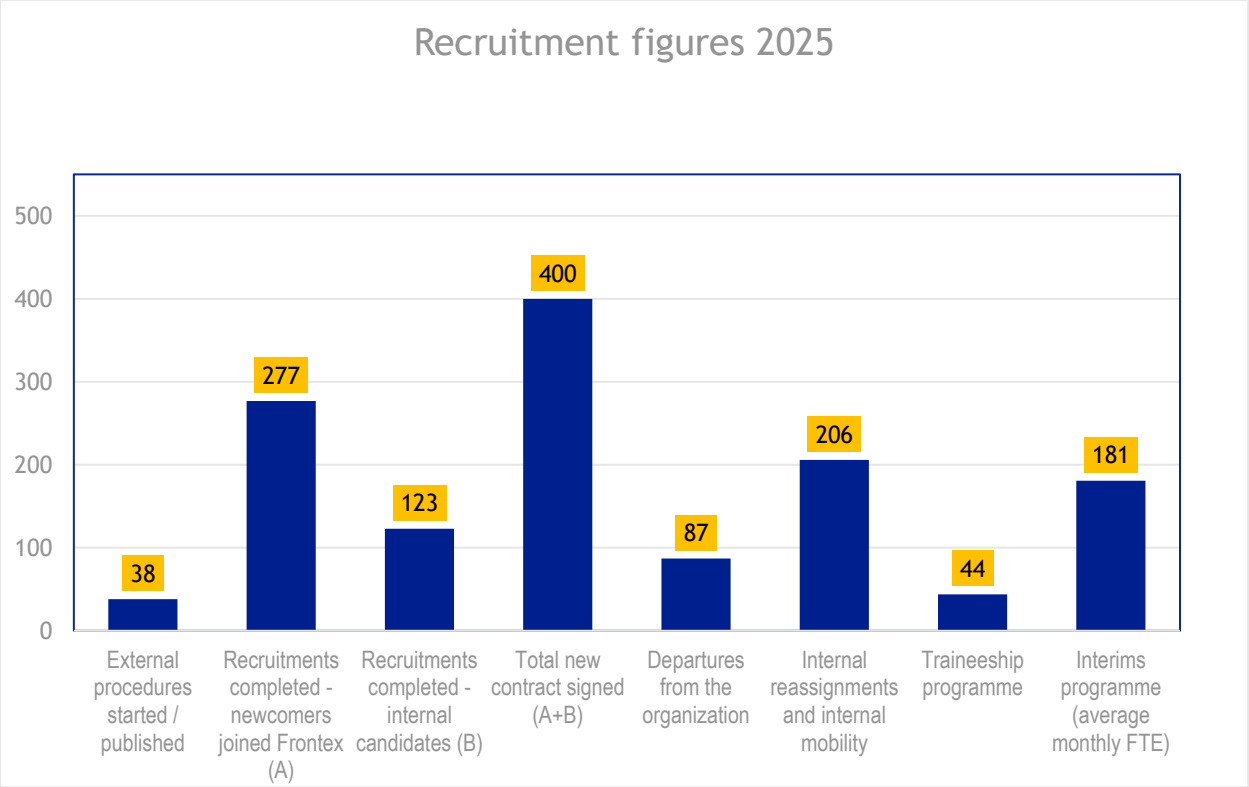
The Agency's recruitment in 2025 focused on the following key areas:

- Recruitment and onboarding of the EBCG SCOs 4th campaign (194 new contracts);
- Recruitments for vacancies across a range of grades, i.e. 13 middle managers, were filled, while the Agency also recruited 59 new Contract Agents;
- Recruitment of 14 fundamental rights monitors (including 2 internal mobility cases);
- In spring 2025, the 5th recruitment campaign was launched for new EBCG SCOs to be engaged in 2026, attracting nearly 3,587 applications.

The following table shows the 2025 and previous year's recruitment:

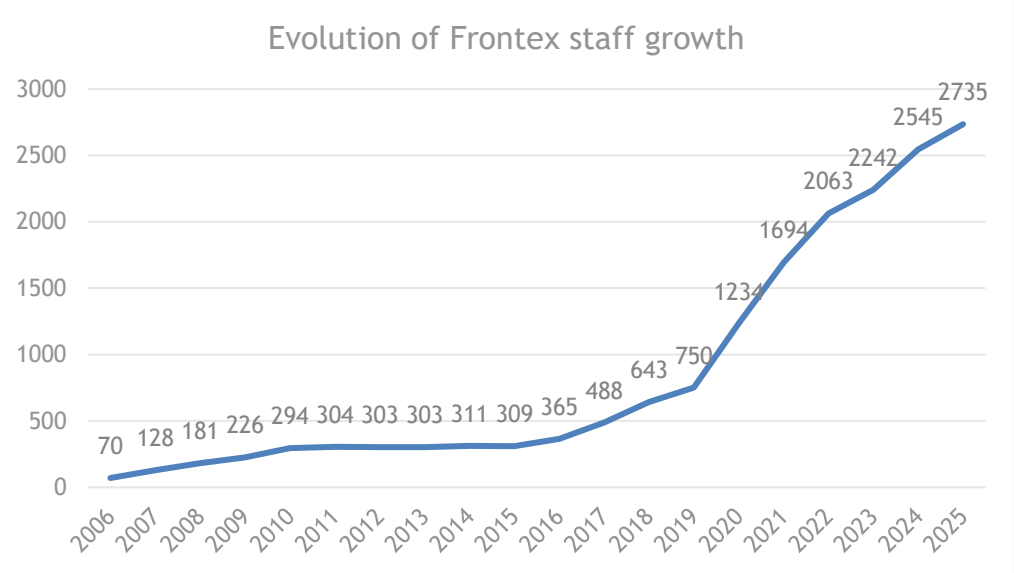
Process	2021	2022	2023	2024	2025	Additional comments
New external recruitment procedures concluded	44	28	28	21	39	Several procedures covered more than one post to be filled
Recruitments completed - number of newcomers joining Frontex	432	753	367	492	400	Figure refers to recruitments completed, including staff members assigned to a new position after having successfully participated in external recruitment process

During the year a total of 400 positions were filled, with overall 123 internal turnovers and 87 external turnovers. The net increase in staff numbers was 190. The positions filled at the beginning of the year were 2.545 and those filled at the end of the year were 2.735 (temporary agents, contract agents and Seconded National Experts (SNE).





Since the entry into force of the current mandate in December 2019, the Agency's staff has grown from 750 to 2,735. Strong growth puts significant pressure on HR services facing challenges both in terms of number and the diversification of staff to serve e.g. the Standing Corps officers.
The graph shows Frontex's growth from 2006 to 2025:



The Agency also implemented the Blue Book traineeship program, which allowed 44 new trainees to get their first professional experience in the Agency in 2025. In parallel, the Agency contracted interim services with 181 average monthly FTE of external employment agency workers.

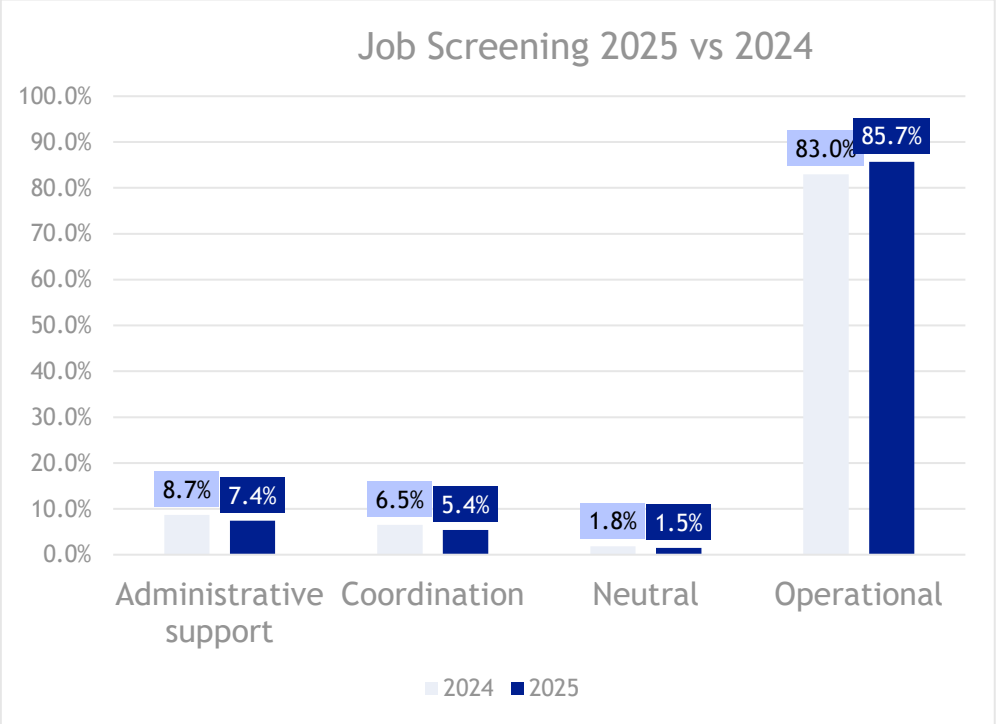
2.5.2. Implementing rules and policies adopted in 2025

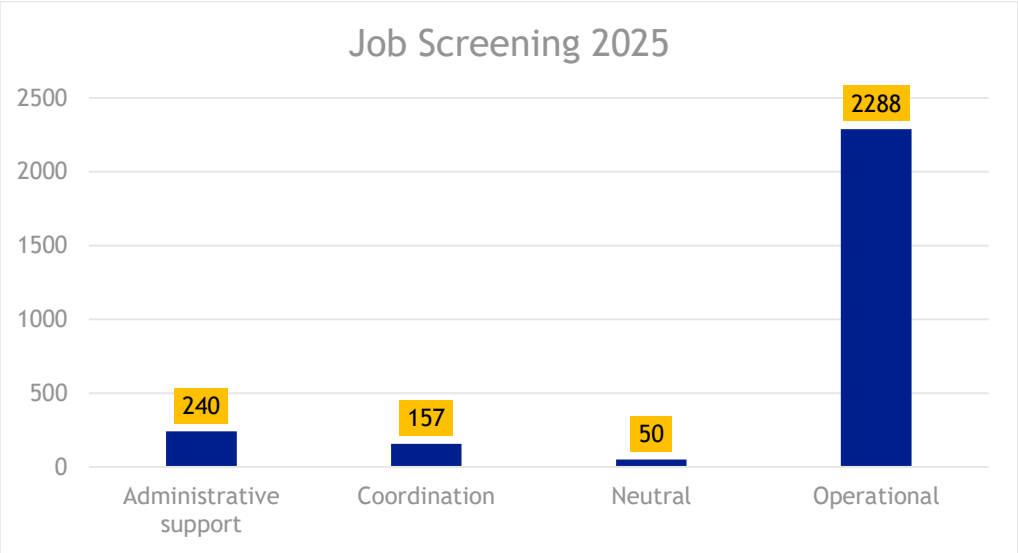
In 2025, Frontex adopted by analogy the Commission Decision on the general provisions for implementing Articles 11, 12 and 13 of Annex VII to the Staff Regulations of Officials and on authorised travel, C(2025) 2495 final ('Mission Guide'). Additionally, during the reference period, Frontex adopted nine (9) human resources related policies and other strategic documents.

2.5.3. Job screening

The standardised job screening exercise (benchmarking of posts into the functional categories of administrative support, coordination, neutral and operational) was implemented according to the methodology for agency job screening defined by the EU Commission and EU Agencies Network. It considers the occupied posts including temporary and contract staff as well as seconded national expert and vacant posts on 31 December 2025. The outcome of the exercise is detailed in percentages in the table below.

Job type (sub) category	2024	2025
Administrative support and coordination	**15.2%**	**12.8%**
Administrative support	8.7%	7.4%
Coordination	6.5%	5.4%
Neutral	**1.8%**	**1.5%**
Finance/control	1.8%	1.5%
Linguistics	0.0%	0.0%
Operational	**83.0%**	**85.7%**
Top level operational coordination	0.8%	0.7%
Evaluation and impact assessment	4.2%	3.5%
General operational	71.0%	75.6%
Programme management and implementation	7.0%	6.0%
	100.0%	**100.0%**





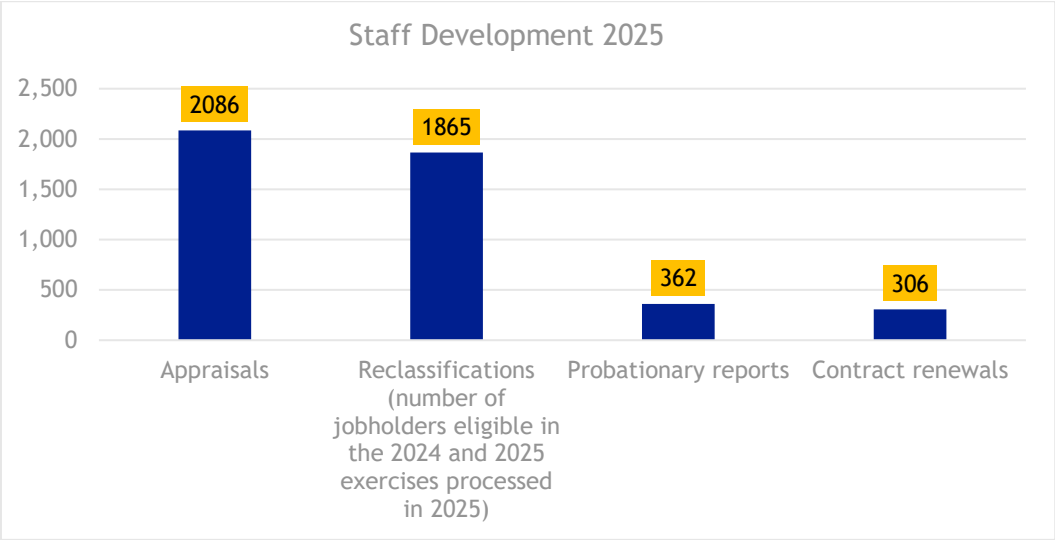
2.5.4. Services to staff

In Q1 2025 the annual medical check-ups for non-SC were successfully launched. All HQ staff expressing their consent (in total 746 staff members) were examined and received medical recommendations.
The ongoing dialogue with Joint Sickness Insurance Scheme (JSIS)/Paymaster Office led to introductory meetings with both national healthcare authorities and non-public healthcare providers with a view to enhancing access of JSIS members to medical services (with focus on inpatient and preventive services) in Poland.
In January 2025 the psychological support service was launched across the Agency. The service ranges from individual psychological counselling through a dedicated online platform, to emergency in situ psychological support. Specific services like mediation sessions, managerial advisory and psychological debriefing after a possible traumatic event were made available.
In 2025, Frontex expatriate services accommodated 2,446 individual face-to-face visits with Frontex staff and addressed 3,433 cases by email. During the yearly tax refund exercise, 848 invoices for household goods/furniture and motor vehicles were processed and tax reimbursement were transferred to individual accounts. The procedure itself was formalised in the form of an administrative notice for transparency purposes. In cooperation with the Polish Ministry of Foreign Affairs, 540 special/diplomatic identity cards were issued. The service processed 289 applications for Polish personal identification numbers; 148 motor-vehicles were registered in city halls; and 164 cases requiring legal support were processed.

2.5.5. Staff development and training

In 2025, the following volume of career development processes occurred:

- 2,086 appraisal reports were processed during the 2025 appraisal exercise.
- 362 probation reports were issued in SYSPER2
- The number of staff eligible for reclassification amounted to 869 in the 2024 reclassification exercise and to 996 in the 2025 reclassification exercise.
- 306 contract renewal processes were launched.



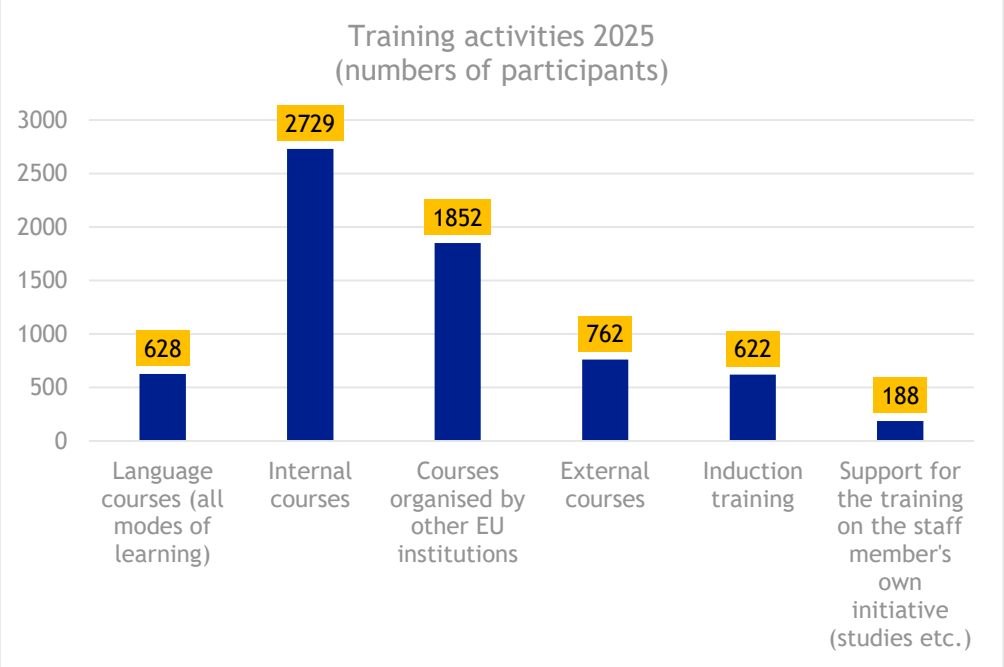
The specific numbers related to these four processes were:

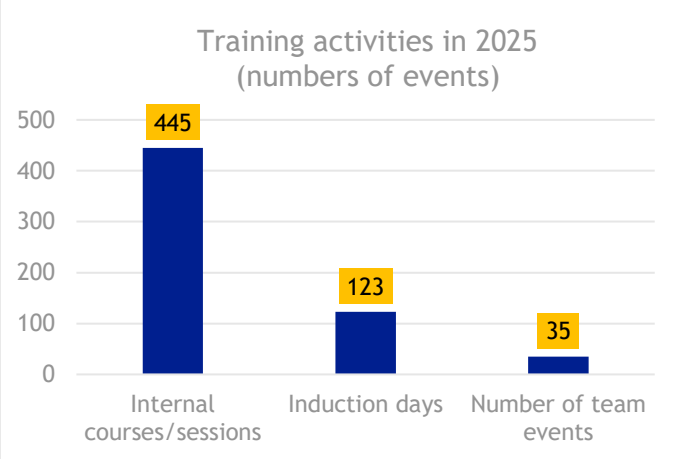
Process	Quantity	Additional comments
Appraisal	2,086 appraisal reports processed in 2025	The 2025 appraisal exercise was concluded in June 2025 with 95% of reports on non-operational staff and 98.4% of reports concerning operational SC finalised. 0 complaints under Article 90(2) EUSR. There were 35 appeals filed (as per Article 7 of the appraisal rules).
Reclassification	869 jobholders (eligible for the 2024 reclassification exercise).	The 2024 reclassification exercise was finalised in August 2025. 3 complaints under Article 90 (2) EUSR.
	996 jobholders (eligible for the 2025 reclassification exercise).	The 2025 reclassification is ongoing and will be finalised in Q1 2026.
Probation	362 probationary periods started in 2025.	At the time of drafting this report, there are two cases under consideration regarding the potential non-confirmation of the probation period/contract. 2 complaints under Article 90 (2) EUSR.
Contract renewal	306 contract renewal procedures for contracts ending in 2026 were launched in 2025.	A contract renewal process is launched approximately 12 months prior to the end of a given contract of employment. Out of 306 processes launched, 281 were completed in 2025. 25 processes are pending the Appointing Authority's decision. Half of the processes concerned SC recruited in batch 3 and 4 in 2021. 0 complaints under Article 90 (2) EUSR.

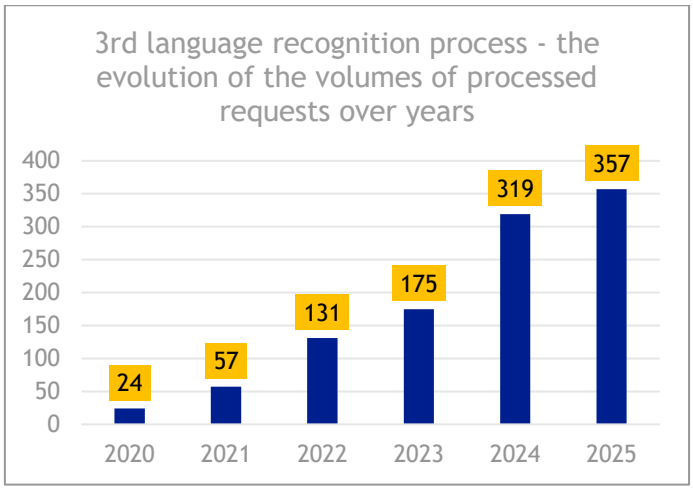
In 2025, the staff benefited from 445 sessions of training courses organised by Frontex HR (with 34% increase comparing to 2024), with 2,729 participants in total. Staff benefited also from trainings offered by other EU institutions and bodies (European School of Administration, the European Commission the Directorate-General for Human Resources and Security and others) and by external providers, where the total number of participants was 1,852 in the courses organised by other EU institutions/bodies and 762 in external courses. The highest training priority in 2025 was the support for the implementation of SUMMA[6] system. There were 58 training sessions organised

[6] SUMMA - Corporate accounting, finance and budgeting system of the European Commission

on SUMMA-related topics in total, ensuring proper preparation for all financial actors for the execution of their roles in the new system.
Other significant parts of the 2025 training portfolio addressed skills in the areas of writing and communication, project & process management and IT literacy. The year 2025 also saw the continuation of courses developing managerial skills; supporting well-being, resilience and performance, including mental health and first-aid training; as well as a significant number of awareness sessions on the prevention of harassment and on conflict resolution.
The specialised courses were delivered upon request by Frontex entities in 2025 covering a wide variety of topics ranging from courses on managerial skills to courses on data protection, procurement, legal frameworks, transparency and access to documents.
In the course of 2025 and in the context of providing best possible services to the large number of Standing Corps officers, including those in team lead functions, 93 internal sessions were provided on shift work (9), standby duty (7), overtime (4), time management (11), psychological services at Frontex (2), resilience and mental health awareness (8), sessions on performance review for appraisal purposes (49), management of internal mobilities within the HR systems (1), reporting in HR systems (2).
Frontex staff benefited as well from the ability to receive support for external learning activities where the interest is shared between the Agency and the staff member, typically for academic studies. In 2025 the financial support and/or special leave was granted for a record number of 188 Frontex staff members.
Frontex organised internal language courses for a record number of 628 participants and coordinated the process of 3rd language recognition for 357 staff members. The year 2025 marks the opening of a new opportunity for Frontex staff to confirm their ability to work in a 3rd EU language through the completion of an internal language course. The onboarding of a growing number of newcomers was also supported. In 2025, 123 induction days were organised, with customised versions for SC and non-SC staff.







2.6. Strategy for efficiency gains

Within the Agency

SPD 2025-2027 item to report on	Frontex Action in 2025
1. Implementation of the ICT and HR strategies, with a focus on digitalisation and smart working arrangements, and ensuring the right staff skill set development and availability through recruitment and training programmes, including employer branding, diversity and inclusion;	HR Strategy In line with the HR Strategy 2024-27, the Agency continued efforts in 2025 to prepare a future workforce that has the right set of skills and experience to thrive the Agency's operational agenda. This happened through various concerted efforts, such as enforcing the Agency's attractiveness as an employer through increased attendance at job fairs and initiatives aimed at staff satisfaction and staff retention. For efficiency in the area of managing human resources, the revision of important staffing related policies, with a view of accommodating the increasing needs of the Agency's uniformed personnel, in areas important for Standing Corps officers working on the ground in many Member States and Third Countries, continued in 2025. Significant progress towards improving and simplifying recruitment processes, by focusing on recruitment effectiveness and efficiency can be reported. Internal cooperation enhancement resulted in insights in recruitment priorities and allowed for a more productive use of recruitment resources. Following the adoption of the Diversity and Inclusion Policy (D&I) in 2024, a D&I Implementation Plan comprising a series of actions was finalised and consulted with all relevant entities in 2025. Frontex continues to advance the digitalisation and standardisation of its HR processes through a combination of in-house developments (HR ticketing tool) and structured cooperation with the European Commission, which operates the SYSPER Human Resources Management Information System (HR MIS). ICT Strategy In implementing the ICT strategy for 2022-2027 around digitalisation and modern workplace, all employees were provided with a state-of-the-art group work environment. The environment ensures modernity and all tools necessary

	to achieve strategic goals and efficient work by business users.
2. Proactive monitoring of the occupancy rate to utilise the resources availability and achieve set objectives;	The significant reduction of the duration of recruitment procedures in 2025, combined with sustained recruitment output and faster onboarding resulted in notable improvement of the occupancy rate in Frontex Headquarters positions to 91.6% at the end of 2025. The occupancy was constantly monitored throughout the year, and measures were taken accordingly to ensure reaching the target occupancy rate.
3. Regular monitoring of the Agency's budget implementation, conducting of budget reviews and forecast exercises to ensure efficiency in using allocated financial resources;	Regular reporting on budget implementation continued inside the Agency as well as to the Management Board and Working Group on Budget and Accounts. Regular forecasting and quarterly budget reviews ensured necessary and timely reallocations of financial resources, contributing to efficient use of allocated financial resources.
4. Increased use of dashboards for overall progress monitoring and performance visualisation;	In 2025, Corporate KPI's as defined in the SPD evolved so as to address additional dimensions and monitoring metrics. Further to that the Agency consolidated in 2025 its Visual Management Room where wall-mounted screens displays a large array of process, services and products with associated performance measures. A public version (addressed to all Agency staff) was developed in 2025 and launched in production in February 2026.
5. Continual use of hybrid and fully online video conferencing to reduce the Agency's carbon footprint and focus on meeting/mission budget savings.	The Agency has over the past two years replaced the video conferencing system in all group workspaces and increased the capacity of internet connections, enabling all Frontex staff to participate in hybrid meetings. During the reporting period, 130,000 Microsoft Teams-based group meetings and 4,800 Webex group meetings (in which 64,000 people participated) were organised. One physical meeting generates an average of 10 kg of CO_2, while one meeting on Microsoft Teams generates an average of 0.1 kg. Holding hybrid meetings via MS Teams resulted in emissions savings of 128,700 kg of CO_2 in 2025.

In relation to Member States

6. Frontex Account Management Application (FAMA) has been rolled out and will be continuously developed to support Member States in use of Frontex business applications.	In the past, users of Frontex applications from MS had multiple accounts, one for each business application. By implementing a centralised account management model within FAMA, accounts were consolidated. With FAMA introduction the security of the accounts was significantly enhanced via implementing Multi-factor Authentication (MFA). FAMA's launch entailed an obligation for the MSs to nominate National Access Managers with the tasks of creating, managing and deleting accounts. The process of integrating key applications made available to MS is ongoing, as is the process of enabling MFA for access to these applications. A new version of FAMA based on a new technical engine, providing improved usability, will be rolled out soon.

7. FAMA currently supports OPERA (Operational Resources Management System service), TEMR (Technical Equipment Mission Reports) and SAS Analytics. It will be further developed to cover remaining applications such as JORA (Joint Operations Reporting service), making it an intermediate step towards target architecture, i.e. all applications used by Member States (except those in EU-R network) will be supported by FAMA.	Frontex continues integration of all applications available to MS with FAMA and MFA enabled on their accounts. In 2025, JORA (Eurosur Unclassified) was integrated. Further integrations are planned for 2026 and beyond.

Institutionally

8. Introduction of a more systematic and continuous set-up of cooperation platforms, and establishment of frameworks enabling shared services with EU Institutions and/or other Agencies (e.g. lead and/or participation in interinstitutional and/or inter-agency 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);	Frontex actively participated in the EU Agencies Procurement Officers network and all its working groups, leading the contract management working group. In 2025 Frontex joined several inter-institutional open tenders, related to HR, consultancies, organisation of corporate travel and IT products and services. The Agency initiated its open tender for the provision of aerial surveillance to other potentially interested Institutions and Agencies to facilitate synergies and economy of scale. Frontex is preparing a new interinstitutional framework contract for long-range air surveillance services, to continue cooperation and synergies with SATCEN and EFCA. The Agency discussed possibilities of additional interinstitutional and joint procurement procedures with EU bodies and MS/SAC but so far found these arrangements incompatible and inefficient.
9. Comprehensive use of SYSPER (Human Resource Management Information System of the European Commission) and MIPS+ (Mission Processing System) functionalities, and gradual implementation of a new HR management tool of the European Commission (HR transformation project);	SYSPER remains the Agency's primary HR Management Information System (MIS), with ongoing collaboration aimed at expanding functionality through additional modules and targeted enhancements where operationally required. Having adopted in 2025 the Job Architecture Policy and the Frontex Competence Framework Policy, the Agency started work on the Job Information System module in Sysper at the end of 2025. In 2025, the Agency started to engage with the Commission on the implementation of Sysper NDP (Personnel File Management) module to support staff growth and improved personnel file management.
10. Fully paperless procurement through e-tools and automated workflows, including by using the potential of tools already at the disposal of the Agency (e.g. ABAC Legal Commitments, ARES, eSignatory, Qualified Electronic Signature, Public Procurement Management Tool and e-tendering modules).	The processing of procurement files has evolved to fully paperless and at the same time aligned with the Agency's document management policy as well as legal obligations resulting from the Financial Regulation. Frontex implements its procurement processes via digital tools (PPMT, ABAC LCK, SharePoint and ARES with the electronic seal and qualified electronic signature) and based on its specific needs also purchased access to a dedicated platform to implement a dynamic purchasing system (as this type of procedure is not supported by the tools developed by the European Commission). In view of the adoption of SUMMA, at the end of 2025 the Agency undertook the assessment of the suitability of the newly available solution e-Contracting, to potentially further

	streamline, simplify and automate the process of the implementation of its framework contracts.

2.7. Assessment of audit and ex-post evaluation results during the reporting year

Through its internal audit activities in 2025 the IAC further consolidated its role within the Agency as a trusted, professional and independent assurance provider with ever stronger client-oriented approach. It offered strategic advice to the Executive Management in addressing emerging and key risks. Not only has IAC supported Frontex entities in strengthening their governance, risk management and internal control frameworks but it has also provided methodological guidance throughout the organisation to facilitate the effective implementation of all audit recommendations addressed to the Agency, building up a culture of accountability and continuous improvement. In this regard, in 2025 IAC put forward proposal to establish the Risk and Control Committee at the executive level, as an internal forum to facilitate strategic overview of risks in the organisation and enable more proactive decision-making with regards to risk management.

2.7.1. Internal Audit Service (IAS)

In 2025, the Internal Audit Service (IAS) did not launch any new audit and no new audit recommendations were issued. However, the IAS performed and completed the subsequent follow-up audits and exercise:

- Four follow-up audits of open recommendations from the past audits were undertaken to assess the state of implementation of specific recommendations in the original audits. As a result, the IAS concluded that six recommendations were adequately and effectively implemented by the Agency and therefore were closed.
- A full in-dept risk assessment of the Agency covering all processes (administrative, financial, operational and information technology), launched in June 2024, was finalised in March 2025. Based on the results of the risk assessment, the 2025-2027 IAS Strategic Internal Audit Plan (SIAP 2025-2027) was drafted. The plan contained descriptions of the key risks identified, four prospective and one reserve audit topics.

2.7.2. Internal Audit Capability (IAC)

With regard to the audit function, 2025 has been important for IAC, which not only advanced its assurance work and strategic advice for the Executive Management but also worked to enhance the quality of its services and internal processes. That was achieved despite 2025 being the third full year of operation for the IAC when human resources of this audit function have not been reinforced (the Office still has not reached its full staffing and planned operational capability) and the Internal Auditor first deputised the absent Head of IAC, later again was appointed Head of Office ad interim. To meet challenges, by 2025 all IAC auditors have already achieved the CIA IIA qualification.

Following the risk-based Audit Plan for 2025[7], the IAC conducted assurance engagement on the 'Management framework for using external consultants'. The audit objective was to determine if Frontex has in place an adequate management framework governing the use of external consultancies, together with a risk management and control environment designed and executed to ensure value for money, safeguard the Agency's interest and provide reasonable assurance that the Agency's objectives in the area are achieved. The assessment of the adequacy and operational effectiveness of the internal control systems included walk-throughs and substantive testing through samples to verify the practical application of internal controls, including financial reporting and data analysis on budget categories for reliable managerial information. In addition, for supporting audit conclusions, as part of the fieldwork phase the IAC carried out an opinion survey addressed to Frontex Authorising Officers and Contract Managers. The purpose was to collect opinions of and shed light on critical areas in the use of external consultants. The audit engagement resulted in three recommendations, requiring risk mitigation in three areas: (a) defining the need for managerial information regarding the effective overview of types of work of external consultants, (b) coordinating decisions on and implementation of strategic initiatives that without proper supervision did not bring value to the Agency, (c) maximising value for money from external consultations. In addition, four Observations were issued, which do not imply recommendations and are merely an indication to the Executive Management of gaps that shall be closed as part of effective risk management. These concerned in particular (a) an important area requiring supervision - the ubiquitous outsourcing and substantial reliance on contractors' work and support (bringing the risk of concentration and overdependence), (b) remunerated experts as a complementary mechanism to the classic, procurement-based cooperation with consultants, (c) the need to strengthen conflict of interest management when it comes to cooperation with consultants, and d) the need to update Contract Managers' job description to reflect their tasks in the contract management process. Due to the weaknesses identified taken

[7] MB decision No 5/2025 of 26 March 2025 approving Annual Audit Plan 2025 of Frontex Internal Audit Capability

together, the overall risk is considered moderate resulting in an audit assessment of Marginally Deficient[8], with a need for implementation of corrective actions within a reasonable timeframe.
The second audit topic on 'Risk management and control framework in weapon related processes' envisaged as the second priority in the IAC Annual Audit Plan for 2025, started in November 2025, to assess the end-to-end weapons management process. The audit scope ranges from the newly updated weapon authorisation process, through deployment and re-deployment of Standing Corps with weapon, weapon storage and transportation, as well as supervision mechanism over use of force. The audit engagement, even if resulting from the audit plan for 2025, is expected to be completed in the first half of 2026. The reason for its delay was prolonged time to gather scattered audit evidence from the first audit combined with persistent staff shortages at the IAC (throughout 2025 there were only two internal auditors within IAC, one of them having the Head of IAC role ad interim).
Besides carrying out assurance engagements, the IAC has continued monitoring and evaluating the effectiveness of the risk identification and management system, as well as the control environment and execution, by providing facilitation, substantive and organisational support, as well as awareness-raising activities within the organisation. In particular, in 2025 the IAC initiated the establishment of the Risk and Control Committee at the executive level, a common forum for sharing the results of corporate risk assessments, internal controls, management-relevant evaluations and external inspections and audits. All this was aimed at shifting from reactive fire suppression in high-risk areas towards proactive anticipation and effective risk management within the Agency. Following the above, in accordance with the Frontex Internal Audit Charter, the IAC conducted its standard process: annual risk assessment at the Agency for the audit purpose. The IAC Risk Assessment for 2026 was largely conducted in Q4 2025 to address this obligation following the established methodology. The IAC has made further progress to finalisation of shaping Frontex Audit Universe for the IAC audit purposes and deepening its knowledge and understanding of risks in the organisation, and all processes which supported selecting audit priorities for 2026.
Work continued on the methodical organisation of the IAC activities. To further develop the IAC methodological environment a procedure for monitoring recommendations and observations issued by IAC, IAS and ECA has been prepared and will be submitted for adoption in 2026. Further, the IAC underwent gap analysis to identify corrective measures required to ensure compliance with new Global Internal Audit Standards in force as of 2025. The gap analysis was complemented by IAC ongoing quality monitoring and self-assessment that also recommended series of improvement actions, including revisions to IAC key documentation. These include the Internal Audit Charter, the Decision of the Executive Director establishing IAC, the internal audit manual for assurance engagements and the Quality Assurance and Improvement Program. Finally, the IAC has further automated and optimised its workflows by launching market leading audit management software designed to bring efficiency and consistency to the entire audit process. In particular, during 2025 the IAC first underwent a digitalisation readiness assessment of its processes and accordingly configured and implemented the software in cooperation with the vendor. Having achieved its target level of maturity, in Q4 2025 IAC also focused on its multi-year strategy. Methodological priorities and an IAC development program for the coming years were established.

2.7.3. European Court of Auditors (ECA)

The European Court of Auditors (ECA) is required to provide its final opinion on Frontex's accounts 'no later than 1 June of the following year'. Therefore, the ECA's opinion on Frontex's accounts 2025 was not available at the time when the Consolidated Annual Activity Report 2025 was being prepared. The main points from the ECA opinion on Frontex's accounts for 2024[9] are provided below, as this provides insight on the adequacy of the internal control system.
Opinion on the reliability of the accounts
In the Court's opinion, Frontex's accounts for the year ended 31 December 2024 present fairly, in all material respects, Frontex's financial position as at 31 December 2024, the results of its operations, its cash flows and the changes in net assets for the year then ended, in accordance with its financial regulation and with accounting rules adopted by the Commission's accounting officer. These are based on internationally accepted accounting standards for the public sector.
Opinion on the legality and regularity of the revenue and payments underlying the accounts.
In the Court's opinion, the transactions underlying the annual accounts (revenue and payments) for the year ended 31 December 2024 are legal and regular in all material respects.
Observations on budgetary management do not call the Court's opinion into question.
3.30.8. In 2024 Frontex carried over 43% of the year's non-differentiated appropriations to 2025. There were significant carry-overs under Title II (43%) and Title III (58%), as in 2023. Recurrent high rates of carry-overs undermine the budgetary principle of annuality and are indicative of structural issues in the budget process and implementation cycle.
3.30.9. In 2024 Frontex processed 39,940 payment requests, of which 2,516 (6.3%), for an amount of €73.3 million (8.4 %), were paid after the legal deadline. A total of EUR 149,374 was charged in late payment interest. The share of late payments was lower than in 2023 when Frontex processed 38,629 payment requests, of which 5,136 (13.3 %), for an amount of €100.9 million (13.2 %), were paid late, leading to a total of EUR 7,756 in late payment interest.

[8] On the scale of assessments adopted by the IAC, this is fourth out of five possible ratings: Satisfactory, Generally Satisfactory, Marginally Deficient, Deficient, Seriously Deficient.

[9] https://www.eca.europa.eu/ECAPublications/AR-2024/AR-2024_EN.pdf

An ECA performance audit was announced in December 2025 on 'return and reintegration of irregular migrants'. The audit will assess the EU support to member states in returning and reintegrating irregular migrants. At the time of drafting the CAAR 2025, this audit engagement was ongoing. The publication of the special report is planned in 2027.
The follow-up audit of Special Report (SR) No 8/2021 'Frontex's support to external border management: not sufficiently effective to date', launched in May 2024, was concluded in October 2025. As a result, the ECA assessed the level of implementation of recommendations and/or sub-recommendations: 13 fully implemented, two implemented in some respects, one implemented in most respects and three not implemented. The results were published in the ECA annual report of the 2024 budget[10].The entire audit report SR No 8/2021 was closed.

2.8. (a) Follow up of recommendations and action plans for audits and evaluations

2.8.1. (a) Recommendations from the Internal Audit Service (IAS)

At the beginning of 2025, Frontex had in total 12 open recommendations from five IAS audits. No new recommendations were issued by the IAS during 2025. There were four follow-up audits completed, the IAS concluded that six recommendations were adequately and effectively implemented by the Agency and therefore they were closed:

- Recommendation No. 3 (Very Important): operational initiation and planning processes from the ***audit on recruitment, training and deployment of the Standing Corps (2022***); Frontex implemented a comprehensive methodology on the evaluation of joint operations and rapid border interventions and established detailed guidelines on the redeployment and rotation of Standing Corps.
- Recommendation No. 2 (Important): additions to Frontex-Assisted Returns (FAR) modules of Integrated Return Management Application (IRMA) from the ***audit on the management of returns (2024)***; Frontex implemented the new functionalities in the FAR module of IRMA for the systematic collection of information on return and reintegration counselling and the complaints mechanism.
- Recommendation No. 1 (Important): systematic collection and analysis of Member States' plans for Frontex support, and feedback mechanism from the ***audit on the management of returns (2024);*** Frontex designed and implemented a process for regularly collecting and assessing the Member States' needs and established a robust mechanism for systematically gathering and analysing Member States' feedback on its assistance in the field of returns.
- Recommendation No. 1 (Very Important): strategy and monitoring from the ***audit on human resources, allocation and recruitment (2020);*** Frontex adopted a new human resources strategy 2024-2027, allocating ownership and responsibilities for processes, actions and risks, establishing a framework for accountability and operational efficiency. Frontex established written procedures for processes such as staff planning, allocation, selection and recruitment, while finalising its policy on sensitive functions and its inventory of sensitive functions.
- Recommendation No. 2 (Very Important): staff allocation process from the ***audit on human resources, allocation and recruitment (2020)***; the new HR strategy 2024-2027 outlines a structured approach to the staff allocation processes, by incorporating data-driven justification, competency framework and workload analysis.
- Recommendation No. 4 (Important): planning of selection procedures ***from the audit on human resources, allocation and recruitment (2020);*** Frontex implemented annual structured recruitment planning and established a competency framework.

As a result of the above, all recommendations from the audit on human resources, allocation and recruitment (2020), as well as from the audit on the management of returns (2024) were closed.
Despite the Agency's intensive efforts to implement audit recommendations, at the end of 2025 six still remained open, all significantly delayed. Three of them of category 'Important' concern significant risk areas for the Agency like lack of implemented Enterprise Architecture, not completed project management or not fully adopted framework for Standing Corps category 2 recruitment. Last three of category 'Very Important' are listed below in the table 'Open significantly delayed recommendations.'

2.8.2. (b) Recommendations from Internal Audit Capability

In 2025 IAC was following up in total 16 recommendations issued after two audits: 'Implementation of Codes of conduct' (report released in early 2024) and 'Elements of staff's health, safety and security in the field' (report released in early 2025). The first audit was concluded with 6 recommendations, calling for profound cultural and procedural change, with in-depth analysis of conduct framework and redefining the system of policies, training, tools, case management system, improving not only fraud risk management, but also overall risk management for

[10] https://www.eca.europa.eu/ECAPublications/AR-2024/AR-2024_EN.pdf

the Agency. Most of the recommendations' deadlines were agreed for 2025, however the Agency found it challenging to implement. As at end of 2025 most of recommendations from this audit became significantly delayed and remain open. Implementation was rolled to 2026.
The second audit was concluded with 10 recommendations, where significant findings were indicated covering three areas: occupational health and safety (OSH), field security and psychological support for SCOs as part of health. In 2025, the Agency focused on a systemic solution to the gaps in framework in these key areas and made intensive efforts to mitigate risks. Implementation of recommendations was intense, with a view to closing them at the end of 2026. One of the recommendations, regarding implementation of contract for psychological support services, was successfully completed.
Implementation progress for critical and very important IAS audit recommendations.
There are no critical recommendations issued by the IAS. The table below presents progress in implementation of open very important recommendations.

Progress in implementation of open very important IAS recommendations.

Audit Title	Recommendation No. and Title	Original/ revised implementation date	Implementation progress
Governance, stakeholder management & external communication	2: Decision-making and internal coordination	30.06.2023 / 31.03.2026	- Decision on governance framework to be adopted. - Business Process Management practice established. - Mapping of all processes ongoing. - Development of process-based performance indicators and performance measurement methodology to be implemented with a larger update of the Enterprise Architecture - Standard Operating Procedure for registration and tasking adopted. Specific rules of procedure for Operational Coordination Board to be finalised and implemented to complement the provisions of the governance framework. - All documents signed by the members of the executive management registered in ARES. - Log of delegations and sub-delegations created and regularly updated.
	3: Stakeholders' management and external communication	31.12.2022 / 31.03.2026	- Strategy on stakeholder management to be adopted. - Frontex Communication Strategy adopted.
Recruitment, training and deployment of the SC	1: Standing Corps' mission orders	30.06.2023 / 31.12.2025 ***made 'ready-for-review' in March 2026***	- Handbook on mission orders and statement of expenses adopted. - Time-bound performance indicators created and monitored. - New EC Mission Guide and guidelines for implementation adopted, application of exceptions endorsed.

Open significantly delayed recommendations

Based on the IAS note on contribution to the 2025 Consolidated Annual Activity Report process of Frontex, there are three **very important** significantly delayed recommendations. IAS considers recommendations as significantly delayed if they are still open more than six months after the original expected date of implementation. The delays are indicated in months, as of 31.12.2025.

Audit Report Title	Recommendation No and Title	Category (Critical/Very Important)	Original implementation date	Delay (months) at 31.1.2025	Revised date of implementation
Governance, stakeholder management & external communication	Recommendation No. 2: Decision-making and internal coordination	Very Important	30.06.2023	30	30.06.2026
Governance, stakeholder management & external communication	Recommendation No. 3: Stakeholders' management and external communication	Very Important	31.12.2022	36	31.03.2026
Recruitment, training and deployment of the Standing Corps	Recommendation No. 1: Standing Corps' mission orders	Very Important	30.06.2023	30	31.12.2025 ***made 'ready-for-review' in March 2026***

Progress in implementation of significantly delayed very important IAS recommendations.

Follow-up on ECA observations from previous years

This follow-up table provides an overview of the status and actions taken with the latest update of 30.01.2026 provided to the ECA for the M2 2025 audit. During 2025 the ECA closed 3 previous years' observations.

Year	Summary of ECA's observations	Corrective action taken and /or other relevant developments (summary)	Open / Closed
2018 2024	The level of carry-overs and cancellations was high in 2018. The situation with high level of carry-overs persisted in 2024.	In 2025 Frontex carried over 43% of the year's total appropriations to 2025, the same level as in 2024. The calculation of accruals is made in accordance with the legal commitments that are signed at the end of the year. Moreover, an administrative notice exists to guide all entities on the process of carry-over of amounts and in the context of the end of the year exercise that starts in October each year, detailed guidance is provided to all entities. C1 cancellation rate for 2025 is 0.98% which is slightly higher than in 2024, 0.44%. C8 cancellation rate for 2025 is 6% which is lower than in 2024 (7.2%). C8 cancellations per budget title in 2025: T1 - 35.5% (in 2024 - 22%), T2 – 7.6% (in 2024 - 10.9%), T3 – 5.5% (2024 -6.7%).	Open

Year	Summary of ECA's observations	Corrective action taken and /or other relevant developments (summary)	Open / Closed
		The high-level of carry overs in T3 is related to the operational cycle of the Agency.	
2018	Frontex did not reach the required occupancy laid down in the staff establishment plan. Frontex should improve the guidance given to selection committee members and verify the candidates' financial entitlements for salary payments more closely.	Frontex is steadily improving its occupancy rates despite the significant increases of new positions every year: The overall occupancy rate at the end of 2024 was 85.3%. However, as of 1st January 2025 Frontex Establishment Plan was increased by 476 new positions (Standing Corps Officers Cat. 1). Therefore, considering the additional new positions, the occupancy rate technically dropped to 73.5% as of 1 January 2025. During 2025 the Agency filled 400 positions. However, due to turnovers the NET growth is +190 staff on board, that brings the occupancy rate of Frontex up to 79.0% (+5.5 % compared to 1st of January 2025).	Open
2020	Ombudsman opened two inquiries: (a) In November 2020 it assessed the effectiveness and transparency of Frontex's complaints mechanism and the role and independence of Frontex's fundamental rights officer and issued on 15 June 2021 nine suggestions; (b) in March 2021, it investigated how Frontex complies with its fundamental rights obligations and ensures accountability in relation to its new enhanced responsibilities. There are also two ongoing investigations: (a) from OLAF, concerning allegations of harassment, misconduct and migrant pushbacks concerning Frontex and (b) from the European Parliament, concerning possible allegations of violations of fundamental rights in Frontex.	The Agency is fully committed to implement all recommendations. The progress in implementation is regularly monitored by the Agency and reported to the Management Board and quarterly to the European Parliament. The up-to-date dashboards on the European Ombudsman's actions were provided to ECA. No actions pending for implementation in relation to recommendations by FSWG and OLAF.	Open
2021 2024	An overall analysis of the payments in 2021 showed delays in the payments process which are a serious deficiency in Frontex's internal controls. The situation persisted in 2024.	In 2025 Frontex processed 48,806 payment requests, of which 1,776 (3.6 %), for an amount of EUR 38.3 million, were paid outside the legal deadline. A total of EUR 14,000 was charged in late payment interest. For comparison, in 2024 Frontex processed 39,941 payment requests, of which 2,442 (6.3 %) for an amount of EUR 45.9 million were paid late, leading to a total of EUR 12,000 in late payment interest. The decrease is explained by the continuous effort in enhancing financial reporting, more frequent communication and an increased number of financial trainings for financial agents. The Agency has also increased its efforts in monitoring and reporting, acting proactively to ensure timely payments and improving general awareness. As a result, for 2025 the level of delayed payments is well below the 5% threshold.	Open
2022	Frontex does not have a formalised guidance or procedures to ensure consistent calculation of accrued charges (2022: EUR 213.5 million). As a result, the estimated amount varies, depending on the unit responsible for preparing the computation of the accrual.	The Agency adopted the guidelines to ensure consistent calculation of accrued charges.	Closed

Year	Summary of ECA's observations	Corrective action taken and /or other relevant developments (summary)	Open / Closed
2022	Frontex signed a framework contract with a total value of EUR 30 million in relation to travel services, including accommodation. Invoices issued by the travel agency for the accommodation were not supported by the actual invoices of the hotels. Instead, the underlying invoices provided by the travel agency had actually been issued by a travel agency's subsidiary. The internal controls put in place by Frontex regarding the implementation of the contract were not sufficient as they did not provide evidence on the actual costs incurred. This is a critical weakness, entailing a significant risk of overcharging.	The 2019 framework contract expired in 2021. In May 2022 Frontex terminated the subsequent framework contract for travel services. Since then, Frontex has not had a travel agency for booking missions, including the long-term missions. Instead, self-booking is applied. Given the risk of excessive costs linked to such an arrangement, the ECA reviewed Frontex's internal controls in this regard and examined a sample of mission orders. The checks of 2024 mission orders revealed no cases of manifestly excessive costs.	Closed
2022	In a recruitment procedure, the selection committee had added up its members' individual assessments, instead of a applying a consensual method stipulated by Frontex's internal rules. Furthermore, there was a lack of clear standards or instructions to selection committee members on how to assess the individual selection criteria. The chair of the selection committee declared a direct hierarchical relationship with the recruited person, without any evidence that there were mitigating measures to address the potential conflict of interest. These weaknesses undermine the principles of transparency and equal treatment of candidates in recruitment procedures and may expose Frontex to reputational and legal risks.	The Executive Director's revised decision on recruitment and selection of temporary and contract staff, which addresses the potential conflict of interest issue, was adopted in October 2024.	Closed
2022	Schengen associated countries co-finance Frontex's activities. Their share of Frontex's budget is based on the proportion of the size of their economies to the size of the EU economy. However, the agreements which serve as legal basis for calculating their contributions to Frontex's budget are unclear and allow divergent interpretations. As we observed in our 2020 report, we consider Frontex's interpretation flawed, because it leads to Schengen associated countries contributing around EUR 3.5 million (7%) less to the Frontex's budget than the size of their economies, in relation to the size of the EU economy, would dictate. This distortion of proportionality is caused by the fact that Frontex calculates the contributions of each Schengen associated country by dividing the size of that country's economy over the combined size of the economies of the EU and all Schengen associated countries taken together, and then by multiplying that fraction, or 'contribution ratio', by the EU budget's subsidy for Frontex (and not by the whole budget of Frontex, including both the share of the EU budget and of the Schengen associated countries).	Frontex continues to use the same approach to calculating the contributions of the Schengen associated countries. In its final report on Agencies 2024, the ECA recognized that *"this issue is not within Frontex's control"*	Open

Follow-up on ECA observations from previous years.

2.8. (b) Follow up of recommendations issued following investigations by OLAF

Between October 2023 and March 2025, Frontex received four OLAF financial recommendations (the one received in March 2025 was the only one received during 2025). Frontex has since then implemented these recommendations, and all associated recovery procedures are ongoing. Furthermore, in July 2024, Frontex received another OLAF financial recommendation that is to be implemented in the near future.

2.9. Follow up of observations from the discharge authority

On 7 May 2025, the EP granted discharge to Frontex in respect of the implementation of the budget for the financial year 2023 and adopted an accompanying resolution. The resolution contains observations with recommendations and requests directed to the Agency, forming an integral part of the Decision on the discharge. In September 2025, Frontex sent an individual follow-up report on measures taken in light of the EP observations accompanying the discharge resolution for 2023.

Observations reported as completed/implemented concerned:

1) the level of carryovers;
2) 'emphasis of matter' paragraphs issued by ECA with regard to the accounts for 2023;
3) the different approaches of Frontex and ECA to the calculation of contributions from Schengen Associated Countries to Frontex's budget;
4) cases of conflict of interest reported by ECA.

Observations reported as ongoing concerned:

1) the adjustments in the governance structure, including addressing the balance of representation in the MB, streamlining internal decision-making processes and avoiding overlapping responsibilities;
2) implementing recommendations from the FRO annual report;
3) transparency, cooperation with investigations and implementing measures ensuring fundamental rights protections;
4) structural and continuous fundamental rights training for SCOs;
5) the importance of reporting fundamental rights violations via the issuance of SIRs;
6) the failures to meet payment deadlines;
7) not collecting data related to cases of burnout due to data protection;
8) the efforts to strengthen FRO, including the recruitment of FROMs;
9) improving gender balance;
10) the implementation of the recommendations from European audit and scrutiny bodies;
11) resolving open observations made by the Court corresponding to previous years.

Further details on the actions taken by the Agency on the above-mentioned observations are provided in Frontex's follow-up report available on the EP's website.

2.10. Environment management

In 2025, the Agency initiated and implemented the Frontex Environmental Strategy project aiming at development of an Environmental Management System (EMS) to monitor the Agency's HQ environmental impact and its progress in conducting all required preparatory formal and practical activities. Introduction of the EMS aims at managing and decreasing Frontex's environmental impact, as well as improving its environmental performance.

Given the nature of Frontex's mandate, any planned reduction measures under the EMS are designed not to affect the effectiveness of the Agency's core operational activities.

A major milestone in 2025 was achieved with the signature of Frontex Environmental Declaration by the Executive Director. The Declaration, constituting a high-level commitment to sustainable development, will serve as a basis upon which further decisions, notices and environmental targets could be built.

2.11. Assessment by management

The CAAR outlines the main activities of the Agency in 2025, during which Frontex continued to strengthen its operational role in supporting Member States (MS) and third countries (TC), including through sustained deployments, enhanced situational awareness, and increased support in return and reintegration activities.

In 2025, the Agency operated in a complex and evolving environment marked by shifting migratory patterns and continued pressure at the EU's external borders. Within this context, Frontex maintained a high level of operational delivery and adaptability.

The year was characterised by further consolidation of the Agency's operational model. Progress continued in the rollout of the Frontex Chain of Command (FC2), with additional contingents established and the transition towards a country-based approach to Joint Operations further advancing. Operational activities were implemented in line with the Annual Work Programme, supported by Member States and guided by the Management Board. The establishment of a 24/7 Operations Centre contributed to improved coordination and responsiveness.

In the area of returns, the Agency achieved solid results, exceeding its annual targets and further reinforcing its contribution to the EU return system. Expanded reintegration support and counselling activities complemented operational efforts.

The Agency maintained a high level of capability delivery, covering the majority of operational needs in terms of personnel and technical equipment, while continuing to invest in training and innovation. Financial management remained sound, with a high budget implementation rate and continued improvements in planning and control processes.

Progress was also made in strengthening governance, transparency and internal control, including follow-up on audit recommendations, although some areas require continued attention.

Overall, 2025 reflects continued progress in operational maturity and structural consolidation. The Agency is increasingly able to deliver on its mandate, while further efforts will be needed to address remaining capability gaps and ensure full alignment between strategic priorities and operational delivery.

Part III - Assessment of the effectiveness of the internal control systems

3.1. Effectiveness of internal control systems

Purpose of the Annual Report on Internal Control 2025

The authorising officer shall report to the Management Board on the performance of his or her duties in a form of a consolidated annual activity report containing inter alia information on the efficiency and effectiveness of the internal control system[11]. The assessment of the effectiveness and efficiency of the Internal Control System, based on Frontex Internal Control Framework (ICF)[12] and in line with the European Commission Implementation Guidelines[13] can support the assessment(s) contained in the Declaration of Assurance[14] (DAS).

The methodology for the assessment is based on two types of indicator, soft (SI 25%) and hard (HI 75%), and considers the outcomes of surveys, analysis of reports such as audit reports and recommendations, exceptions and non-compliances, complaints, risks and ex-post evaluations. The information for the reporting year aims at providing a true and fair view of the effectiveness of the Internal Control Principles during the reporting period 2025.

Overall assessment

The overall results on the effectiveness of Frontex Internal Control System along 2025 are reasonably positive. The analysis has been performed at principle level (17) and its results aggregated at component level (V). Out of the five components, three display results over 91%, the threshold where we can assess the component as present and effective in all material aspects.

In allocating scores for hard indicators, close attention was paid to specific internal control documentation including:

- The corporate risk register 2025 and the mitigation actions were taken into consideration while assessing the characteristics, by linking the risks identified with the internal controls in place;
- The status of ECA, IAS and IAC observations and recommendations, linking issues identified with the internal control characteristics;
- Where applicable, it has also considered follow up on recommendations from other scrutiny bodies i.e. EU Ombudsman and WG FRaLO;
- Up-to-date information on ethics, anti-fraud, anti-harassment, irregularities and liaison functions with OLAF and EPPO; and
- The exceptions and non-compliance events were linked with the internal control characteristics.

Room for improvement has been identified within two components, namely II - Risk Assessment and III - Control Activities, where the results of 86.4% and 89% respectively.

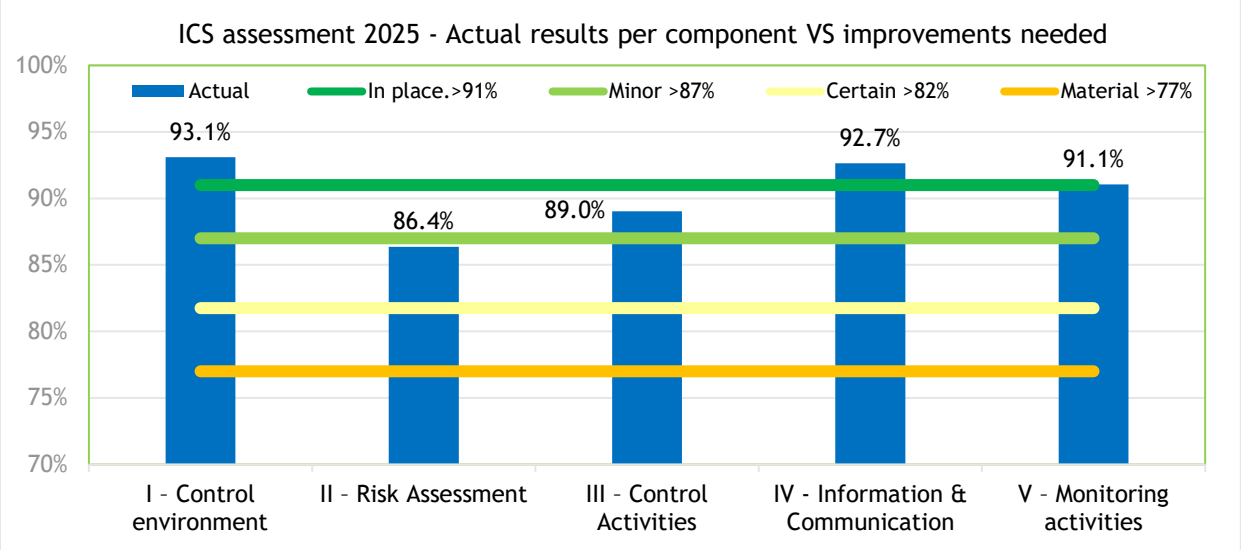
Despite being suboptimal, these two results adequately reflect the current reality for the Organisation in the internal control function. They depict a years-long deficit in terms of staff and expertise to mainstream Internal Control concepts and methodology towards building a culture fostering the acceptance by all staff, at every level, of its responsibilities to contribute to an effective Internal Control System conducive to the achievement of the Agency´s objectives while managing its own business process or delivery of products and services.

[11] Management Board Decision 19/2019 of 23 July 2019 adopting the Frontex Financial Regulation. Article 48(1)(a)(v) Consolidated Annual Activity Report.

[12] Management Board Decision 32/2017 of 22 November 2017 adopting the revised Frontex internal control framework and authorising the Executive Director to adopt necessary measures for its implementation.

[13] Ares (2017)3293999 - 30/06/2017. Note to the Attention of the Resource Directors. Subject: Internal Control Framework – Implementation Guide.

[14] Frontex Financial Regulation. Article 48(1)(V) Consolidated Annual Activity Report. Article 48(1)(b)



Anti-fraud

Frontex anti-fraud strategy[15] 2025-2027 and its action plan applying OLAF's recommended methodology were based on a specific fraud risk assessment. In monitoring the implementation of its action plan, feedback from the business fed a process of ongoing revision and adaptation (when applicable) to reflect changes to the organisational environment.

On 20 November 2024 the Agency adopted the Frontex Anti-Fraud Strategy 2025-2027. Complementary information was provided through the Agency's intranet, including detailed article in the HowTo section. In 2025 updates on the implementation of the Strategy were provided to the Management Board in June and November meetings. As of October, out of 45 actions, 3 were completed; 12 were ongoing, including the organisation of a staff awareness session on Anti-Fraud, to be delivered directly by OLAF to Frontex in the first quarter of 2026; and 30 remained open.

[15] Management Board Decision 40/2024 of 20 November 2024 adopting the Anti-Fraud Strategy 2025-2027.

3.2. Conclusions of assessment of internal control systems

Improvement areas identified
While the components of internal control are present and functioning, certain improvements within components II Risk Assessment and III Control activities are necessary in view of the score below 91% as indicated in point 3.1. To this end a set of improvement areas of work have been devised and will be gradually implemented along 2026. In detail:

1. New ED Decisions on Risk Management; and setting up the Risk Control Committee to be adopted (target Q1-2026) and its content implemented along 2026;
2. Sessions on risk management will be provided across the organisation focused at the first line of defence level e.g. Authorising Officers by (sub)Delegation where internal control matters need to be mainstreamed including methodology, terminology and workshops;
3. Quarterly risk management exercises will be performed, supported by internal control officers to progress on the alignment of the logic, objectives, risks, actions and monitoring.
4. Additional expertise will be outsourced to externally assess and help revamp the overall risk management process; and
5. Utilising the synergy created by the mapping of business processes, an update on controls at activity delivery level will be carried out

In conclusion, Frontex Internal Control system 2025 is considered in place and effective in all its material elements. Although certain improvements are deemed as required, they would not impair the effectiveness in the achievement of objectives defined for the Internal Control System.

3.3. Statement of the manager in charge of risk management and internal control

I, the undersigned,

Manager in charge of risk management and interna control within (agency),

In my capacity as Manager in charge of risk management and internal control, I declare that in accordance with (agency)'s Internal Control Framework, I have reported my advice and recommendations on the overall state of internal control in the Agency to the Executive Director.

I hereby certify that the information provided in the present Consolidated Annual Activity Report and in its annexes is, to the best of my knowledge, accurate, reliable and complete.

Place: Warsaw *date: 14 April 2026*

[signed]

Michael Juritsch

Head of Inspection and

Control Office

Part IV - Management assurance

4.1. Review of the elements supporting assurance

Frontex conducts its operations in compliance with the applicable laws and regulations, striving to deliver in line with the expected high level of professional and ethical standards while upholding EU values and with full respect for fundamental rights in all its activities.
The Agency's budgetary implementation has in place the necessary safeguards to ensure legality and regularity of the underlying transactions, including delegations of the powers and segregation of duties - all embedded in the different areas of the Frontex activities - ex ante and ex-post controls, a systematic process for registration of exceptions and non-compliance events as well as an evaluation function.
The Agency's provisional accounts for 2025 were timely transmitted to the accounting officer of the Commission and to the Court of Auditors for assessment and consolidation purposes.
Independent, objective assurance and advisory services are provided to the Agency by different audit instances including Frontex Internal Audit Capability, the Internal Audit Service of the Commission and the European Court of Auditors. Furthermore, the Agency regularly reports to scrutiny bodies and to the European Parliament.
The Fundamental Rights Officer exercises oversight on fundamental rights aspects of Frontex activities. In a similar fashion the Data Protection Office oversees and provides expert advice in their domain.
The Agency's Internal Control Framework is based on standards laid down by the European Commission. The annual assessment of the status and functioning of the Frontex Internal Control System was carried out and its results indicated that, despite certain improvements being identified and required for implementation in 2026, these do not impair the achievement of the objectives defined in the framework at either component or principle level.
These building blocks provide sufficient guarantees about the completeness and reliability of the information and results contained in this report and the use made of the resources entrusted to the Frontex Executive Director in the reporting period 2025.

4.2. Reservations

Internal control weaknesses and non-compliances that are likely to lead to a reservation, falling within the scope of the declaration of assurance, may relate to the reasonable assurance of use of resources, sound financial management, as well as legality and regularity of operations.
Determining whether weaknesses and non-compliances are material involves a judgement in qualitative and quantitative terms.
Firstly, based on the internal control assessment process, the Deputy Executive Directors, and the Directors of Division, in charge of risk management and internal control in their divisions, confirm that the state of internal control in their divisions was duly reported during 2025, and the information provided and represented in this Consolidated Annual Activity Report is accurate and complete. No areas of improvement or reservations had been identified and declared.
Secondly, the overall assessment of the internal control system, as conducted by the Internal Control Coordinator, showed that Frontex Internal Control System was working during 2025. The analysis leading to this assessment was performed at principle level (17) and its results aggregated at component level (V). Out of the five components three of them display results over 91% and were assessed as 'present and effective in all material aspects. Room for improvement has been identified within two components namely, II - Risk Assessment and III Control Activities, were the results reached 86.4% and 89% respectively, indicating that certain improvements are required as regards risk management activities, while minor improvements are necessary on the realm of control activities.
Regarding materiality, the indicator for non-compliances and exceptions issued during 2025 remained with 5.16% above the indicative threshold of 2% of the authorised payment appropriations. But this still pictures a downwards trend compared to 2024 (6.52%).
Summarising, following the statements made by the Authorising Officers by Delegation, and the outcome of the internal control assessment process for 2025, it can be concluded that the internal control standards are present and functioning effectively.
Based on the information provided in the previous parts, the Executive Director has decided not to introduce any reservations in his declaration of assurance, as the control procedures put in place during 2025 provide the necessary guarantees concerning the legality and regularity of the underlying transactions for this period, due to the presence of an overall effective and efficient internal control system.

Part V – Declaration of assurance

I, the undersigned, Director of European Border and Coast Guard Agency (Frontex),

In my capacity as authorising officer,

Declare that the information contained in this report gives a true and fair view.

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

This reasonable assurance is based on my own judgement and on the information at my disposal, such as the results of the self-assessment, ex-post controls, the work of the Internal Audit Capability and the lessons learnt from the reports of the Court of Auditors for years prior to the year of this declaration.

Confirm that I am not aware of anything not reported here which could harm the interests of the Agency.

Warsaw, Poland, 30 April 2026

[signed]

Hans Leijtens

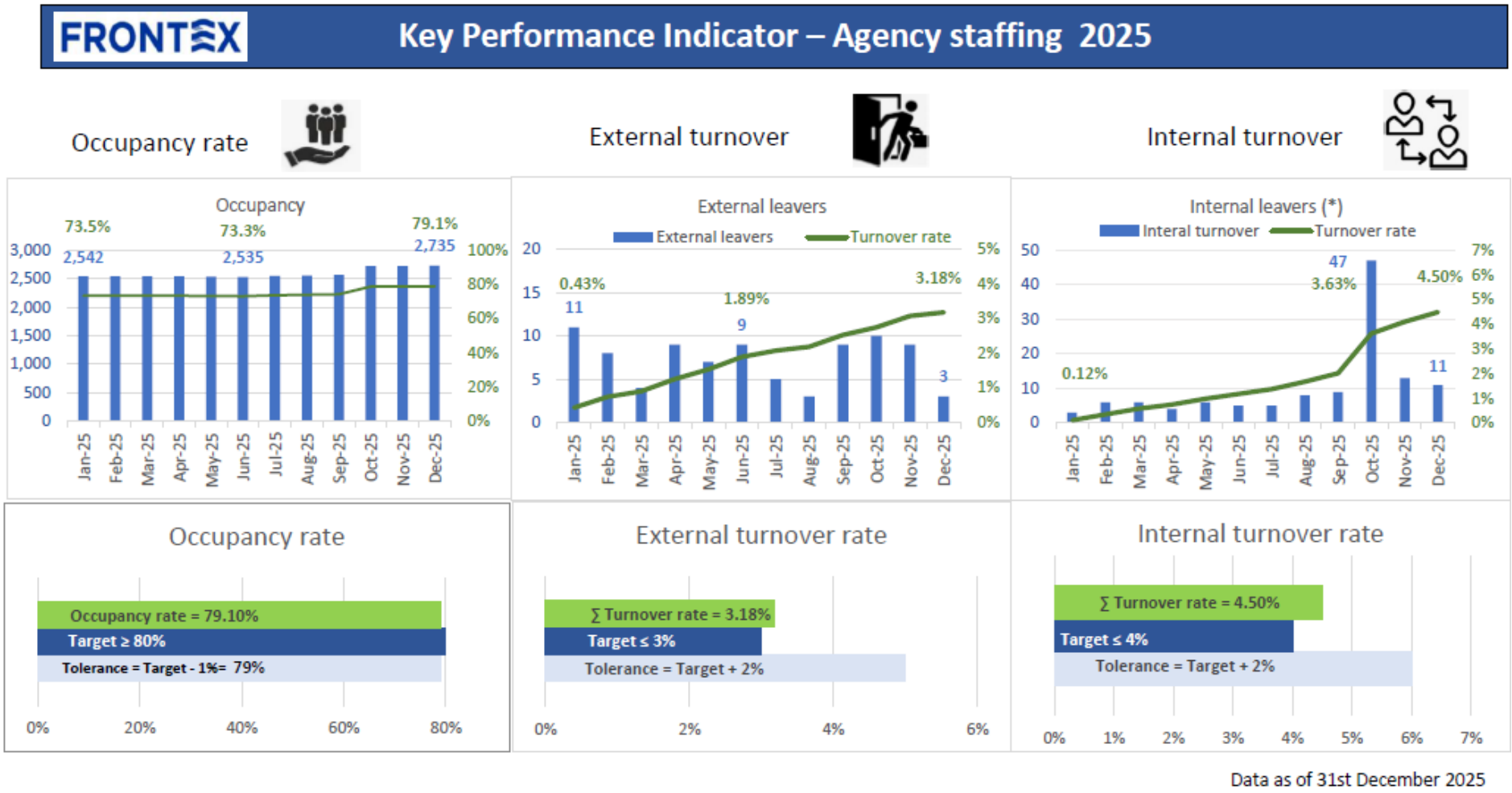
Executive Director

ANNEXES

Annex I - Core business statistics.
Annex II - Statistics on financial management.
Annex III - Organisational chart.
Annex IV - Establishment plan and additional information on human resource management.
Annex V - Human and financial resources by activity.
Annex VI - Contribution, grants and service level agreements. Financial Framework Partnership Agreements.
Annex VII - Environment management.
Annex VIII - Annual accounts.
Annex IX - Evaluation of results of return activities.
Annex X - Tripartite Working Arrangement – Annual Strategic Plan 2025.
Annex XI - Annual Public Accesses Document Report 2025.
Annex XII - Use of force – Stocktaking report.
Annex XIII – List of MB decisions adopted in 2025.
Annex XIV – The EBCG Academy Training Plan 2025.
Annex XV – Plan of Operational Response 2025 – Core Elements.
Annex XVI – Antenna Offices Activities

Annex I - Core business statistics

Key Performance Indicators
KPI 1 – Staffing



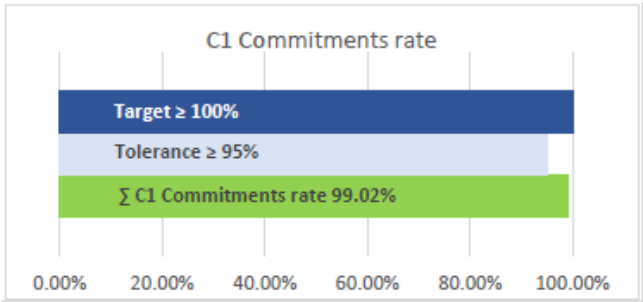
Data as of 31st December 2025

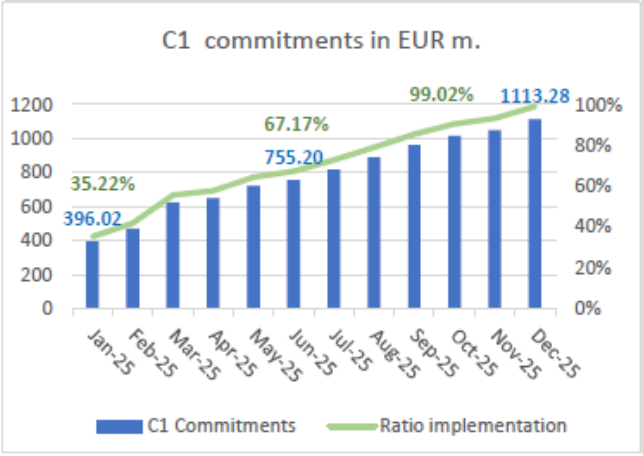
(*) October internal turnover of 47 positions relates to SC changing their contrats upon successful competition on open recruitments for higher groups.

KPI 2 – Budgetary Implementation

Key Performance Indicator – Financial Services - 2025

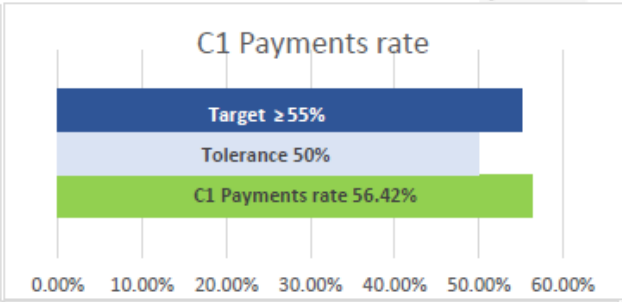
Budget utilization - C1 commitments rate

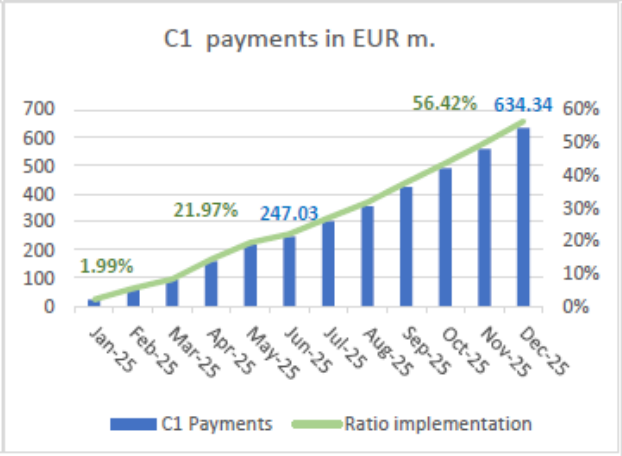




Note: C1 commitments 31.12.24 = 99.56%

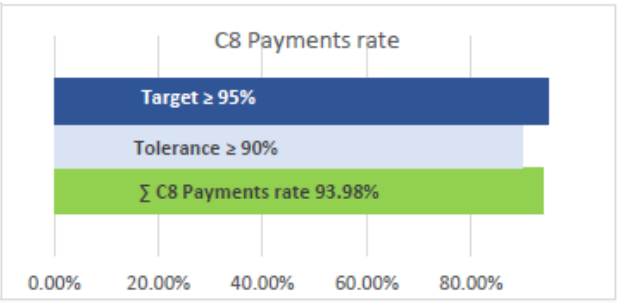
Budget utilization – C1 payments rate

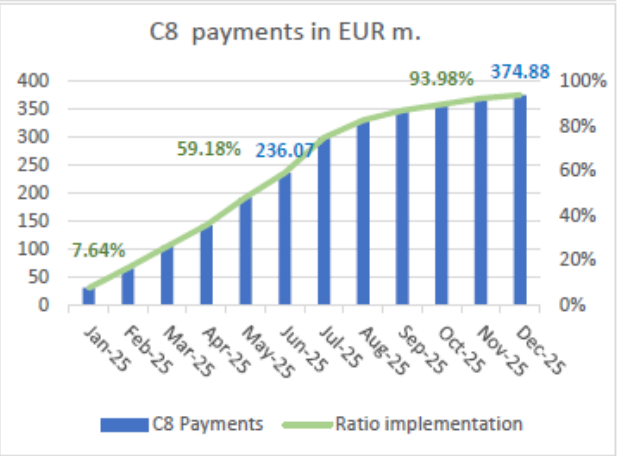




Note: C1 payments 31.12.24 = 56.42%

Budget utilization - C8 payments rate

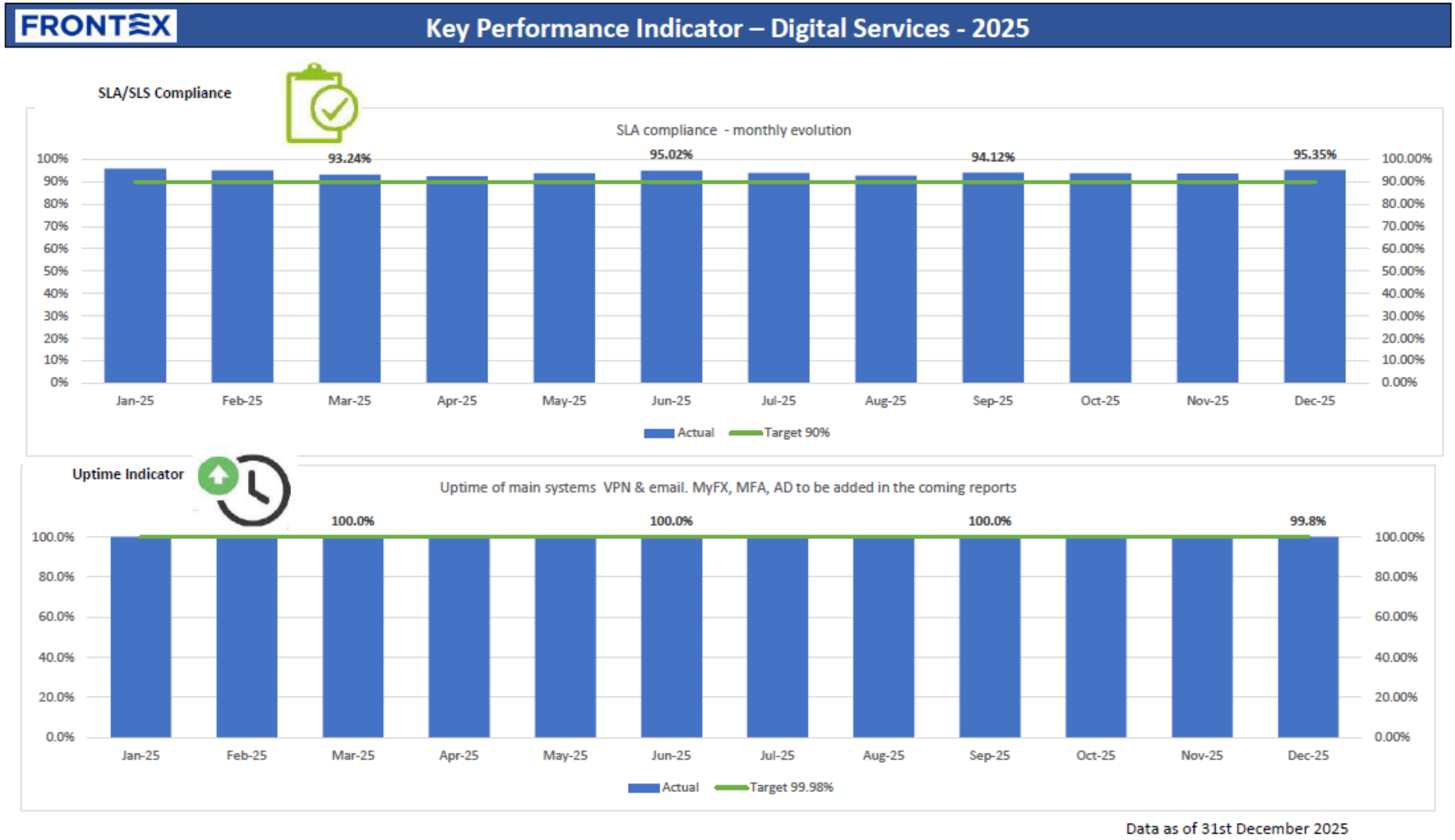




Note: C8 payments 31.12.24 = 92.77%

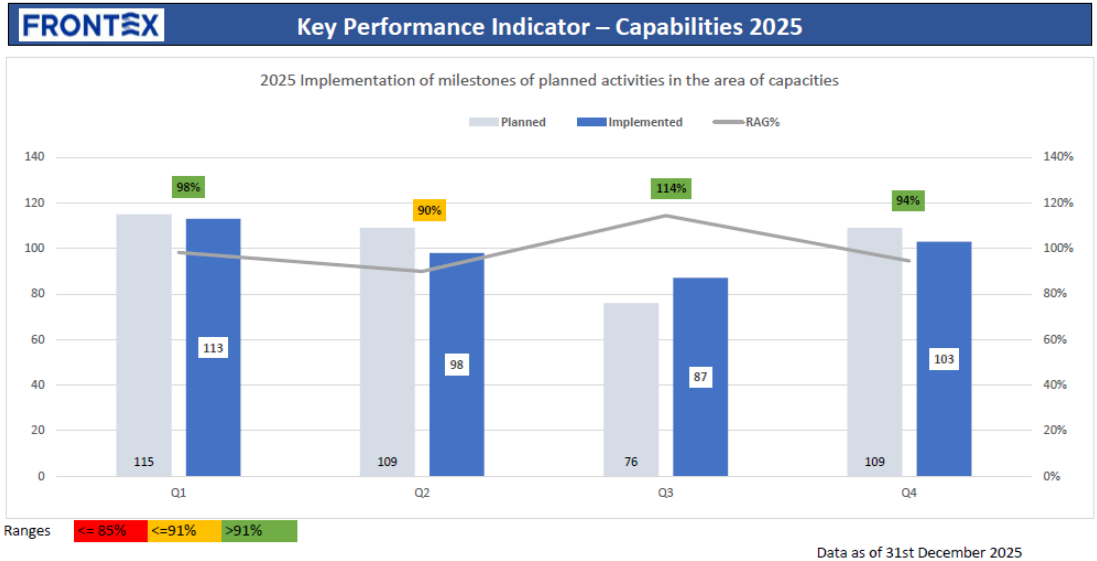
Data as of 31st December 2025

KPI 3 – Digital Services



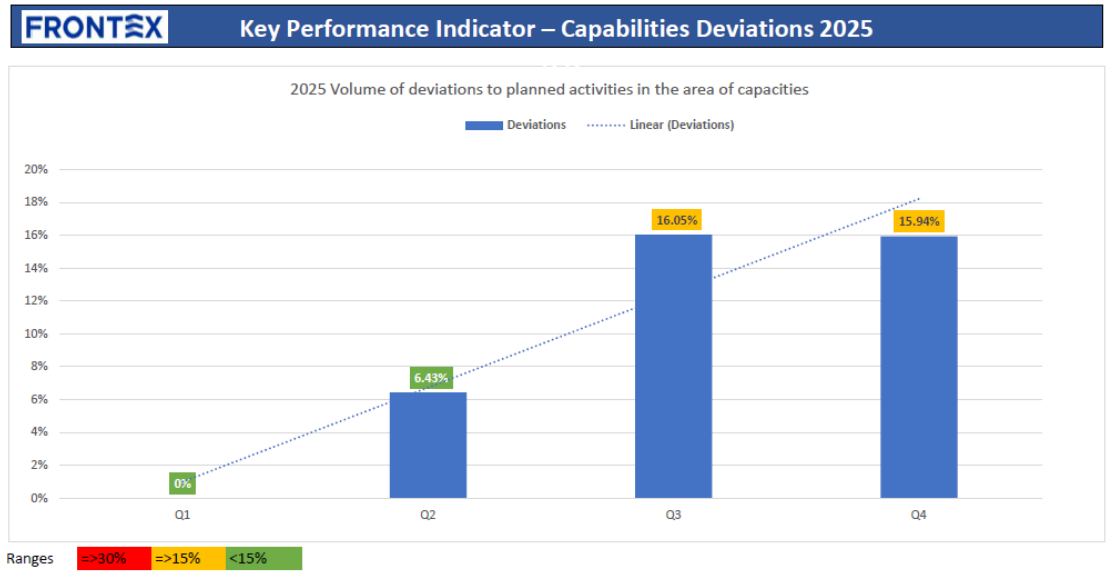
Data as of 31st December 2025

KPI 4 – Capability Management



Data as of 31st December 2025

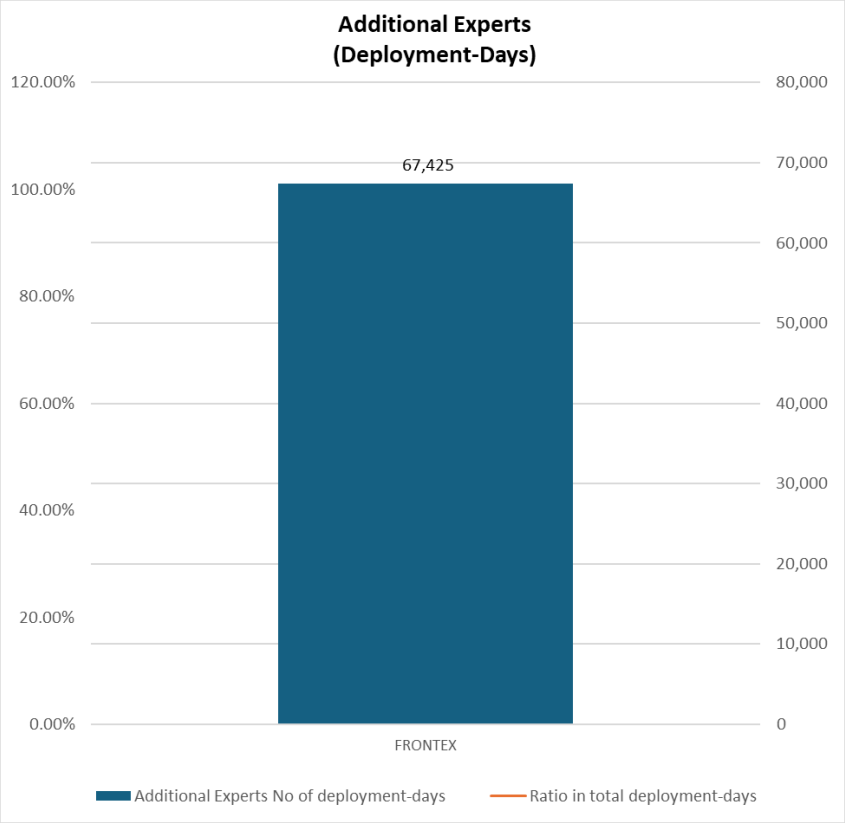
KPI 5 – Capability Resilience

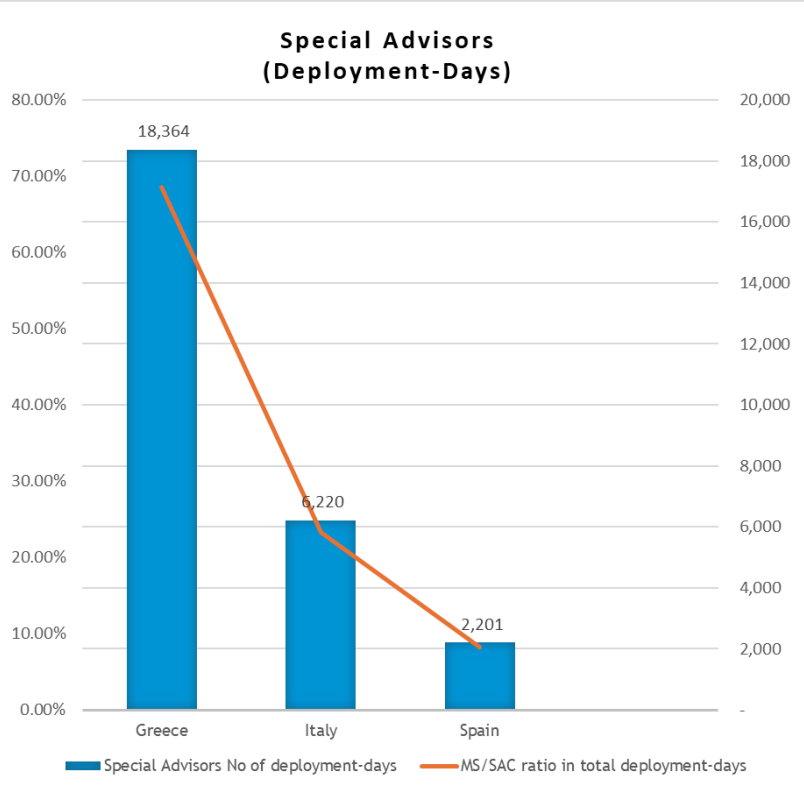


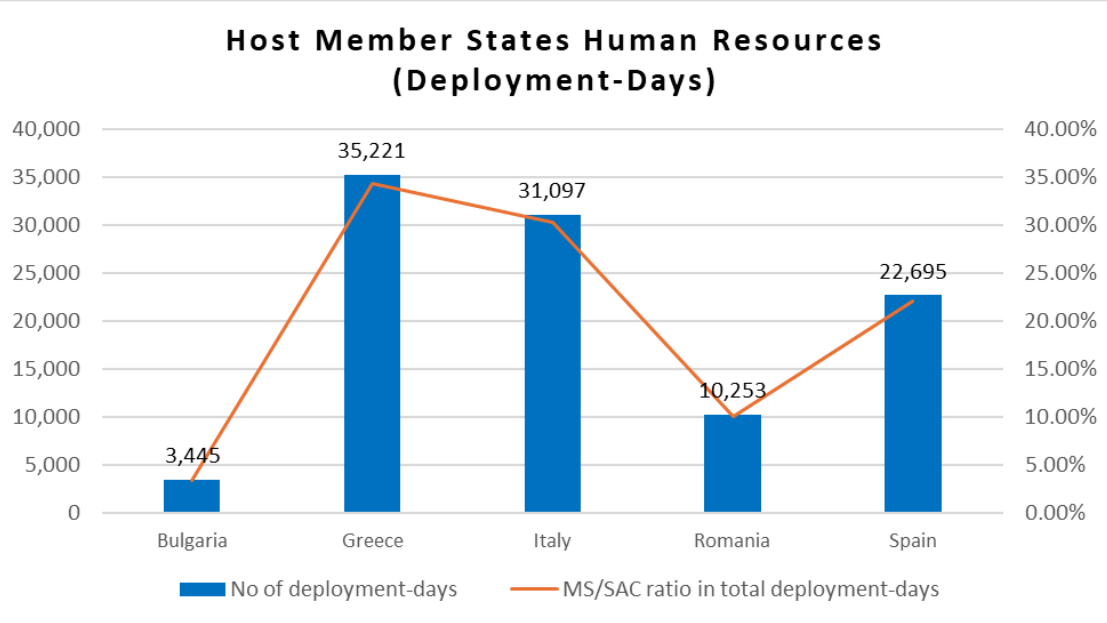
Data as of 31st December 2025

Additional statistics on capabilities and deployments
In 2025 the Agency deployed SC covering 980,730 deployment days, out of which 38% were covered by category 1, 30% by category 2 and 32% by category 3. The top three contributors (highest number of deployment days) were Germany, followed by Italy and France.
Additional experts deployed included interpreters/cultural mediators, contracted crew/members for helicopter.

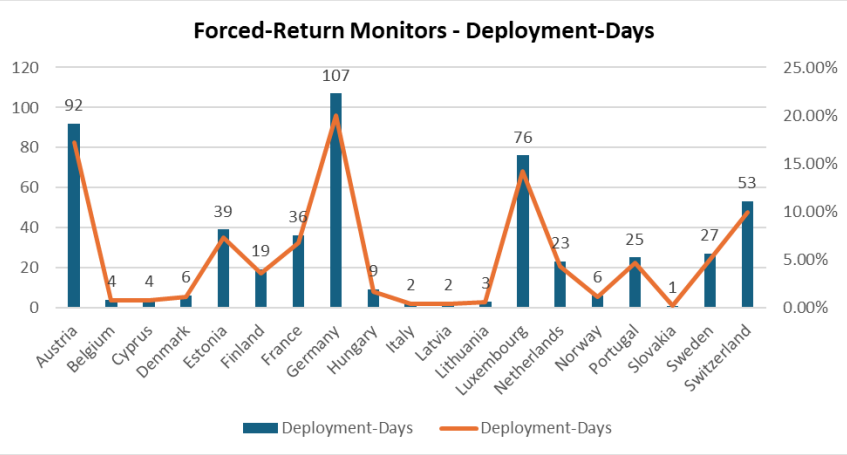
MS	Category 2	Category 3	Total	MS/SAC ratio in total deployment-days
Austria	7,992	12,358	20,350	3.34%
Belgium	6,676	3,754	10,430	1.71%
Bulgaria	7,261	7,351	14,612	2.40%
Croatia	10,638	6,301	16,939	2.78%
Cyprus	1,619	625	2,244	0.37%
Czech Republic	4,507	7,786	12,293	2.02%
Denmark	6,389	13,559	19,948	3.27%
Estonia	4,055	3,672	7,727	1.27%
Finland	6,206	8,178	14,384	2.36%
France	30,408	10,716	41,124	6.74%
Germany	40,091	54,363	94,454	15.49%
Greece	10,863	9,797	20,660	3.39%
Hungary	14,866	16,559	31,425	5.15%
Iceland	160	424	584	0.10%
Italy	24,810	25,613	50,423	8.27%
Latvia	7,053	13,468	20,521	3.37%
Lithuania	9,069	12,704	21,773	3.57%
Luxembourg	1,110	2,767	3,877	0.64%
Malta	1,173	3,762	4,935	0.81%
Netherlands	10,378	17,754	28,132	4.61%
Norway	4,563	5,831	10,394	1.70%
Poland	17,468	11,151	28,619	4.69%
Portugal	6,796	16,664	23,460	3.85%
Romania	13,106	19,924	33,030	5.42%
Slovakia	7,992	3,447	11,439	1.88%
Slovenia	6,954	3,631	10,585	1.74%
Spain	21,378	12,128	33,506	5.49%
Sweden	6,809	8,623	15,432	2.53%
Switzerland	3,056	3,459	6,515	1.07%
Total	**293,446**	**316,369**	**609,815**	







The host MS contributed additional officers in support of Frontex operational activities, covering a total of over 87,500 deployment days.

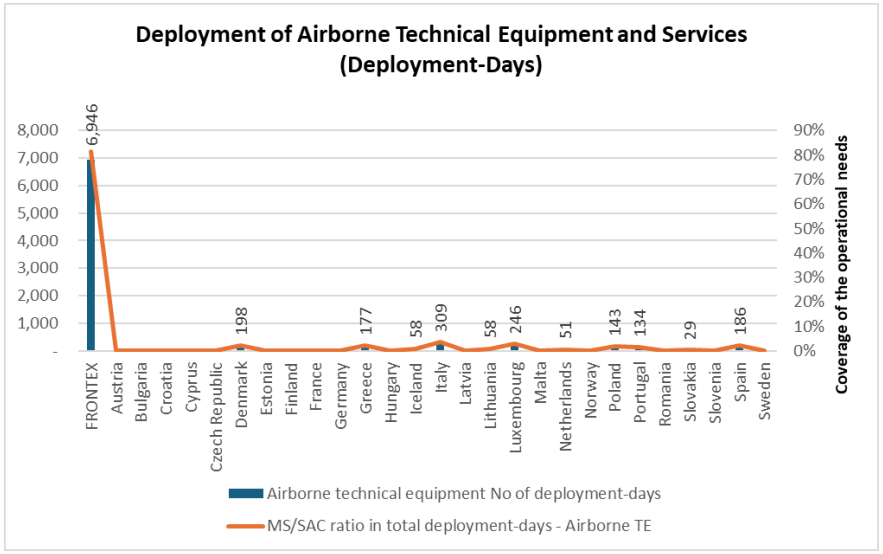


In 2025, the Agency deployed technical equipment in support of its operational activities as follows:
- 8,535 deployment-days of airborne technical equipment - 82% by Frontex and 18% by MS;
- 10,715 deployment-days of seaborne technical equipment – 100% by MS;
- 422,256 deployment-days of landborne technical equipment – 85% by Frontex and 15% by MS;
- 467,727 deployment-days of portable technical equipment – 82% by Frontex and 18% by MS.

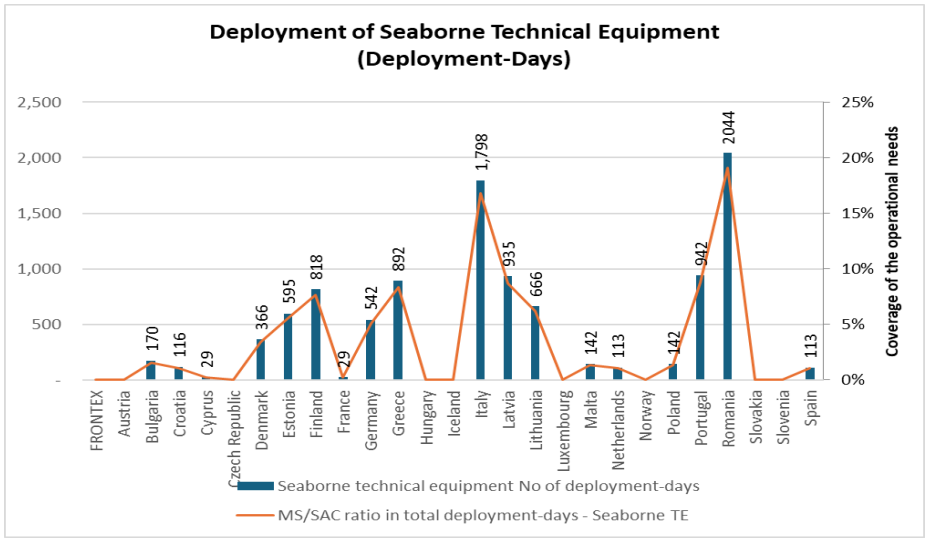
MS	Seaborne technical equipment No of deployment-days	Airborne technical equipment No of deployment-days	Land-borne technical equipment No of deployment-days	Portable technical equipment No of deployment-days	MS/SAC ratio in total deployment-days - Airborne TE	MS/SAC ratio in total deployment-days - Seaborne TE	MS/SAC ratio in total deployment-days - Land-borne TE	MS/SAC ratio in total deployment-days - Portable TE
FRONTEX	-	6,946	360,710	385,227	81%	0%	85%	82%
Austria	0	0	2,499		0%	0%	1%	0%
Bulgaria	170	0	1,322		0%	2%	0%	0%
Croatia	116	0	1,889		0%	1%	0%	0%
Cyprus	29	0	0		0%	0%	0%	0%
Czech Republic	0	0	1,831		0%	0%	0%	0%
Denmark	366	198	396		2%	3%	0%	0%
Estonia	595	0	1,030	82,500	0%	6%	0%	18%
Finland	818	0	1,068		0%	8%	0%	0%
France	29	0	1,914		0%	0%	0%	0%
Germany	542	0	14,497		0%	5%	3%	0%
Greece	892	177	0		2%	8%	0%	0%
Hungary	0	0	6,429		0%	0%	2%	0%
Iceland	0	58	0		1%	0%	0%	0%
Italy	1,798	309	2,555		4%	17%	1%	0%
Latvia	935	0	1,437		0%	9%	0%	0%
Lithuania	666	58	2378		1%	6%	1%	0%
Luxembourg	0	246	117		3%	0%	0%	0%
Malta	142	0	624		0%	1%	0%	0%
Netherlands	113	51	3,332		1%	1%	1%	0%
Norway	0	0	798		0%	0%	0%	0%
Poland	142	143	3,650		2%	1%	1%	0%
Portugal	942	134	513		2%	9%	0%	0%
Romania	2044	0	8,873		0%	19%	2%	0%
Slovakia	0	29	1,283		0%	0%	0%	0%
Slovenia	0	0	1409		0%	0%	0%	0%
Spain	113	186	1,069		2%	1%	0%	0%
Sweden	263	0	228		0%	2%	0%	0%
Switzerland	0	0	405		0%	0%	0%	0%
	10,715	**8,535**	**422,256**	**467,727**				

*Seaborne equipment includes OPV, CPV, CPB
*Airborne equipment includes Fixed Wing Aircraft, Helicopter, Unmanned Aerial Vehicle
*Land-borne equipment includes Canine Team Vehicle, Patrol Car, Mobile surveillance system, Transportation Vehicle, Vehicle for Migration Management
*Portable equipment includes Spectrometers, Endoscopes, Document Readers, Fingerprinting Scanners (EURODAC), Document checking devices, Binoculars

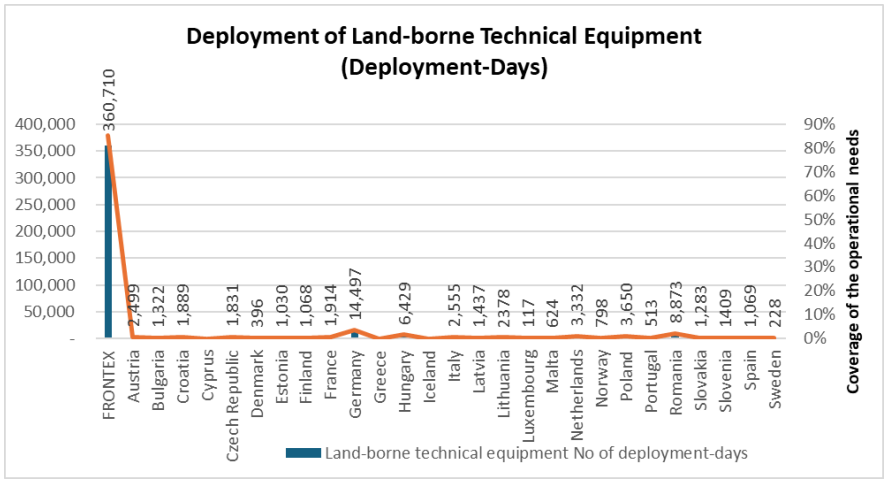
The following graph presents deployments of airborne technical equipment.



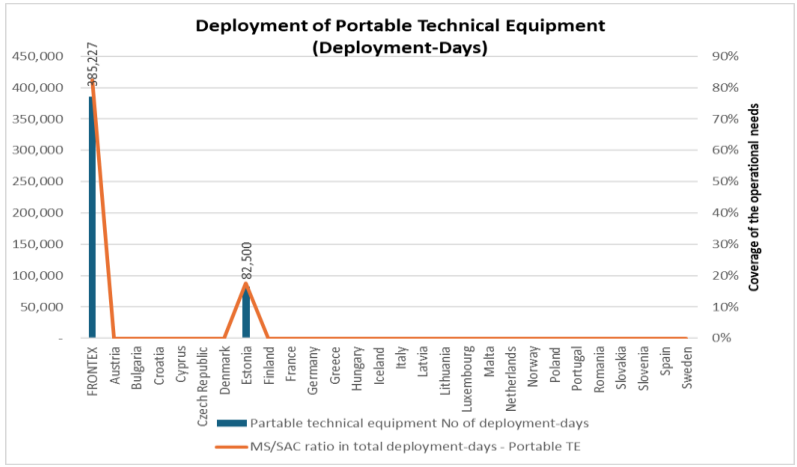
The following graph presents deployments of seaborne technical equipment.



The graph below shows deployments of land-borne technical equipment.

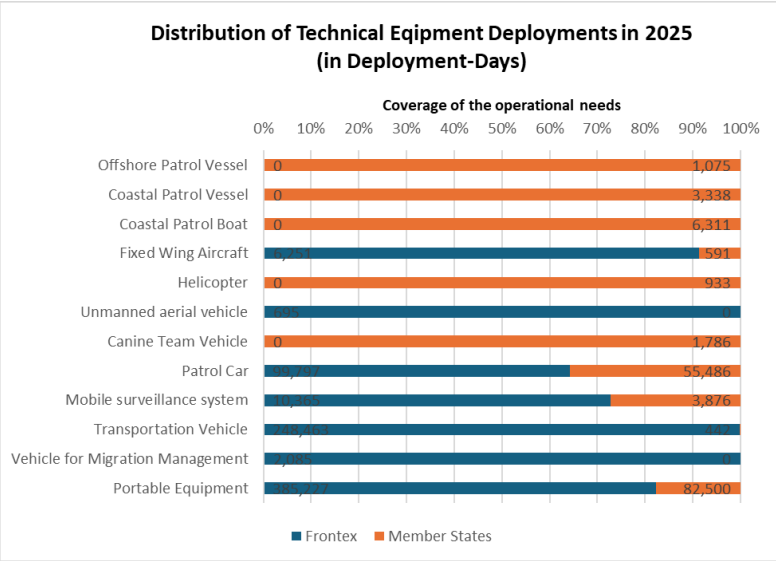


The graph below shows deployments of land-borne portable equipment.

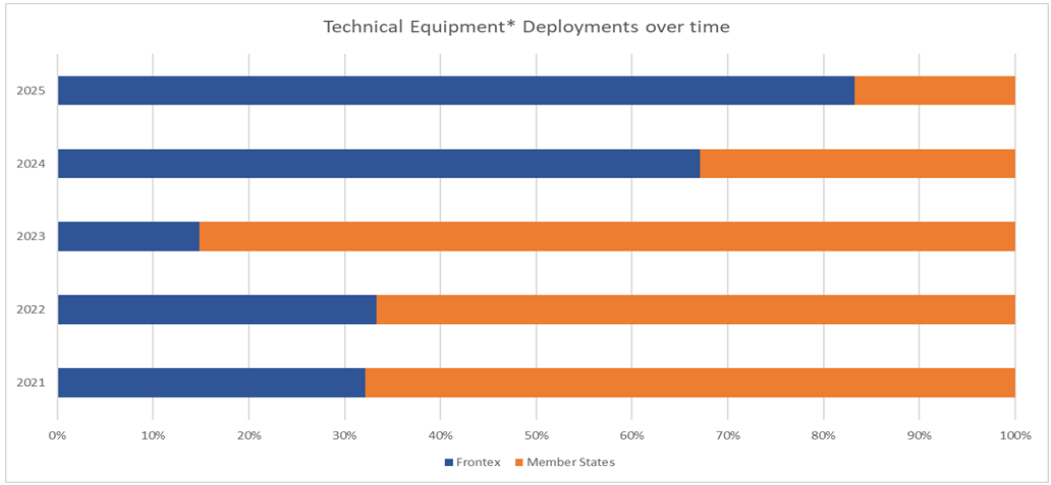


The graphs below presents some additional statistics for the year 2025 such as:

1) Equipment and services from both MS and the Agency deployed in operational activities throughout 2025 in cumulative deployment days

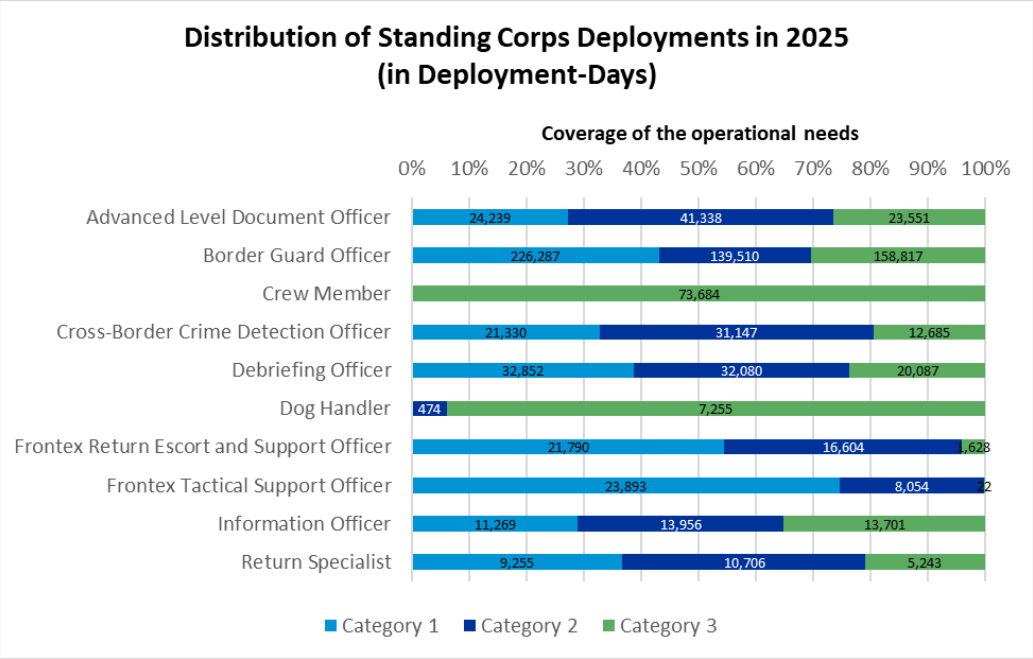


2) The evolution of the shared responsibility for providing major technical equipment.

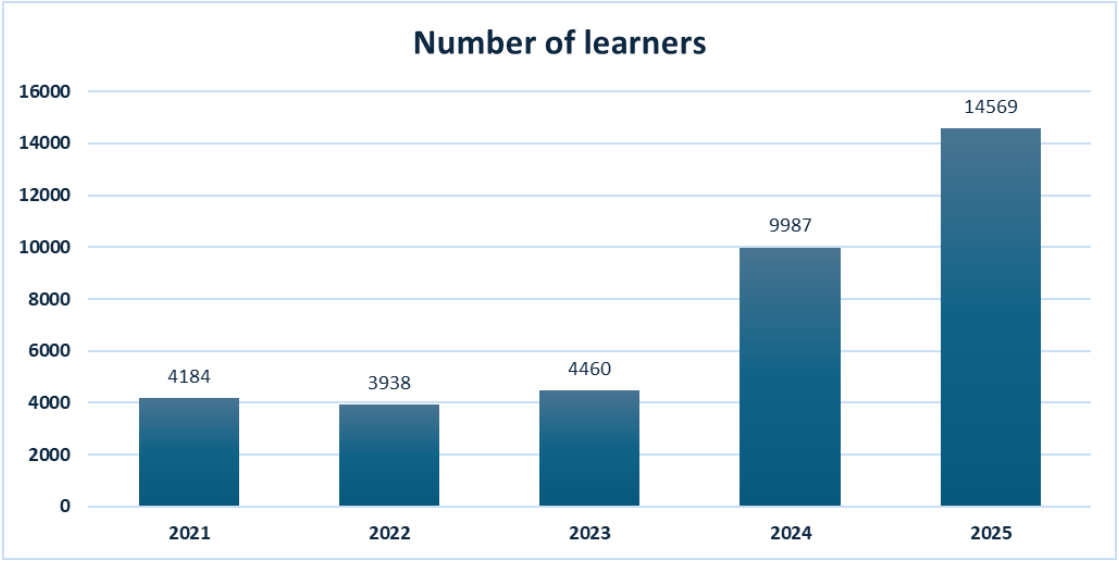


* Including all airborne, seaborne and land borne capabilities.

3) SC officers from both MS and Frontex deployed in operational activities throughout 2025 in cumulative deployment days.



Looking back at the evolution of learners, 2025 was a yet another step-change in terms of volume. The numbers of learners for which the Agency has provided entry, profile and specialised training increased by over 45%. (The number of learners for 2025 does not include the Standing Corps who started the OTP in 2025 and will graduate in 2026, although modules 1 and 2 were concluded in 2025 already).







Summary of 2025 Frontex main categories of its own Technical Equipment and services acquisition activities.

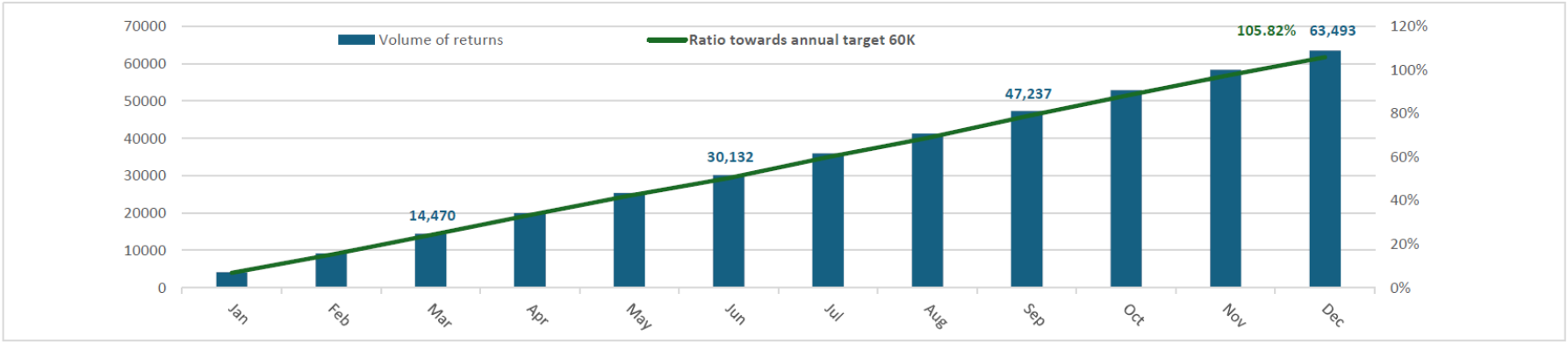
Category from Multiannual Acquisition	Subcategory	Link to EIBM Goal and TO EIBM 2023-2027 actions	Capability Roadmap Priority	Realated Business Capability from	Number of items of Frontex Equipment or services acquisitions activities
Airborne Surveillance	FSA Land/Coastline	Goal G. Future-Proof the External Borders and Accelerate Innovation General Actions (action 16.4, 16.5)	3.4.1. Integrated Information Management Across the European Border and Coast Guard	5.3.1 Border Surveillance Management	3 aerial assets
Airborne Surveillance	FSA Mid Range	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	5 aerial assets
Airborne Surveillance	FSA Long Range	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	8 aerial assets
Airborne Surveillance	MALE RPAS	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	2 drones
Airborne Surveillance	Ground Handling Services	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	Lampedusa Airport
Returns	Charter flights for return operations	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast Guard 3.4.4. Strengthened Strategic Partnerships and Reduced Illegal Pathways to Europe	5.3.6 Return Management	40 flights
Interpretation and Cultural Mediation	Interpretation and cultural mediation services	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast Guard 3.4.2. Improved Efficiency and Security of Border Crossing Points	5.3.5 Migration Management	209 ICMS contracted
Fleet Management	Fuel and related services	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	Fuel and related services for own and rented fleet
Fleet Management	Fleet management services	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	6.2.2 Maintenance Management	FMS for 368 vehicles
Fleet Management	Vehicle transportation services	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	Transportation of 169 vehicles to/from operational areas
Mobility and Patrols	Additional Patrol Cars (SUVs)	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast Guard	5.3.1 Border Surveillance Management	35 Large-Size SUVs (Land Rover Defender) 25 Mid-Size SUVs (Jeep Compass)
Mobility and Patrols	Additional Patrol Cars (Pick-up trucks)	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	110 Ford Ranger Raptors including labelling/branding+lightbars +sirens
Fleet Management	Duty car rental services	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	10 mini vans
Fleet Management	Commuting car services	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	789 commuting cars
Insurance Services	Fleet insurance services	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.2.2 Maintenance Management	Insurance services for 368 vehicles comprising Frontex fleet
Fleet Management	Registration of cars	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.2.2 Maintenance Management	Registration of 78 vehicles
Fleet Management	Parking services	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.5. Sustainable Operational Excellence	7.0.0 Infrastructure Management	Parking rental
Fleet Management	Warranty for special vehicles	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.2.2 Maintenance Management	Vehicles for Migration Management
Safety and Health	Personal Protective Equipment	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	Disposable gloves, facemasks, gowns, coveralls, hair nets, earplugs, hand sanitizers, industrial paper wipers, wet disinfectant cloths, waste bags, sunscreens, insect repellent sprag, basic first aid kit, safety goggles
Safety and Health	Tactical Emergency Casualty Care	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	1075 Belt Trauma Kits
Uniforms	Uniform: Garments	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	Socks, undershirt, side cap, gloves, operational bra, sport socs, swimsuit, special vests, samples of ranks, summer jackets, polo,winter jackes, fleece jackets, rainwear jackets, scarfs, business shirts, formal

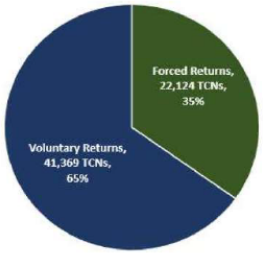
Uniforms	Uniform: Shoeware	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	800 representative belts 800 shoes 600 transportation bags 799 backpacks 1600 ankle boots 500 thongs 500 sport shoes 500 cross trainers
Special wearables	Duty belts and accessories	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	370 inner belts 370 outer belts 200 protective glasses 200 multitool with pouches 600 tactical protective gloves 400 torches 1700 handcuffs and pouches
Special wearables	Special garments	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	325 winter boots 2200 neck warmers 2000 balaclava hoods 350 thermal underwear sets 550 winter gloves 325 ski googles 2500 feet warmers 325 - ski googles 250 rubber boots with warmers 412 snow patrol boots 2200 extreme winter socks 775 tatami mat footwear
Body armor	Body armour (BPVs,helmets, ballistic plates)	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	500 BPVs level 3A 300 BPC level 3 250 helmets
Special wearables	Visual Identity Items (armbands, vests, tshirts, caps)	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	5000 armbands
Future Needs and Opportunities	Implementation of the Uniform Project	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	Development, Transition and testing services (provision of footwear items and custom designed garments)
Weapons	Weapons-pistols, accessories and trainings	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	700x pistols 2100x magazine's sets 700x flashlights 750x holster sets
Weapons	Weapons- ammunition	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	1 000 000 sets of ammunition
Facilities and Infrastructure	Mobile Office / Storage / Sanitary	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.5. Sustainable Operational Excellence	7.0.0 Infrastructure Management	99 Mobile Office/Sanitary/Storage Containers deployed in OAs
Facilities and Infrastructure	Warehouse and freight-forwarding services (3PL - Third-	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.5. Sustainable Operational Excellence	7.0.0 Infrastructure Management	4 central warehouses and transportation within Europe
Facilities and Infrastructure	Rent of the offices +cleaning services	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.5. Sustainable Operational Excellence	7.0.0 Infrastructure Management	Rent od Land in Chios Port Rent of Office in Ioannina Rento of FRESO Office in Tbilisi Rent of Office in Lesvos+ cleaning
Facilities and Infrastructure	Central weapons storage	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.5. Sustainable Operational Excellence	7.0.0 Infrastructure Management	Cost reimbursement for Polish Police
Facilities and Infrastructure	Field Facilities	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.5. Sustainable Operational Excellence	7.0.0 Infrastructure Management	C1 - Romania (Office in Bucharest) C6 - Czechia - (Office in Prague) C7 - Estonia - (Office in Tallin)
Facilities and Infrastructure	Office furnitures and small office equipment	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.5. Sustainable Operational Excellence	7.0.0 Infrastructure Management	Furniture in: Estonia, North macedonia, Montenegero, Portugal
Facilities and Infrastructure	Cabines and safes for uniforms	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.5. Sustainable Operational Excellence	7.0.0 Infrastructure Management	10 cabinets

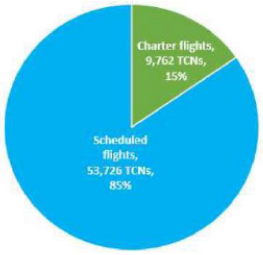
Border Surveillance and Border Checks	Technical support for operational equipment	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.2.2 Maintenance Management	Impementation of in-field support, stage 1: service design and site
Border Surveillance and Border Checks	Document Inspection Devices	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast Guard 3.4.2. Improved Efficiency and Security of Border Crossing Points 3.4.5. Sustainable Operational Excellence 3.4.7. Gradually Adopted Emerging	5.3.2 Border Checks Management	60 devices (Doculus Lumus)
Border Surveillance and Border Checks	Videoscopes / Borescopes / Endoscopes	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast Guard 3.4.2. Improved Efficiency and Security of Border Crossing Points 3.4.5. Sustainable Operational Excellence 3.4.7. Gradually Adopted Emerging	5.3.2 Border Checks Management	30 devices
Border Surveillance and Border Checks	Fingerprint scanners	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast Guard 3.4.2. Improved Efficiency and Security of Border Crossing Points	5.3.5 Migration Management	50 devices
Border Surveillance and Border Checks	Cooled Multi-Sensor Binoculars	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	3 devices +2x training
Border Surveillance and Border Checks	Uncooled Thermal Cameras	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	32 devices + 2x training
Border Surveillance and Border Checks	Cooled Thermal Cameras	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	10 devices + 2x training
Border Surveillance and Border Checks	Single Tube Night Vision Goggles	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	22 devices + 2 training
Border Surveillance and Border Checks	Twin Tube Night Vision Goggles	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	50 devices + 2 training
Border Surveillance and Border Checks	Night Vision Binoculars	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast	5.3.1 Border Surveillance	50 devices + 2 training
Border Surveillance and Border Checks	Co2 detectors	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast Guard 3.4.2. Improved Efficiency and Security of Border Crossing Points 3.4.5. Sustainable Operational Excellence 3.4.7. Gradually Adopted Emerging	5.3.2 Border Checks Management	20 devices + 5 calibrators
Border Surveillance and Border Checks	UV lights	Goal G. Future-Proof the External Borders and Accelerate Innovation	3.4.1. Integrated Information Management Across the European Border and Coast Guard 3.4.2. Improved Efficiency and Security of Border Crossing Points 3.4.5. Sustainable Operational Excellence 3.4.7. Gradually Adopted Emerging	5.3.2 Border Checks Management	55 devices
Weapons	Weapons unloading devices	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	71 bullet catchers
Other	Frontex visual identity items	Goal G. Future-Proof the External Borders and Accelerate Innovation	Other actions	6.3.0 Logistics (incl. HR Deployment)	400 banners 100 metal signs with Frontex logo

KPI 7 – Returns

Key Performance Indicator – Volume of returs supported 2025







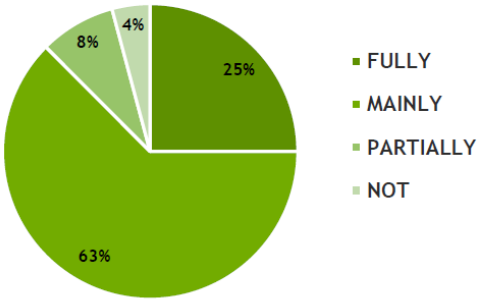
2024	Item	Budget (initial)	Budget (current)	Total Committed	% Month N	% Month N-1	% Month N-2
A-3200	RETURN ACTIVITIES	133 161 929	181 120 134	181 120 134	100%	98%	96%

* 5 TCNs were returned by bus during a forced return operation, which is not counted in the "third-country nationals returned by air".

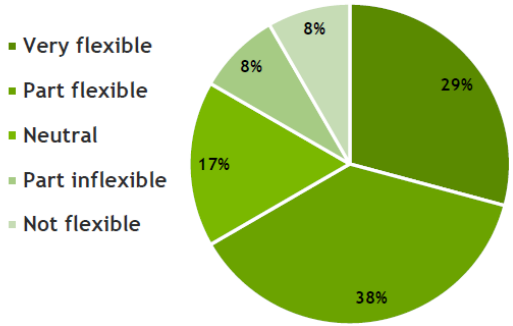
Data as of 31st December 2025

KPI 8 – Satisfaction with Operations

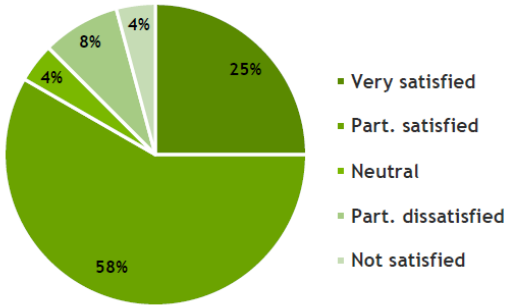
For the Joint Operations in which your MS/SAC participated, were the general objectives achieved in your opinion?



How would you rate the flexibility of Frontex Joint Operations in adapting to unexpected situations or changes?



What is your **overall satisfaction** with Frontex Joint Operations?



In the framework of Frontex Joint Operations, how could the Agency better support you in the future? *(multiple response)*

> support in the border control, specifically more resources to be hosted by us in JOs	26%
> support in border control in terms of quality of trained SC and better TE deployed	21%
Yes, in the field of the combatting of cross border crime	6%
No	47%

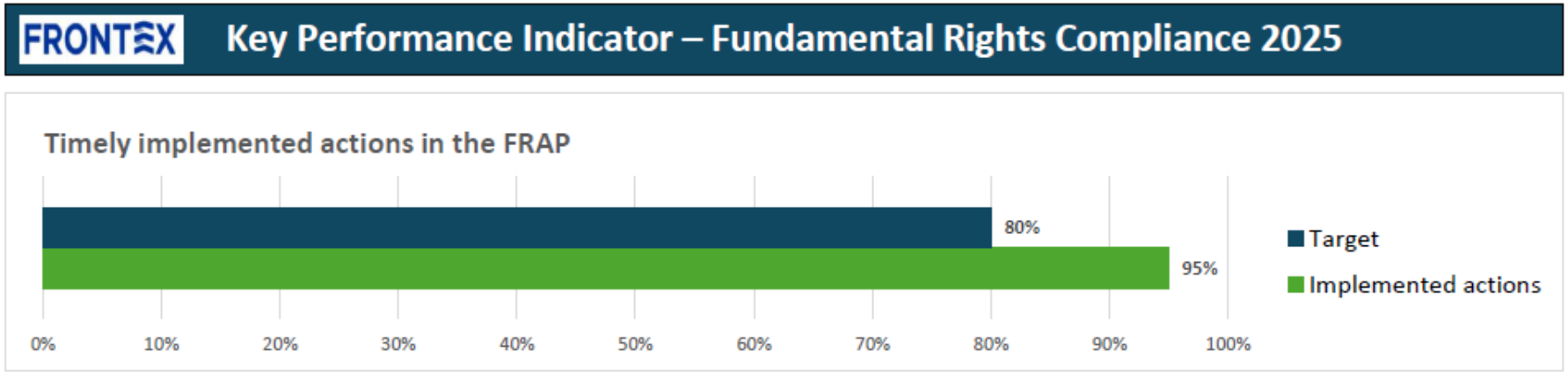
What do you expect from the *further* introduction of the Frontex Chain of Command in 2026? *(multiple response)*

Improved cooperation on the local level within the joint operations	71%
Enhanced efficiency and flexibility of the available resources	67%
No changes anticipated	4%
Reduced efficiency and flexibility for the available resources	4%
Decreased cooperation on the local level within the joint operations	0%

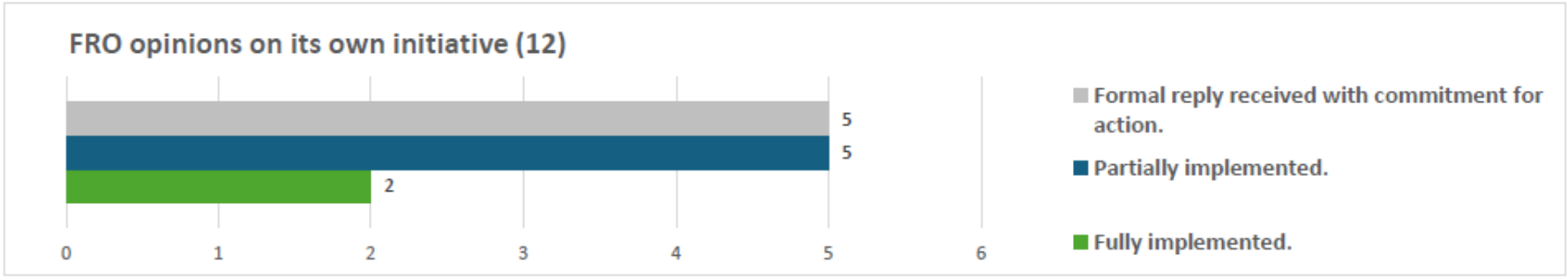
24 respondents

Process by DEPLOY Sector	Quantity	Comments
SC Cat.1 Deployment Assessment Reports (DAR)	363 sent by DEPLOY to the entities and 351 received so far	2025
SC Cat.2 Deployment Assessment Reports (DAR)	212 sent by DEPLOY to the entities and 206 received	2025
Special requests from Seconding Member States for Annual Assessment Reports for Cat.2 (AAR)	122. All finalised by the Agency	For the period 01/01/2025-30/09/2025
Termination of Secondments of Cat.2	44 sent to the Member States	Terminations during 2025
Annual Assessments for Cat.2 (AAR)	835 requests were sent by DEPOY and 122 received from entities	2025. Procedure launched on 2nd December 2025

KPI 9 - Fundamental Rights (FR) compliance



NB: out of 87 actions: 83 are implemented / 4 as delayed OR partially implemented.



NB: The FR Officer timely issued opinions endorsing, recommending changes, or objecting to OPLAN's for all JO's in line with the SOP's

In 2025, the Fundamental Rights Officer issued one (1) recommendation to the Management Board. The recommendation has not yet been implemented.

Fundamental Rights Officer's recommendations to the MB	Date	Status
Recommendation on the Adoption of the revised Agency rules on the Complaints Mechanism	June 2025	Not implemented

With the purpose of further strengthening the Agency's compliance with fundamental rights, in 2025 the Fundamental Rights Officer issued 12 Opinions on its own initiative or at the Agency's request, addressed to the Executive Director.

- Two (2) Opinions were fully implemented.
- Five (5) Opinions have been partially implemented.

- In the other five (5) Opinions the Fundamental Rights Officer received a formal reply from the Executive Director / Agency with a commitment to action.

Furthermore, the Fundamental Rights Officer timely issued Opinions endorsing, recommending changes or objecting to the Operational Plans of all Joint Operations implemented by the Agency, in line with the SOP on Operational Plans[16].

Reply received with commitment to action	Follow up action partially implemented/ongoing	Follow up action fully implemented

Fundamental Rights Officer's Opinions to the ED	Date	Status
Opinion on the purchase and transfer of equipment to Western Balkans Beneficiaries – Albania, Bosnia and Herzegovina, Kosovo*, Montenegro, North Macedonia, and Serbia	17 January 2025	
Opinion on extension of the EU4BorderSecurity (EU4BS) project	3 March 2025	
Opinion on the operational guidelines on screening in line with Screening Regulation	2 April 2025	
Opinion on the operational activities in Hungary	13 May 2025	
Opinion on (voluntary) returns to Syria - amendment	19 May 2025	
Opinion on the Deployment of Multipurpose Aerial Surveillance assets to monitor the Western African Route	21 May 2025	
Opinion on DO's and DONT's for screening and debriefing activities under the host country command	27 June 2025	
Opinion on Return operations to Somalia	11 July 2025	
Opinion on Greece's suspension of asylum applications	18 July 2025	
Second Opinion on Deployment of Multipurpose Aerial Surveillance assets to monitor the Western African Route	18 July 2025	
Opinion on Frontex Return and Reintegration Application chatbot – Opinion of the Fundamental Rights Office concerning the potential impact on fundamental rights and proposed safeguards	29 July 2025	
Opinion on the Hellenic Authorities request for reinforcement at Malakasa and Diavata Reception and Identification Centres	3 October 2025	

[16] In accordance with Article 109(2)(e) of the EBCG Regulation, the Fundamental Rights Officer provides opinions on the operational plans drawn up for the operational activities of the Agency. In line with Article 110(2) of the EBCG Regulation, the fundamental rights monitors shall follow the preparation of the operational activities and report to the Fundamental Rights Officer, as well as contributing to the evaluation of activities (among other tasks).

KPI 10 – Staff engagement

Key Performance Indicator – Staff engagement 2025

Demographics

Sex		Expat		Responsibilities	
Male	72%	Yes	56%	Managerial	9%
Female	28%	No	44%	Non-managerial	91%

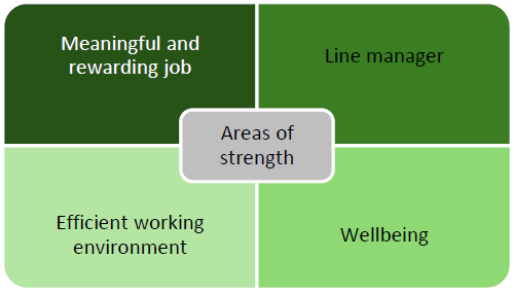
Type of contract		Tenure	
TA	50%	> 3 months < 1 yr	3%
CA	43%	< 5 years	62%
SNE	7%	> 5 years	35%

Survey

Open to staff	2,535	Closed-ended questions	58
Responses	1,917	Open-ended questions	2
Responses rate	76%	Demographic questions	6
Dif. Vs 2023	12%		

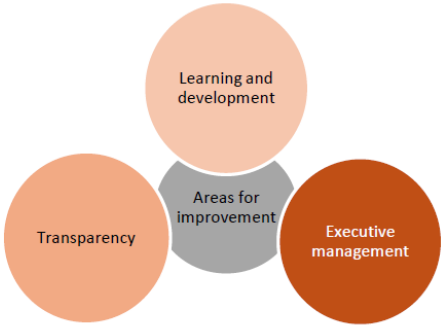
Overall	Rate	Dif. Vs 2023
Total favourable	61%	6%
Total neutral	20%	2%
Total unfavourable	17%	-4%

Engagement index	
2025 Survey	**79%**
2023 Survey	74%



Results per dimension

Dimensions surveyed	2023	2025	VAR '23	EU Avge	VAR EU
2. Meaningful and rewarding job	64%	69%	5%	73%	-4%
9. Line manager	58%	66%	8%	68%	-2%
3. Efficient working environment	54%	63%	9%	59%	4%
5. Wellbeing	58%	62%	4%	63%	-1%
1. Purpose, values and trust	53%	60%	7%	61%	-1%
7. Collaboration	49%	60%	11%	58%	2%
4. Diversity, equity & inclusion	56%	60%	4%	60%	0%
6. Continuous learning & development	49%	57%	8%	61%	-4%
8. Transparency	47%	53%	6%	55%	-2%
10. Executive management	39%	46%	7%	45%	1%



Annex II - Statistics on financial management

Budget Outturn

Budget outturn (EUR)	2023	2024	2025
Revenue actually received (+)	846 912 767	927 046 998	1 136 844 032
Payments made (-)	-472 231 460	-534 840 832	-648 193 306
Carry-over of appropriations (-)	-385 223 192	-420 783 248	-502 740 064
Cancellation of appropriations carried over (+)	48 808 104	26 358 912	24 014 505
Adjustment for carry-over of assigned revenue appropriations from previous year (+)	12 133 872	20 707 018	21 887 662
Exchange rate differences (+/-)	472 313	435 705	-294 339
Adjustment for negative balance from previous year (-)			
TOTAL	50 872 404	18 924 553	31 518 490

Budget execution

Overview of 2025 regular budget (C1) implementation per budget title (EUR)

Title		Budget	Total committed		Total payments	
A-1	Staff	264 464 071	263 542 029	100%	258 782 120	98%
A-2	Other administrative expenditure	78 168 155	75 184 535	96%	48 196 941	62%
A-3	Operational activities	781 692 343	774 554 504	99%	327 358 707	42%
		1 124 324 569	**1 113 281 068**	99%	**634 337 768**	56%

Overview of 2025 automatic carry-over (C8) per budget title

Title		Budget	Total committed		Total payments	
A-1	Staff	4 758 990	3 371 883	71%	3 070 493	65%
A-2	Other administrative expenditure	28 474 966	26 324 072	92%	26 316 187	92%
A-3	Operational activities	365 661 652	346 867 853	95%	345 494 423	94%
		398 895 609	**376 563 808**	**94%**	**374 881 103**	**94%**

Budget transfers 2025

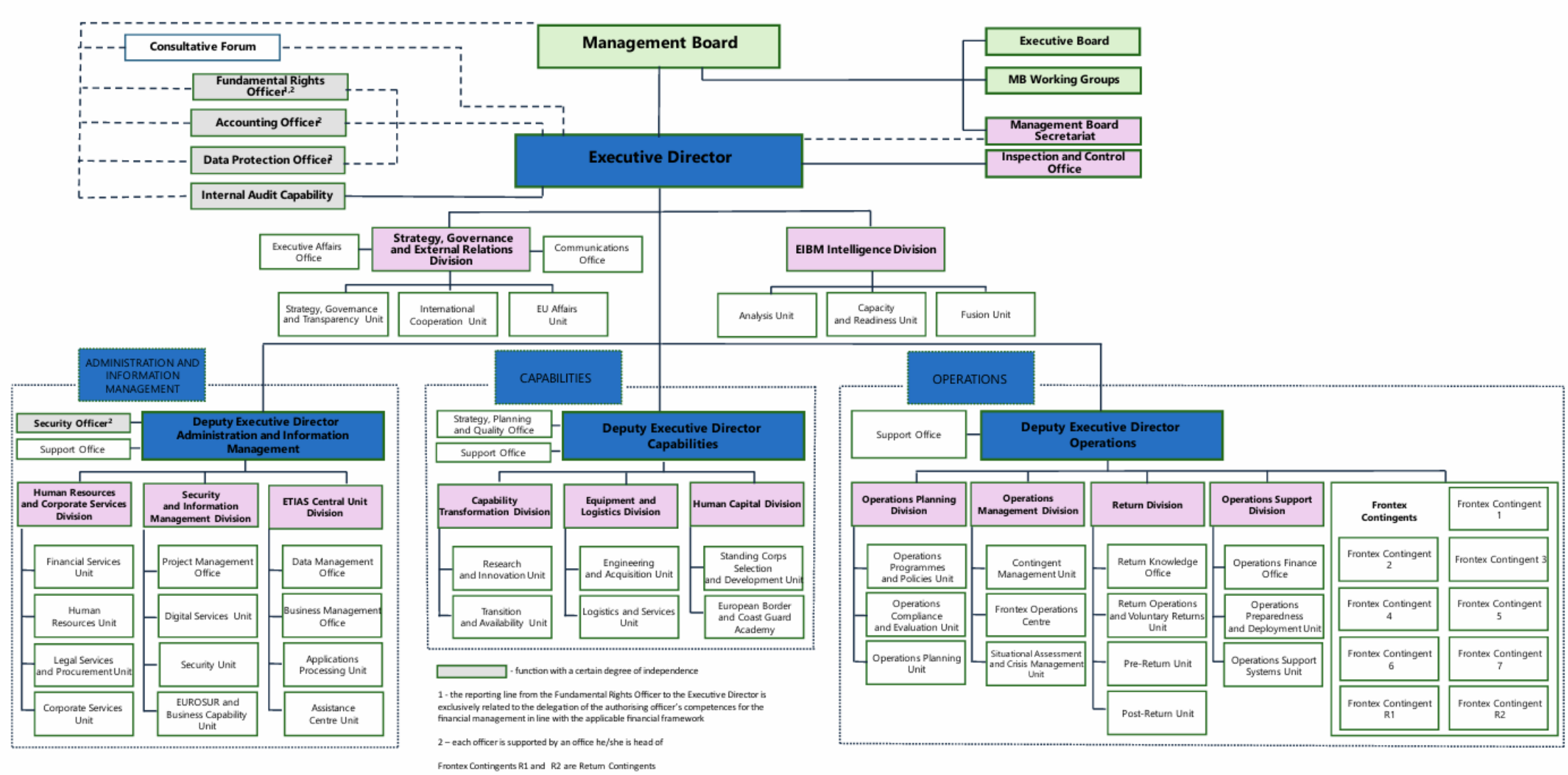
Four budget transfers amounting to EUR 75.8M were made following budget reviews and close monitoring throughout the year.
The table below presents list of transfers with indication of the amount transferred between respective budget titles.

#	Description	Transaction number	Date	Title 1 - Staff Expenditure	Title 2 - Other Administrative Expenditure	Title 3 - Operational Expenditure
1	Budget transfer no. 1	FRO.35006	14.04.2025	4 425 835	-5 363 679	937 845
2	Budget transfer no. 2	FRO.35153	08.08.2025	- 8 093	1 281 264	-1 273 171
3	Budget transfer no. 3	FRO.35309	31.10.2025	3 344 796	-3 132 009	- 212 787
4	Budget transfer no. 4	FRO.35551	11.12.2025	-4 638 225	-1 465 000	6 103 225

Interest charged for late payments

The late interest paid in 2025 amounted to EUR 14,185.08; 1,776 out of 48,806 payments made in 2025 were delayed. The rate of delayed payments was 3.6%.

Annex III - Organisational chart



Annex IV - Establishment plan and additional information on human resource management

Establishment plan

Breakdown of temporary agents as of 31 December 2025

Function group and grade	Authorised under EU Budget	Posts filled as of 31/12/2025
	Temporary posts	Temporary posts
AD16		
AD15	1	1
AD14	3	3
AD13	8	8
AD12	39	37
AD11	33	25
AD10	83	62
AD9	114	105
AD8	241	164
AD7	258	162
AD6	66	58
AD5	42	46
AD total	**888**	**671**
AST11		
AST10		
AST9	8	8
AST8	12	12
AST7	7	7
AST6	8	8
AST5	44	44
AST4	818	649
AST3	2	2
AST2		
AST1		
AST total	**899**	**730**
TOTAL	**1,787**	**1,401**

(Temporary agents. Frontex does not employ permanent staff)

Breakdown of contract agents and SNE as of 31 December 2025

Contract agents (CA)	Authorised under EU Budget	Posts filled as of 31/12/2025
Function Group IV	1,285	964
Function Group III	101	116
Function Group II	20	21
Function Group I	21	21
Total CA	**1,427**	**1,122**

(Breakdown of contract agents as of 31.12.2025)

Seconded National Experts (SNE)	Authorised under EU Budget	Posts filled as of 31/12/2025
Total	**220**	**190**

(Breakdown of SNE as of 31.12.2025)

Additional external staff financed from grants and contributions

Type of human resources	Authorised	Posts filled as of 31/12/2025
Contract Agents (CA)	23	22
Seconded National Experts (SNE)	1	0
Total	**24**	**22**

Breakdown of staff by entity as of 31 December 2025

DIRECTORATE-DIVISION-UNIT	Posts occupied	
EXECUTIVE DIRECTOR	**1**	**2**
ADVISER TO THE EXECUTIVE DIRECTOR	1	
FUNDAMENTAL RIGHTS OFFICE (FRO)		**68**
OFFICES		**36**
MANAGEMENT BOARD SECRETARIAT	6	
INSPECTION AND CONTROL OFFICE	17	
DATA PROTECTION OFFICE	6	
ACCOUNTING OFFICE	3	
INTERNAL AUDIT CAPABILITY	4	
STRATEGY, GOVERNANCE AND EXTERNAL RELATIONS DIVISION (STRAT)		**126**
STRAT DIRECTORATE	4	
EXECUTIVE AFFAIRS OFFICE	9	
COMMUNICATIONS OFFICE	16	
STRATEGY, GOVERNANCE AND TRANSPARENCY UNIT	20	
EU AFFAIRS UNIT	30	
INTERNATIONAL COOPERATION UNIT	47	
EIBM INTELLIGENCE DIVISION (INTEL)		**140**
INTEL DIRECTORATE	3	
ANALYSIS UNIT	57	
CAPACITY AND READINESS UNIT	27	
FUSION UNIT	53	
ADMINISTRATION AND INFORMATION MANAGEMENT DIRECTORATE (IM)		**385**
IM DIRECTORATE	1	
IM SUPPORT OFFICE	5	
SECURITY OFFICE	3	
HUMAN RESOURCES AND CORPORATE SERVICES DIVISION (HRS)	**192**	
HRS DIRECTORATE	3	
FINANCIAL SERVICES UNIT	27	
HUMAN RESOURCES UNIT	91	
LEGAL SERVICES AND PROCUREMENT UNIT	36	
CORPORATE SERVICES UNIT	**35**	
SECURITY AND INFORMATION MANAGEMENT DIVISION (SIM)	**124**	
SIM DIRECTORATE	3	
PROJECT MANAGEMENT OFFICE	7	
DIGITAL SERVICES UNIT	75	
SECURITY UNIT	39	
ETIAS CENTRAL UNIT DIVISION (ETIAS) (*)	**60**	
ETIAS DIRECTORATE	3	
BUSINESS MANAGEMENT OFFICE	11	
DATA MANAGEMENT OFFICE	6	
ASSISTANCE CENTRE UNIT	12	

APPLICATIONS PROCESSING UNIT	28	
OPERATIONS DIRECTORATE (OPS)		
OPS DIRECTORATE	1	
OPS DIRECTORATE SUPPORT OFFICE	11	
OPERATIONAL PLANNING DIVISION (OPD)	**69**	
OPD DIRECTORATE	4	
PROGRAMS AND POLICIES UNIT	26	
OPERATIONAL EFFICIENCY, COMPLIANCE AND EVALUATION UNIT	15	
OPERATIONAL PLANNING UNIT	24	
OPERATIONAL MANAGEMENT DIVISION (OMD)	**179**	
OMD DIRECTORATE	6	
CONTINGENT MANAGEMENT UNIT	54	
24/7 OPERATIONS CENTRE	93	
SITUATIONAL ASSESSMENT AND CRISIS MANAGEMENT UNIT	26	
RETURN DIVISION (RET)	**113**	
RET DIRECTORATE	2	
RETURN KNOWLEDGE OFFICE	25	
RETURN OPERATIONS AND VOLUNTARY RETURNS UNIT	40	
PRE-RETURN UNIT	26	**1 602**
POST-RETURN UNIT	20	
OPERATIONAL SUPPORT DIVISION (OSD)	**141**	
OSD DIRECTORATE	3	
OPERATIONAL FINANCE OFFICE	20	
OPERATIONAL PREPAREDNESS AND DEPLOYMENT UNIT	78	
OPERATIONAL SUPPORT SYSTEMS UNIT	40	
CONTINGENTS	**1 088**	
FRONTEX CONTINGENT C1	246	
FRONTEX CONTINGENT C2	142	
FRONTEX CONTINGENT C3	260	
FRONTEX CONTINGENT C4	95	
FRONTEX CONTINGENT C5	60	
FRONTEX CONTINGENT C6	80	
FRONTEX CONTINGENT C7	87	
FRONTEX CONTINGENT R1	71	
FRONTEX CONTINGENT R2	47	
CAPABILITIES DIRECTORATE (CAP)		
CAP DIRECTORATE	1	
CAP DIRECTORATE SUPPORT OFFICE	5	
STRATEGY, PLANNING AND QUALITY OFFICE	12	**376**
CAPABILITY TRANSFORMATION DIVISION (TRANSFORM)	**45**	
TRANSFORM DIRECTORATE	2	
TRANSITION AND AVAILABILITY UNIT	19	

RESEARCH AND INNOVATION UNIT	24	
EQUIPMENT AND LOGISTICS DIVISION (EQUIP)	**78**	
EQUIP DIRECTORATE	3	
ENGINEERING AND ACQUISITION UNIT	29	
LOGISTICS AND SERVICES UNIT	46	
HUMAN CAPITAL DIVISION (PERSONNEL)	**235**	
PERSONNEL DIRECTORATE	3	
STANDING CORPS SELECTION AND DEVELOPMENT UNIT	13	
EUROPEAN BORDER AND COAST GUARD ACADEMY	219	
TOTAL STAFF 31.12.2025		**2 735**

*74 ETIAS CAs are temporary re-allocated to other entities

** incl. 22 positions financed from grants and contribution agreements

Human resources management

Information on recruitment grade for each type of post.

Key functions	Type of Contract	Function group, grade of recruitment
Executive Director	TA	AD14
Deputy Executive Directors	TA	AD13
Directors of Division	TA	AD12
Head of Unit	TA	AD11
Deputy Head of Unit	TA	AD10
Frontex Contingent Commander	TA	AD10
Deputy Frontex Contingent Commander	TA	AD10
Head of Sector	TA	AD8 / AD9 / AD10
Head of Office	TA	AD8 / AD9 / AD10
EBCG Officer – Section Leader	TA	AD9
Senior Officer	TA	AD8/AD9
EBCG Officer – Deputy Section Leader	TA	AD8
European Border and Coast Guard - Advanced level	TA	AD7
Officer	TA	AD5 / AD6 / AD7
Fundamental Rights Monitor	TA	AST4 / AD5 / AD7
Support Officer	TA	AST4
EBCG Officer – Group Leader	TA	AST4
Specialist	CA	FGIV
European Border and Coast Guard – Team Member	CA	FGIV
European Border and Coast Guard - Cultural Mediators	CA	FGIV
Associate	CA	FGI / FGII / FGIII
Security Guard	CA	FGI / FGII

Results of job screening exercise 2025 against previous year's results.

Job type (sub) category	2024	2025
Administrative support and coordination	**15.2%**	**12.8%**
Administrative support	8.7%	7.4%
Coordination	6.5%	5.4%
Neutral	**1.8%**	**1.5%**
Finance/control	1.8%	1.5%
Linguistics	0.0%	0.0%
Operational	**83.0%**	**85.7%**
Top level operational coordination	0.8%	0.7%
Evaluation and impact assessment	4.2%	3.5%
General operational	71.0%	75.5%
Programme management and implementation	7.0%	6.0%
	100.0%	**100.0%**

List of implementing rules 2025

In 2025, Frontex adopted by analogy the Commission Decision on the general provisions for implementing Articles 11, 12 and 13 of Annex VII to the Staff Regulations of Officials and on authorised travel, C(2025) 2495 final ('Mission Guide'). Additionally, during the reference period, Frontex adopted 10 documents introducing new HR policies and further implementing existing ones. The following decisions were adopted in 2025:

1. Management Board Decision 31/2025 of 26 November 2025 on adopting by analogy the Commission Decision of 13.5.2025 on the general provisions for implementing Articles 11, 12 and 13 of Annex VII to the Staff Regulations of Officials and on authorised travel, C(2025) 2495 final ('Mission Guide');
2. Decision of the Executive Director No R-ED-2025-22 on the sub-delegation of appointing authority powers in respect of temporary staff and contract staff and on the delegation of powers in human resources matters in respect of Seconded National Experts, trainees and interim agents;
3. Decision of the Executive Director No R-ED-2025-41 on adopting the Frontex Policy on Job Architecture;
4. Decision of the Executive Director No R-ED-2025-42 on adopting the Frontex Policy on Competency Framework;
5. Decision of the Executive Director No R-ED-2025-78 on the sub-delegation of appointing authority powers in respect of temporary staff and contract staff and on the delegation of powers in human resources matters in respect of Seconded National Experts, trainees and interim agents;
6. Decision of the Executive Director No R-ED-2025-82 on adopting the Guidelines on restrictions and prohibitions of occupational activities undertaken by Frontex senior staff members leaving service and former senior staff members (Revolving Door Policy);
7. Decision of the Executive Director No R-ED-2025-83 on adopting the Frontex Policy on the Mobility of Staff and repealing Decision of the Executive Director R-ED-2023-95;
8. Decision of the Executive Director No R-ED-2025-86 on laying down guidelines on the implementation of the Mission Guide for long-term missions (deployments) of the Standing Corps officers category 1 and 2 and short-term missions;
9. Decision of the Executive Director No R-ED-2025-87 on adopting the Policy on Performance Management;
10. Decision of the Executive Director No R-ED-2025-91 on the application of exceptions laid down in the Mission Guide in the context of the long-term missions of the European Border and Coast Guard Standing Corps.

Annex V - Human and financial resources by activity

Strategic Objective	Year 2025					
	Operational			Non-Operational		
	TA	CA & SNE	Budget (Title 3)	TA	CA & SNE	Budget (Title 1+2)
Strategic Objective 1 OPERATIONS	**899**	**867**	489 152 374	**0**	**0**	**220 490 642**
Strategic Objective 2 CAPABILITIES	**110**	**102**	236 236 705	**0**	**0**	**26 468 866**
Strategic Objective 3 ETIAS, DIGIT & ADMIN	**27**	**33**	41 150 694	**146**	**179**	**48 068 458**
Strategic Objective 4 INTEL	**0**	**0**	6 610 237	**77**	**62**	**17 354 586**
Strategic Objective 5 STRATEGY	**63**	**5**	1 404 494	**79**	**64**	**26 344 012**
	1 099	**1 007**	**774 554 504**	**302**	**305**	**338 726 564**
	staff on board on 31/12/2025: 2 713					
	budget 2025: EUR 1 124 324 570					

Annex VI - Contributions, grants and service level agreements. Financial Framework Partnership Agreements

1. **Contribution Agreement IPA III Migration (Phase 3).** The overall objective of the project led by Frontex in partnership with the International Organization for Migration (IOM) is to further develop and operationalise 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 learnt and best practices. The implementation period is 48 months, until 31.12.2025.
2. **Contribution 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. The implementation period is 48 months, until 31.12.2026.
3. **Grant Agreement 'EU4BS'** (enhance border security in the Southern Neighbourhood, by fostering bilateral and regional co-operation) signed on 01.12.2018 with a total budget of EUR 4M, with initial implementation period of 36 months from 01.12.2018 until 30.11.2021. The grant agreement was amended in 2020, the budget was increased by EUR 2.5M to a total budget of EUR 6.5M. No-cost extension was signed on 31.08.2023 with the implementation period of 77 months, until 30.04.2025. In 2025, a second no-cost extension was signed, until 31.12.2025. New Contribution Agreement EU4BS Phase II was signed with implementation period from 1 January 2026 until 31 December 2029, with a total budget of EUR 5M. The project contributes 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. Concurrently, it provides tangible country-specific support to the national capacity building efforts based on needs identified by partner countries. The project fosters technical-operational collaboration between Southern Neighbourhood countries on the one hand, and Frontex and Member States on the other, by supporting the development of institutional training capacities and the capacities to undertake and share strategic and operational risk analysis. It also contributes to improving the capacities to conduct situation monitoring and information management and enhance operational border and coast guard capacities.
4. Contribution Agreement on 'Copernicus 2015-2021' with the European Commission, represented by Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs (DG GROW), signed on 10.11.2015, 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 31.12.2021. 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 04.06.2018 – 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 **'Contribution Agreement on Copernicus 2022-2028'** with the Directorate-General for Defence and Industry (DG DEFIS), on 15.11.2021, 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 offers earth observation data enriched with other data sources available to Frontex. In 2024, the contribution agreement was amended to

reflect a reduction of the budget and necessary technical changes to the products' description. The budget was reduced to EUR 57M covering activities until 31.12.2028.

5. **Financial Agreement with the Home Office of the United Kingdom.** Frontex and the UK Home Office signed in February 2024 a Working Arrangement, which was accompanied by a Financial Agreement in 2025. The UK contributed to the Agency's budget 950,000 EUR to compensate for its participation in the Agency's cooperation frameworks, working groups, networks and other fora. Frontex envisages to allocate the funds to finance a capacity building project strengthening the main contributors to the 2025 UK-Frontex cooperation plan with particular focus on document fraud and exchange of information and intelligence activities, prioritising West-African routes. This includes supporting Senegal in the fight against document fraud as well as consolidating inter-agency and inter-regional information-sharing structures within existing Risk Analysis Networks (RANs). The project has a 3-year duration.

	General information				Financial and HR impacts				
	Date of signature	Total amount (EUR)	End date of agreement	Counterpart		2024		2025	
Contribution agreements									
EU4BorderSecurity	01/12/2018	6 500 000	31/12/2025	DG NEAR (replaced by DG MENA)	Amount	Commitments	Payments	Commitments	Payments
						2 281 773	1 680 337	1 588 753	1 467 184
					Number of CA	6		6	
					Number of SNE	1		1	
IPA III Migration (Phase 3)	01/01/2022	5 500 000	31/12/2025	DG NEAR (replaced by DG ENEST)		Commitments	Payments	Commitments	Payments
						2 104 088	854 039	1 141 738	606 892
					Number of CA	6		6	
					Number of SNE	0		0	
IPA III Security	01/01/2023	7 000 000	31/12/2026	DG NEAR (replaced by DG ENEST)		Commitments	Payments	Commitments	Payments
						1 255 448	955 181	2 333 043	1 485 731
					Number of CA	8		8	
					Number of SNE	0		0	
Contribution Agreement									

Copernicus 2022-2028	15/11/2021	57 000 000	31/12/2028	DG DEFIS	Amount	CA	PA	CA	PA
						8 743 299	6 740 643	12,200,471	9,703,489
					Number of CA	2		3	
					Number of SNE	0		0	

Service level agreements

Subject	Partner	Start date or year	Duration	End date	COSTS 2024 in EUR	COSTS 2025 in EUR
SLA ABAC - Provision of DG BUDG services (ABAC system and related services)	DG BUDG	25/10/2007	Yearly	automatic renewal	393 000	436 200 + 200 000 SUMMA onboarding fees
MoU SIENA - Secure link to Europol	EUROPOL	30/11/2012	Continuous	indefinite period	0	0
MoU TESTA - the connection to the TESTA EuroDomain network	DIGIT	12/03/2015	Continuous	indefinite period	0	0
SLA SYSPER - provision of SYSPER application and related IT services	DG HR	19/12/2016	Yearly	automatic renewal	982 091	1 126 965
SLA-DIGIT-047 - provision of IT services by DIGIT	DIGIT	03/09/2019	Yearly	automatic renewal	1 618 707	2 385 822.14
SLA ARES - provision of HAN services (Hermes-ARES-NonCom)	The Secretariat-General of the EC	22/09/2021	Yearly	automatic renewal	428 564	428 564
SLA FADO - to lay down the operational, organisational and financial arrangements between the GSC and Frontex, in relation to the services intended to facilitate and enable the takeover of the FADO system by Frontex	The General Secretariat of the Council	04/10/2023	ca. 35 months	31/08/2026	166 000	166 000

MoU SUE - for the conduct of the procedure and the management and implementation of the resulting framework contract for acquisition of workstations, software and services for processing classified information (SUE)	DG HR	06/01/2025	14 years	08/12/2038	0	0
				Total	**3 588 362**	**4 743 551.14**

Annex VII - Environment management

Environmental Management System

In 2025, the Agency continued to implement actions aimed at fulfilling its environmental obligations as recommended by the European Commission, the European Court of Auditors, and the European Parliament.

In line with the EMAS Regulation, the Agency initiated and implemented the Frontex Environmental Strategy project aiming at development of an Environmental Management System (EMS) to monitor the Agency's HQ environmental impact and its progress in conducting all required preparatory formal and practical activities. This encompassed the determination of the baseline emission levels related to Frontex Warsaw premises under scope 1 of the GHG protocol (direct emissions) and scope 2 (electricity and indirect emissions), as well as monitoring and possibly reduction of emissions generated by Frontex premises in Warsaw (Wronia 31, Spire B, Diuna). The project's deliverables included initial analysis of significant environmental aspects and legal compliance check, determination of key procedures and actors, provision of trainings for staff involved in the project, as well as identification of possible short- and long-term environmental objectives.

A milestone was achieved with the signature of Frontex Environmental Declaration by the Executive Director in December 2025. The Declaration, constituting a high-level commitment to sustainable development, will serve as a basis upon which further decisions, notices and environmental targets could be built.

Environmental data gathering and reporting

In 2025 the Agency focused on the baseline establishment for sustainability targets and consolidate initiatives for minimising the Agency's carbon footprint in line with the EU Green Deal expectations. Therefore, Frontex continued to gather data on the emissions resulting from its administrative activities. The first report on Agency's carbon footprint generated in 2023 under Scope 1 and 2 of GHG Protocol was finalised. Collection of 2024 data was also completed in 2025, and the report is under preparation. Above all, detailed analysis of Frontex environmental performance including Key Environmental Indicators (emissions, energy, waste, water, use of resources, etc.) in line with EMAS Regulation, will be presented in Frontex Environmental Statement for 2025, to be issued in 2026.

Frontex New Headquarters

In 2025, the Agency finalised the tendering procedure for Frontex new headquarters with the aim of enabling the relocation of HQ to the new premises at the end of 2028. The future building is expected to achieve declared energy performance parameters, compliance with the Level(s) Indicators, NZEB -30% and compliance with BREEAM (Building Research Establishment Environmental Assessment) requirements in order to obtain BREEAM Certificate at Outstanding level. This certification assesses various environmental factors, including energy efficiency, water use, material sourcing and the building's long-term impact on the environment and demonstrates its adherence to the highest standards of sustainability.

Green Public Procurement

In April 2025, a new Framework Contract for the Sustainable Public Procurement (SPP) Helpdesk entered into force. In addition, to ensure that procurement processes comply with broader EU sustainability goals, an additional question related to green aspects was included in the Procurement Request template. Further elements aimed at enabling efficient reporting in this area are under preparation, with new PR templates expected to be available at the beginning of 2026. The new template will place greater emphasis on the consideration of green and social aspects in tender specifications before their submission to Procurement. It also suggests consulting the GPPH webpage and/or the SPP Helpdesk with support of procurement officers.

Returns

With a dynamic increase in returnees and a corresponding rise in return operations by air, Frontex has begun exploring ways to reduce or mitigate the associated carbon footprint. Promoting returns by scheduled flights over chartered flights and promoting the maximisation of the number of seats used on the same means of transport or the use of direct connections are the most obvious to apply. But the Agency works to find new solutions to further reduce the carbon footprint associated with return activities.

In accordance with the agreement finalised in 2023 with a major European airline, 1% of the airline's revenues from Frontex-funded return flights is allocated on the purchase of Sustainable Aviation Fuel (SAF).

One of the latest initiatives involved joining a corporate carbon offset program offered by another major airline. Both projects meet the sustainability criteria set by the International Civil Aviation Organization (ICAO), ensuring their environmental integrity and impact.

Annex VIII - Annual accounts

Balance sheet

EUR `000

		Note	31.12.2025	31.12.2024	Variation
ASSETS					
A. NON CURRENT ASSETS					
Intangible assets		**2.1**	**21 009**	**11 989**	**9 021**
Property, plant and equipment		**2.2**	**53 093**	**51 859**	**1 234**
	Land and buildings		2 919	675	2 244
	Plant and equipment		1 880	841	1 039
	Computer hardware		15 776	12 382	3 394
	Furniture and vehicles		15 316	16 522	-1 206
	Other fixtures and fittings		17 201	21 439	-4 237
	Property, plant and equipment under construction		0	0	0
Long-term pre-financing			**176**	**0**	**176**
	Long-term pre-financing		176	0	176
Long-term receivables			**0**	**0**	**0**
TOTAL NON CURRENT ASSETS			**74 279**	**63 848**	**10 431**
B. CURRENT ASSETS			**0**	**0**	**0**
Inventories			**0**	**0**	**0**
Short-term pre-financing		**2.3**	**11 180**	**16 594**	**-5 414**
	Short-term pre-financing		9 032	6 301	2 730
	ST pre-financing with consolidated EU entities		2 148	10 293	-8 145
Short-term receivables		**2.4**	**566 827**	**465 088**	**101 739**
	Current receivables		36 449	30 880	5 569
	Sundry receivables		516 459	423 994	92 464
	Other		13 919	10 214	3 706
	Accrued income		0	0	0
	Deferred charges		13 919	10 214	3 706
	Accrued income with consolidated EU entities		0	0	0
	Deferred charges with consolidated EU entities		0	0	0
	Short-term receivables with consolidated EU entities		0	0	0
Cash and cash equivalents		**2.5**	**37**	**24**	**13**
TOTAL CURRENT ASSETS			**578 043**	**481 706**	**96 337**
TOTAL			**652 322**	**545 554**	**106 768**

EUR `000

		Note	31.12.2025	31.12.2024	Variation
LIABILITIES					
A. Net Assets			**284 534**	**235 471**	**49 063**
Accumulated surplus/deficit			**235 471**	**270 630**	**-35 159**
Economic outturn for the year - profit+/loss-			49 063	-35 159	**84 223**
B. Minority interest					**0**
C. NON CURRENT LIABILITIES			**0**	**0**	0
TOTAL A+B+C			**284 534**	**235 471**	**49 063**
D. CURRENT LIABILITIES			**367 788**	**310 083**	**57 705**
Provisions for risks and charges			**0**	**0**	**0**

Accounts payable		**2.6**	**367 788**	**310 083**	**57 705**
	Current payables		4 895	626	4 269
	Long-term liabilities falling due within the year		0	0	0
	Sundry payables		2 652	1 751	901
	Other		309 384	266 687	42 697
	Accrued charges	**2.7**	309 373	250 723	58 650
	Deferred income		0	0	0
	Other		11	634	-623
	Accrued charges with consolidated EU entities		0	15 330	-15 330
	Deferred income with consolidated EU entities		0	0	0
	Accounts payable with consolidated EU entities		50 857	41 019	9 838
	Pre-financing received from consolidated EU entities		50 857	41 019	9 838
	Other accounts payable against consolidated EU entities		0	0	0
TOTAL D. CURRENT LIABILITIES			**367 788**	**310 083**	**57 705**
TOTAL			**652 322**	**545 554**	**106 768**

Statement of financial performance

EUR `000

	Note	2025	2024	Variation
Funds from the Commission	**3.1**	1 029 018	851 772	177 246
Revenue contribution 3rd countries - EFTA	**3.1**	75 627	62 922	12 705
Recovery of expenses	**3.1**	243	113	130
Revenues from administrative operations	**3.2**	-519	287	-805
Other operating revenue	**3.2**	2 228	2 547	-319
TOTAL OPERATING REVENUE		**1 106 598**	**917 641**	**188 957**
Administrative expenses		-366 733	-320 548	-46 185
All Staff expenses	**3.3**	-242 749	-211 886	-30 863
Fixed asset related expenses	**3.4**	-11 777	-11 671	-105
Other administrative expenses	**3.5**	-112 208	-96 991	-15 217
Operational expenses	**3.6**	-690 786	-632 242	-58 544
Other operational expenses		-690 786	-632 242	-58 544
TOTAL OPERATING EXPENSES		-1 057 519	-952 790	-104 729
SURPLUS/(DEFICIT) FROM OPERATING ACTIVITIES		**49 079**	**-35 149**	**84 228**
Financial revenues		0	3	-3
Financial expenses	**3.7**	-15	-12	-3
Movement in pensions (- expense, + revenue)		0	0	0
SURPLUS/ (DEFICIT) FROM NON OPERATING ACTIVITIES		**-16**	**-10**	**-6**
SURPLUS/(DEFICIT) FROM ORDINARY ACTIVITIES		**49 063**	**-35 159**	**84 223**
Extraordinary gains (+)		0	0	0
Extraordinary losses (-)		0	0	0
SURPLUS/(DEFICIT) FROM EXTRAORDINARY ITEMS		**0**	**0**	**0**
ECONOMIC OUTTURN FOR THE YEAR		**49 063**	**-35 159**	**84 223**

Annex IX - Evaluation of results of return activities

In 2025, the Agency supported the Member States in the return of a record-high number of third country nationals (TCNs). More than 63,000 TCNs were returned to 127 third countries, representing a 13% increase compared to 2024, 65% of the Frontex supported returns were voluntary returns. In addition, 85% of the total returns were implemented by scheduled flights.

The growth of Frontex-supported returns in 2025 is due to an increase in the use of scheduled flights by 19%, despite challenges such as geopolitical tensions causing route disruptions and flight cancellations. Voluntary returns increased particularly due to the resumption of Frontex support to voluntary returns to Syria in March 2025. The Agency furthermore resumed its support to the voluntary return of third country nationals to Afghanistan in November 2025. Forced returns by scheduled flights also increased during the year, and for the first time, forced returns via scheduled flights surpassed in number those performed via charter flights.

The number of third country nationals returned by charter flight with Frontex support dropped by 16% in 2025 due to the volatility of political and logistical factors. Deteriorating relationships between Member States and a specific third country led to the cancellation of regular (weekly) charter flights. Additionally, some charters were affected by the closure of airspace by certain countries. Consequently, the number of third country nationals returned to North Africa and the Western Balkans saw a significant drop. Nevertheless, Frontex continued to support the organisation of Joint Return Operations (JROs), National Return Operations (NROs), Collecting Return Operations (CROs) and mixed flights and managed to coordinate return operations to priority countries.

In 2025, Frontex introduced a new service, the financial threshold, designed to expand support for return operations by charter flights. This enables the co-financing of return operations by charter flights that otherwise would not have been financed by the Agency, thus addressing important political and security considerations.

In 2025, five new deployments of Frontex Return Escort and Support Officers (FRESO) were launched (in Düsseldorf, Athens, Munich, Brussels and Lisbon). These 104 FRESO, deployed to 15 locations in 10 host Member States, supported the Member States in the return of more than 27,000 third country nationals by providing ground support to return operations and transits, and by undertaking escorting tasks.

The Agency provided training to more than 150 colleagues from national authorities on the use of the Frontex-Assisted Returns (FAR) module.

Operational support was amplified by the EU Reintegration Programme (EURP), which reinforced Member States' capacity to implement both forced and voluntary returns in line with the New Pact on Migration and Asylum. In 2025, the programme recorded a 62% increase, with 19,031 returnees registered for reintegration assistance, covering a geographic scope of 40 third countries, with Syria added in June and Afghanistan in December.

Throughout the year, the Technical Support Group for the EURP Quality Monitoring and Evaluation Framework (QMEF-TSG), composed of Member States, the European Commission and Frontex, worked on building common standards for quality assessment of the EURP, assisting in benchmarking EURP key performance indicators. During that time, as part of the quality monitoring tools, seven EURP Monitoring Missions led by Frontex, as well as nine EURLO Monitoring Visits, took place to evaluate on the spot the performance of Frontex Reintegration Partners.

Annex X - Tripartite Working Arrangement – Annual Strategic Plan 2025

Implementation of the Annual Strategic Plan 2025

Horizontal	
Objective: To further promote interagency cooperation with national authorities on coast guard functions at EU and international level.	
Tasks	**Outcomes**
1. To hold the joint Annual European Coast Guard Event (AECGE) in 2025 under the coordination of Frontex (as chair of the TWA), in line with the experience gained at the previous annual events, while enhancing interaction between participants. 2. To ensure, where possible, the joint participation of the three Agencies in European and international maritime events with coast guard relevance. 3. To coordinate the cooperation with regional Coast Guard Functions Fora. 4. To coordinate the implementation of the adopted interagency communication plan for 2025. 5. To continue the "Greening Award initiative" and present the awards during the EMSA chairmanship of the TWA in 2026. 6. To implement and contribute to the common actions as required in the updated European Maritime Security Strategy (EUMSS) and its Action Plan.	1. Held by Frontex in Gdansk on 24-26 June. Breakout sessions on future of MMOs were included as well as a Multipurpose Maritime Exercise before the handing over of the TWA Chairmanship to EMSA. 2. The three Agencies took part in EMD in Cork on 21-23 May with a TWA workshop on EUMSS and their respective roles. Additionally, EMSA hosted a workshop on maritime security, CMI and the role of CISE. 3. EFCA hosted a ECGFF workshop on "Advanced technology and AI for the sea: innovations in fisheries control activity" on 29-30 January 2025 in Palermo, Italy. Frontex hosted a ECGFF workshop on "Coast Guard evolution: AI and unmanned systems enhancing SAR operations" on 25-26 February in Cagliari, Italy. Finally, EMSA hosted a ECGFF workshop on "Maritime Monitoring and Surveillance Services for multipurpose maritime operations" on 1-2 April in Lisbon, Portugal. 4. Additionally, the Agencies took part to the works of the NACGF, chaired by Denmark, and supported the CGGS hosting the HRD online program. Finally, they participated in the plenaries of ECGFF, MedCGFF, CGGS organised by the ITCG on 9-12 September. 5. The Agencies implemented the approved communication plan, including taking part in EMD with a dedicated interagency stand. 6. EMSA prepared an update of the GAI initiative and launched the second edition at AECGE in Gdansk. 7. Agencies will report on actions included in the EUMSS AP as requested.

Information sharing	
Project A: Sharing of data across Coast Guard Functions	
Tasks	**Outcomes**
1. Building on the Workshop with MS held in 2024, the following will be undertaken: a. Integrate MS feedback as appropriate in an updated pdf version of the MDC. b. Update the business requirements of the interactive version of the MDC. c. Update the MDC FAQs as appropriate. d. Update the repository of use cases for identifying opportunities for enhancing the sharing of data as appropriate. e. Explore possible additional datasets needed by national authorities per coast guard function. To promote and increase the use of automated/AI based tools (e.g. ABMs, anomaly detection services, etc) in support of coast guard functions), considering legal basis.	1. Building on the workshop held in 2024: a. All received feedback is integrated into the interactive MDC. b. The business requirements are up to date and interactive MDC is operational. c. The MDC FAQs are up to date and published. d. The use cases repository is up to date. e. Additional datasets identified (IUU Vessel list and sanctions monitoring related datasets). The descriptions of these datasets are intended for integration in the MDC in 2026. This will require the development of appropriate datasheets in line with the existing template. Priorities under the Inter-Agency SLAs are supporting the development of automated/AI based tools, including spoofing detection use cases and false negative detections in EO images.

Information sharing	
Project B: Roadmap addressing how CISE will support information exchange and cooperation between the three Agencies	
Tasks	**Outcomes**
Building on the Roadmap developed in 2023, TSC1 will: 1. Draft an updated Roadmap for review at the 2025 mid-year TWA Steering Committee meeting. 2. Produce Roadmap Implementation Reports by the end of June 2025 and December 2025. 3. Draft a standard procedure for the use of CISE in the context of MMOs.	1. The June 2025 CISE Roadmap was delivered for review at the mid-year TWA Steering Committee meeting. 2. The June and December Implementation Reports on the CISE Roadmap were delivered. 3. Procedure on use of CISE in MMOs was delivered. Other assessment was completed in the scope of MMO MSNS 2025 (Sanctions related information), which will be transposed to a standard procedure as part of Specific Modalities Documents.

Surveillance and communication services	
Project C: Map potential common procedures for the sharing of information regarding incident/accident sightings reported to the three Agencies in the scope of their respective mandates.	
Tasks	**Outcomes**
Building on Project C 2024 and taking into account relevant legal frameworks, 1. Identify those datasets where inter-Agency sharing of the information would benefit from a common procedure.	1. Procedures for reporting Incidental Sightings of Potential Marine Pollution have been standardised across the three Agencies. In addition and following SafeSeaNet High Level Steering Group agreement, Frontex will report

2. Identify how the abovementioned datasets could be best shared/visualised for the benefit of MS authorities.	sightings of Abandoned Vessels via SafeSeaNet. This may be appropriate for EFCA in the future as well. 2. During (certain) MMOs, live dashboards shared with the communities of the three Agencies data from RPAS Sightings, Fisheries Control Activity Reports, Inspection and Surveillance Reports and Sightings of Fishing Vessels.

Capacity building	
Project D: Practical Handbook on European cooperation on coast guard functions and Coast Guard qualifications Network	
Tasks	**Outcomes**
Strengthen the cooperation between the European coast guard function authorities in further developing the practical handbook[17] and in selected capacity building activities. 1. To support the implementation of the project "Implementation of the results of the Coast Guard qualifications Network and the Practical Handbook on European cooperation on coast guard functions"[18] through: a. Using the existing databases in the Agencies for keeping the handbook updated in the online platform avoiding any double reporting from Member States. b. To maintain and update the coast guard training network and follow up with the on-the-job exchange opportunities. c. Promoting the Sectoral Qualifications Framework for Coast Guard Functions (SQF), among others, through a dedicated awareness session on SQF for Coast Guard functions. 2. To manage and maintain an online platform and define the generic contents to be included to reflect the existing areas of cooperation and to collect and host the most important ASPs projects' deliverables, involving the 3 Technical Subcommittees (TSC).	**Practical Handbook:** EU Agencies' Information: All the information has been updated: ▪ Service Catalogue ▪ Training Catalogue ▪ Best Practices Catalogue ▪ Countries' Information Promotion: Several online awareness sessions planned for 2026 (tentatively March, May, and late 2026). **Capacity Building & Training** ▪ Exchange Programme (CBTExPr): Sep–Dec 2025: 13 exchanges completed. Second cycle (Sep 2025–Sep 2026) under implementation. ▪ SQFCGF: Two online sessions delivered in 2025; materials available on the restricted platform.

Capacity building	
Project E: Cross-sector training and capacity building	
Tasks	**Outcomes**
1. Offer joint cross-sectoral training to Member State national authorities by developing or implementing, as appropriate, joint cross-sector training events or awareness sessions for items such as (based on needs assessment):	1. Joint cross-sectoral training was organised online for Member State national authorities as follows: a. Search and Rescue awareness for the non-SAR community: Online session held on 12-13

[17] Commission Recommendation (EU) 2021/1222 of 20 July 2021 establishing a 'Practical Handbook' on European cooperation on coast guard functions, OJ L 268, 27.7.2021, p. 3–18.

[18] Contribution Agreement attributed to EFCA through Commission Implementing Decision of 4.6.2021 on the financing of the European Maritime, Fisheries and Aquaculture Fund and the adoption of the work programme for 2021, C(2021) 3870 final.

a. Search and Rescue; b. Maritime Surveillance. 2. Based on the survey conducted in 2024 to the stakeholder communities of the three Agencies implement activities related to the outcome. 3. Explore the possibility to offer joint cross-sectoral training to at least one third country or support the organisation of an online workshop to relevant coast guard Fora with third countries, by developing or implementing, as appropriate joint cross-sector training events or awareness sessions.	November, with 80 registered participants from 15 Member States and Iceland. b. Maritime Surveillance: Online session held on 24-25 September. A total of 72 registered participants from 12 Member States, Iceland, and Norway participated. 2. According to previous surveys and to the work developed in 2025, the following subjects of interest need further discussion: Maritime surveillance, Search and Rescue, Cybersecurity and hybrid threats, Critical marine infrastructure and Law enforcement/competences and, broadly, to further practical activities within all training sessions. 3. Regarding the cooperation with third countries and the joint organisation of online sessions, the three Agencies presented and raised awareness of the current cooperation framework under the different Coast Guard Functions Fora (MCGFF, NACGFF, etc.).

Risk Analysis	
Project F: Cross-sector risk analysis	
Tasks	**Outcomes**
Provide support to Member States authorities carrying out coast guard functions on cross-sector risk analysis/assessments. 1. Continue to provide cross sectorial risk analysis/assessment products to be used in different European sea basins and deliver a common report on specific areas and/or sea basins in coordination with the TSC3 MMO project. 2. Organise a workshop on risk analysis and assessment, taking into account the main outcomes and feedback from the workshop organised in 2023 and 2024. The main objectives of the workshop is to foster the exchange of information and best practices between the different communities of the three Agencies. 3. Assess the workshop objectives, terms of reference, frequency (be organised on an annual basis or less frequently, for example, every two years) and usefulness for Member States authorities.	1. Common reports were delivered with compiled Risk Analysis/Assessment-related information for coast guard functions falling under the remit of each Agency to support the Multipurpose Maritime Operation (MMO) in the Central and Eastern Baltic Sea, La Manche and Southern North Sea, Adriatic Sea and Western Black Sea. This information contributed to the Specific Modalities Documents of each MMO. 2. Under the inter-agency cooperation between EFCA, EMSA and Frontex, a joint risk assessment workshop was held online on 8 October 2025. The workshop had 68 participants from 18 Member States, Iceland, and Norway.

Capacity sharing	
Project G: Multipurpose Maritime Operations	
Tasks	**Outcomes**
1. To further implement MMO(s): a. Identify potential areas and periods of interest for the implementation of MMOs in N+1, taking into consideration the availability of multipurpose capacities of the three	1. Further implementation of MMOs: a. Considering the outcomes of the MMOs implemented in 2025 and Member States' needs for 2026, the Adriatic Sea, Black Sea, Baltic Sea, and La Manche and Southern

Agencies, in those areas in such periods as well as operational activities already in place. b. Keep updated the generic modalities as per lessons learnt and develop a Handbook including practical guidelines and procedures for the implementation of MMOs. c. Based on the evaluations of MMOs implemented in different European sea basins, to possibly organise a workshop for the exchange of best practices. 2. To implement the MMO(s) agreed by TWA Steering Committee in the European sea basin, upon MS's or Agencies' request and in line with the generic modalities for MMO. a. Implement MMO led by Frontex possibly in the Black Sea and in Baltic Sea and/ or in one other European sea basin. Prepare specific modalities in accordance with the generic modalities for MMO and relevant decision of the Steering Committee. b. Implement MMO led by EFCA possibly in the Adriatic Sea and/ or in one other European sea basin. Prepare specific modalities in accordance with the generic modalities for MMO and relevant decision of the Steering Committee. c. Implement MMO led by EMSA in one European sea basin. Prepare specific modalities in accordance with the generic modalities for MMO and relevant decision of the Steering Committee.	Northern Sea remain the potential maritime areas for MMOs. b. Based on the outcomes of the MMOs implemented in the last two years, the Generic Modalities document shall be updated during 2026 and its provisions should be taken into account in the draft MMO Guidelines. c. The MMO workshop was held on 13 March. In the light of the growing interest of Member States in MMO, the EU Agencies should further discuss how to manage the possible increase of MMOs in the coming years and how to streamline the planning process. 2. Taking into account initial plans to implement MMOs in the maritime areas agreed by the Steering Committee (SC) under the TWA, the following MMOs were implemented in 2025: a. MMO Western Black Sea, from 16 April to 1 October, with Romania as the host MS; led by Frontex and co-led by EFCA and EMSA. MMO Baltic Sea, from 16 June until 29 October. The operation was under Frontex lead and co-led by EFCA and EMSA. The host MSs were Denmark, Estonia, Finland, Latvia, Lithuania, Poland and Sweden. b. MMO Adria - led by EFCA in cooperation with Frontex and EMSA and the Member State relevant authorities from Croatia, Italy and Slovenia. The operation took place from 16 September to 13 October in the Adriatic Sea, excluding jurisdictional waters of non-EU countries. c. MMO La Manche and Southern North Sea on 28 May – 23 September led by EMSA and co-lead by EFCA. The host MSs were Belgium and France.

Capacity sharing	
Project H: Mapping of the Agencies' assets deployment in support of Member States	
Tasks	**Outcomes**
Conducting a mapping of the agencies' assets deployment in support of the MSs using Integrated Maritime Service (IMS). Each Agency to provide regularly updated information of their chartered assets deployed in EU sea basins that are suitable for multipurpose operations.	The IMS demonstration was done online by EMSA at the 10th TWA SC, following which EDs agreed to use the tool for mapping of agencies' assets used in the MMOs. The mapping of assets will be fully integrated in EMSA's IMS by 2026, once relevant technical information is collected (operational area, time of deployment, description, and other technical criteria). The access to IMS will be granted and limited to Agencies' points of contact.

Capacity sharing	
Project I: Glossary of abbreviations and acronyms commonly used in the framework of TWA	
Tasks	**Outcomes**
To deliver a common understanding of frequently used terms, concepts, and language in the context of European cooperation on coast guard functions.	The 'Glossary of acronyms commonly used in the framework of TWA' has been developed during 2025 under Frontex's coordination with EFCA's and EMSA's

	involvement. The Glossary will be used in the framework of MMOs.

Annex XI - Annual Public Accesses Document Report 2025

This Annex reports on PAD applications received between 1 January 2025 and 31 December 2025, in line with Regulation (EC) No 1049/2001. Registered applications are assessed on a case-by-case basis, granting full or partial access or refusing access where justified. Total or partial refusals are motivated under Article 4 of the Regulation, with available remedies outlined per Articles 7 and 8.

In 2025, Frontex implemented Management Board Decision No 19/2024 on practical arrangements for PAD and Executive Director Decision R-ED-2024-99 on the internal structure, tasks and responsibilities for PAD. These measures strengthened procedural efficiency and accountability. The Agency also routinely uploaded disclosed documents to the Public Register of Documents (PRD), enhancing transparency and enabling easier public access to released materials.

Frontex remains committed to transparency as a cornerstone of stakeholder trust and legal compliance. To advance this, the Agency collaborated closely with its Cybersecurity Sector to introduce a fully digital redaction process. This sustainable approach eliminates the need for resource-intensive printing and scanning of partially accessible documents, previously required to ensure secure, irreversible redactions. Redactions are now generally performed digitally, minimising environmental impact while upholding information security and shortening the technical preparation time especially for large-scale disclosures.

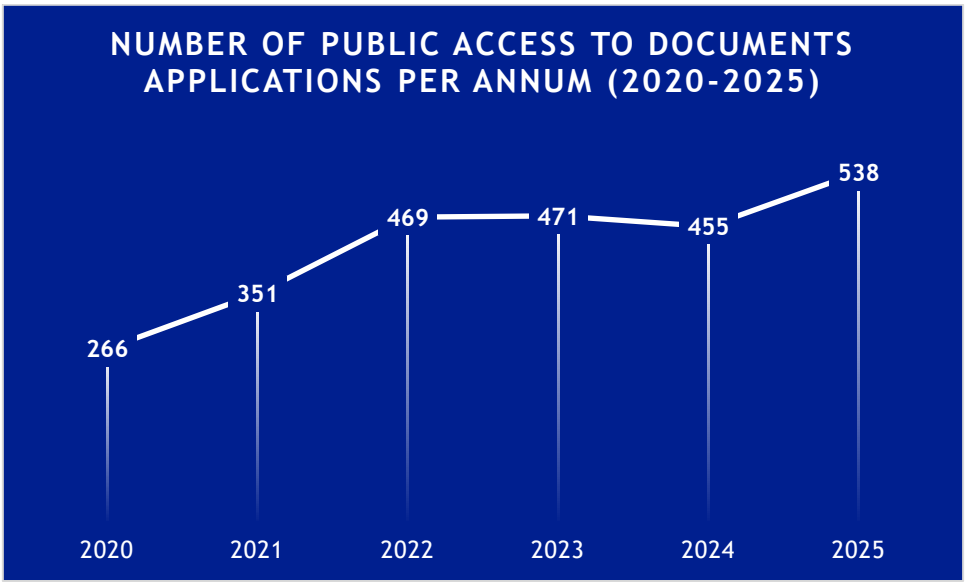
To facilitate easier access to documents for the public, Frontex has intensified its use of the Public Register of Documents (PRD). Throughout 2025, documents disclosed under Regulation (EC) No 1049/2001 were routinely uploaded to the PRD. This approach strives to promote transparency and ensures that previously processed information is readily available to the general public in a searchable format.

Releases in 2025

Frontex observed a continued high volume of interest in its activities during 2025. The Agency received 538 applications, of which 334[19] were registered as PAD applications: 285 initial and 49 confirmatory. This compares to 455 received (306 registered) in 2024.

Applications primarily focused on operational reports (such as Serious Incident Reports and Mission Reports) and correspondence (including internal and external exchanges on operational planning, stakeholder coordination, and policy implementation). A substantial portion of these documents originated from the Agency's operational entities and the Fundamental Rights Office (FRO). The trend toward increased complexity continued, with single applications often encompassing several thousand pages and requiring extensive third-party consultations.

Breakdown[20]: Releases in 2025	
Full access	4.5%
Partial access	53.5%
Access refused	22.5%
Documents not held	19.5%



Reasons for Refusal

[19] The remaining cases constituted withdrawn and non-eligible applications, applications which are not PAD and are processed under different frameworks (e.g. request for information, data subject access request).

[20] The share of full/partial/refused access and 'documents not held' decisions take into account the 334 applications that could be registered in total.

In the majority of cases in which access had to be denied partially or totally, this was based on the protection of the public interest as regards public security (pursuant to Article 4(1)(a) first indent of Regulation (EC) No 1049/2001) and/or personal Data (pursuant to Article 4(1)(b) of Regulation (EC) No 1049/2001).
A notable trend involved complex requests for access to staff personal data. In these cases, Frontex performed case-by-case balancing exercises between the fundamental rights of public access to documents and data protection in collaboration with the Data Protection Office (DPO).

Sensitive documents not recorded in the Register

The number of sensitive documents not recorded in the register during the reporting period was two.

Core activities

In 2025, Frontex:

- ✓ ensured timely reply rates within the statutory deadlines (15/30 working days) of Regulation (EC) No 1049/2001
- ✓ regularly trained staff on all aspects of Regulation (EC) No 1049/2001
- ✓ fully cooperated with all inquiries from the European Ombudsman, providing timely and comprehensive responses in accordance with the established inquiry procedures

European Ombudsman Inquiries

In 2025, the European Ombudsman opened six new inquiries concerning Frontex's processing of requests for public access to documents under Regulation (EC) No 1049/2001. By the end of the reporting period, two cases were concluded with the Ombudsman finding no maladministration, while four inquiries remain ongoing. When processing PAD applications, Frontex relies on the jurisprudence of the Court of Justice of the European Union and is guided by the decisions of the European Ombudsman.

Annex XII - Use of force – Stocktaking report

Use of force monitoring

As part of its monitoring role, the Frontex Fundamental Rights Office (FRO) conducts monitoring missions with a special focus on the use of force, both to joint operations where the use of force may have a prevalence and to return operations[21].

In 2025, the FRO conducted missions and field visits with a thematic focus on use of force to Joint Operations (JO) Bulgaria and Greece, resulting in tangible recommendations that were discussed with and reported to the relevant stakeholders. As regards JO Bulgaria, the FRO noted concerns of legal risks around border-patrolling activities, training of personnel, reporting obligations, the applicability of the supervisory mechanisms and the proportionality principle when certain equipment is used. In this light, the Office submitted the relevant recommendations. As regards JO Greece, in December 2025, the FRO delivered an awareness raising session on the use of force in Samos, focusing on the practical element of the use of force and (international) maritime law. Additional sessions are planned for 2026, starting in the Evros Region in January 2026.

Delivering such awareness sessions on the use of force allows the FRO to foreground a topic which is vital to the inner workings of a law enforcement agency. Specialising in the legal and practical aspects of the use of force, the FRO offered a workshop tailored to the needs of officers deployed in Greece, including on specific topics such as maritime law and sea patrolling, land patrolling and apprehensions, and vulnerabilities of specific migratory groups. The first use of force awareness session sparked great interest in the topic. It also revealed certain concerns regarding the use of force reporting process. Accordingly, it is perceived as necessary to expand the offer of delivering awareness sessions to other Joint Operations in 2026.

Reporting on Use of Force and Investigations

The FRO has the duty to thoroughly investigate incidents involving use of force, to alert the Executive Director without delay and to transmit the results of investigations to Frontex's Consultative Forum[22].

In 2025, the FRO incorporated a newly structured approach to the Use of Force Mechanism. The use of force file within the FRO was internally relaunched and priorities were re-examined and clustered efficiently. In 2025, the FRO focused specifically on the reporting system and the supervisory mechanism.

The number of Use of Force reports disseminated in 2025 was 131. The FRO Use of Force team analysed a total of 83 reports on events involving alleged use of force, specifically on 'Incidents involving Use of Force' (IFR) and more legally and practical complex events, more profoundly. When deemed appropriate and meaningful, selected cases were thoroughly examined, evaluated and discussed during workshops and awareness raising days. Preliminary findings have been discussed with Frontex entities, including the Contingent Commander(s), Return Division, Internal Control Office (ICO) and the Operation Centre (OPC).

In its work on use of force in 2025, the FRO collected information and evidence for two forthcoming FRO Opinions. One FRO opinion will focus on reporting, and the other on the use of force supervisory mechanism. Both will include proposals on how to strengthen processes and make the use of force mechanism more efficient and robust.

The first FRO Opinion is planned to discuss the reporting on use of force, specifically the reporting template. It aims at providing recommendations on how reporting can be more objective, swift and coherent. The FRO identified certain shortcomings in the templates provided in EDD R-ED/2021-38 – amongst which inaccuracy, lack of clarity of roles of officers, and non-encompassing of all necessary information – which could affect the effectiveness of the use of force supervisory mechanism. This could weaken the protection of fundamental rights and negatively impact the effectively addressing use of force-related incidents. Use of force must be reported as swiftly, accurately and exhaustively as possible and thus, quick and proper assessment of facts is considered crucial. In the field, officers must be provided with a reporting tool that allows them to fulfil their reporting obligations even in impactful and distressing situations.

Regarding internal workflows, the FRO Use of Force team has been closely working with the FRO SIR team on cases under investigation containing use of force elements and alleged fundamental rights violations. This approach, based on practical scenarios and the analysis of numerous cases, guarantees a structured communication, harmonised workflows and comprehensive findings. Finally, the FRO continues collaboration with the Internal Control Office (ICO) in relation to the use of force. Important questions on how to refine and update the Use of Force mechanism will be discussed in 2026.

Supervisory mechanism

In 2025, the FRO collected information and experience in the field during field visits and thematic missions to Joint Operations Bulgaria and Greece. It allowed for more thorough examination of practical cases on how the current supervisory mechanism could be improved and the role of the FRO could be strengthened.

Based on initial assessment of the functioning of the supervisory mechanism, the reporting could be enhanced by strengthening the FRO's independent role, by providing room for the FRO to contribute to investigations into Use of Force-related incidents, and by improving the reporting template, resulting in more impactful investigations and

[21] This role, related to investigating incidents involving the use of force, is set out by the Annex V (section 4) of the EBCG Regulation and Management Board Decision 7/2021 of 20 January 2021 establishing a supervisory mechanism to monitor the application of the provisions on the use of force by statutory staff of the European Border and Coast Guard Standing Corps.

[22] The role of the Fundamental Rights Officer, related to investigating incidents involving the use of force, is set out by Annex V of the EBCG Regulation (in particular Section 4) and Management Board Decision 7/2021 of 20 January 2021.

closer cooperation with stakeholders. The conclusions on use of force events and their compatibility with fundamental rights standards could be reported to the Executive Director and the Management Board more swiftly, efficiently, and transparently, in line with the FRO's mandate. Accordingly, the FRO would be part of the investigation on use of force events from the moment of reporting and during the entire process of the use of force supervisory mechanism. In 2026, the FRO envisages to formulate concrete recommendations to the supervisory mechanism based on collected evidence.

Complaints mechanism

In 2025, one complaint containing allegations of use of force was declared inadmissible, as the person who submitted the complaint was neither the individual whose rights were allegedly violated nor a representative of the alleged victim. The complaint concerned allegations that a Frontex officer had physically and verbally assaulted a young man.

Training

Other than monitoring and reporting, the Agency furthermore shall ensure that its statutory staff discharge their duties as members of the teams in accordance with the highest standards and in full compliance with fundamental rights, including through capacity building activities[23]. Trainings on the use of force (both the theoretical and practical parts) must include adequate fundamental rights safeguards[24]. The FRO is mandated to verify and to provide feedback on the content of relevant use of force training course material(s) and tasked to ensure that considerations around fundamental rights conveyed and relevant preventive techniques are included[25].

In 2025, the FRO increased its support to the capacity building efforts of the Frontex Academy in the area of fundamental rights compliant use of force by observing and supporting fourteen (14) training iterations as trainers. This furthermore strengthened awareness among fundamental rights monitors about concrete tactics used by Standing Corps Officers in the field.

Mandatory annual training on the use of force for Standing Corps Category 1 officers was organized in cooperation with the training institutions of Bulgaria, Croatia, Italy, Lithuania, and Norway, that were selected following a call for expression of hosting to Partnership Academies. Multiple locations were selected to bring the training closer to the operational area and help manage mission costs efficiently. Reassessment sessions were held at Frontex contracted facilities in Warsaw.

In total 24 iterations of the course were organised in 2025 and 830 Standing Corps Category 1 officers successfully completed it. 127 reassessments were performed, where 18 officers failed to pass the reassessment during the course and will need to attend additional reassessment session.

Learners satisfaction rate from the course amounts to 97%.

14 iterations of this training were monitored by Frontex Fundamental Rights Monitors. Experts in fundamental rights contributed to the delivery of the training alongside trainers from Member States, providing feedback and clarifications related to fundamental rights safeguards during the use of force interventions. This initiative aims to facilitate effective learning and understanding of potential fundamental rights violations in the field.

Two pilot exercises were organised in cooperation with the hosting Member States and Contingents in order to test the concept of additional use of force training to SC officers in the deployment locations.

The first pilot focused on skill maintenance in firearms handling and was organised in Timisoara, Romania, for the Standing Corps category 1 officers deployed with Frontex firearms. It received positive feedbeck and enabled the participants to obtain enhanced skills on practical use of firearms. The objective of the second pilot was to provide additional training for Standing Corps officers to train jointly with hosting authorities officers in the field of restraint techniques and simulated use of force in return operations, according to the legislation of the host Member State. The pilot finalised with a joint exercise for the R1 Contingent in cooperation with the German Federal Police as hosting institution in their premises (Berlin-Germany). This exercise increased effectiveness, and Standing Corps officers' integration and interoperability in the field of return operations organised in Germany.

To continue developing the Agency's own capacity to deliver use of force training for growing standing corps, the first iteration of the firearms instructor training for category 1 officers was organised. With the addition of ten new firearms instructors, contingents will be able to organize more regular training at the contingent level using internal resources.

To ensure seamless implementation of the training in 2026, a call for expressions of interest to host the use-of-force training in 2026 was launched sufficiently in advance, allowing the Agency to swiftly finalize the plans for the training, including venue locations. Possible deployment locations were also taken into consideration.

Weapons Authorisation

The successful completion of the Use of Force Training is a mandatory requirement for the maintenance of Weapons Authorisation. 26 Standing Corps Category 1 statutory staff did not attend the 2025 annual training on the use of force, due to temporary medical conditions, long term absences or misaligned planning. Consequently, and in line with the relevant regulatory framework, their Weapons Authorisation was suspended.

Supervisory mechanism

[23] Article 55(4) of the EBCG Regulation.

[24] Article 4 Annex V (Section 4, under the heading Training) of the EBCG Regulation.

[25] Article 4 Annex V (Section 4, under the heading Role of the fundamental rights officer) of the EBCG Regulation. See also Articles 66, 109 (2) (c) and 110 (1).

In 2025, FRO and ICO opened discussions for the revision of the supervisory mechanism. The results of these discussions are still pending.

Sanctions

There were no disciplinary actions linked to the use of force in 2025.

Annex XIII – List of MB decisions adopted in 2025

1/2025	MB Decision endorsing draft Single Programming Document 2026-2028, including draft Multiannual Programming 2026-2028, draft Annual Work Programme 2026, Budget 2026 and draft Establishment Plan 2026
2/2025	MB Decision endorsing the final draft Estimates of the Agency's Revenue and Expenditure 2026, the draft Establishment Plan 2026 and the preliminary Work Programme 2026
3/2025	MB Decision adopting rules relating to Technical Equipment, including the Minimum Number of Items of Technical Equipment (MNITE) as well as the Rapid Reaction Equipment Pool (RREP) to be deployed during operational activities coordinated by Frontex in 2026
4/2025	MB Decision adopting rules for the Executive Director to authorise statutory staff to carry and use weapons, including mandatory cooperation with the competent national authorities and ensuring that the conditions for issuing such authorisations continue to be met by statutory staff
5/2025	MB Decision approving Annual Audit Plan 2025 of Frontex Internal Audit Capability
6/2025	MB Decision adopting the profiles to be made available to the European Border and Coast Guard Standing Corps for 2026
7/2025	MB Decision amending MB Decision 45/2023 of 22 November 2023 on the new organisational structure of the Agency
8/2025	MB Decision adopting the European Border and Coast Guard Standing Corps annual planning for 2026 and indicative multiannual planning of profiles
9/2025	MB Decision on the appointment of the Deputy Data Protection Officer in the European Border and Coast Guard Agency
10/2025	MB Decision adopting amendment N1 to the Annual Procurement Plan for 2025 for the Agency
11/2025	MB Decision on Ireland’s request for the participation in Frontex activities in 2025 and its financial contribution for this participation
12/2025	MB Decision adopting the consolidated annual activity report 2024 and its assessment
13/2025	MB Decision adopting the opinion of the Management Board on Frontex’s final accounts for the financial year 2024

14/2025	MB Decision on a staff matter
15/2025	MB Decision on the appointment of Data Protection Officer ad interim
16/2025	MB Decision adopting the ETIAS Central Unit Security Plan and the ETIAS Central Unit Disaster Recovery and Business Continuity Plan
17/2025	MB Decision amending MB Decision 18/2024 on operational horizontal functions
18/2025	MB Decision on the establishment of the Frontex European Border and Coast Guard Academy Training Centre
19/2025	MB Decision establishing principles for the drawing up of an agreement on the operational plans for Frontex operational activities in the area of border management
20/2025	MB Decision selecting and inviting the proposed organisations to become members of the Consultative Forum on Fundamental Rights
21/2025	MB Decision on the adoption of the dates planned for the MB meetings in 2026
22/2025	MB Decision adopting priority regions for the deployment of Frontex Liaison officers to third countries in 2026
23/2025	MB Decision authorising the Executive Director to present to the European Parliament and the Council for their approval the amendment to the lease agreements extending the lease term of Warsaw Spire B and Wronia 31 until 31 December 2029
24/2025	MB Decision on the appointment of the Data Protection Officer in the European Border and Coast Guard Agency
25/2025	MB Decision adopting amendment N2 to the Annual Procurement Plan for 2025 for the Agency
26/2025	MB Decision adopting Amendment 1 of the Single Programming Document 2025-2027, including the Multiannual Programming 2025-2027, the Annual Work Programme 2025, the Budget 2025 and the Establishment Plan 2025
27/2025	MB Decision adopting the Annual Implementation Report 2024

28/2025	MB Decision authorising the Executive Director to negotiate working arrangements with the Republic of Türkiye
29/2025	MB Decision amending Management Board Decision 6/2025 adopting the profiles to be made available to the European Border and Coast Guard Standing Corps for 2026
30/2025	MB Decision on the new composition of the Executive Board
31/2025	MB Decision on adopting by analogy the Commission Decision of 13.5.2025 on the general provisions for implementing Articles 11, 12 and 13 of Annex VII to the Staff Regulations of Officials and on authorised travel, C(2025) 2495 final ('Mission Guide')
32/2025	MB Decision authorising the Executive Director to seek the opinion of the European Commission on the draft of the Management Board Decision on establishing the Antenna Offices, their composition and duration in the Czech Republic, the Republic of Estonia, the Republic of Portugal and the Republic of Romania
33/2025	MB Decision adopting the Annual Procurement Plan for 2026 for the Agency
34/2025	MB Decision adopting the Single Programming Document 2026-2028, including the Multiannual Programming 2026-2028, the Annual Work Programme 2026, the Budget 2026 and the Establishment Plan 2026
35/2025	MB Decision authorising the Executive Director to negotiate working arrangements with selected EU agencies

Annex XIV – Annual evaluation report – quality of training

Frontex Training in Review

European Border and Coast Guard Academy's Quality Assurance System

In 2025, the EBCG Academy aligned the Frontex Training Quality Assurance System with the Standards and Guidelines for Quality Assurance in the European Higher Education Area (ESG 2015), which were adopted as Executive Director Decision (R-ED-2025-11). The Quality Assurance System describes the policies and procedures governing Frontex training activities and consists of internal monitoring mechanisms, advisory external peer review and oversight. Such a system fosters trust and credibility among all stakeholders engaged in training designed and delivered by Frontex for the border and coast guard community.

The Common Core Curriculum (CCC) – Interoperability Assessment Programme

In 2025, Frontex carried out the Interoperability Assessment Programme to measure the extent to which the CCC for Border and Coast Guard Basic Training in the EU has been integrated into curricula of national training institutions responsible for basic border and coast guard training. During the process, the EBCG Academy worked with national experts and training coordinators to establish the training assessment framework and prepare the activity for national border and coast guard students/recent graduates. The works were comprised of the working groups in the areas of generic studies (including fundamental rights), cross-border crime, document examination, border control and other related fields. The assessments were carried out in Member States, Schengen-Associated countries, and several non-EU countries. 29 training institutions from 22 countries (16 Member States, 3 Schengen-Associated countries, 3 non-EU countries) participated in the first part of the programme (self-assessment reporting)[26].

Based on the self-assessment results, the overall implementation rate of CCC Basic-2022 varies from 22% to 98% across participating training institutions, depending on the specific role and tasks of the authority in border and coast guarding. The average implementation rate is 77% among participating Member States and 78% among the overall EU+ cohort. Furthermore, training institutions have received the results as regards the performance of their students to assess the areas which require additional attention.

The theoretical elements of the CCC Basic (knowledge) are broadly adopted while the integration of necessary skills and competences should be improved. In the matter of applicability and usability, the tool is widely acknowledged by national authorities. However, its full potential is constrained by divergent national educational approaches, different legal frameworks and national procedures.

Frontex should further maintain and support Member States to facilitate structuring and update of national basic programmes via integration of the CCC Basic. Therefore, it is recommended to appoint national experts by the training authorities to work more thoroughly with the CCC as a tool, building a network and increasing awareness among the training personnel to promote uniformity.

Sectoral Qualifications Framework (SQF) for Border Guarding - review and update

EBCG Academy started the review and update of Frontex Sectoral Qualifications Framework for Border Guarding (SQF for BG) to align the SQF for BG with updated operational realities and strategic developments (e.g. hybrid threats, cybercrime, returns, EU migration pact); improve usability for practitioners, trainers, and course designers; enhance integration with Frontex Standing Corps competencies and Member States' needs; further ensure integration of fundamental rights across the framework; align with EU principles in relation to recognition and quality; promote awareness and interoperability among training institutions; and provide updated guidance and digital tools to facilitate implementation.

The SQF for BG review and update process spread over four meetings in 2025 with experts in different specialised areas of border guarding from Frontex internal business units and 30 from the following Member States: Bulgaria, Croatia, Greece, Estonia, Hungary, Iceland, Latvia, Lithuania, Netherlands, Norway, Romania, Spain and Sweden.

At the end of the fourth development meeting the plan was established for 2026 in terms of finalising the framework foreseen for September 2026, as well as launching the new volumes and the interactive virtual tool as support for course designers when aligning the courses, job competences and learning outcomes to the Sectoral Qualifications Framework.

The European Border and Coast Guard (EBCG) Accreditation procedure

EBCG Academy has submitted an application to the Accreditation Organisation of the Netherlands and Flanders (NVAO Flanders) to be registered as an institution of higher education. The accreditation decision is to be determined by an independent panel, appointed by NVAO-Flanders who conducted an evaluation of the extent to which the EBCG Academy implements the Standards and Guidelines for Quality Assurance in the European Higher Education Area (ESG 2015). Upon a positive decision from NVAO, the Academy will be able to become an equal joint awarding partner with the other consortium members currently delivering the European Joint Master's in strategic Border Management.

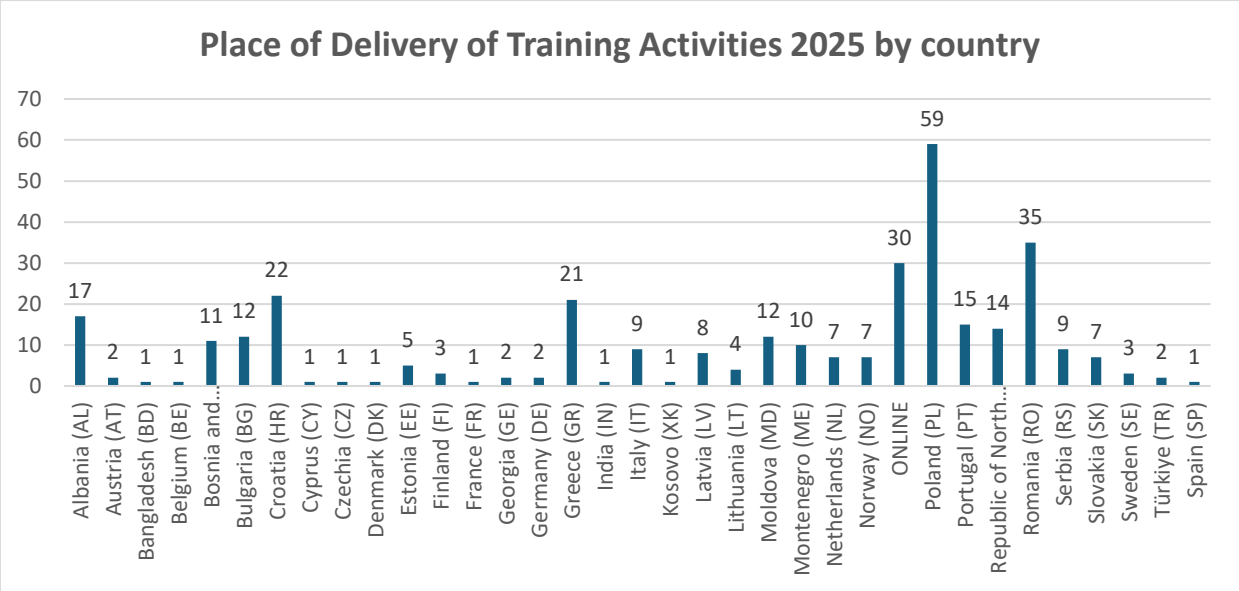
EBCG Academy Specialisation Training Centres (STC) in Member States/Schengen-Associated Countries

[26] Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Estonia, Finland, Germany, Greece, Hungary, Iceland, Italy, Kosovo*, Latvia, Lithuania, Norway, Romania, Slovakia Slovenia, Sweden, Switzerland and Ukraine.

The process of establishing the Specialisation Centres in the Member States/Schengen-Associated Countries started in 2025 with an aim to consolidate the organisation, management and delivery of the specialisation training courses in all key thematic areas of specialism relevant for the European Border and Coast Guard. Selected Member States will take a leading role, engaging their organisational capacity and expertise, specialised training equipment and facilities, and building consortia between Member States' specialised training institutions, thereby concentrating the best EU capacities and knowledge in the sector for each given professional specialism. Empowered as the EBCG specialist training centre of reference for each thematic area, the new Specialisation Centres will enable the official recognition of the training provided.

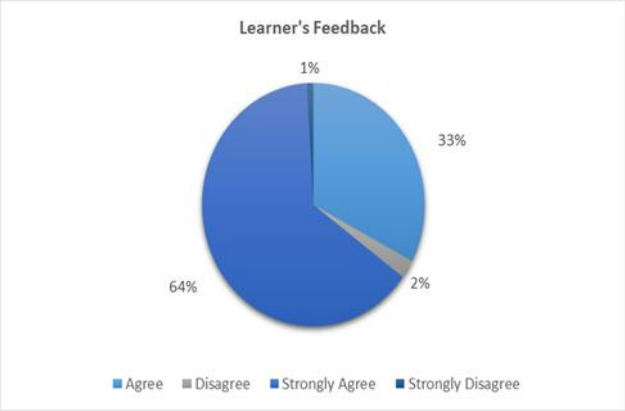
Evaluating training performance

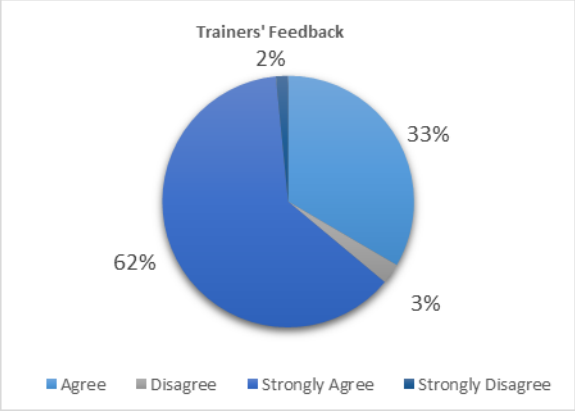
The activities of the EBCG Academy are subject to a full set of policies and procedures designed to reflect the Standards and Guidelines for Quality Assurance in the European Higher Education Area (ESG, 2015) in the context of education and training for European border and coast guards.
Training evaluation is a key component of training quality. It is a consistent cycle of measuring the effectiveness of training, recognising issues or areas of concern, and acting to consistently enhance quality. Stakeholder involvement is key to quality enhancement, and their feedback plays a critical part in the evaluation and enhancement of the learning experience. The contribution of learners, trainers, course managers, module coordinators, the eLearning team, programme coordinators, training commanders and other staff involved in the implementation of EBCG training in the internal quality assurance processes allows permanent and continuous improvement and ensures the quality of teaching, learning and assessments, and the relevance of the curriculum.
Frontex focuses its training activity on two areas: dedicated training for the Frontex Standing Corps and Strengthening European Border and Coast Guard (EBCG) capacities. The Agency is also active in the development of effective training methodologies.
In 2025, 317 courses have been delivered in 34 locations in Member States/Schengen Associated Countries as well as the partner countries with the total number of 14,569 learners. Below graph shows the allocation of activities per country. In addition to the below, the Agency offered self-paced online courses that were followed by 5,328 learners.



Overall Feedback

The learners and trainers were invited to give anonymous feedback after each course for all 317 training activities implemented in 2025. Surveys allow responses on a scale from strongly disagree to strongly agree, and the respondents may comment in depth if they wish. Because providing feedback is voluntary, the response rate by course varies.
The learners' feedback focused on learning outcomes, assessments, learning activities and resources, workload, scheduling, logistical arrangements, information and documentation, teaching methodology and trainer attributes. The overall satisfaction rate with all the training was 97%.
The trainers' feedback focused on aspects related to the programme design, the extent of the support provided by Frontex and the home institution, and the administrative and technical support available during implementation. The overall satisfaction rate with all the training was 96%.

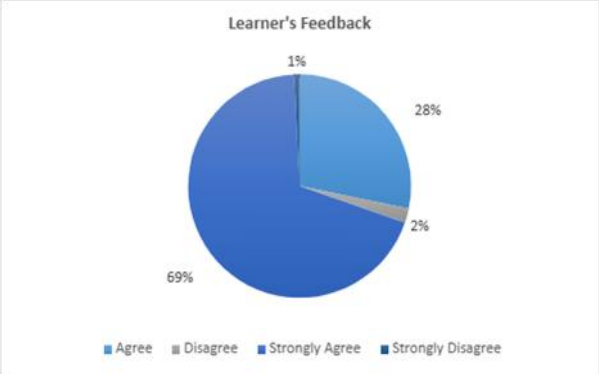


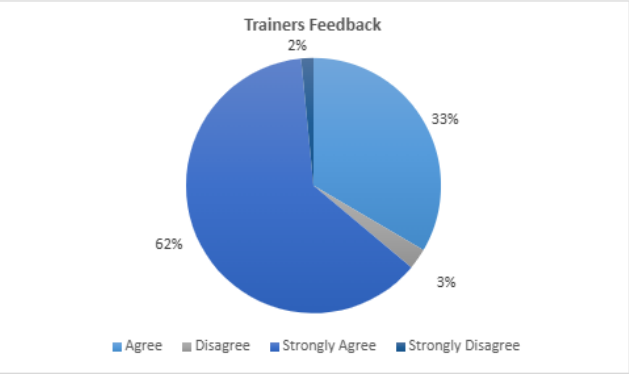


Feedback on Dedicated Courses for the Standing Corps

The analysis provides a satisfaction rate of the learners' and trainers' feedback on the delivery of the dedicated courses for the Standing Corps in 2025. This consistent set of specific specialised courses for all categories of the European Border and Coast Guard Standing Corps is tailored to address identified needs in terms of job competences required under the Standing Corps profiles. These courses ensure officers have the necessary integrated skills and competences to operate in a cohesive manner in any operational area, generating added value and fully respecting fundamental rights in all Frontex activities. They include firearms detection, return specialists, fundamental rights monitors, anti-trafficking in human beings and cross-border crime detection.

The learners' satisfaction rate with the training was 97%, while the trainers' satisfaction was 95%.

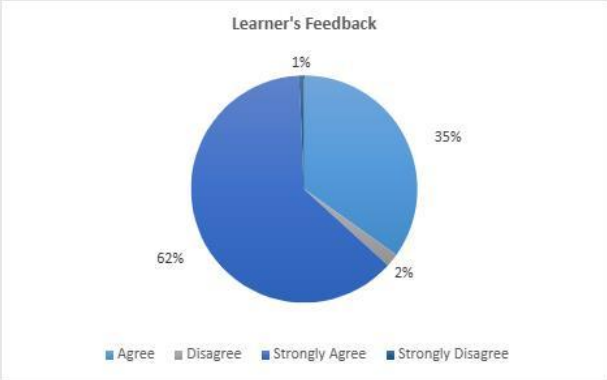


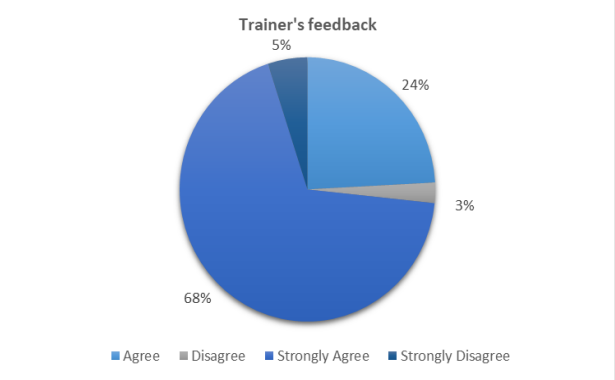


Feedback on Courses for Strengthening European Border and Coast Guard (EBCG) Capacities

The analysis provides a satisfaction rate of the learners' and trainers' feedback on the delivery of specific courses tailored to provide Member States', Schengen Associated Countries' and Third Countries' officers with the necessary knowledge, skills and competences at different levels (e.g. practitioner, specialist) to cover different areas of competence in order to enhance EBCG capacities at EU external borders in 2025. This set consists of many courses including an interdisciplinary course called English for Border and Coast Guarding and continues with courses related to European Integrated Border Management, Schengen evaluations, different border management systems implemented at the EU's external borders (i.e. Entry/Exit System, ETIAS, Automated Border Control) as well as different types of European cooperation.

The learners' satisfaction rate with the training was 97%, while the trainers' satisfaction was 92%.

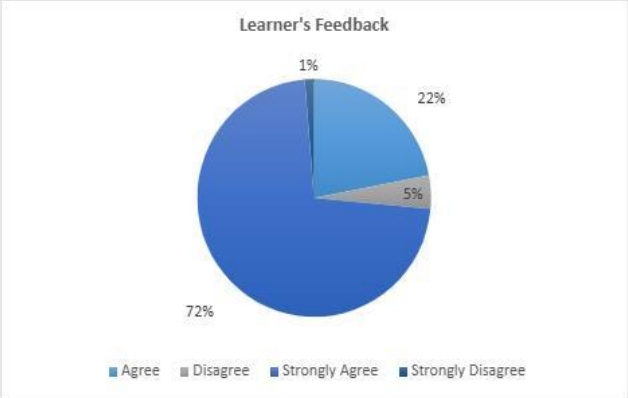


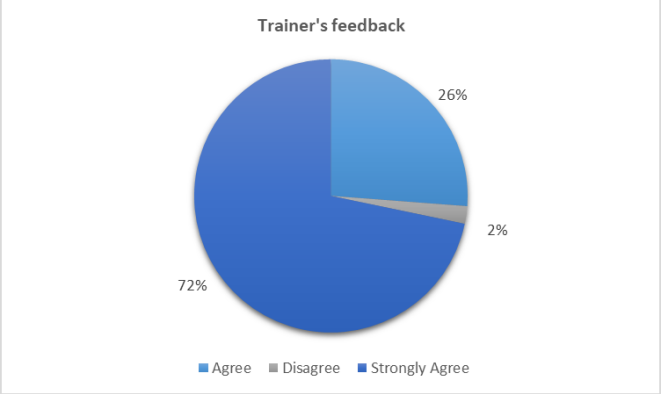


Feedback on Development of Effective Training Methodologies

The analysis provides a satisfaction rate of the learners and trainers feedback on the delivery of specific set of courses tailored to ensure the operational relevance and high standards and quality of training programmes and courses in the border and coast guarding area in 2025. These courses aim to build Frontex's capacity for designing high quality, effective, and practical training and may be offered also to Member States and Schengen Associated Countries experts who contribute to the design of border and coast guard courses at the national level and at Frontex. They also provide an opportunity for trainers' training, certification and continuing professional development and enable subject matter/operational experts delivering Frontex courses to uphold quality standards for training delivery in line with Frontex requirements and European policies and best practices in education and training applicable nationally across the EU.

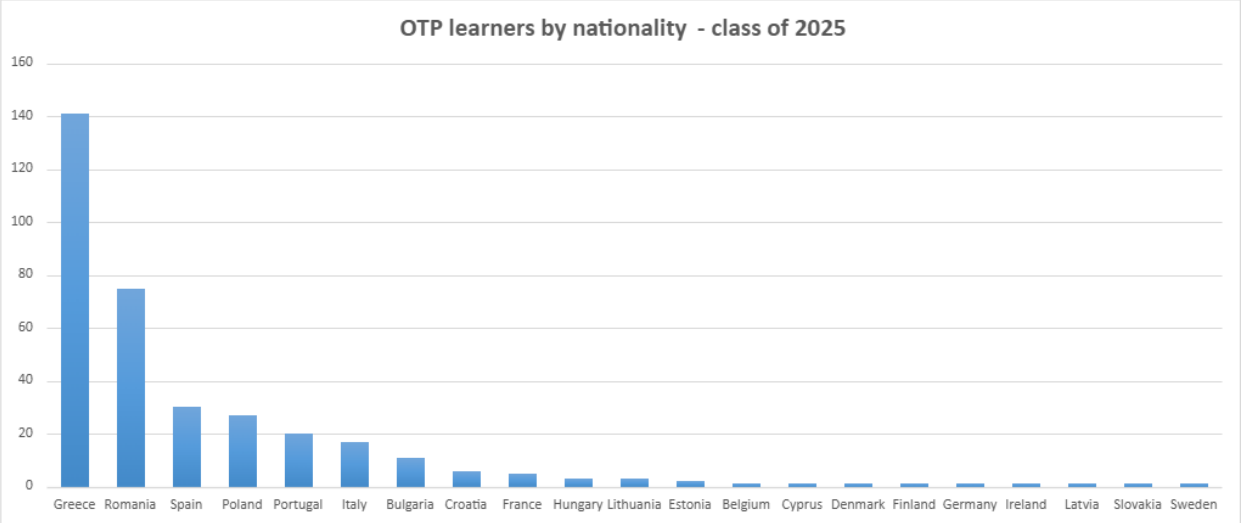
The learners' satisfaction rate with the training was 94%, while the trainers' satisfaction was 96%.



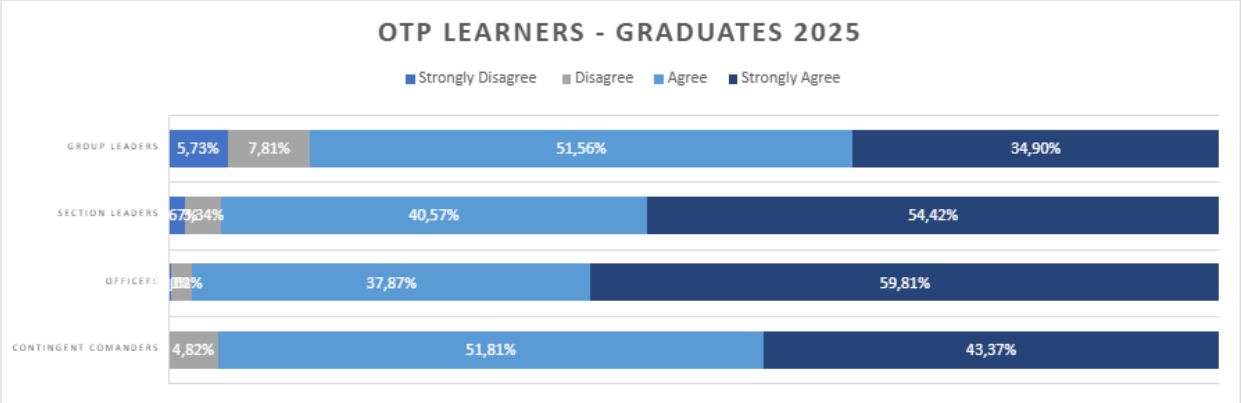


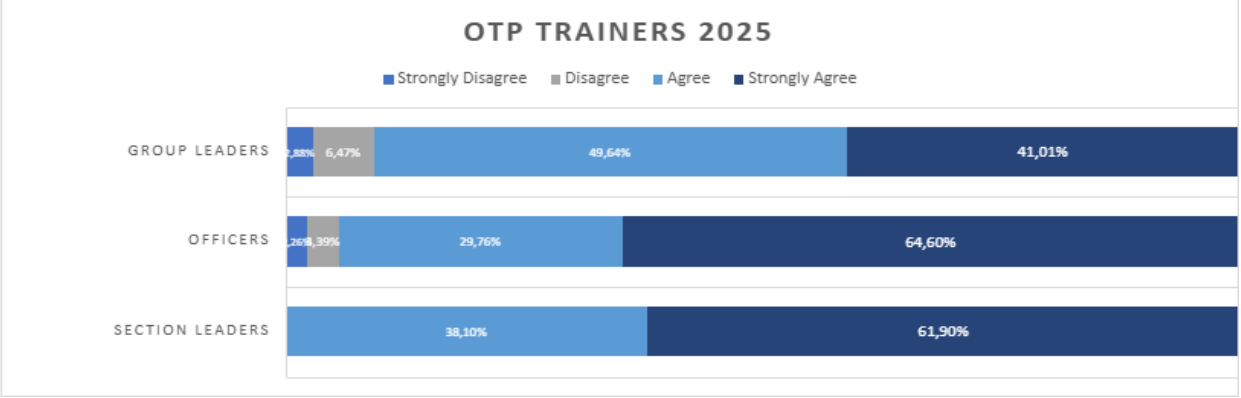
Feedback on Operational Training Programme (OTP) for the statutory staff of the European Border and Coast Guard Standing Corps to be deployed as members of the teams.

In 2025, 346 Standing Corps officers graduated from the programme which started in 2024 and was delivered in Almada, Portugal and Avila, Spain. The graduation ceremony took place in Warsaw, Poland in June 2025.



The analysis provides an overview of the learners' and trainers' feedback on the implementation of the programme that finished in 2025.
The learners and trainers were invited to give anonymous feedback after each module. The questions are on a scale from strongly disagree to strongly agree, and the learners may comment in depth if they wish. Because providing feedback is voluntary, the amount of feedback per module varies.
The learner feedback focused on learning outcomes, assessments, learning activities and resources, workload, scheduling, logistical arrangements, information and documentation, teaching methodology, and trainer attributes. Among the programme 2025 graduates, the overall satisfaction rate with the training was 95%.
The trainer feedback focused on aspects related to the programme design, the extent of the support provided by Frontex and the home institution, and the administrative and technical support available during implementation. The overall satisfaction rate with the training was 94%.





Following the selection procedure of the new group of Standing Corps, the next iteration of the Operational Training Programme started in October 2025 with an Induction Camp in Gdańsk, Poland. Since November 2025, 211 Standing Corp Officers have continued their entry level training in Warsaw, Poland with graduation scheduled for 2026.

Annex XV – Implementation of Operational Response 2025 – Core Elements

Operational prioritisation

The operational priorities were regularly reviewed in the course of the implementation year by the Agency's Operational Coordination Board and the executive management, whereas the prioritisation updates were presented at the Management Board meetings. The priorities for the entire operational year 2025 were attributed by border sections (or their defined parts) in land domain; entire borders (or their defined parts) by country in case of maritime domain; by airports in air border domain and by specific MS or return facilities in case of return-related activities. Based on the agreed methodology and the information/inputs available, operational responses for 2025 have been planned and prioritised. In this respect, a total number of five operational prioritisation exercises were executed through 2025 – starting from January and concluding with the exercise conducted in November. Members of the Management Board were timely informed of the outputs of the exercises.

Operational response in 2025

1. Operational management activities

In 2025, the Agency scaled up technical and operational support to Member States (MS) and Third Countries (TC) by deploying the Standing Corps, specialised staff, and advanced equipment. The joint operations (JO) were transitioned to a "country-based approach," consolidating 35 JO to streamline resource management and coordination.

Following the gradual establishment of the Frontex Chain of Command (FC2) and the consequent deployment of the Frontex Contingents, the operational response activities were implemented in a regionally clustered approach.

Depending on the operational concepts agreed with respective host MS/TC, Frontex coordinated JO continued supporting border checks, surveillance at land and sea borders, including SAR, migration management, debriefing activities, prevention, detection and combatting of cross-border crime as well as enhanced EU cooperation on coast guard functions, in line with the Agency's mandate and respecting the principle of subsidiarity towards the MS.

Border control efforts to detect main types of CBC were enhanced by deployment of specialised SC profiles and technical equipment.

Coast guard capacities of the SC were developed by specialised sub-profile on coast guard functions, deployed with additional specialised equipment, such as mid-size (maritime capable) VTOL drones, SAR equipment, inspection tools, etc.

Moreover, JO served for exercising selected coast guard and law enforcement measures and implementation of other contributing projects, services, and products.

Under the Status Agreements between EU and Albania, Moldova, Montenegro, North Macedonia, Serbia and Bosnia and Herzegovina, joint operational areas of the JOs were significantly expanded. This updated framework enabled the integration and scaling of border control activities at the external borders of MS and borders of TC across all domains (air, land and sea).

Joint Operational Activities in MS	**Joint Operational Activities in TC with executive powers (under Status Agreements)**	**Coordinated Operational Activities in TC without executive powers (under Working Arrangements)**
Operational activities implemented by the respective regional contingents (MS)	Operational activities implemented within the respective regional contingents (Albania, Montenegro, Moldova, Serbia, North Macedonia, Bosnia and Herzegovina)	Operational activities implemented within the respective regional contingents (Georgia and Kosovo*) *This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence

2. Operational policies and planning activities

In preparation for the application of the Pact on Migration and Asylum from June 2026, the Agency has taken steps to develop a concept of the operational support for the implementation of the Pact on Migration and Asylum that to be embedded into the joint operational activities during the second half of 2026. The Agency offered to MS a reediness to provide support (respective HR) in implementing the new provisions of the Screening regulation[27].

The planning of the operational activities was done according to the established annual cycle. The key elements of it were bilateral meetings with the stakeholders (host countries) to discuss and define the operational needs and the Agency's support to be provided in this regard based on the available resources (HR and TE). The planning of operational activities took into consideration an element of flexible use of the resources to increase the effectiveness of the support provided, e.g. (use of deployed resources between air and sea BCPs). In addition, planning of resources for the implementation of the Multi-purpose Maritime Operations in the cooperation with EMSA and EFCA was embedded within the annual planning cycle.

21 Regulation (EU) 2024/1356 of the European Parliament and of the Council of 14.05.2024 introducing the 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.

In 2025, the JOs and the respective operational plans were restructured to follow a country-based approach. Together with MS/TC, the provisions in the operational plans were developed in a clear and descriptive manner. Procedures and timelines were further finetuned to ensure timely agreements of the operational plans.

European cooperation on coast guard functions

European cooperation on coast guard functions continues to develop within the framework of Tripartite Working Arrangement (TWA) between the European Maritime Safety Agency (EMSA), the European Fisheries Control Agency (EFCA) and Frontex, facilitating the implementation of the operational element of the TWA, the Multipurpose Maritime Operations (MMO)-concept, at the EU maritime borders by the Frontex Field Contingents.

Strategic development of ECCGF continues through the Annual Strategic Plan. 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.

In 2025, Frontex implemented the mixed crew project with the main aim to demonstrate the role of BCGO-CGF/CM as operational value for MSs, bridging or mitigating potential manning gaps encountered during Frontex maritime operations, as well as to enhance operational responsiveness to the performance of coast guard functions, through the use of equipment, as operated on board by the SCOs.

The Agency will continue to develop the coast guard capacities of the Standing Corps regarding its specialised SC profiles and the use of state-of-the-art technologies.

EMPACT

Joint Action Days

In the course of 2025, within the EMPACT framework in coordination with EU MSs, non-EU partner countries, Europol and international partners, Frontex implemented 6 Joint Action Days targeting poly cross border criminal areas to disrupt serious and organised crime.

JAD Mobile 8 took place from October 20-31, 2025, in EU member states and neighbouring countries. The operation targeted various crimes, including vehicle theft, smuggling, and human trafficking. It improved cooperation and information exchange between border guards, police, and customs, with collaboration from INTERPOL and Europol. It resulted in 694 stolen vehicles, 445 stolen vehicle parts 32 stolen boats 87 stolen boat engines identified as well as more than 12 tons of drugs and over 9 tons of tobacco seized.

JAD Stopover 4 was a joint operation led by Frontex, co-led by Spain and the Netherlands, from January 27 to February 2, 2025. The operation focused on combating cross-border crime, particularly synthetic drug detection, and targeting organised crime groups involved in smuggling and fraud at EU air borders. It resulted in over 90 kilograms of different drugs seized, 63 document fraud cases and 14 impostors identified as well as 2 THB cases.

JAD Finestra 5 led by Romania and Lithuania targeted cross-border smuggling of excise products and migrant smuggling. The operation aimed to outmanoeuvre sophisticated criminal networks using innovative strategies and coordination. The JAD resulted in 143 irregular migrant smuggling intercepted, 594 kg of different types of drugs seized, mainly heroin and synthetics, 15000 pieces of e-cigarettes seized; 654644 pieces of drug and fake medicine tablets, 8,67 KG of gold; 31123 litres of alcohol as well as 12 firearms and 220 pieces of ammunition seized.

JAD Danube 10 took place from June 13-23, 2025, and brought together 13 EU member states and international partners like Europol, Interpol, and Eurojust. The operation targeted migrant smuggling, human trafficking, and document fraud in Central and South-Eastern Europe, aiming to improve inter-agency cooperation and intelligence sharing. The joint effort yielded significant results, 70 smugglers, 97 document fraud cases 3 traffickers, 7 firearms as well as 39 stolen vehicles seized demonstrating the importance of international collaboration in tackling complex security challenges.

JAD Pirates 3 took place from October 6-17, 2025, and targeted intellectual property crime, counterfeit goods, and currency counterfeiting. The operation involved 13 countries and strengthened cooperation with Europol and EUIPO. It provided valuable insights into the scope of counterfeit products entering the EU and the challenges faced by authorities in combating them. Additionally, 17,533,000 cigarettes, 1,698 kg if marihuana, 1.2 kg methamphetamine as well as 148 pistols and 122 pieces of ammunition were seized.

JAD Global Chain 3 was held from June 1-6, 2025, brought together 43 countries and international agencies, such as Frontex, Europol, and Interpol to combat human trafficking, specifically targeting sexual exploitation, forced labour, and child trafficking. It resulted in 520 arrested persons, 158 human trafficking cases, 65 document fraud cases, 362

Moreover, as part of tailored, intelligence driven operational support, tailored to specific needs and cross border crime areas, numerous **Cross Border Crime Action Days** have been implemented in 2025 inter alia in Slovakia, Poland, Romania, Italy, Malta at selected BCPs. These types of activities are aimed at enhancing strategic and operational cooperation between national authorities, EU Agencies and international organisations in order to offer a constructive model for law enforcement in CBC counteraction.

In the course of 2025 under EMPACT Firearms, Frontex in cooperation with Belgian Federal Police implemented 3 **Advanced Vehicle Concealments Workshops** for EU MSs, non-EU partners and Frontex SCOs. The activities increased and strengthened capabilities to detect and access sophisticated concealments in vehicles used in the trafficking of illicit goods (weapons/drugs/money) creating an additional barrier against drug, firearms and cash smuggling networks and organised criminal groups.

Frontex in coordination and support of Belgian Federal Police has also produced **CBC Check Cards for profiling and identification of advanced vehicle concealments and firearms trafficking** based on risk indicators. The CBC Check

Cards are distributed on numerous occasions among EMPACT community and Frontex SC officers translated to numerous languages.
Moreover, within EMPACT Firearms capabilities of front-line officers to detect and identify firearms and their components subject to smuggling have been increased through dedicated **firearms detection courses**. 5 editions of such courses for EU MS, Ukraine and Frontex SCOs have been implemented in the course of 2025.
Common Horizontal Strategic Goal Document Fraud:
Frontex provided support on document and identity control in the framework of several EMPACT activities such as Joint Action Days (JAD), Frontex's Cross-Border Crime Action Days and operational actions: Frontex co-led two activities related to EMPACT OA 5.1 (Trafficking in Human Beings - THB); co-led two activities in the context of EMPACT Common Horizontal Strategic Goal 5 (Document Fraud Investigation Group - DFIG); participated in firearms OA 5.1 and High-Risk Criminal Networks (HRCN) OA 5.1.
As Alternate Document Fraud Coordinator, Frontex supported the Coordinator (France) and managed the Document Fraud Investigation Group (DFIG) for what concerns all the activities not related to investigations and exchange of operational personal data. In the end of the cycle 2022-2025, the Agency decided to abandon the position of Alternate Document Fraud Coordinator to avoid situations where investigative activities are discussed and information shared.

3. Operational support activities

In 2025, the Frontex 24/7 Helpdesk on Document Control is in place for the benefit of the Agency's operations, enhancing the fight against document and identity fraud. It is operated by the Frontex Document Fraud Team composed by selected document experts. Staff assigned to it alternates periods on mission with periods at the headquarters to ensure that the 24/7 Helpdesk on Document Control meets the operational needs in the fight against document and identity fraud.
The Agency continued to pursue its operating strategy on document and identity control, including cooperation with TCs and implementation of FIELDS, EBCG FADO and the Reference Manual 3.0, in accordance with the indications of the high-level Round Table on Document and Identity Control, and with the support of the technical and operational expertise of the Document Control Expert Group (EXP-DOC). The five-years analysis of thematic priorities on document and identity control identified with HLRT was concluded. It led to the first draft formulation of the EBCG strategy on document and identity control, that shall be approved by the members of the HLRT on Document and Identity Control. It will be followed by the related implementation in the next years.
Frontex constantly supported policy initiatives of the Council of EU, the European Commission and the International Civil Aviation Organization (ICAO) 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) network has grown to 37 countries and its usage via the secure global police communication network (I-24/7) of Interpol - which is making Frontex' Quick Check Cards available to be displayed on the screens of the frontline officers of 194 countries – is implemented in Croatia and Romania.
Boosted by a Technical Agreement concluded with INTERPOL for the period 2025-2032, which became effective on 1st January 2025, FIELDS continued to grow. In the reporting period, 40 countries among MSs and TCs are contributing to FIELDS and were actively involved in workshops, two MSs integrated FIELDS in their frontline systems, and several other countries manifested their interest to participate in or integrate the system. FIELDS outreach activities with TCs continued, which led to advanced cooperation with UK, Ukraine and Georgia and paved the way for engagement with South American and Asia-Pacific region countries.
The maintenance and update of the Reference Manual database 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 is developing the EBCG FADO system 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. EBCG FADO is 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 OPC 24/7 Help Desk Service for remote assistance to document checks. In 2025 11 of the 12 sprints for developing the system have been carried out with a delay of one sprint while the data migration process reached 58.33% of the total available documents.
The needs of operational support systems have been collected and prioritised. Deployment of new operational support systems has taken place, while other system are under development in accordance with the priorities set in Operations. In the end of 2025 2 systems are developed/under maintenance, 1 systems/project is in the implementing phase and for 2 other systems the project initiating phase is ongoing.

Return-related activities

1. Effective support for all types of return

In 2025, Frontex provided operational and technical support to Member States across all types of return, in line with the Pact on Migration and Asylum and the EU Strategy on Voluntary Return and Reintegration. The Agency supported the return of 63,493 third country nationals (TCNs), exceeding the annual KPI of 60,000 returns and representing a 13% increase compared to 2024. Voluntary returns accounted for 65% of all Frontex-supported returns.
Returns were primarily implemented through scheduled flights (85%), reflecting the continued development and uptake of this mechanism, while the remaining returns were carried out via charter flights. Limited returns by land were also supported. Frontex-coordinated return operations and technical assistance contributed to increased cost-

efficiency and broader geographical coverage. The deployment of forced-return monitors on charter flights continued to be promoted among Member States.

2. Strong support for sustainable returns

Frontex expanded its support to sustainable returns through the EU Reintegration Programme (EURP). In 2025, post-arrival and post-return assistance was provided to 19,031 registered returnees, corresponding to 13,591 cases and originating from 40 third countries. The majority of beneficiaries were voluntary returnees. Compared to 2024, the number of registered returnees increased by 62%, while the caseload increased by 56%. EURP support remained available for both voluntary and forced return cases and included post-arrival assistance.

In parallel, Frontex reinforced Member States' return counselling systems through targeted support by Return Specialists and training, contributing to alignment with EU standards and to increased voluntary return outcomes.

3. Operational support in the field

Operational deployments continued to support the effective implementation of returns. Frontex Return Escort and Support Officers (FRESO) were deployed to 15 locations and supported 10 host Member States. Activities included ground support, transit assistance, back-up support during charter operations and escorting returnees. In total, FRESO supported the return of 27,143 TCNs in 2025.

Return Specialists delivered targeted support to Member States, including Return and Reintegration Counselling and assistance on return-related IT systems. A total of 17,980 counselling sessions were conducted, representing a 13% increase compared to the previous year. Support to IT systems accounted for 43% of Return Specialist activities and increased by 54% year-on-year, reflecting growing demand. An unforeseen decrease in counselling activities in some Member States affected the overall growth of Return Specialist activities.

4. Return digitalisation

Progress was achieved in the digitalisation of return processes through continued development of the Integrated Return Management Application (IRMA). Two new IRMA modules were launched in 2025: the Identification Missions Module (live since April 2025) and the Encryption Scheme (live since October 2025). The Return Case Management Application (RECAPP) was initiated, and technical discussions on the technological stack were conducted.

The updated model-RECAMAS (v1.3) was published and presented to Member States, while discussions on version 1.4 were initiated. Interconnection of national return case management systems with IRMA was not achieved due to technical dependencies and data platform readiness; however, preparatory work progressed, including engagement with interested Member States, clarification of requirements and dictionary alignment.

5. Leading the return data management

Frontex advanced preparatory work towards improved return data management and analysis. While full interconnection with Member States' systems remains pending, progress was made in laying the groundwork for future data exchange and analysis. In parallel, Frontex delivered targeted return analysis products, complementing its regular contributions to EU-level analytical publications.

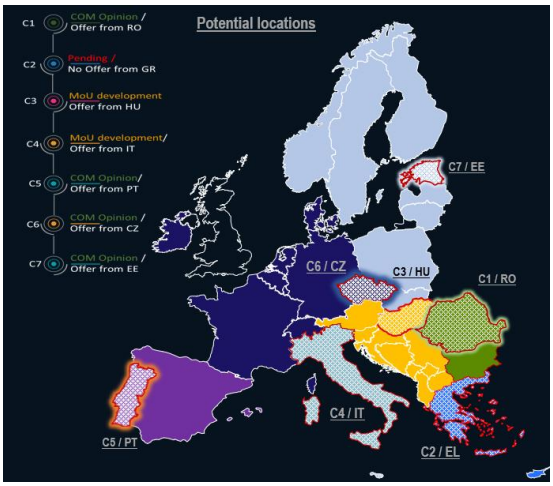
6. Further investment in upholding high EU standards

Training and capacity-building activities continued in 2025 to support high standards in return and reintegration. Frontex supported the development of 139 personnel from Member States, Schengen Associated Countries and the Standing Corps through training activities in return and reintegration counselling. The Return Mobility Programme facilitated the exchange of good practices, enabling 49 national return experts to carry out 19 thematic visits across Member States.

7. Good cooperation with third countries on return

Cooperation with Third Countries focused on identification, capacity building and return-related expertise. While no new EURLO deployments were established due to the absence of formal proposals, Frontex organised or supported capacity-building activities with third country authorities, including workshops and training on identification, nationality verification and return case management. These activities were implemented in coordination with Member States and in coherence with the EU's broader external cooperation framework.

Antenna Offices (AOs) serve as field-based facilities supporting the Frontex Contingent Command, enabling effective coordination of operations and management of human and technical resources without constituting a separate administrative structure. Their establishment follows a structured process involving Member States and the European Commission, with extensive consultations, assessment of hosting readiness, and initial agreements secured with selected host countries.



Assessment of the annual activity report 2025

The Management Board:

Generally

1. Takes note that the Consolidated Annual Activity Report (CAAR) 2025 was submitted to the Frontex Management Board Working Group on Budget and Accounts on 4 May 2026.

2. Welcomes the full alignment of the CAAR with the Agency's SPD, as the structure follows the template provided by the Commission[1].

3. Notes that six regular meetings of the Working Group on Budget and Accounts took place in 2025. The Management Board welcomes the progress made on the timely submission of the background documentation required for the Working Group on Budget and Accounts. At the same time, it invites the Agency to continue improving in this regard in order to achieve the set target of 95% (from 71% in 2025). Delays may affect negatively the preparations for as well as the effective fulfilment of tasks and powers of the Executive Board, the Management Board and its Working Groups.

Strategic Developments

4. Welcomes the effective follow-up to the Commission's evaluation of Regulation (EU) 2019/1896, based on Roadmap 3.0, including the Commission's action plan, and stresses the importance to continue to ensure that the existing framework is fully implemented by the end of 2027. Invites the Agency to regularly inform the Management Board on the relevant developments.

5. Praises the strategic developments initiated and having been set in motion by the Agency, to align its strategic direction and operational capabilities with the evolving EU policy developments particularly the Pact on Migration and Asylum which was adopted in 2024 and encourages the continuation of that work thereby contributing within the mandate of the Agency to the implementation of the legislative acts under the Pact that will become applicable as of June 2026. Welcomes the Agency's continuous involvement in and support to the European Multidisciplinary Platform Against Criminal Threats (EMPACT). Appreciates the efforts for a more structured approach when it comes to the coast-guard functions cooperation. At the same time, the Management Board underlines that all activities of the Agency in this framework should be carried out in compliance with the Agency's mandate as defined in Regulation (EU) 2019/1896.

6. Welcomes the adoption and continuous implementation of the strategies in line with the Agency's mandate, and invites the Agency to update them as needed.

[1] The template is provided in the Communication 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 [C(2020)2297], adopted by the European Commission on 20 April 2020

Organisational Transformation and Governance

7. Whilst acknowledging the progress made, the Agency is encouraged to finalise the implementation of all ongoing organisational and structural changes, including the implementation of the Chain of Command, and to put in place all necessary measures to ensure the effective functioning of the Agency, including internal coordination.

8. Encourages the Agency to further streamline internal processes, in particular with regards to planning, reporting and decision-making, ensuring efficiency and transparency.

Intelligence, Capability and Risk Analysis

9. Welcomes the follow-up to the first EBCG capability roadmap[2], the roll-out of the governance mechanism for the Agency's Technical and Operational Strategy for EIBM and its second progress report presented in November 2025. The Agency needs to ensure a more precise forward-looking planning, follow-up, and reporting in terms of implementation of the Capability Development Planning and that these capabilities are dynamically aligned with emerging border management challenges as identified in annual and strategic risk analyses.

10. Highlights the Agency's pivotal role in implementing the European Integrated Border Management Policy Cycle. Commends the second annual Technical and Operational Strategy for EIBM implementation report and active role of the Management Board Working Group on European Integrated Border Management in the overall governance of the Technical and Operational Strategy for EIBM. The planning and reporting processes of the Agency must prioritise those activities explicitly outlined in the Appendix of the Technical and Operational Strategy, and show how the actions match with integrated planning deliverables, most notably the follow-up to the Capability Roadmap priorities.

11. Reiterates the need for the Agency to ensure clarity on acquired assets by providing an overview in the next year's CAAR in the context of the implementation of the Multiannual Acquisition Strategy. This overview should demonstrate how the acquisitions align with the EIBM goals and address the needs identified in the capability roadmap. It should include annual updates in the area of acquisition and management of equipment, systems and services, and report on new and replacement contracts in relation to what was initially planned in the Multiannual Acquisition Strategy's implementation plan.

12. Welcomes the adoption of the Cross-Border-Crime Threat Assessment 2025 and significantly strengthened intelligence driven approach to European Integrated Border Management. In the context of the Cross-Border-Crime Threat Assessment, particular attention should be paid to ensuring coherence, complementarity and synergies with the work of other relevant EU agencies and bodies.

[2] MB Decision 16/2024

EUROSUR and External Engagement

13. Recalls that in accordance with Regulation (EU) 2019/1896, the European Border Surveillance System ceased to exist, and it was replaced by EUROSUR, which is no longer a system, but an integrated framework for information exchange and operational cooperation within the European Border and Coast Guard. Therefore, the Management Board invites the Agency to ensure consistent use of the correct terminology throughout all its documents, in accordance with the relevant changes made in the Single Programming Document 2026-2028.

14. Notes the progress made in the implementation of the EUROSUR-related provisions of Regulation (EU) 2019/1896 and the Commission Implementing Regulation (EU) 2021/581, including the support given to Member States regarding the automation of data provision to EUROSUR and effective data collection process.

15. Appreciates the intensive work on the development and expansion of the catalogue of EUROSUR Fusion Services for the benefit of the entire EBCG community and the improvement of the situational awareness at the national and EU levels.

16. Praises the Agency's contribution within its mandate to enhancing EU level situational awareness on migration and encourages close collaboration with the Member States, the Commission and with other Union Agencies in this regard.

17. Welcomes the Agency's efforts to implement EUROSUR provisions of the existing working arrangements and status agreements with third countries and including them into the new ones, in particular by the establishment of the specific situational pictures to ensure effective information exchange and improve the situational awareness.

18. Notes the efforts made to implement the requirements issued by the EUROSUR Security Accreditation Board to receive Interim Authorisation to Operate (IATO) for the classified network for another year, bringing Frontex closer to obtaining the Final Authorisation to Operate (FATO) in the coming years.

Operational Response and Returns

19. Welcomes the effective implementation of joint operations and the increased number of successful deployments of standing corps officers and technical equipment, with overall deployments covering close to 90% of the operational needs At the same time, invites the Agency to closely cooperate with Member States to monitor and develop ways to address the persistent shortcomings identified, such as the seasonal limited availability of standing corps personnel and technical equipment, and direct access to relevant databases used for performing first line checks. At the same time, the Agency is invited to ensure that needs of operational resources are determined and planned as realistic and accurate way as possible.

20. Underlines the importance of the Agency planning operational activities proactively, taking into account the risk analysis, vulnerability assessment and contingency planning. Stresses that the Agency should use the available tools to their full extent, including the possibility for the Executive Director to recommend Member States to request support from the Agency, in accordance with Article 41 of Regulation (EU) 2019/1896. Welcomes the successful

deployments of the standing corps during 2025 and the implementation of effective joint operations, including for human and technical support provided to large-scale events and the increased operational support provided to Member States.

21. Encourages the Agency to continue with the full, effective and uniform implementation of the Chain of Command, also as part of the new organisational structure of the Agency, while continuing reporting on the progress for the implementation of the antenna offices. The benefits of the novelties should be benchmarked and reported, indicating quantitative and qualitative objectives, and the progress made.

22. Recalls that the legal requirement in Regulation (EU) 2019/1896 is to ensure that standing corps are deployed to operational tasks in the operational theatres, providing tangible support to border control and returns[3]. Stresses that the assignment of the standing corps to horizontal operational functions and operational trainer functions should be limited to the numbers necessary for the performance of operational activities and should not negatively impact its operational activities on the ground. The allocation to these respective functions should continue to be adequately reported, ensuring legality and operational efficiency.

23. Notes the overall positive results in achieving training related goals and welcomes in particular efforts to fully establish the new training framework to ensure sustainable and high-quality solutions in view of the growing training needs. It calls upon the Agency to regularly report to the Management Board on further developments in this respect.

24. Welcomes the Agency's acknowledgement of its important role in the EU return system. Underlines the need to allocate appropriate resources for the performance of the return-related tasks, and continued alignment with operational needs

25. Welcomes the significant increase of Frontex-supported voluntary and forced returns, including the support provided in the field of return and reintegration counselling to Member States.

26. Welcomes all cost-effective measures in joint return operations.

27. Welcomes the further development of the EU Reintegration (EU-RP) programme as an achievement on more coordination and harmonisation among Member States. Stresses the importance of ensuring that the geographical expansion of the EU-RP or any adjustment in support packages provided to third country nationals are discussed upstream and early with the Commission to be fully aligned with EU priorities and the Commission activities in engaging with third countries, particularly on readmission.

28. Welcomes the fact that more Member States requested Frontex support for implementation of Return Case Management IT systems based on RECAMAS model and encourages Frontex to engage also with other Member States in this regard.

[3] Article 54(2) of the EBCG Regulation

Research, Innovation and Digitalisation

29. Notes the regular updates of the Agency's Research Agenda, the engagement with EU-funded research projects under the Horizon programme, as well as the Travel to Europe mobile application S to support border checks. The Agency is invited to make use of R&I findings when preparing future MNITE specifications.

30. Welcomes the overall progress made in the implementation of IT systems, including EES and ETIAS and invites the Agency to continue its efforts in this regard.

Fundamental Rights and Oversights

31. Continues to encourage the Agency to negotiate with the Member States the inclusion of all relevant SOPs in the Operational Plans for the Agency's Joint Operations, and to regard their inclusion in the Operational Plans as a prerequisite for the Agency's provision of operational and technical support. This includes but is not limited to the Executive Director Decision on the roles of the Fundamental Rights Monitors and the Executive Director Decision on the conditions for screening and debriefing activities and SOP for debriefing activities.

32. Notes with appreciation the significant work performed by the Fundamental Rights Monitors in 2025. Looking ahead, reiterates the importance and value of the presence of Monitors in all the Agency's operational areas and activities, including with regard to return monitoring. Commends the Agency's Executive Director for the efforts, in close cooperation with FRO, dedicated to ensuring that the number of Fundamental Rights Monitors and resources allocated to the Fundamental Rights Office reflect the Agency's own human resources and activities, thereby contributing to guarantee the Fundamental Rights Office's ability to comprehensively monitor Frontex's activities and operations and offer its expert advice on any related issues concerning fundamental rights, and encourages the Agency to continue to dedicate its efforts to this continuous overarching objective.

33. Recognises the significant volume of FRO opinions and recommendations provided to the ED as a tangible demonstration of the Office's valuable contribution to the Agency's ability to comply with EU law, including fundamental rights, in all its activities – and calls upon the ED to ensure its commitment to actions are consistently and promptly followed up with the implementation of the recommended actions.

34. Recognises the Agency's and FRO's sustained efforts to revise the rules on the Agency's Complaints Mechanism.

Human Resources, Internal Control, and Data Protection

35. Regrets that the occupancy rate of the Agency remained at 79.1% and that the set target had to be revised to 80% due to the actual absorption capacity and the availability of the training facilities for Standing Corps. While acknowledging the reasons for this discrepancy and recognising the Agency`s efforts in reaching higher occupancy rate for HQ staff, the Management Board invites the Agency to continue its recruitment efforts, to fill the positions of operational staff of ETIAS by the entry into force of the ETIAS and Standing Corps as foreseen in Regulation (EU) 2019/1896 and consequently, reduce its vacancy rate.

36. Notes that the internal turnover was higher than expected and the external turnover above the set targets. Invites the Agency to take these elements into account in the upcoming recruitments.

37. Welcomes the progress made in the implementation of the HR strategy 2024-2027 and invites the Agency to continue with swift adoption of the remaining policy documents.

38. Urges the Agency to continue its efforts to make progress on geographical and gender balance and to continue reporting to the Management Board and its Working Groups on relevant developments in this respect.

39. Invites the Agency to maintain proactive communication with the Commission and the Management Board regarding its budget implementation and continue the good practice of promptly informing the European Commission of budget forecasts and conclusions from budget reviews.

40. Notes that in 2025 four budget transfers amounting to EUR 75.8 million were adopted by the Executive Director following budget reviews and close monitoring throughout the year. Acknowledges that the largest transfers supported return activities, staff in active employment and financial support to MS/SAC. Invites the Agency to maintain a flexible approach in allocating resources in line with priorities.

41. Recognises continuous work and efforts and the progress made to establish a stronger financial management. Notes with satisfaction the solid implementation rate of 2025 commitments and the significant improvement of the use of the appropriations carried forward from 2024 with cancelation reduced to 6 %.

42. Underlines that this implementation rate remains slightly below the 95% -target for this category of payments and emphasises the importance of even more accurate cost estimates and budget forecasts to further minimise cancellations of carried forward funds into the subsequent budget year. Notes that the Agency carried forward to 2026 EUR 478.9 million, equivalent to 43% of the 2025 allocation, the same level in terms of percentage as in the previous years). The Management Board notes that the level of carry forwards is mainly justified by the operational cycle of the Agency.

43. This high level of budget implementation reflects the Agency's continuous efforts to strengthen its delivery capacity through the establishment of robust control and reporting processes.

44. Acknowledges an increasingly consolidated role of the Internal Audit Capability in all relevant audit engagements and procedures. Welcomes its continuous support to the Agency in the implementation of the recommendations issued by the EU scrutiny bodies. The Management Board recognises that a considerable progress was achieved in this respect. At the same time, reiterates the need to address the pending IAC and IAS recommendations, especially those with significant delays in implementation. The Management Board also encourages the Agency to continue providing regular updates on the implementation of the recommendations.

45. The Management Board takes note that, at the time of preparation of this assessment, the European Court of Auditors' final opinion on Frontex's 2025 accounts was not yet available, as

it is required to be issued no later than 1 June of the following year. The Management Board acknowledges that in 2025 the ECA issued a positive opinion in relation to the reliability of the 2024 Frontex annual accounts. In addition, in the Court's opinion, the transactions underlying the annual accounts (revenue and payments) for the year ended 31 December 2024 are legal and regular in all material respects. The Management Board calls to ensure a proper follow-up to the remaining observations and recommendations included in the reports and audits from the ECA.

46. Invites the Agency to adequately address the observations made by the discharge authority in the discharge report for the financial year 2024 and to report on the progress made in this regard.

47. Takes note of the Frontex annual assessment of the internal control system and acknowledges its overall effective functioning, including by implementing the 2025-2027 Frontex Anti-Fraud Strategy. The Management Board calls upon the Agency to focus particularly on those components where certain improvements are deemed as required.

48. Encourages the Agency to fully implement the data protection rules and processes in line with MB Decisions 4/2024 and 5/2024.

49. Calls upon the Agency's executive management to ensure that the Data Protection Office has adequate staffing and resources needed to perform all its tasks and to ensure the Agency's compliance with personal data protection in all its activities, particularly looking ahead to a continuous growth in the Agency's resources, staff, and activities.

50. Invites the Executive Director to address the above points in the next Annual Activity Report.