FRONTEX

EUROPEAN BORDER AND COAST GUARD AGENCY

A Strengthened European Border and Coast Guard Built on Trust to Protect and Connect Europe

Technical and Operational Strategy for European Integrated Border Management 2023-2027

FRONTEX

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Technical and Operational Strategy for European Integrated Border Management 2023-2027

Table of Contents

Foreword #7

The Road to Pamplona and Beyond #8

1. Introduction #11

1.1. Setting the Strategic Technical and Operational Ambition #12

1.2. How to Read this Strategy #14

2. Setting the Scene #17

2.1. Context #18

2.1.1. Legal Basis for European Integrated Border Management and Integrated Planning #18

2.1.2. The Future in a Time of Uncertainty #21

2.1.3. Multiannual Strategic Policy Goals, Key European Integrated Border Management Principles and Strategic Guidelines #23

2.1.4. Schengen 2019-2020 Thematic Evaluation #24

2.2. Concept – Adding European Value in Support of Security and Prosperity across Relevant Policies of the European Union #25

3. Strategy #29

3.1. Vision 2027 — A Strengthened European Border and Coast Guard Built on Trust to Protect and Connect Europe #30

3.2. Goals and Success Measures #32

3.3. The Process of Achieving the Goals #39

3.3.1. The Integrated Process for Planning and Implementation #39

3.3.3. Actions #45

3.3.4. Interlinkages between Goals, Process Steps and Actions #45

4. Implementation of the Strategy #49

4.1. European Level #50

4.2. National Level #50

4.3. Monitoring #53

5 Evaluation #55

Appendix - Implementation Plan #59

Introduction #60

1. Elements of the Implementation Plan #61

2. Codification #63

2.1. Components for European Integrated Border Management #63

2.2. Acronyms and Abbreviations #65

3. Actions #67

3.1. Border Control #67

3.2. Search and Rescue #70

3.3. Risk Analysis #71

3.4. Cooperation between Member States and Frontex #74

3.5. Inter-Agency Cooperation #76

3.6. Cooperation at the European Level #77

3.7. Cooperation with Third Countries #78

3.8. Measures within the Schengen Area #79

3.9. Return #80

3.10. State-of-the-Art Technology #84

3.11. Quality Control #86

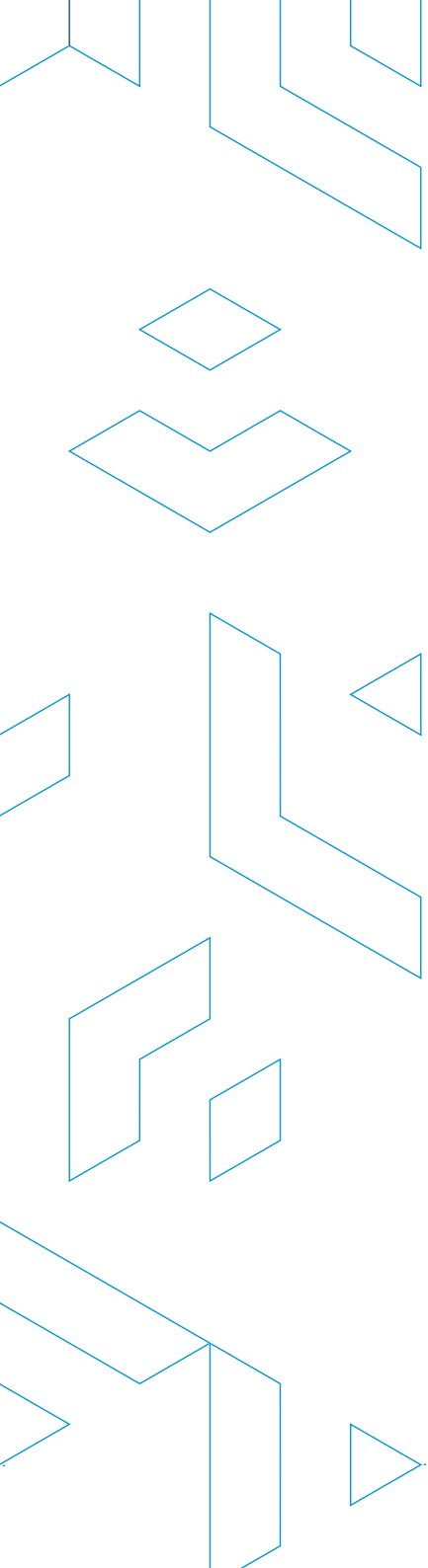
3.12. Union Funding #89

3.13. Fundamental Rights #90

3.14. Education and Training #93

3.15. Research and Innovation #95

3.16. General Actions Applicable to Several Components #96



Foreword

This document outlines the second Technical and Operational Strategy for European Integrated Border Management, marking a significant step forward since the initial Strategy introduced by the Agency's Management Board in March 2019. With the enhanced mandate of the European Border and Coast Guard, implemented ten months later, and the creation of the Standing Corps — the first uniformed law enforcement service at the EU level — we have seen a boost in operational effectiveness and the ability to respond swiftly across operational areas. In the four years since, amidst a global health crisis and escalating conflicts in our vicinity that have led to unprecedented migratory pressures, the Standing Corps has demonstrated its indispensable role in these increasingly complex times.

The development of this Strategy stems from the innovations introduced in the 2019 mandate, aligning with the Multiannual Strategic Policy Cycle for European Integrated Border Management. This policy cycle integrates strategic guidance from policymakers with actionable operational steps, return measures, and future investments. Crafted through a collaborative effort between the

Agency, Member States, and with robust support from the European Commission, this Strategy is a response to the Multiannual Strategic Policy set by the European Commission in March 2023. It outlines our collective vision for the next five years, detailing the steps to achieve our objectives, highlighting indicators of success, and presenting a detailed action plan. Member States will align their national Integrated Border Management Strategies with this comprehensive approach, ensuring a unified progression towards our 2027 goals. This will pave the way for the next phase of the Multiannual Strategic Policy Cycle for European Integrated Border Management.

Hans Leijtens
Executive Director

The Road to Pamplona and Beyond

The journey towards the adoption of this Technical and Operational Strategy started in fact already back in March 2019, following the adoption of its predecessor, which was finalised in in the midst of the negotiations of the second European Border and Coast Guard Regulation.[1] The step-change for border management and returns was just months away and the implementation of the first Technical and Operational Strategy would subsequently be overtaken by working within the extensive mandate of the new Regulation. With strict deadlines set in the Regulation, much of our collaborative focus towards 2021 was given to the establishment and deployment of the first ever uniformed service of the Union - the European Border and Coast Guard Standing Corps. As the most tangible and visible change stemming from the Regulation, the growing Standing Corps to which both Member States and the Agency contribute, has ever since proved its worth, providing a common operationally available capability, able to respond to the increasingly volatile situation at the external borders.

In 2022, our focus shifted towards delivering what you see in this publication. Hot on the heels of the Commission's proposal for a Multiannual Strategic Policy tabled in May 2022, the then recently formalised Management Board Working Group for European Integrated Border Management became the place for taking the necessary steps to find common ground on where we, as a community envisage European Integrated Border Management to be in 2027. Spearheaded by a drafting team, things began to take real shape just after the adoption of

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Co-Spokesperson for the Management Board Working Group on European Integrated Border Management

1 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.

the Multiannual Strategic Policy for European Integrated Border Management in March 2023. The drafting team met regularly over the course of the months that followed to review the Agency's progress on developing Technical and Operational Strategy, providing advice and helping navigate the way to achieving a version that all members of the Management Board Working Group could agree on.

In September 2023, in a sunny Pamplona in Spain, the venue for the 96th Management Board meeting, hosted by the Spanish Presidency, we reached our destination. Our common Technical and Operational Strategy – one size that fits all – was adopted and will steer us all the way to 2027 when a new Policy Cycle is slated to commence. National Integrated Border Management strategies are in the process of being aligned and in the works is also a governance mechanism to help us measure our collective progress.

As Co-Spokespersons for the Management Board Working Group on European Integrated Border Management, our shared responsibility also includes acknowledging the contributions of the Working Group members as well as the contributions of all the experts in the many national authorities, Frontex, the Commission and other EU Agencies, namely the European Union Agency for Asylum (EUAA), European Union Agency for Law Enforcement Cooperation (EUROPOL), European Fisheries Control Agency (EFCA), European Maritime Safety Agency (EMSA), European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA) and European Union Agency for Fundamental Rights (FRA).

A special thanks goes to those at the core of the strategy development process.

Frontex
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Let our shared journey continue!

Introduction

1

1.1. Setting the Strategic Technical and Operational Ambition

In line with the European Border and Coast Guard Regulation (the 'Regulation'), the **purpose of the Technical and Operational Strategy for European Integrated Border Management is to translate political goals and policy steer into a strategic European framework for the implementation of the Multiannual Strategic Policy for European Integrated Border Management**[2] through concrete technical and operational actions carried out by the European Border and Coast Guard. As such, it interlinks the European and national levels, outlining what is of common interest to the European Border and Coast Guard and where the respective national Integrated Border Management strategies should be aligned accordingly.

This is the second strategy for the European Integrated Border Management. The first was adopted by the Management Board of Frontex – the European Border and Coast Guard Agency – in March 2019[3] under the previous European Border and Coast Guard Regulation.[4] It consolidated the concept for European Integrated Border Management and integrated several principles and objectives included in the Council Conclusions on European Integrated Border Management[5] and relevant Commission communications.[6] It was established in the midst of an ever-turbulent point in history, when the campaigns of the Islamic State were still ongoing, not least impacting the European area as it continued to deal with the emergent migration crisis of 2015. It was a time when the world was coming to terms with the Brexit as well as a clear shift in the US foreign policy, all while Russia continued its systematic efforts to strengthen its position on the global scene through incremental escalation of aggression over the last two decades.

Since 2019 the external borders of the EU have faced numerous challenges, not least for European and national authorities dealing with the management of external borders and implementing returns. Hence, this strategy has been designed to take yet another step forward. By implementing the Commission

2 Multiannual Strategic Policy Cycle as referred to in Article 8 Regulation (EU) 2019/1896 on the European Border and Coast Guard.
3 Management Board Decision 2/2019 adopting a Technical and Operational Strategy for European Integrated Border Management.
4 Regulation (EU) 2016/1624 on the European Border and Coast Guard.
5 European Council meeting (28 June 2018) – Conclusions, EUCO 9/18.
6 Annex to the Progress Report on the European Agenda on Migration, COM(2018)250 final, Brussels 14.3.2018.

Communication establishing the Multiannual Strategic Policy for European Integrated Border Management,[7] it is raising the ambition of the European Border and Coast Guard, and outlining where European Integrated Border Management is expected to be by the end of 2027, when this Multiannual Strategic Policy Cycle, started in 2023, will be concluded. The overall aim is to pave the way towards further integrating the European Border and Coast Guard in order to implement European Integrated Border Management as a shared responsibility of Frontex and the relevant national authorities[8] of Member States[9] and the Agency. **The vision for 2027 is a strengthened European Border and Coast Guard built on trust to protect and connect Europe** and, thereby, **to help increase its effectiveness** in managing the borders, working together within and at the external borders as well as with and within Third Countries while implementing returns in an integrated and efficient way, **fully compliant with international and European law, in full respect for fundamental rights.**

7 Communication from the Commission to the European Parliament and the Council Establishing the Multiannual Strategic Policy for European Integrated Border Management, Strasbourg, 14.3.2023, COM(2023) 146 final.

8 National authorities responsible for border management, including coast guards to the extent that they carry out border control tasks, and the national authorities responsible for return.

9 European Union Member States and Schengen Associated Countries.

1.2. How to Read this Strategy

This document is composed of two parts. The first part is the actual Strategy. It sets the scene, by presenting the legal framework, describing future risks and opportunities, and providing an overview of the Commission Communication establishing the Multiannual Strategic Policy for European Integrated Border Management and its links to other relevant policy areas. It further defines eight goals, the majority of which originate from the Multiannual Strategic Policy. Each goal is linked to a success measure allowing to monitor and assess implementation. For each goal, a set of actions have been identified to implement the respective steps in the Integrated Planning and Implementation Process for European Integrated Border Management. The details of the Actions can be found in the Implementation Plan, the second part and the Appendix to the Strategy. It is aligned with the requirements stated in the Communication establishing the Multiannual Strategic Policy.

Pursuant to Article 8(6) of the Regulation, Member States shall establish national strategies for European Integrated Border Management in line with Multiannual Strategic Policy and the technical and operational strategy, aligned with the Union requirements. The specific situations of Member States, in particular their geographical locations, may entail that the national strategies need to focus more on certain goals of this Strategy.

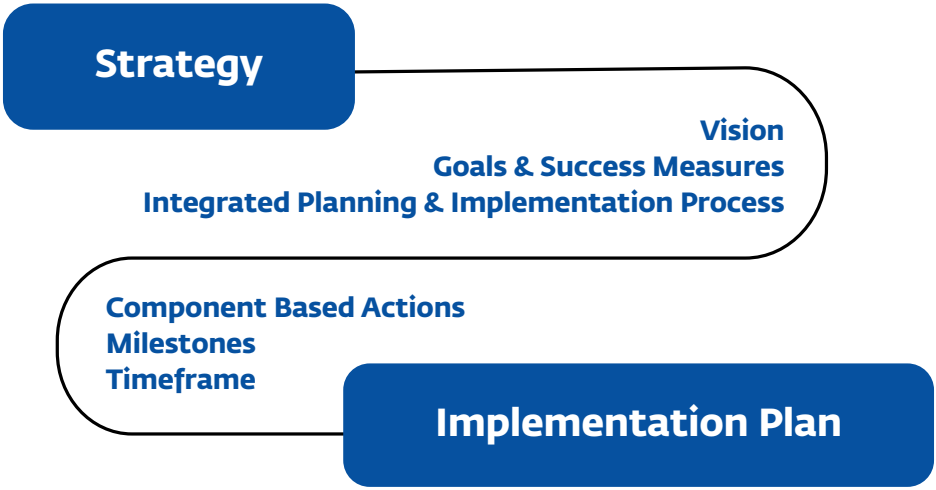

Figure 1: An overview of the core elements in the Strategy and its Implementation Plan

Setting the Scene

2

2.1. Context

2.1.1. Legal Basis for European Integrated Border Management and Integrated Planning

The Regulation defines **European Integrated Border Management as the core business of the European Border and Coast Guard** stating that the objective of Union policy in the field of external border management is to develop and implement European Integrated Border Management at a national[10] and Union level, which is a necessary consequence of the free movement of persons within the Union and is a fundamental component of an area of freedom, security, and justice.[11] European Integrated Border Management is central to improving migration management. The aim is to handle the crossing of the external borders by bona fide travellers efficiently, to address migratory challenges as well as potential future threats, contributing to combating crime with a cross-border dimension and an increased level of internal security within the Union as well as to implement returns. At all times, it is necessary to act in a manner that safeguards the free movement of persons within the Union[12] and in full respect of EU and international law, including fundamental rights as enshrined in the Charter of Fundamental Rights of the European Union[13] and relevant international law, notably the right to international protection of persons on the move and the principle of non-refoulement.

10 Treaty on the European Union Article 4(3): Pursuant to the principle of sincere cooperation, the Union and the Member States shall, in full mutual respect, assist each other in carrying out tasks which flow from the Treaties. The Member States shall take any appropriate measure, general or particular, to ensure fulfilment of the obligations arising out of the Treaties or resulting from the acts of the institutions of the Union. The Member States shall facilitate the achievement of the Union's tasks and refrain from any measure which could jeopardise the attainment of the Union's objectives.
Treaty on the Functioning of the European Union Article 291.1: Member States shall adopt all measures of national law necessary to implement legally binding Union acts.

11 Recital 1 of Regulation (EU) 2019/1896.

12 Ibid.

13 Charter of Fundamental Rights of the European Union." Official Journal of the European Union C83, vol. 53, European Union, 2010.

The Regulation further describes European Integrated Border Management as a set of **fifteen components**[14] and explains the concept of the **four-tier access control model.**

Moreover, the Regulation establishes a Multiannual Strategic Policy Cycle which, based on the Strategic Risk Analysis[15] developed by the Agency, starts with the adoption of a Communication by the European Commission following discussions in the European Parliament and Council. The Regulation states that the Multiannual Strategic Policy Cycle "should set out an integrated, unified and continuous process for providing strategic guidelines to all the relevant actors at the Union level and at the national level in the area of border management and return so that those actors are able to implement European integrated border management in a coherent manner."[16] The Multiannual Strategic Policy Cycle spans over a period of five years but can be relaunched at any time if deemed necessary. Based on a proposal by the Frontex Executive Director, the Management Board should adopt a technical and operational strategy for European integrated border management within six months of the adoption of the European Integrated Border Management Communication. The Technical and Operational Strategy shall be in line with the Multiannual Strategic Policy and structured around the fifteen components outlined in Article 3 of Regulation. Subsequently, the Member States shall establish national strategies in line with the Multiannual Strategic Policy and and the technical and operational strategy in close cooperation between all national authorities responsible for the management of external borders and return. Four years after the adoption of the Multiannual Strategic Policy, the Commission shall carry out a thorough evaluation of its implementation.[17]

Lastly, the Regulation states that European Integrated Border Management should be implemented through integrated planning between Member States

14 Article 3 of Regulation (EU) 2019/1896: a) Border Control; b) Search and Rescue; c) Risk Analysis; d) Information Exchange and Cooperation between Member States; e) Inter-Agency Cooperation among National authorities; f) Cooperation Among Union Institutions, Bodies and Agencies; g) Cooperation with Third Countries; h) Technical and Operational Measures within the Schengen Area; i) Return of Third Country Nationals; j) Use of State-of-the-Art Technologies including large-scale information systems; k) Quality Control Mechanisms including Schengen Evaluation, Vulnerability Assessment and National mechanisms; l) Solidarity Mechanisms including Union Funding; m) Fundamental Rights; n) Education and Training; o) Research and Innovation.

15 Article 8(4) of Regulation (EU) 2019/1896: On the basis of the strategic risk analysis for European Integrated Border Management referred to in Article 29(2), the Commission shall prepare a policy document developing a Multiannual Strategic Policy for European Integrated Border Management. The Commission shall submit that policy document to the European Parliament and to the Council for discussion. Following that discussion, the Commission shall adopt a communication establishing the multiannual strategic policy for European Integrated Border Management.

16 Recital 16 of Regulation (EU) 2019/1896.

17 Ibid.

and the Agency, which comprises operational planning, contingency planning and capability development planning.[18]

On 14 March 2023, the Commission adopted the Communication establishing the Multiannual Strategic Policy for European Integrated Border Management, which builds on the discussion that took place in the European Parliament and Council on the Commission policy document, proposed in May 2022, developing a Multiannual Strategic Policy for European Integrated Border Management. With the adoption of the Commission Communication, the five-year Multiannual Strategic Policy Cycle was established for the period 2023 to 2027.

In the Conclusions[19] adopted on 9 February 2023, the European Council called on the Council and the Commission, with the support of relevant EU agencies, to develop a common situational awareness, to improve monitoring of data on migratory flows, both into and within the EU, to detect new migratory trends more quickly. The European Border and Coast Guard has a role to contribute to this policy objective.

18 Article 9 of Regulation (EU) 2019/1896.

19 Communication from the Commission to the European Parliament and the Council Establishing the Multiannual Strategic Policy for European Integrated Border Management, Strasbourg, 14.3.2023, COM(2023) 146 final.

2.1.2. The Future in a Time of Uncertainty

The Frontex Strategic Risk Analysis 2022[20] highlights the trend towards an increasingly hostile multipolar world fuelled, among others, by the ongoing war in Ukraine caused by Russia's aggression. With armed conflicts likely to recur, alongside crises induced by climate change such as famines, floods, heatwaves and droughts, EU's external borders will continue to be faced with high migratory pressure. From February 2022 to mid-2023, about four million registrations for temporary protection of persons fleeing Ukraine have been made in the EU. This observed step-change in migration flows will continue along with other substantial migration flows most likely originating from Southeast Asia, Africa and the Middle East.

Hybrid threats[21] will continue to evolve. Exploited by both state and non-state actors, these threats will be used increasingly where international tensions reach beyond what is peaceful yet falling short of what is a fully fledged war, aiming to destabilise the EU and weaken its stance in the international community. Instrumentalization of values, migration and information as well as the supply of e.g. food, energy, raw materials, technological components and know-how will strengthen the need for strategic autonomy, which in turn will constrain the existing global supply chains that over decades have achieved economies of scale. This will affect both the availability and lifecycle costs of border management and return capabilities.

Networks with the aim of profiting from illegal activities will always have an interest in the external borders. Terrorism will seek to cause havoc within or outside the European area, radicalising societies in support of their causes. Those seeking financial gains will e.g. continue to smuggle contraband, drugs and munitions, as well as traffic human beings into the European area, while engaging in transporting European waste to other parts of the world. The methods will become more sophisticated, entrenched under the cover of legal business structures, facilitated by white-collar- and cyber-crime, the growth in international trade and the security weaknesses of global supply chains and their logistics systems. The expanding shipping industry and seaports will be exploited to facilitate all types of illicit trade.

20 Strategic Risk Analysis 2022; Frontex Reference Number SAMD/RAU/SFALEM/7782/2022; FPI 22.5042; Paper version: TT-09-22-275-EN-C ISBN 978-92-9467-430-2 doi: 10.2819/618977; PDF version: TT-09-22-275-EN-N ISBN 978-92-9467-431-9 doi: 10.2819/76165.

21 Hybrid threats refer to when state or non-state actors seek to exploit the vulnerabilities of the EU to their own advantage by using in a coordinated way a mixture of measures (i.e. diplomatic, military, economic, technological) while remaining below the threshold of formal warfare. Source: https://defence-industry-space.ec.europa.eu/eu-defence-industry/hybrid-threats_en.

With the world growing increasingly digitalised and connected, border control processes will become more automated, for example to cope with increasing passenger flows and the need for more secure borders. Enabled by the rollout of the large-scale IT systems, on one hand, this will make legitimate trade and travel easier, and on the other hand, it will reinforce the internal security of the Union. The increased digitalisation of borders and travel and trade continuums will, however, leave them more susceptible to cyber threats for those wanting to either disrupt control of the external borders or deceive authorities.

As advances in technology will further proliferate, making everyday life easier through increased automation and connectivity, non-state actors will also seek to benefit from the race for technological superiority between state actors. Capabilities and inherent technologies for border management, defence, security and space are converging. All stakeholders will benefit from developments in e.g. artificial intelligence, computing, unmanned systems, materials, three-dimensional printing and energy efficiency. Technologies will further help reduce hazardous environmental impact while advances in geo-engineering will support more wide-spread and effective climate change mitigation measures by attempting to control weather conditions. They will, however, require robust governance to avoid unwanted consequences, especially if these technologies end up in the wrong hands. Reliance on space will also continue for surveillance and communication capabilities and there will be a need to protect these vested EU interests.

Another tangible threat are diseases. The COVID-19 pandemic demonstrated that they are not tied to borders. They transmit across the globe via humans, animals and the environment.

The above-mentioned developments and trends are major factors contributing to the challenges currently faced by the Schengen area. Partly due to the pressure on the external borders, security risks, unauthorized migration flows within Schengen area and inefficient implementation of return policies, the Schengen area is encountering significant issues, which has also led to some Member States temporarily reintroducing internal border controls. Measures in the context of the Multiannual Strategic Policy should thus contribute to getting the Schengen area to function properly again.

In these uncertain times of fast-changing challenges in border management, it is crucial to reinforce and build upon a European whole-of-government approach to border management that remains firmly rooted in the respect for EU and international law, including fundamental rights.

2.1.3. Multiannual Strategic Policy Goals, Key European Integrated Border Management Principles and Strategic Guidelines

The Multiannual Strategic Policy provides the high-level steer for European Integrated Border Management over the next five years for both national authorities and Frontex. The Policy states that European Integrated Border Management pursues different multiannual strategic policy goals in parallel:

- To **facilitate legitimate border crossings**
- To **increase the efficiency of the Union's return policy**
- To ensure the **effective prevention of unauthorised crossings** of the external borders
- To **prevent and detect serious crime with a cross-border dimension**, such as migrant smuggling, terrorism, trafficking in human beings, arms trafficking and drugs trafficking
- To achieve **effective cooperation with Third Countries**
- To ensure the **swift registration and provision of care to persons in need** of, or applying for, international protection as well as other vulnerable persons crossing EU borders

According to the Commission Communication, these Multiannual Strategic Policy goals are reflected in a number of key European Integrated Border Management principles[22] which stem directly from the Regulation. They support the policy guidelines and strategic priorities for European Integrated Border Management which are defined in relation to the fifteen European Integrated Border Management components set out in Article 3 of the Regulation and outlined in Annex I of the Commission Communication.

22 The shared responsibility and duty to cooperate in good faith and exchange information; European Integrated Border Management should be based on the Four-Tier Access Control Model; The indispensability of comprehensive and near-to-real-time situational awareness; The constant readiness to respond to emerging threats, which require an inter-agency approach through well-established coordination, communication and integrated planning system between the Agency and Member States.

2.1.4. Schengen 2019-2020 Thematic Evaluation

One of the requirements for implementation of the Multiannual Strategic Policy is that it should be compliant with the Council Conclusions of 2020[23] drawn upon the findings and recommendations issued in the Schengen 2019-2020 thematic evaluation of the national European Integrated Border Management strategies.[24]

Therefore, the Strategy has been designed considering that the following elements need to be successfully addressed in the national strategies:

- **Aligning with the policy priorities** set by the EU regarding integrated border management
- **Enhancing collaboration and cooperation** among different national agencies involved in border management to ensure a coordinated approach
- **Establishing clear priorities** for actions and allocating resources effectively to address key challenges and objectives
- **Creating a national governance mechanism** that includes a central coordination authority to streamline decision-making and coordination processes
- **Ensuring effective management of human resources** involved in border management, including providing appropriate training capacities
- **Appropriately allocating funding** from both national and European sources to support the implementation of the strategy
- **Developing a robust system to monitor progress**, evaluate outcomes, and ensure effective implementation of the strategy
- **Regularly reviewing and updating the strategy** to incorporate changes, adapt to evolving circumstances and improve its effectiveness

Encompassing these elements will contribute to fostering a cohesive and effective approach to European Integrated Border Management across all Member States.

23 Council Implementing Decision 14220/20 (LIMITED).

24 The Schengen Evaluation and Monitoring Mechanism (SEMM) monitors the implementation of the Schengen acquis (common set of Schengen rules that apply to all Member States) and recommends improvements. The purpose of the mechanism is to ensure an effective, consistent, timely and transparent application of Schengen rules by Schengen member states, while at the same time maintaining a high level of mutual trust between them.

2.2. Concept – Adding European Value in Support of Security and Prosperity across Relevant Policies of the European Union

At the nexus of internal and external policies, the integrated management of external borders should add value to the security of the European area of free movement while facilitating interaction with partners outside Europe in the interests of mutual prosperity.

The external borders thus serve those stakeholders with an interest in the ease of crossing borders legally as part of trade[25] and travel continuums, enabled by increased digitalisation of borders. The external borders further support implementing the Union's policies for migration and asylum,[26] labour, free movement[27], customs[28], maritime affairs[29] and coast guard functions[30], internal security[31] and law enforcement[32] while contributing to the mitigation of risks to public health.[33] Embracing the whole-of-government approach, policies for e.g. neighbourhood, development cooperation and external action[34] can be leveraged off for the purpose of enhancing situational awareness as well as for achieving the necessary agreements to enable collaboration with and, where applicable, an operational presence in Third Countries, while working closely with them to also increase the effectiveness of returns.

25 Brussels, 18.2.2021 COM(2021) 66 final – Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – Trade Policy Review — An Open, Sustainable and Assertive Trade Policy.
26 Brussels, 23.9.2020 COM(2020) 609 final – Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on a New Pact on Migration and Asylum.
27 Brussels, 2.6.2021 COM(2021) 277 final — Communication from the Commission to the European Parliament and the Council — A strategy Towards a Fully Functioning and Resilient Schengen Area.
28 Regulation (EU) No 952/2013 of the European Parliament and of the Council of 9 October 2013 laying down the Union Customs Code (recast).
Customs reform: taking the Customs Union to the next level, Brussels 17 May 2023 COM (2023) 257 final.
29 Brussels, 24 June 2014 (OR. en) 11205/14 - European Union Maritime Security Strategy and its update Brussels, 10 March 2023 JOIN(2023) 8 final.
30 Brussels, 20.7.2021 C(2021) 5310 final Commission Recommendation of 20.7.2021 establishing a 'Practical Handbook' on European cooperation on coast guard functions.
31 Brussels, 24.7.2020 COM(2020) 605 final — Communication from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of the Regions on the EU Security Union.
32 Council of the EU doc no. 6481/21 dated 26 February 2021 — Council conclusions on the permanent continuation of the EU Policy Cycle for organised and serious international crime: EMPACT 2022 +
33 EU Healthy Gateways – Joint Action 04-2017 — Actions for preparedness at Points of Entry (ground crossings, airports, ports 24 October 2022.
34 Shared Vision, Common Action: A Stronger Europe: A Global Strategy for the European Union's Foreign And Security Policy, 2016.

Managing the external borders can further benefit from synergies with defence, crisis management and space, in particular in the context of capabilities and their development, where for example requirements converge for surveillance and communication capabilities as well as for systems that draw on technologies that enable e.g. remote piloting, artificial intelligence and augmented reality.

The European Border and Coast Guard has a unique opportunity and a responsibility to contribute to cross-cutting policies such as for sustainability,[35] by opting for energy efficient solutions, which increase operational effectiveness, cut costs, and reduce hazardous emissions. As a big player on the market, aided by EU funding, it can also foster growth[36] in support of de-risking supply chains, especially in the context of sourcing of raw materials, components and energy outside Europe as well as in relation to foreign direct investments[37] in Europe.

Ultimately, the concept of European Integrated Border Management is the shared responsibility of the whole European Border and Coast Guard – Frontex and the national authorities responsible for border management, including coast guards to the extent that they carry out maritime border control tasks as well as the national authorities responsible for return. The implementation of European Integrated Border Management should also entail the opportunity to work with partners, across organisational entities and policy areas, nationally, at a European level and with Third Countries and International Organizations.

Foresight, preparedness, flexible and adaptable operational planning and response enabled by continuous, close to real-time situation monitoring and situational awareness, which can only be achieved in close cooperation with other EU entities contributing to a coordinated, European system, as well as prioritisation of operational activities according to emerging threats and a changing environment, while respecting fundamental rights, drive the implementation of the technical and operational European Integrated Border Management strategy.

To achieve effective migration management continuum, the enhanced proactiveness in return planning is needed. Overall efficiency and cost effectiveness must be ensured through Frontex operational support at all stages of border management and return. These actions require political support.

35 Communication from the Commission to the European Parliament, The European Council, The Council, The European Economic and Social Committee and the Committee of the Regions – The European Green Deal, Brussels, 11 December 2019 COM (2019) 640 final.

36 Brussels, 5.5.2021 COM(2021) 350 final – Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – Updating the 2020 New Industrial Strategy: Building a stronger Single Market for Europe's recovery.

37 Regulation (EU) 2019/452 of the European Parliament and of the Council of 19 March 2019 establishing a framework for the screening of foreign direct investments into the Union.

Finally, also the European Maritime Security Strategy and the European Commission's Actions Plans e.g. on Central Mediterranean, Western Mediterranean and Pacific etc. are interlinked with the present Strategy through various actions in the implementation plan.

All in all, European Integrated Border Management adds value in support of both European security and prosperity.

Strategy

3

3.1. Vision 2027 — A Strengthened European Border and Coast Guard Built on Trust to Protect and Connect Europe

The principles of shared responsibility and solidarity have underpinned what since 2016 has been defined as the European Border and Coast Guard. Times of crises have taught the European Border and Coast Guard that the whole is greater than the sum of its parts. Over the years, Member States and Frontex have learned to tackle together the recurring challenges faced at different parts of the external borders. As the journey towards fully integrating the responsibility for border management continues, the European Border and Coast Guard will be further cemented as **a community built on trust to protect and connect Europe, managing the borders at different stages of the border continuum and implementing returns in an integrated way** while ensuring full compliance with International and European law, in full respect for fundamental rights.

Building on the Strategy of 2019, the ambition is for the European Border and Coast Guard to **become even more proactive** in the management of safe, secure and well-functioning external borders of the European area where bona-fide travellers can cross the borders in an efficient manner. Working across all four tiers of the access control model, the aim is to be able to **predict, detect and prevent** challenging situations from reaching external borders. Should these challenges nonetheless occur, the European Border and Coast Guard should be prepared both in terms of awareness, capability and a solid, but flexible, chain of command to be able to **react, engage and stabilise** these situations in a timely manner.

Regular revision of operational priorities, foresight, further development of situational monitoring and operational analysis, including on the return data, as well as continuous reassessment of the surveillance and monitoring tools and capacity to trigger early warning, moving from analysis of past events towards prediction based on scenarios, allows to establish a proactive approach.

This should be **enabled by the operationally available capabilities,** including enhanced interoperability among various information systems, in the framework of a **solid governance structure.**

The Actions set out in the Implementation Plan, the Appendix to this Strategy, are designed to implement respective steps of the Integrated Planning and Implementation Process. This will strengthen the proactive approach needed to reach the goals.

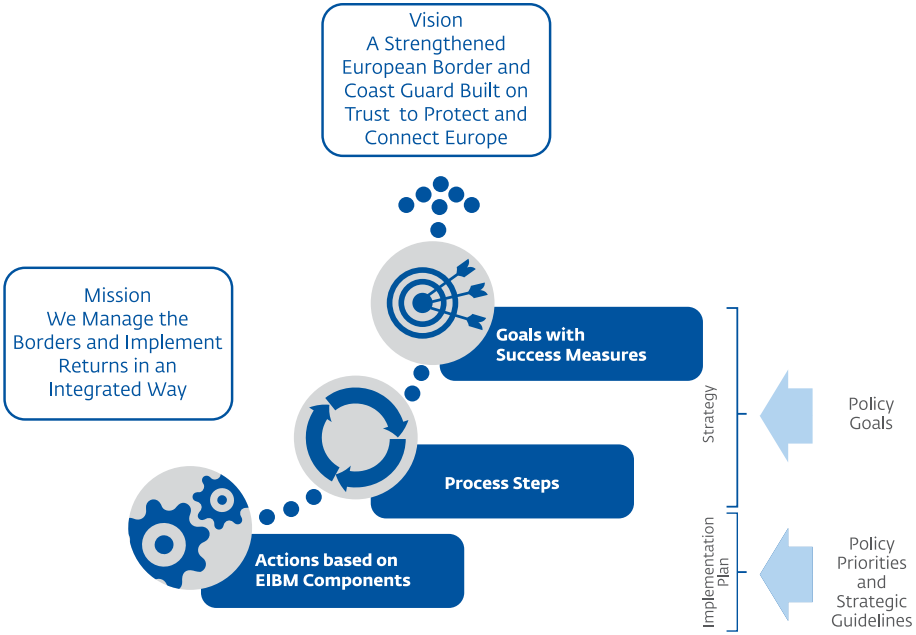

Figure 2: The structure of the Technical and Operational Strategy

3.2. Goals and Success Measures

This Strategy builds on the **Multiannual Strategic Policy goals**[38] for the European Integrated Border Management defined in the European Integrated Border Management Multiannual Strategic Policy. On top of six goals, stemming directly from the Policy, two additional enabling goals have been added, covering the need for future-proofing the external borders,[39] sustainability, as well as good governance and compliance.[40]

For each of the goals, a high-level **success measure** has been identified to indicate progress in attaining a given goal, thus, allowing to monitor whether the Strategy is implemented. In this sense the success measures are understood as qualitative or quantitative indicators. As the goals are relevant to the European Border and Coast Guard as a whole, both Frontex and Member States will contribute to their accomplishment. While there could be more success measures which support monitoring achievement of the goals, for each goal one has been chosen. Member States are free to select more in their national strategies if deemed more appropriate.

GOAL A:	Facilitate Legitimate Border Crossings
Success Measure:	**Enhanced Identification of Travellers, Improved Data Management, Boosted Automation of Border Checks**

Pre-entry checks of third-country nationals arriving to the EU and enhanced quality and efficiency of border check activities are essential for securing the external borders of the EU, improved management of legal migration to the EU, reduction of overstay and facilitation of entry through Border Crossing Points as well as ensuring the security of EU borders. Systematic use of existing large-scale EU information systems – for example the Schengen Information System, Visa Information System and the European Asylum Dactyloscopy Database – and forthcoming new systems, such as the Entry Exit System and the European Travel Information Authorisation System as well as their interoperability is of paramount importance for improving the quality and efficiency of border management processes and procedures. The systems, depending on their functionalities, allow for better pre-screening of passengers, and/or improved monitoring of

38 1) Facilitate legitimate border crossings; 2) Ensure the effective prevention of unauthorised crossings of the external borders; 3) Increase the efficiency of the Union's return policy; 4) Detect and prevent serious crime with a cross-border dimension; 5) Achieve effective cooperation with Third Countries, International organisations and EU entities; 6) Ensure the swift registration and provision of care to persons in need of, or applying for, international protection.

39 7) Future-proof the external borders and accelerate Innovation.

40 8) Ensure good governance and sound administration.

border crossings. They help identify potential violations and facilitate timely exchange of vital information among Member States. Furthermore, the full potential of the Passenger Name Record and Advance Passenger Information data should be used to improve risk assessments and facilitate the entry of bona fide travellers. The Passenger Name Record should be used to support law enforcement agencies for the prevention, detection, investigation and prosecution of terrorist offences and serious crime. The new and upgraded information systems and their interoperability will facilitate smooth and safe flows at border crossing points, leading not only to improved risk management, but also paving the way for enhancing automated border control processes, further harmonisation of border operating procedures and, as a result, increased overall effectiveness.

By effectively implementing and utilising Large-Scale EU Information Systems, along with the national databases, while streamlining border crossing procedures and ensuring high-level of **data quality,** the European Border and Coast Guard can work together to ensure proper prior control and appropriate identification. The pre-checks, together with improved quality of border checks will contribute to a more secure and resilient Union.

Specific attention will be paid to the **systematic checks and compliance with the Schengen Borders Code,** if targeted checks must be used for the persons enjoying the right of free movement. At the same time, other parallel measures, such as sufficient staffing and adequate infrastructure will contribute to facilitating smooth passenger flows.

GOAL B:	Ensure the Effective Prevention of Unauthorised Crossings of the External Borders
Success Measure:	**Reduced Unauthorised Border-Crossings and Secondary Movements**

Effectively preventing and addressing the challenges of unauthorised crossings of the external borders requires **implementation of intelligence-driven risk-based measures**, on the basis of near-real time operational data, related to the impact levels attributed to the external border sections. These could encompass application of advanced surveillance and monitoring capabilities, including at the pre-frontier areas, which draw on integrated sensor networks based on land, sea, air and space-based platforms, from which data is fused and processed aided by e.g. artificial intelligence to enable more effective detection, identification and tracking of unauthorised crossings. Advanced technologies must observe the right to respect for privacy and be subject to appropriate and fundamental

rights and data protection impact assessments. In addition, risk analysis and vulnerability assessment should contribute to guiding the deployment of the necessary capabilities at key external border sections, ensuring adequate coverage of the most critical areas.

Furthermore, fostering cross-border cooperation and **information-sharing** between the European Border and Coast Guard, other EU bodies and Institutions, neighbouring countries, and regional and international organisations will improve situational awareness and enhance the ability to predict, detect and prevent potential unauthorised crossings. By integrating these measures and initiatives, subject to a favourable fundamental rights assessment, the overall detection and reduction of unauthorised crossings can be significantly improved.

GOAL C:	Increase the Efficiency of the Union's Return Policy
Success Measure:	**Increased Returns**

The successful implementation of the Union's Return policy requires a **whole-of-government approach** across the EU and the European Border and Coast Guard has a role to play in its implementation, in full coherence with the policy priorities of the Union and through all phases of the return cycle. In all return phases it is essential to ensure that cooperation within the European Border and Coast Guard community is well-functioning. The same applies to cooperation with other national and European stakeholders, international organisations and Third Countries, not least drawing on the return liaison officers. During the pre-return stage, return and reintegration counselling for both forced and assisted voluntary return it is critical to **facilitate the overall return process**, ensure the monitoring of returns and – where applicable – promote options for voluntary return. Return and reintegration counselling should become a core component of return case management. When implementing voluntary and non-voluntary return, the European Border and Coast Guard should, whenever deemed appropriate, make use of the options offered by Frontex to also achieve economies of scale and reduce environmental footprint. Additionally, enhanced cooperation within the European Border and Coast Guard community is needed to enable systematic monitoring of return flights applied as a standard activity.

Furthermore, in the post-return phase, the European Border and Coast Guard has a role to play in providing technical and operational support in reintegration assistance which can be significantly facilitated through development cooperation and capacity building projects. All these efforts can be made more effective through linking them with timely exchange of data and information on return, therefore a systematic use of the renewed Schengen Information System functionality

concerning return alerts, further **digitalisation of the national return systems** and further development of the common data sharing platform based on the Frontex Return Case Management System model are essential. In addition, it is of paramount importance to develop return needs analysis and tailored situational awareness to foster the whole-of-government approach and enable operational actors to prioritise, develop their capabilities and make the most of their resources. Together, these measures can help increase non-voluntary and voluntary returns from the EU to Third Countries.

GOAL D:	Detect and Prevent Serious Crime with a Cross-Border Dimension
Success Measure:	**Improved Capability for Intelligence-Led Risk-Based Operational Actions Countering Cross Border Crime and Terrorism**

Border surveillance and interception capabilities are essential to be able to detect and prevent cross-border crime. So is the need to strengthen **information sharing and analytical capabilities**, working closely with partners within and outside the EU, to produce actionable intelligence, including establishing new partnerships for this purpose. The illegal activities may be related to e.g. crime associated with migrant smuggling and trafficking of e.g. human beings, wildlife, drugs, contraband, vehicles, firearms and ammunitions, wildlife, art and waste. Whether it is cross-border crime or terrorism, there are organised networks with established supply chains, of which each link has its own profit margin. The profit is used not only to reward the people involved, but also for investments in the enterprise, including in highly sophisticated technological capabilities. Increasing the success rate of risk-based actions aimed at preventing activities with a criminal intent from crossing the borders applied in accordance with the European Border and Coast Guard priorities should help reduce the profitability and ultimately the networks' abilities to reward and further invest.

GOAL E:	Achieve Effective Cooperation with Third Countries
Success Measure:	**Increased Information Exchange and Joint Operational Intelligence-Led Risk-Based Activities Carried out with Third Countries**

Effective cooperation with Third Countries is vital to achieve the aims of the Strategy. Subject to a prior fundamental rights impact assessment, a good measure of effective cooperation is the **ability to share information** and in particular intelligence and act together operationally. The higher quality intelligence that

can be gathered from Third Countries of origin and transit, the easier it is for the European Border and Coast Guard to take preventive action.

EU concerted actions comprising common EU negotiation power, capacity building with an emphasis on strengthening the capacity of Third Countries to manage their own borders and operational activities in Third Countries, including with executive powers based on EU status agreements, support third-country integrated border management capacities whilst promoting EU standards and principles, including a rights-based approach to migration management and reduce pressure on the EU's external borders. The priority for capacity building is set to adjacent Third Countries, as defined by the risk analysis, i.e. the Mediterranean, and by the enlargement policy priorities, i.e. East Europe and the Western Balkans.

GOAL F:	Ensure the Swift Registration and Provision of Care to Persons in Need of, or Applying for, International Protection
Success Measure:	**Enhanced Systematic Level of Registration and Processing**

The EU has a **legal and moral obligation to protect individuals fleeing persecution, conflict, or any other forms of human rights abuses.** Swift registration and provision of care help fulfil these obligations, ensuring that vulnerable individuals receive the necessary support and assistance they require. Registering and providing care to vulnerable people and to those potentially in need of international protection is crucial for upholding human rights standards which cannot be compromised, starting with guaranteeing every individual's right to claim asylum in accordance with the EU and international law. However, aided by the rollout of the large-scale information systems and coupled with enhanced processes and procedures implemented by adequate numbers of competent, properly trained and relevant staff, registration can be performed more effectively, thereby allowing vulnerable persons to be identified, referred to appropriate procedures and have their special needs addressed faster.Also, swift registration contributes to a more efficient asylum system, as when promptly identifying and documenting individuals seeking international protection, the authorities can process their application in a timely manner.

Additionally, **enhancing the level of registration and processing** of migrants at the EU external borders, especially by ensuring comprehensive checks and systematic registration in relevant databases, in particular the European Asylum Dactyloscopy Database, has a positive impact on internal security by helping the authorities to identify security threats, deterring illegal activities and reducing the likelihood of secondary movements within the EU. It is also instrumental for effective implementation of return policy as it contributes to a swift return process.

GOAL G:	Future-Proof the External Borders and Accelerate Innovation
Success Measure:	**Improved Availability of Relevant, Resilient and Sustainable Capabilities**

To future-proof the borders, there is a need to be able to **anticipate what opportunities and threats lie ahead as well as to acknowledge current strengths and weaknesses** of the European Border and Coast Guard in relation to both conventional challenges associated with migration, crime, terrorism and public health as well as novel hybrid and cyber threats. This will support continuous improvement, so that our border and coast guard capabilities meet both the operational and administrative needs of today and can adapt to those of tomorrow. The ambition is to **increase the overall availability of capabilities** by streamlining processes, reducing lead and down time and avoiding single sourcing, especially in supply chains from outside Europe. To stay at the forefront, it is essential to develop a research and innovation cooperation community, coordinated also with the work of other relevant fora, supporting the implementation of the European Border and Coast Guard research agenda as well as to monitor and explore research and innovation solutions in support of the European Border and Coast Guard's organisational and operational needs. Also, it is crucial for the capability development processes to allow for managing intellectual property effectively and to enable smooth uptake of relevant innovation, drawing on EU and nationally funded research, and exploring public private partnerships. Furthermore, it is important to acknowledge the anticipated evolution of the concept of borders beyond the physical realm, considering the stakes of both state and non-state actors in virtual and cognitive realms as well as in space. At the core of future-proofing the borders and accelerated innovation is the **staff of the European Border and Coast Guard** – their education, training and careers, underpinned by a robust competency management framework.

Finally, one of the core enablers for sustaining the ability to manage borders and returns for the European Border and Coast Guard is **embracing the principles of sustainability**, especially across the capability development and management activities. This helps to increase the operational effectiveness with e.g. support of sustainable and resilient equipment and other capabilities, creates opportunities for budget savings through efficient resource management, mainly related to energy efficiency and optimized energy consumption. At the same time, it is a way for the European Border and Coast Guard community to support the overarching strategic priorities of the EU such as the European Green Deal and digital transformation, and contribute to, among others, increasing energy efficiency, reducing the negative environmental impact and helping to mitigate

the climate-driven crisis, which is one of the factors driving migration, both regular and irregular.

GOAL H:	Ensure Good Governance and Sound Administration
Success Measure:	**Strengthened Governance and Compliance**

The successful implementation of this Strategy relies on **strengthened governance of the whole European Border and Coast Guard**, sharing the same European values. Solid governance relies on respect for the principles of the rule of law, in full compliance with EU and international legislation, including the Charter of Fundamental Rights of the European Union. Effective fundamental rights monitoring of a range of border management activities can make an important contribution to enhance the transparency and accountability on what happens at the EU external border.

The priority is to establish **integrated planning systems** for capabilities, operations and contingencies for the whole European Border and Coast Guard, including the Standing Corps. Establishing governance at a European and national level enables implementation of European Integrated Border Management.

The implementation of **efficient quality control** at the European and national levels is also part of effective governance of EU borders. Schengen evaluations, vulnerability assessment and national quality control help identify weaknesses in national border mechanisms, flag urgent issues and allow for timely action in relation to prioritised areas.

3.3. The Process of Achieving the Goals

3.3.1. The Integrated Process for Planning and Implementation

The process of achieving the goals defined in this Strategy, serving as the vehicle for implementing European Integrated Border Management, builds on the concept of Integrated Planning as described in Article 9 of the Regulation. It covers not only planning of operations, contingencies and capability development, but also the subsequent implementation of the plans. Furthermore, it is complemented with governance elements pertaining to each phase.

With an ambition to continuously improve, the Integrated Planning and Implementation Process is set out in four phases, the first of which addresses planning based on the understanding of the current situation and anticipated evolution. Once established, the plans are implemented through a series of actions. The results are subsequently evaluated against what has been set out in the plans. The conclusions from the evaluation provide a basis to learn from and to identify areas for improvement, which feeds the next process cycle. Given that European Integrated Border Management is a shared responsibility between Member States and the Agency, the scope stretching beyond the remit of the European Border and Coast Guard, there is a need to govern the process cycle to ensure that timely decisions are taken throughout the process.

The Integrated Planning and Implementation Process cycle cements the continuous and iterative nature of European Integrated Border Management, with each phase informing and influencing one another. Core elements of the Regulation can be found in each phase and the process mapping allows for better understanding of the inter-dependencies. Consequently, these core elements have been reflected as process steps. Overall, the Integrated Planning and Implementation Process driven approach ensures that European Integrated Border Management continues to be adaptive to change, to effectively serve both border management and return. It further allows to better harness synergies in the interests of whole-of-government approach.

3.3.2. Process Steps

The Integrated Planning and Implementation Process cycle identifies the following process steps: Planning, Implementation, Evaluation, Improvement.

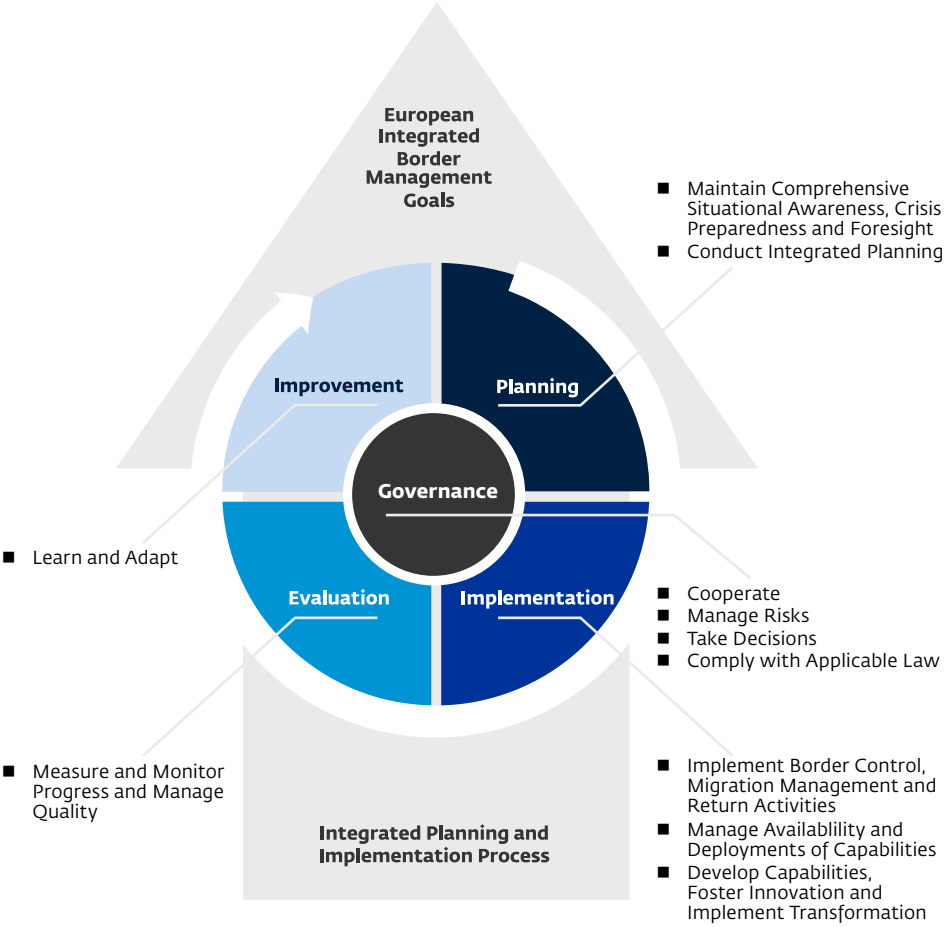

Figure 3: The Integrated Planning and Implementation Process

Planning

Maintain Comprehensive Situational Awareness, Crisis Preparedness and Foresight

Working closely with partners to gather high-quality information in order to feed the analysis of risks and vulnerabilities as well as forecasting, including on return, combined with real-time surveillance across the external borders and in the pre-frontier area, are key to ensuring the ability to comprehensively monitor the situation, and predict its evolution in the immediate, short-, medium- and long- term, as well as produce early warnings. This supports informed decision-making, based on the intelligence produced.

The EU capacity for more common and analytical migration situational awareness, early warning, forecasting, and contingency planning needs strengthening, including via automation of data gathering, analysis and information exchange. This requires the European Border and Coast Guard to work even closer with relevant actors in the interfaces of the other policy areas. Frontex has a pivotal role in enabling a European situational picture, to ensure better decision-making at the European level.

Conduct Integrated Planning

Managing current risks and opportunities continually as well as regular revision of operational priorities allows for a more proactive approach concerning planning the operational course of action and contingencies, for both border management and return related activities. This further supports the process of planning the availability and deployments of capabilities, enabling the necessary level of responsiveness and helping adapt to change.

The strategic risk and opportunities management informs the necessary investments to be prepared for anticipated future capability needs. In this sense capability development planning should address the full scope of capabilities, both operational, administrative and those that are underpinning in the form of concepts and standards that foster harmonisation, interoperability and process streamlining. Furthermore, the Integrated Planning needs also to encompass the strategies and plans for cooperation as well as internal development plans and programming of the respective national authorities in Member States and Frontex.

Implementation

Implement Border Control, Migration Management and Return Activities

Upstream, ensuring a response to ongoing and emerging challenges by executing the planned course of action and adapting when needed, should ideally prevent the occurrence of events that have a negative impact upon the EU. However, should such events nonetheless materialise, remaining vigilant allows for timely reaction and situation stabilisation. A solid management structure, such as a well-established chain of command, enables the implementation of the operational activities in a flexible manner allowing to prioritise and to adapt to different operational theatres.

Where hostile state actors instrumentalise migration, there is an increased need to review the operational response and deployment modalities to differentiate from traditional migration flows, and to address growing exposure of Frontex, Member States and third-country personnel to violence and security threats.

Downstream, the effective implementation of return related activities will shorten lead times across all its phases, which is in the interests of those affected as well as the authorities and agencies involved. Moreover, this will further contribute to preventing future events at the external borders that otherwise could lead to the need for return activities to be implemented.

Manage Availability and Deployments of Capabilities

Key to the effectiveness of the implementation of border management and return related activities is to be able to generate the availability of the necessary capabilities as planned, allocate them to the operational activities and subsequently manage their deployments to operational areas, while catering to needs for redeployments and reinforcements. One of the elements of these processes is the need to ensure gender-balanced deployments.

Develop Capabilities, Foster Innovation and Implement Transformation

Transformative actions to meet future needs, require initiatives across all capability lines of development – e.g. doctrine, policies and concepts, personnel, education and training, science and technology, equipment, systems and services, logistics, facilities and infrastructure, safety, security and health, standardisation and interoperability.

Combined with systematic promotion of innovation, beyond what is driven by technology, these actions allow for the effective transformation of operational concepts to be able to deliver the appropriate modular and scalable effects to tackle the anticipated challenges.

Evaluation

Measure and Monitor Progress and Manage Quality

Measuring and monitoring progress and effectiveness of processes implementation against the objectives as well as scrutinising adherence to legal requirements enables continual improvement.

To be able to comprehensively evaluate the effectiveness of the established plans and their implementation, there is a need for complementarity and synchronicity of the quality management at the European and national levels. The scope thus includes e.g. European and national quality control mechanisms, the evaluation processes of operational activities coordinated by Frontex and internationally established standards for the assurance of quality in organisations. Moreover, the findings should be compatible in format, scope and timeliness of remedial action. These will steer the funding priorities of EU funding instruments.

Improvement

Learn and Adapt

Findings from the evaluation phase can only be put to good use if the process of learning is institutionalised and leads to actions that enable adaptation in the interests of continuous improvement.

Governance

Cooperate, Manage Risks, Take Decisions and Comply with Applicable Law

Given the complexity of European Integrated Border Management and its implementation, which involves numerous policy areas and inherent multiple authorities and agencies, the European Border and Coast Guard being at its core, it is crucial to maintain a robust system for coherent and inclusive governance throughout the whole Integrated Planning and Implementation process. Such a system needs to ensure and maintain high-levels of situational awareness of adequate granularity enabling proper risk management and taking informed decisions. In addition, it should be designed and implemented in a way that it can act as a safeguard for respect for applicable law in all aspects of European Integrated Border Management. This includes full compliance with EU and international law, including respect for fundamental rights in all activities undertaken under the European Integrated Border Management umbrella. Cross-sectoral cooperation, including with national bodies in charge of protecting fundamental rights, such as national Human Rights institutions, Ombudsman institutions, national preventive mechanisms means that available expertise can be benefited from in full.

Furthermore, with an integrated governance system it will be possible to plan and consolidate the contribution of the European Border and Coast Guard and the wider community of European Integrated Border Management to the strategic goals of the EU. This includes areas such as the EU's strategic autonomy and its ability to work with partners, the strengthening of the technological and industrial base, increased digitalisation not least at the borders, all in the interests of growth, pushing the boundaries in increasing energy efficiency and reducing the environmental footprint. Key to all of this is the essence of European Integrated Border Management as enshrined in the Regulation – cooperation among Member States, between Member States and the Agency and with Third Countries – and, more importantly, with actors and stakeholders in all relevant policy areas.

3.3.3. Actions

The Implementation Plan, which is an Appendix to the Strategy, is structured around the European Integrated Border Management components, designed to attain the expected output of the respective process steps to achieve the goals as set out in this Strategy. The actions consequently address both the national and European level, bearing in mind that Member States will have flexibility in the subsequent specification and implementation of the actions of their respective action plans. For each action the timeframe, milestones, necessary resources and monitoring arrangements are defined in accordance with the Policy requirements.

3.3.4. Interlinkages between Goals, Process Steps and Actions

Identifying the relationship between the individual actions listed in the Implementation Plan under each of the European Integrated Border Management components and the relevant elements of the Integrated Process for Planning and Implementation makes it possible to, consequently, also follow the connections between the European Integrated Border Management components and the goals defined in this Strategy. At the same time, it needs to be highlighted that a single action may connect to several steps of the process and, subsequently, contribute to more than one goal. As a rule, all European Integrated Border Management components, through their actions, together help reaching the goals.

The table below illustrates how each goal is linked with the process steps.

		Process Steps							
		Planning		Implementation			Evaluation	Improvement	Governance
		1	2	3	4	5	6	7	8
		Maintain Comprehensive Situational Awareness, Crisis Preparedness and Foresight	Conduct Integrated Planning	Implement Border Control, Migration Management and Return Activities	Manage Availability and Deployments of Capabilities	Develop Capabilities, Foster Innovation and Implement Transformation	Measure and Monitor Progress and Manage Quality	Learn and Adapt	Cooperate, Manage Risks, Take Decisions and Comply with Applicable Law
Goals	A Facilitate Legitimate Border Crossings	■	■	■	■	■	■	■	■
	B Ensure the Effective Prevention of Unauthorised Crossings of the External Borders	■	■	■	■	■	■	■	■
	C Increase the Efficiency of the Union's Return Policy	■	■	■	■	■	■	■	■
	D Detect and Prevent Serious Crime with a Cross-Border Dimension	■	■	■	■	■	■	■	■
	E Achieve Effective Cooperation with Third Countries	■	■	■		■	■	■	■
	F Ensure the Swift Registration and Provision of Care to Persons in Need of, or Applying for, International Protection		■	■		■	■	■	■
	G Future-Proof the External Borders and Accelerate Innovation		■	■		■	■	■	■
	H Ensure Good Governance and Sound Administration		■	■	■	■	■	■	■

Table 1: Strategy goals mapped against the steps of the Integrated Panning and Implementation Process.

The second table shows how the European Integrated Border Management components feature across the process steps.

	Components	Process Steps: Planning		Implementation			Evaluation	Improvement	Governance
		1	2	3	4	5	6	7	8
		Maintain Comprehensive Situational Awareness, Crisis Preparedness and Foresight	Conduct Integrated Planning	Implement Border Control, Migration Management and Return Activities	Manage Availability and Deployments of Capabilities	Develop Capabilities, Foster Innovation and Implement Transformation	Measure and Monitor Progress and Manage Quality	Learn and Adapt	Cooperate, Manage Risks, Take Decisions and Comply with Applicable Law
1	Border Control	■		■	■			■	
2	Search and Rescue		■	■				■	
3	Risk Analysis	■	■					■	■
4	Information Exchange	■		■			■	■	■
5	Inter-Agency Cooperation	■		■			■	■	■
6	Cooperation at European Level	■		■			■	■	■
7	Cooperation with Third Countries	■	■	■			■	■	■
8	Measures within th Area of Free Movement		■	■				■	
9	Returns		■	■				■	
10	Large Scale Information Systems	■	■	■		■		■	
11	Quality Control	■	■			■	■	■	■
12	Union Funding	■	■	■		■		■	
13	Fundamental Rights		■	■		■	■	■	■
14	Education and Training		■			■	■	■	
15	Research and Innovation		■			■		■	

Table 2: EIBM components mapped against the steps of the Integrated Planning and Implementation Process.

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Implementation of the Strategy

4

4.1. European Level

To ensure implementation of the Strategy and achievement of the goals, **Frontex will transpose the goals and component-based actions in this Strategy into its relevant sub-strategies, plans and programming documents**, ensuring full alignment. These include: the Multiannual Programming and Annual Work Programmes[41], the Capability Development Plan and inherent lines of development addressing e.g. doctrine, policies and concepts, personnel, education and training, science and technology, equipment, systems and services, logistics, facilities and infrastructure, safety, security and health, standardisation and interoperability. It further includes the established International Cooperation Strategy and the Information and Communication Technology Strategy.

4.2. National Level

In accordance with the Multiannual Strategic Policy Cycle, as per Article 8(6) of the Regulation, in order to implement the Multiannual Strategic Policy for European Integrated Border Management, **following the adoption of the technical and operational strategy for European Integrated Border Management, the Member States shall establish national strategies for the European Integrated Border Management**.[42] This should be done through close cooperation between all national authorities responsible for the management of external borders and return. Those national strategies have to be in line with Articles 1 and 3 of the Regulation, the Multiannual Strategic Policy for European and the technical and operational strategy.

The Multiannual Strategic Policy, in Annex II of the European Integrated Border Management Communication, outlines the following requirements for national strategies for European Integrated Border Management:

- There should be **one national strategy** for each Member State.
- It should establish **centralised governance structure** for European Integrated Border Management, that coordinates all relevant authorities involved in border management and return, and that takes into account the implications of other EU policies implemented at the external borders of the Member State

41 As per Art. 102 of the European Border and Coast Guard Regulation.
42 As per Art. 8(6) of the European Border and Coast Guard Regulation.

by the competent national authorities within their respective mandates, such as police, customs and sanitary control authorities.

- The national strategy has to be developed **in line with the political strategy decided by the EU institutions, the technical and operational strategy of the Agency and with the requirements of the Schengen *acquis*.**
- It shall **build on the findings and recommendations issued in the Thematic Schengen 2019-2020 Evaluation** of the national European Integrated Border Management strategies.
- The national strategy should be **based on the fifteen components** as stipulated in Article 3 of the Regulation, but may also cover areas of national competence, if this is considered appropriate.
- The national strategy should set out **national border management coordination structures** and participation by the Member State in relevant EU mechanisms coordinated by Frontex and other relevant EU actors.
- It should establish clearly the current and planned **allocation of human and financial resources**, and the main stages for the development of the necessary infrastructure.
- It should establish a **review and monitoring mechanism.**
- The national strategy should have **multiannual coverage**, ideally taking into account the programming cycle of the multiannual financial framework.
- It should be **accompanied by an action plan** outlining the key measures, the timeframe, the milestones, the necessary resources and the monitoring arrangements.

In addition, considering the uncertainties related to the multiannual feature of such action plans, Member States may also outline possible estimated risks for the implementation of any identified action. They may also consider establishing a mechanism to conduct a regular review of the action plans.

It should be highlighted that, as long as the requirements above are respected, the Member States have flexibility as to structuring and formatting their own strategies and accompanying action plans. This also relates to adding additional elements which the Members States may deem necessary.

The Technical and Operational Strategy for European Integrated Border Management adds two additional goals in relation to those provided by the Multiannual Strategic Policy. Member States, depending on their national

situational and, in particular, their geographical locations, may in the national strategies need to focus more on certain goals of this Strategy. The same applies to the fifteen components of European Integrated Border Management, which should be addressed in the national strategies. As for the actions listed in the Appendix to the Strategy, the Implementation Plan, Member States should, as a minimum, refer to and further define those actions for which this Implementation Plan indicates national responsibility.

To facilitate the implementation of the Strategy both at the European and national level, and with a view to assist Member States with the drafting of the national strategies for European Integrated Border Management, Frontex will support the development of a handbook, accompanying the Strategy and addressing in detail relevant practical aspects of the implementation of the European Integrated Border Management.

Besides the national financial resources, Member States will be able to facilitate the implementation of their newly established national strategies for European Integrated Border Management from and in line with their respective national Border Management and Visa Instrument (BMVI) programme. Eligible actions can also be funded by other EU funding instruments.

4.3. Monitoring

The Frontex Management Board will be updated on a regular basis on the progress of implementing the Strategy. The Frontex Management Board Working Group on European Integrated Border Management will support the Management Board in accordance with its main objectives and areas of responsibility.[43] This includes providing advice and proposing possible updates to the Implementation Plan defined in the Appendix to the Strategy to the Management Board.

The monitoring will be informed by input from the information and data collection and processing as well as reporting frameworks and mechanisms, managed in accordance with relevant legal provisions, including:

- The annual activity report of Frontex submitted to the Management Board.[44] National situational picture of the European Border Surveillance System.
- Information and data exchange between Frontex and the national authorities responsible for border management and return as per Article 100 (2e) of the Regulation.
- The quality control mechanisms of European Integrated Border Management, including Vulnerability Assessment, the Schengen Evaluation Mechanism and national mechanisms.
- Information exchange through the European Integrated Border Management Working Group as well as relevant fora and networks such as the Pooled Resources Network, the Capability Development Network and the Risk Analysis Network alongside engaging with liaison officers.
- Results and evaluation of operational and return activities.

The monitoring mechanism will allow to assess the need for adaptation of the implementation plan should global circumstances and the operational environment change.

The national strategies for European Integrated Border Management will be evaluated by the Schengen Evaluation and Monitoring Mechanism.

43 As per Frontex MB Decision 33/202, Art.2.
44 CAAR – Consolidated Annual Activity Report.

Evaluation

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Evaluation

The European Commission will evaluate the Multiannual Strategic Policy Cycle for European Integrated Border Management and will provide guidance in terms of updating the technical and operational strategy.

FRONTEX
EUROPEAN BORDER AND COAST GUARD

Technical and Operational Strategy for European Integrated Border Management 2023–2027

Implementation Plan

APPENDIX

Introduction

This Implementation Plan, which is an Appendix to the Technical and Operational Strategy for European Integrated Border Management (the 'Strategy'), outlines actions which are key to contributing to achievement of the goals identified in the Strategy, both at the European and national level, under the relevant European Integrated Border Management components defined in Article 3 of the European Border and Coast Guard Regulation[45] (the 'Regulation'). In accordance with the requirements specified in the Multiannual Strategic Policy for European Integrated Border Management,[46] **for each action a list of milestones, the timeframe and the founding source are indicated.** Moreover, possible estimated risks for the implementation of any identified action may be outlined under each component.

In addition, the Implementation Plan points to the **link between each action and process step of the Integrated Planning and Implementation Process** for European Integrated Border Management. Whenever possible, a **reference is made also to the relevant strategic guidelines** in the Multiannual Strategic Policy for European Integrated Border Management, annexed to the Communication by the European Commission[47] establishing the Multiannual Strategic Policy, with the aim of facilitating an evaluation of the implementation.

The arrangements for implementation monitoring are referred to in the relevant chapter of the Strategy.

45 Regulation (EU) 2019/1896 of 13 November 2019 on the European Border and Coast Guard (OJ L 295, 14.11.2019).
46 Communication from the Commission to the European Parliament and the Council Establishing the Multiannual Strategic Policy for European Integrated Border Management, Strasbourg, 14.3.2023, COM (2023) 146 final.
47 Annex II, ibid.

1. Elements of the Implementation Plan

The Implementation Plan consists of a list of actions under the European Integrated Border Management components and is structured in alignment with the requirements set out in Annex II of the Commission Communication on the Multiannual Strategic Policy. It contains the following elements:

- **Action:** Name and description of the action.
- **ID number:** Unique number identifying the action.
- **Timeframe:** Indication of the timeline for implementation of the action.
- **Milestones:** Specific points on the roadmap towards implementation of an action, serving as a metric for implementation progress.
- **Responsibility:** Reference to the European Border and Coast Guard stakeholders responsible for implementing an action, either the European Border and Coast Guard Agency (Frontex), Member States (national), or both. If other relevant national or European authorities, bodies or organisations are involved in executing a given action, they need to be identified. In their national strategies, the Member States should, as a minimum, refer to and further define those actions for which this Implementation Plan indicates national responsibility. This should be done in accordance with the specific situation of Member States, in particular their geographical location.[48]
- **Funding Source:** Reference to the source of financing stemming from either the budget of an individual agency or body, national or European funds. This reference is only indicative and the availability of European funds (BMVI, AMIF etc.) is subject to the approval of the national programmes and the eligibility of individual actions.
- **Process Step:** Identification of the link of a given action with the relevant step of the Integrated Planning and Implementation Process established in the Strategy.

48 Art. 8(5) EBCG Regulation.

- **Strategic Guideline(s):** Identification of the link of a given action with strategic guideline(s) indicated in Annex I to the Communication, if relevant.
- **Comments:** Any additional relevant information and update, including information on risk for implementation and risk management.
- **Expected Outcome:** Description of high-level outcome resulting from implementation of the set of actions listed under each component.

2. Codification

2.1. Components for European Integrated Border Management

The table below presents the list of European Integrated Border Management Components[49] and outlines the way they are referenced to across the Implementation Plan. The components marked with light-grey are identified as components of particular importance in the Communication establishing the Multiannual Strategic Policy for European Integrated Border Management.

ID	COMPONENT	REFERENCE
C1	Border control, including measures to facilitate legitimate border crossings and, where appropriate, measures related to the prevention and detection of cross-border crime at the external borders, in particular migrant smuggling, trafficking in human beings and terrorism; and mechanisms and procedures for the identification of vulnerable persons and unaccompanied minors and for the identification of persons who are in need of international protection, or wish to apply for such protection, the provision of information to such persons and the referral of such persons.	Border Control
C2	Search and rescue operations for persons in distress at sea launched and carried out in accordance with Regulation (EU) No 656/2014 and with international law, taking place in situations which may arise during border surveillance operations at sea.	Search and Rescue
C3	Analysis of the risks for internal security and analysis of the threats that may affect the functioning or security of the external borders.	Risk Analysis
C4	Information exchange and cooperation between Member States in the areas covered by this Regulation as well as information exchange and cooperation between Member States and Frontex, including the support coordinated by Frontex.	Cooperation between Member States and Frontex
C5	Inter-agency cooperation among the national authorities in each Member State which are responsible for border control or for other tasks carried out at the border, as well as between authorities responsible for return in each Member State, including the regular exchange of information through existing information exchange tools, including, where appropriate, cooperation with national bodies in charge of protecting fundamental rights.	Inter-Agency Cooperation
C6	Cooperation among the relevant Union institutions, bodies, offices and agencies in the areas covered by the Regulation, including through regular exchange of information.	Cooperation at European Level
C7	Cooperation with Third Countries in the areas covered by the Regulation, focusing in particular on neighbouring Third Countries and on those Third Countries which have been identified through risk analysis as being countries of origin or transit for illegal immigration.	Cooperation with Third Countries
C8	Technical and operational measures within the Schengen area which are related to border control and designed to better address illegal immigration and to counter cross-border crime.	Measures within the Schengen area
C9	The return of third country nationals who are the subject of return decisions issued by a Member State.	Return

49 As defined in Article 3 of the Regulation (EU) 2019/1896 (EBCG Regulation).

ID	COMPONENT	REFERENCE
C10	The use of state-of-the-art technology including large-scale information systems.	State-of-the-Art Technology
C11	A quality control mechanism, in particular the Schengen evaluation mechanism, the vulnerability assessment, and possible national mechanisms, to ensure the implementation of Union law in the area of border management.	Quality Control Mechanism
C12	Solidarity mechanisms, in particular Union funding instruments.	EU Funding Instruments
C13	Fundamental rights	Fundamental Rights
C14	Education and training	Education and Training
C15	Research and innovation	Research and Innovation

2.2. Acronyms and Abbreviations

ALDO	Advanced Level Document Officer
AMIF	Asylum, Migration and Integration Fund
API	Advance Passenger Information
BMVI	Border Management and Visa Instrument
CIRAM	Common Integrated Risk Analysis Model
COM	European Commission
CRRS	Centralised Repository for Reporting and Statistics
EBCG	European Border and Coast Guard
ECRIS-TCN	European Criminal Records Information System for Third Country Nationals
EEAS	European External Action Service
EES	Entry Exit System
EFCA	European Fisheries Control Agency
EIBM	European Integrated Border Management
EiO	Entry into Operation
EMPACT	European Multidisciplinary Platform Against Criminal Threats
EMSA	European Maritime Safety Agency
ETIAS	European Travel Information and Authorisation System
ETIAS CU	ETIAS Central Unit
ETIAS NU	ETIAS National Unit
EUAA	European Union Agency for Asylum
eu-LISA	European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice
EURODAC	European Asylum Dactyloscopy Database
Europol	European Union Agency for Law Enforcement Cooperation
EUROSTAT	European Statistical Office
EUROSUR	European Border Surveillance System
FADO	False and Authentic Documents Online system
FIELDS	Frontex INTERPOL Electronic Library Document System
FLO	Frontex Liaison Officer
FRA	European Union Agency for Fundamental Rights
FRESO	Frontex Return Escort and Support Officer
ICAO	International Civil Aviation Organization
ILO	Immigration Liaison Officer
IPA III	Instrument for Pre-Accession Assistance
IRMA	Integrated Return Management Application
ISAA	Integrated Situational Awareness and Analysis
JHA Council	Justice and Home Affairs Council
JRC	European Commission's Joint Research Centre
LO	Liaison Officer
MID	Multiple Identity Detector

MS	Member States
PIU	Passenger Information Unit
PNR	Passenger Name Record
PCCC	Police and Customs Cooperation Centre
RA	Risk Analysis
RECAMAS	National Return Case Management Systems Integrated Return Management Application
RIAT	Reintegration Assistance Tool
SAC	Schengen Associated Country
SAR	Search and Rescue
SatCen	European Union Satellite Centre
SBC	Schengen Borders Code
SC	Standing Corps
SEMM	Schengen Evaluation and Monitoring Mechanism
SG	Strategic Guideline
SIS	Schengen Information System
SOP	Standard Operating Procedure
SPD	Single Programming Document
TAP4RRR	Technical Assistance Projects for Third Countries in the field of Return, Readmission, and Reintegration
ToR	Terms of Reference
VA	Vulnerability Assessment
VIS	Visa Information System

3. Actions

3.1. Border Control

Expected Outcome: Enhanced quality of border control. Effective and lawful processing of travellers' information to reduce processing times at the border, avoid exceptions and allow for better-informed decisions; effectiveness of prevention and detection of unauthorised crossings of external borders; increased internal security of the EU.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
1.1	Roll out and operate the EU architecture of large-scale information systems for border management, included - but not limited to - ETIAS, EES, MID, carriers gateway, CRRS, ECRIS-TCN, ETIAS-Watchlist, and upgrades to VIS, SIS and EURODAC.	European Frontex (in cooperation with COM and eu-LISA) National	– Entry into operation of relevant systems – Set up of ETIAS CU and ETIAS NU, ETIAS Screening Board – End of ETIAS transition period	According to the timelines agreed in the JHA Council	European National	Planning Implementation	SG 1.1 SG 1.2 SG 1.3 SG 1.4 SG 1.5 SG 1.16
1.2	Implement and manage the capacity to provide accurate and timely information to travellers and carriers, ensuring the smooth fulfilment of their legal obligations.	Frontex (in cooperation with eu-LISA)	– ETIAS CU Assistance Centre – Travel-Europe website – Registration of carriers	2024	European	Planning Implementation	SG 1.1 SG 1.2 SG 1.3 SG 1.4 SG 1.16
1.3	Prepare for the implementation of Advance Passenger Information: – ensure proper workflows are implemented over the information systems for border checks, with a view to simplify the submission and processing of information, taking into account EU and ICAO requirements. – develop national API and PNR implementations.	Frontex National	– Roadmap established – Entry into operation of carriers' gateway for API and PNR – Clear workflow for carriers and MS authorities established – Compliant API implementation – Compliant PNR implementation	2027	European National	Implementation Governance	SG 1.2 SG 1.3

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
1.4	Develop, approve and test national contingency plan(s) to deal with sudden large-scale irregular migration and other challenges at the external borders; ensure the regular update of the contingency plan(s). When testing contingency plans, include regular testing of hosting capacity. Set up the required national capacity (organisational, administrative and technical) to conduct contingency planning.	National	– Presence of formally approved, updated and tested national contingency plan(s) – Mechanism for hosting capacity testing in the framework of testing of contingency plans implemented	Approval – 2024-25 Revision, update and testing – continuous	National	Planning	SG 1.6 SG 3.2 SG 4.10
1.5	Develop and implement EBCG FADO system to facilitate border crossing and detect fraud, preserving interoperability with FIELDS and other national systems.	Frontex National	– Entry into operations of EBCG FADO system and EBCG FADO Organisation	Q4 2025	European	Implementation	SG 1.1 SG 1.7 SG 3.7 SG 10.4
1.6	Develop technical capabilities for assessments and compliance verification of EU travel and identity documents issued by MS, and enhanced operational support, including with enhanced use of ALDO networks.	Frontex (in cooperation with COM)	– Evaluations of several EU Regulations about travel and identity documents – Remote support for document inspectors provided	Between 2023 and 2027	European National	Implementation	SG 1.7 SG.11.1

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
1.7	Further develop and rollout the EUROSUR integrated framework to enhance the situational pictures.	Frontex (in co-operation with COM, EMSA, SatCen and eu-LISA) National	– EUROSUR practical handbook (the intermediary phase) – Alignment of EUROSUR capabilities and processes to the best practices and principles defined in the EUROSUR handbook – Rollout of EUROSUR 2.0 – Updated Handbook (after full implementation of EUROSUR 2.0)	Q1 2024 Q4 2024 Q4 2026 TBD	European National	Planning Implementation	SG 1.5 SG 1.6 SG 1.10 SG 1.11
1.8	Establish and implement operational procedures for identification and referral of persons in situations of vulnerability and unaccompanied minors, and for those who wish to apply for international protection..	Frontex (in co-operation with EUAA) National	– Procedures and operational guidelines in place – Training developed and implemented	Depending on EU legislation.	European National	Implementation	SG 1.19 SG 13.3 SG 13.5
1.9	Systematically identify and register migrants who have crossed the border irregularly and prevent absconding in line with applicable EU and international legislation.	National	– Procedures and operational guidelines in place	Ongoing and depending on EU legislation	National	Implementation	SG 1.4 SG 1.15

3.2. Search and Rescue

Expected Outcome: Enhanced preparedness and capacity for SAR interventions as part of sea border surveillance in accordance with obligations stemming from EU and international law.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
2.1	Develop and implement systematic training on SAR for the SC.	Frontex (in co-operation with EMSA) National	– Training Concept for SC developed – Training delivered	2024	European National	Implementation	SG 2.4 SG 2.5
2.2	Ensure operational and technical capacity for SAR interventions; implement training, common exercises, and exchange of good practices in an effort to standardise levels of excellence.	Frontex National	– Needs assessment – Deployment of assets and equipment – Coordination mechanisms established – SAR protocols updated based on best practices – Operational standards applied	Continuous	European National	Implementation Governance	SG 2.2 SG 2.4 SG 2.5
2.3	Ensure preparedness for timely and proportionate reaction to unforeseen events during maritime border surveillance at the external borders of the EU.	Frontex (in co-operation with EMSA) National	– Capability Development Plans – Contingency plans – Joint exercises, including with partner countries	2024 Continuous	European National	Planning Implementation	SG 2.1 SG 2.2 SG 2.4

3.3. Risk Analysis

Expected Outcome: Successful mitigation of current and potential risks and vulnerabilities across the EIBM activities, including returns, achieved due to the availability of relevant, comprehensive, timely and reliable RA at a national and EU level for strategic and operational planning as well as decision making.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
3.1	Define business processes and links with all respective mechanisms of the risk-based policy and planning cycles within the EIBM, the decisions of which are informed by RA elaborated by the EBCG: – the Schengen Status cycle, involving the SEMM, the Schengen Barometer, and the visa policy. – the Migration Management cycle, including related situational awareness and crisis response mechanisms, such as the Migration Preparedness and Crisis Blueprint network. – the Multiannual Strategic Policy Cycle for EIBM. – the operational planning process in line with the EBCG Regulation. – the ETIAS and VIS risk screening frameworks for travel authorisation. – EMPACT. – return policy document – Towards an operational strategy for more effective returns.[50]	Frontex (in co-operation with COM, Europol, eu-LISA)	– Business processes, SOPs, and cooperation frameworks accordingly with all respective risk escalation/ communication mechanisms for each risk-based policy cycle in place – Alignment of the Strategic RA development process with the European Integrated Border Management policy cycle, MS integrated planning and the SPD – RA Products for ISAA/Blueprint Network, EMPACT, SEMM, ETIAS Screening Rules, VIS Screening Rules, Strategic RA on return	Ongoing and depending on EU legislation/ EiO of new/ revised EU IT systems (EU Pact on migration and asylum, ETIAS EiO, revised VIS EiO, etc.)	European	Planning Governance	SG 3.7

50 Brussels, 24.1.2023 COM(2023) 45 final Policy document "Towards an operational strategy for more effective returns".

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
3.2	Define the needs for risk analyses products and services for risk-based EU policy and planning cycles (mentioned in point 3.1), where the scope of EIBM risk can cover all possible relevant threats related to irregular migration, misuse of legal channels and regular passenger flows and cross-border crime, including terrorism and threats of a hybrid nature affecting the management of the external borders, if relevant.	Frontex National	– Portfolio of RA products and services for EIBM defined. – Regular assessments and updates of the portfolio. – Business processes for product development defined	Continuous	European	Planning	SG 3.1 SG 3.3 SG 3.4
3.3	Apply all-source integrated RA, covering: – further defining RA methods for the whole scope of RA in CIRAM guidelines, and information requirements for all purposes of RA and steered data collection throughout the EIBM components as well as defining processes for data collection. – further developing data integration tools by the Agency. – strengthening scenario development and foresight capability, including forecasting. – integrating Frontex RA products and procedures in national processes. – integrating RA processes at a national level, if applicable. – identifying and strengthening links with VA. – Supporting the development of a European situational awareness, early warning and forecasting capability for migration.	Frontex National	– CIRAM updated – CIRAM guidelines updated/ enhanced – Working practices and procedures for CIRAM implementation established – Relevant training developed and provided (e.g. scenario technique training) – Data acquisition frameworks established (via e.g. EUROSUR layers, MB decisions of Art. 100(2e), outsourcing and open source, ad hoc arrangements for ETIAS and VIS if provided in the legal framework of the systems etc.) – Capability for forecasting and scenario development and integration of results in EBCG risk analyses established	Continuous and ongoing	European National	Planning Implementation Governance	SG 3.1 SG 3.2 SG 3.6

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
3.4	Develop and implement technical capacity for RA, including: – setting up specialised RA structures empowered to collect, process, and compile relevant data from all national authorities involved in integrated border management. – recruitment and/or deployment of a sufficient number of specialised and trained staff. – developing and harmonising tools and systems for secure information exchange and storage.	Frontex National	– Specialised RA structures established – Knowledge repository and an up-to-date risk register for EIBM risks established	2025 – for forecasting tool Other – depending on the establishment of screening boards	European National	Implementation	SG 3.3 SG 3.8
3.5	Strengthen cooperation in the field of RA between relevant EU and national bodies, including sharing of information and intelligence, also related to cross-border crime as well as enhancing relevant cooperation with Third Countries.	Frontex (in cooperation with COM, Europol, eu-LISA, FRA, EUAA, EMSA, EFCA) National	– Relevant agreements established as appropriate – Formal mechanism for exchanging information and intelligence with Third Countries established – Methodologies harmonised	2027	European National	Governance	SG 3.4 SG 3.5 SG 3.9

3.4. Cooperation between Member States and Frontex

Expected Outcome: Effective and harmonised implementation of all aspects of European Integrated Border Management achieved thanks to coordinated development and management of European and national capabilities as well as timely information exchange.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
4.1	Develop and adopt new operational concepts, including concept of deployment and chain of command for SC.	Frontex	– Chain of command concept established – Chain of command concept rolled out	2024	European	Planning	SG 4.8 SG 4.12
4.2	Strengthen cooperation for the purpose of developing capabilities including for equipment, systems, training, research and standardisation, taking also into account existing tools such as the Roadmap for standardisation for data quality purposes and the related action plan.	Frontex (in cooperation with relevant stakeholders, e.g. eu-LISA) National	– Relevant agreements and working arrangements defined and implemented	Continuous	European National	Implementation Governance	SG 4.13 SG 4.16 SG 4.19
4.3	Improve integration of VA results in the preparedness, contingency planning and needs assessment, taking into account already realised synergies with the SEMM and other evaluation mechanisms, as well as links with RA.	Frontex National	– Relevant processes defined	2024	European National	Planning	SG 4.13
4.4	Ensure full operational capability of the SC.	Frontex National	– Fully trained SC – Fully equipped SC – Chain of command implemented	2027	European National	Implementation	SG 4.7 SG 4.9 SG 4.12
4.5	Ensure access to the Schengen Information System and other relevant databases for SC of relevant profile during deployment.	Frontex National	– SOPs defined	2027	European National	Governance	SG 1.4 SG 4.1

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
4.6	Develop methods to support MS with monitoring and prevention of misuse of legal migration channels and unauthorised secondary movements by means of exchange and use of information and data from large-scale EU systems, operational picture, RA and insight in new technology.	Frontex (in cooperation with eu-LISA, Europol)	– Relevant agreements and working arrangements are established and implemented	2027	European	Planning Implementation Governance	SG 4.19

3.5. Inter-Agency Cooperation

Expected Outcome: Comprehensive, cross-sectoral and cost-effective implementation of EIBM at a national level, including among national bodies in charge of protecting fundamental rights.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
5.1	Develop and implement national cooperation framework to ensure comprehensive border control.	National	– National legislation – Cooperation agreements – Strategies – Action plans – SOPs	2027	National	Governance	SG 5.1 SG 5.2 SG 5.3 SG 5.5 SG 5.6
5.2	Develop and implement a national cooperation framework to ensure comprehensive and effective returns and cooperation between migration management authorities.	National	– National legislation – Cooperation agreements – Strategies – Action plans – SOPs	2027	National	Governance	SG 5.3 SG 5.4
5.3	Develop and implement a national cooperation framework to ensure comprehensive and effective cooperation between border guard and customs authorities, and other relevant law enforcement agencies, including actors related to the EMPACT.	National	– National legislation – Cooperation agreements – Strategies – Action plans – SOPs	2027	National	Governance	SG 5.3 SG 5.4 SG 5.5 SG 5.6
5.4	Develop and implement a national cooperation framework to ensure comprehensive and effective cooperation between migration management authorities, border authorities and authorities responsible for supervision of aliens and police checks.	National	– National legislation – Cooperation agreements – Strategies – Action plans – SOPs	2027	National	Governance	SG 5.1 SG 5.3 SG 5.5

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
5.5	Develop and implement a national cooperation framework to ensure comprehensive and effective cooperation with national independent monitoring, such as Ombudsman institutions and national preventive mechanisms.	National	– National legislation – Cooperation agreements – Strategies – Action plans – SOPs	2027	National	Governance	SG 5.3

3.6. Cooperation at the European Level

Expected Outcome: Strengthened cooperation including in operations and for capability development, in particular inter-agency cooperation of the European Border and Coast Guard with other European stakeholders, ensuring a comprehensive, cross-sectoral, joined-up and cost-effective implementation of European Integrated Border Management.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
6.1	Increase coordination and cooperation in the Framework of the EMPACT within the limitation of the respective mandates of the actors involved.	Frontex (in cooperation with Europol, EMSA)	– Action plan revised and implemented	Continuous	European	Planning Implementation Governance	SG 6.6
6.2	Establish and strengthen cooperation with relevant EU entities, including in policy areas such as migration management, coast guard functions, law enforcement, maritime and aviation safety, defence and security for the purpose of information exchange, including in the framework of EUROSUR, and/or identifying and exploiting synergies in developing capabilities.	Frontex (in cooperation with relevant EU institutions as defined in Art. 68 of the Regulation)	– Revision or conclusion of relevant working arrangements	2027	European	Planning Governance	SG 6.1 SG 6.2 SG 6.3

3.7. Cooperation with Third Countries

Expected Outcome: Enhanced information exchange and operational cooperation with priority Third Countries in support of border management and return

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
7.1	Strengthen cooperation related to capacity building, information exchange and RA activities with priority Third Countries (in accordance with the International Cooperation Strategy) for border management, including return.	Frontex National	– Working arrangements or/and bilateral agreements signed and implemented – Relevant plans and projects established and implemented	2027	European	Planning Implementation Governance	SG 7.6 SG 7.8 SG 7.11
7.2	Strengthen executive operational presence and cooperation in priority Third Countries (in accordance with the International Cooperation Strategy) in terms of Border Control and Return.	Frontex	– Status agreements implemented	Continuous	European	Implementation	SG 7.6 SG 7.8 SG 7.9 SG 7.10
7.3	Contribute to the EU dialogue on migration with key Third Countries.	Frontex	n/a	Continuous	European	Implementation Governance	SG.7.6 SG 7.7 SG 7.8
7.4	Contribute to streamlining reporting and information exchange channels of LO networks.	Frontex (in cooperation with COM) National	– Establishment of a process and SOP for reporting and sharing of information for situational awareness	2025	European National	Evaluation Governance	SG 7.10
7.5	Continue to implement capacity building interventions with Third Countries, including with the support of institutional partners and in particular with EEAS Common Security and Defence Policy missions.	Frontex National	– Relevant capacity building projects planned and implemented	Continuous	European National	Implementation	SG 7.11 SG 7.12
7.6	Develop and maintain an updated and accurate EU level overview of EU initiatives with Third Countries related to border management and return, including deployments of LO (FLO, ILO, Return LO) and harmonise related reporting, in cooperation with the competent EU institution.	Frontex (in cooperation with COM) National	– Reporting mechanism on MS cooperation with Third Countries established and implemented	Continuous with annual reporting	European	Governance	SG 7.4 SG 7.10 SG 7.11

3.8. Measures within the Schengen Area

Expected Outcome: Effective prevention of unauthorised secondary movements, irregular migration and cross-border crime.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
8.1	Establish European situational picture and national situational pictures on irregular arrivals and secondary movements of third-country nationals with active involvement of PCCC and use of EUROSUR and carry out RA, with regular reporting, in line with existing mandate.	Frontex (in co-operation with Europol, EUAA) National	– Agreements on information sharing in place – Reporting and information exchange framework established – Information on secondary movements systematically included in the European and national situational pictures	Depending on EiO of recast EURODAC and development of the interoperability components (i.e. CRRS)	European National	Planning	SG 8.1
8.2	Develop operational cooperation between Joint Operations coordinated by Frontex and relevant PCCC, with the primary objective being establishment and maintenance of situational awareness.	Frontex National	– Information on secondary movements systematically included in the European and national situational pictures – Harmonised processes for data gathering, processing and transmission at a national level	2027	European National	Planning Governance	SG 8.2 SG 8.3
8.3	Establish an operational concept and common guidance for the introduction of police checks related to irregular migration, to tackle unauthorised secondary movements.	National	– Concept and guidelines established	2027	National	Planning Governance	SG 8.1 SG 8.3

3.9. Return

Expected Outcome: Effective implementation of the return process, including forced and voluntary returns, applied in respect of the fundamental rights of the returnees, enabled by enhanced administrative, technical, and operational capacity at EU and national level as well as strengthened cooperation structures inside the EU and with Third Countries.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
9.1	Further-digitalise the return process through: – completing the alignment of MS information systems for return case management with RECAMAS. – interlinking the MS return case management systems with the Frontex IRMA and further connection to relevant large-scale IT systems. – operating and/or developing under the Frontex Integrated Return Management Application framework all applications and tools relevant for returns, including but not limited to what already exists such as the Return Case Management System, RIAT and other based on business need.	Frontex (in cooperation with eu-LISA) National	– Launch of IRMA 2.0 – Update of RECAMAS reference model – All MS/SAC national IT return case management systems mapped – Development of RECAMAS interconnection concept – Development of RECAMAS interconnection requirements and actual infrastructure – Development of roadmap for interconnections with relevant large scale IT systems	Timeline for IRMA 2.0 as outlined in the project documentation RECAMAS mapping and model update – continuous Concept development – Q1 2024 Infrastructure development – tbc Roadmap – tbc Tools relevant for returns – tbc	European (Frontex, AMIF) National	Implementation	SG 9.2 SG 9.3 SG 9.4

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
9.2	Establish situational awareness and perform analysis on returns, including through: – enhanced return data collection making use of opportunities provided by large-scale IT systems and interoperability, including SIS return alert, also in cooperation with other EU agencies and entities such as the EUAA, EUROSTAT and eu-LISA. – analysis on return, also in cooperation with other EU Agencies and entities such as the EUAA, EUROSTAT and JRC. These analyses will form the basis for common priority setting for returns.	Frontex (in cooperation with EUAA, EUROSTAT, eu-LISA) National	– Return data collection – Return data analysis – Regular delivery of return situational awareness as part of other situational awareness products and services – Delivery of tailored analytical products on returns	Continuous	European National	Planning	SG 9.2 SG 9.3 SG 9.4 SG 9.8 SG 9.12
9.3	Implement and expand return and reintegration counselling.	Frontex National	– Return counselling provided at all stages of migration process – Return counselling established as a core competence and a part of return case management in MS – Frontex workplan on return and reintegration counselling implemented – Providing trainings to MS and SC	Continuous	European National	Implementation	SG 9.6

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
9.4	Enhance capacity for implementation of return activities, including through: – deployment of human resources, such as Return Specialists, forced return monitors and FRESO based on availability and adequate proactive planning. – expanded support in identification and documentation of returnees, deployment of return LO based on priorities and adequate proactive planning, exchange of information and the identification and pooling of best practices in return matters, advice on the implementation and management of return procedures. – technical support (e.g. aircraft chartering).	Frontex National	– Capacity mapping and gaps assessment – Implementation of a model for operational planning and prioritisation for deployments – Development and implementation of the Frontex return LO concept	Continuous	European National	Implementation	SG 9.1 SG 9.9

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
9.5	Adjust and make full use of the Joint Reintegration Services and increase the number of countries covered, based on Member States' needs.	Frontex National	– All MS onboarded and making use of the Joint Reintegration Services – Expansion of the Joint Reintegration Services to over 50 Third Countries. – Expansion of the Joint Reintegration Services to over 80 Third Countries.	Q2 2024 Q2 2024 Q2 2025	European National	Governance	SG 9.8
9.6	Further promote the implementation of tailored capacity building activities both for MS and Third Countries, including Technical Assistance Projects for TAP4RRR.	Frontex	– Implementation of TAP4RRR and other projects for MS	Continuous	European	Implementation	SG 9.7 SG 7.11
9.7	Continue the promotion and increased use of voluntary returns and reintegration.	Frontex National	– Return and reintegration counselling training for all MS/SAC for their basic needs – Return and reintegration counselling training for all MS/SAC on the need of the MS/SAC – Voluntary returns constitute 50% of all returns implemented at an EU level	Q4 2024 Q2 2025 2024	European National	Implementation	SG 9.7

3.10. State-of-the-Art Technology

Expected Outcome: Increased efficiency and reliability of border control.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
10.1	Roll out and operate the interoperability of the EU large-scale information systems relevant for border management.	Frontex (in cooperation with eu-LISA and Europol) National	– Roadmap agreed – Entry into operation – End of European Search Portal/ Multiple Identity Detector transitional period	According to the timeline for the implementation of interoperability agreed in the JHA Council	European	Planning Implementation	SG 10.2 SG 10.3 SG 10.6 SG 6.4
10.2	Develop and implement specialized training of the EBCG relevant staff (including ETIAS CU) in the field of biometric data.	Frontex (in cooperation with eu-LISA)	– Basic awareness training on biometrics provided to relevant EIBM institutional stakeholders – Professional training package, particularly for the MID operators developed and launched – Exchange programme with MS authorities in the field of biometrics	2025 2026 2027	European	Implementation	SG 10.3 SG 10.5 SG 10.6
10.3	Effective establishment and functioning of ETIAS CU and ETIAS NU.	Frontex National	– ETIAS CU and ETIAS NU ready for EiO	Q1 2025 According to the timeline for the implementation of interoperability agreed in the JHA Council	European National	Implementation Governance	SG 10.2

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
10.4	Ensure that information systems for border management are rolled out with all their capabilities fully operational and are used to the full extent of their potential and in full compliance with the relevant regulations, including synergies with other processes related to other relevant processes related to border checks.	Frontex National	– Rollout and use of the systems – Systematic assessments of the systems and their functioning	2024	European National	Implementation Governance	SG 10.1 SG 10.4

3.11. Quality Control

Expected Outcome: Constant awareness of the implementation and of the quality of European Integrated Border Management at the strategic and operational levels thanks to establishment of a comprehensive European quality control system.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
11.1	Further develop vulnerability assessment, including: – VA of synergies with the SEMM and other monitoring mechanisms (e.g. EUAA monitoring mechanism and particularly possible overlap in the areas of access to asylum procedure, reception and contingency planning). – ensuring synergies between VA and RA.	Frontex	– Revised VA Methodology	2027	Frontex	Evaluation	SG 11.2 SG 11.6
11.2	Establish and implement a national quality control mechanism, covering all parts and functions of the national EIBM system.	National	– National quality control mechanism established and fully operational – Specific strengthened follow-up and recommendation in terms of compliance with SBC and systematic checks with the databases (including SIS), with a specific focus on national implementation of Art. 8(2) SBC, if targeted checks must be used for the persons enjoying the right of free movement	2027	National	Evaluation Improvement	SG 11.1 SG 11.4 SG 11.5

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
			– Coherent data collection and transmission to VA to ensure coherent assessment of border checks – Follow-up and monitoring to guarantee efficient implementation of recommendations related to implementation of the SBC to guarantee systematic checks for all passengers – Implement efficient national quality control mechanism to ensure situational awareness, constant monitoring and early warning related to implementation of systematic checks; establish a national mechanism to remedy shortcomings connected to border check procedures – Implement the recommendations issued by the SEMM related to border checks				

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
11.3	Ensure organisational, administrative, and technical capability for implementation of quality control mechanism, including: – sufficient expert staff to conduct quality control. – organising training on European and national quality control mechanisms. – application of tools and systems for secure data exchange. – harmonising processes and procedures. – use of inter-agency exchange and joint analytical products.	Frontex National	– Recruitment plans in place – Training developed and implemented – Tools and systems for secure data exchange in place – Rules and procedures for data exchange adopted	Continuous	Frontex National	Implementation Evaluation	SG 11.1 SG 11.5
11.4	Apply results of quality control mechanisms for the development of the national border management system. Establish clear rules and procedures to conduct systematic quality controls and to conclude evaluation reports, mentioning authorities responsible for the implementation of possible recommendations issued, the financing sources and timeline for the development of the national border management system.	National	National mechanism for follow-up and implementation of recommendations from the quality control mechanism – establish methodology for prioritizing the use of EU-funds on findings established by quality control mechanism results (VA, SEMM, national quality control mechanisms) – implement the methodology	Continuous	National	Evaluation Improvement	SG 11.3 SG 11.4 SG 11.5

3.12. Union Funding

Expected Outcome: Maximized effectiveness of European Integrated Border Management actions at the EU and national level thanks to development of capabilities through appropriate use of EU funding.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
12.1	Enhance the use of EU funding instruments and tools, such as BMVI, AMIF, Horizon Europe in accordance with established priorities (including with Capability Roadmap) and implementation plans as well as for acquisition of equipment to be made available to Frontex and funds for Third Countries (e.g. IPA III, Global Europe).	National Frontex (in cooperation with COM)	– Priorities established – Relevant assessments and applications	Continuous	European National	Planning Governance	SG 12.1 SG 12.2 SG 12.3
12.2	Implement a joint procurement framework based on Capability Roadmap and BMVI/ EU funding.	Frontex National	– Needs assessment – Joint procurements planned and implemented	Continuous	European National	Planning Implementation	SG 12.1 SG 12.4
12.3	Explore and assess further ways to: – promote systematic innovation. – increase uptake of research and development results. – foster robust supply chains, acknowledging the role of a competitive European technological and industrial base, in order to ensure timely availability of affordable market-ready products and services, including through public-private partnerships. – cater to urgent operational needs of products and services in the interests of national and European security.	Frontex (in co-operation with COM) National	– Assessment methodology established	Continuous	European	Implementation	SG 12.1 SG 12.3

3.13. Fundamental Rights

Expected Outcome: : Coherent safeguard of Fundamental Rights across the European Border and Coast Guard when implementing European Integrated Border Management.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
13.1	Develop and implement relevant national-level fundamental rights strategies and action plans taking into account and implementing as relevant, the EBCG Fundamental Rights Strategy and Fundamental Rights Action Plan, involving all operational concerned actors, including FRA as well as key human rights bodies, in particular Ombudsman institutions, national Human Rights institutions and national preventive mechanisms, as relevant. Ensure to continuously act upon recommendations related to border management coming from national, EU and international monitoring mechanisms, including the relevant United Nations bodies and the Council of Europe.	Frontex National	– Development and adoption of fundamental rights strategies and action plans	end of 2025	European National	Planning Implementation Governance	SG 13.1

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
13.2	Develop and implement a framework for regular and independent evaluations of the fundamental rights compliance of the operational activities and feed findings into improvements (e.g.: regular revisions of 'operational plans', implementing safeguards).	National	– Establishment of national monitoring mechanisms building on FRA's guidance[51]	Continuous, 2027	European National	Evaluation Improvement	SG 13.2 SG 13.3 SG 13.4
13.3	Develop and maintain constructive exchange to feed into the 'do's' and 'don'ts guidance, based on the patterns emerging from serious incidents (Category 1) and ensure that the guidance is applied by the operational stakeholders.	Frontex	– Development of guidelines	12 months from the adoption of the Strategy	European National	Evaluation Improvement	SG 13.2
13.4	Actively involve fundamental rights monitoring in all activities of the EBCG, granting the same access to operational areas in line with Article 110 (3) of the EBCG Regulation.	Frontex National	– Operational instructions by national authorities (Host MS)	Continuous	Planning Governance	Planning Governance	SG 13.4
13.5	Ensure adoption and transparency of operational guidelines on cooperation with investigations into fundamental rights concerns that prioritise proactive cooperation between investigative bodies and national authorities, guaranteeing necessary access to information, documentation, transparency and accountability.	Frontex National	– Operational guidelines developed and adopted	End of 2026	European National	Governance	SG 13.4

51 Establishing national independent mechanisms to monitor fundamental rights' compliance at EU external borders, FRA, 14 October 2022.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
13.6	Encourage the development and maintenance of an EBCG-wide network of focal points for the exchange of good practices and to take stock of progress and/or seek advice where needed from the Fundamental Rights offices of the relevant EU agencies (Frontex, Europol, EUAA and FRA).	Frontex (in cooperation with Europol, EUAA and FRA) National	– Log of lessons learned and best practices – Network established – Development and agreements on ToR	Continuous	European National	Governance Evaluation Improvement	SG 13.3

3.14. Education and Training

Expected Outcome: Ensuring competence and professionalism of border management personnel through harmonised training.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
14.1	Develop and implement EBCG training concept covering: – needs analysis, curricula development for all levels and implementation, professionalism, and common border guard culture for integrated use of resources at EU external borders, including the use of the upcoming and upgraded EU large scale IT systems. – joint exercises for increased preparedness to sudden changes at external borders (incl. SAR). – higher education for SC and MS' officers in line with the Bologna process. – ensure implementation and development of efficient national training systems to guarantee the quality of border control and return; in accordance with updated Common Core Curricula, and other training programmes. – cooperate where appropriate with EUAA, FRA, eu-Lisa and CEPOL,	Frontex (in co-operation with EUAA, FRA, eu-LISA, CEPOL National	– Concept delivered – Update and roll-out of the training programme to ensure compliance with requirements of border checks in line with updated SBC, including reporting and utilising the derogations and relaxations of border checks – Provision of basic and specialised training for border guards deployed to perform border checks – Periodic assessments of the knowledge of border guards related to border checks – Rollout of on-the-job refresher trainings, with the focus on systematic checks	Q4 2025 Continuous	European	Planning Implementation Governance	SG 14.1 SG 14.2 SG 14.4

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
	to develop specific training tools, including specific training in the protection of children and other persons in a vulnerable situation taking into account relevant research outcomes and best practices.						
14.2	Develop and establish a virtual EBCG Training Academy by: – creating long-term cooperation with national training institutions. – building on Partnership Academy network. – creating virtual and physical centres of excellence in MS on EBCG specialisations.	Frontex National	– Assessment of the feasibility – Design of the EBCG Academy – Call for MS/ SAC Framework Partners – Launch of the EBCG Academy	2024 2025 2026 2027	European	Implementation	SG 14.1 SG 14.4 SG 14.5 SG 14.6
14.3	Develop and establish Frontex certified EU trainers' community to exchange best practices, deliver training in a sustainable, quality assured way in line with the Bologna process.	Frontex National	– The concept – Implementation	2024 2025	European	Implementation Governance	SG 14.1 SG 14.3
14.4	Develop and implement a quality control mechanism for training	Frontex	n/a	2025	Frontex	Evaluation Improvement	SG 14.7

3.15. Research and Innovation

Expected Outcome: Availability of relevant and innovative state-of-the art solutions, technology and knowledge in support of European Integrated Border Management.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
15.1	Develop and Implement a Frontex research agenda defining in line with the Capability Roadmap: – EBCG research priorities at EU level. – organisational Innovation mechanism. – modes of delivery.	Frontex National	– Research agenda and the implementation roadmap delivered	2024	European	Planning	SG 15.4 SG 15.5
15.2	Develop Research and Innovation cooperation community, coordinated with other relevant fora and communities, supporting implementation of EBCG research agenda.	Frontex National	– Community established	2024	European	Governance	SG 15.2 SG 15.5
15.3	Monitor and assess Research and Innovation solutions in support of EBCG organisational and operational needs, in particular considering the Capability Roadmap.	Frontex (in cooperation with eu-LISA) National	– Pilot projects – Feasibility studies – Relevant assessments, including fundamental-rights compliance	Continuous	European National	Implementation	SG 15.1 SG 15.5

3.16. General Actions Applicable to Several Components

Expected Outcome: : Coherent planning and increased operational effectiveness.

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
16.1	Establish European Operational Concept for the European Border and Coast Guard addressing i.a.: – role of the Frontex headquarters. – role of the SC. – integrated EBCG culture. – role of the national authorities. – role of the PIU. – effects-based approach.	Frontex National	– Concept established, including the implementation of the renewed chain of command	2025	European	Planning Governance	SG 4.8 SG 4.9
16.2	Operational planning (border management and return)	Frontex National	Development of: – European level planning – national level requirements and coordination – multi-annual planning – renewed annual planning cycle based on dynamic and up-to-date/ timely operational needs – updated planning model with Third Countries and EU agencies	Ongoing	European National	Planning	SG 4.11 SG 7.6
16.3	Contingency planning	Frontex National	Development of: – operational contingency – business continuity (European and national levels)	Ongoing	European National	Planning	SG 1.6 SG 3.2 SG 4.13

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
16.4	Capabilities (border management and return)	Frontex National	Updated national and Agency capability development plans – Frontex coordination mechanism and governance. Up-to-date Capability Roadmap, including European pooling of training resources, to ensure a sufficient number of European border guards with adequate professional skills as required – recruitment plan (SC and national component of EBCG) – training plan (basic and specialised training) – training capabilities (infrastructure, curricula, trainers, seats, platforms, partnerships) Technical equipment – Frontex and MS plan the multiannual procurement of large-scale equipment based on the needs identified in the Capability Roadmap – reinforced use of the technical equipment pool	Continuous	European National	Planning Implementation	SG 1.11 SG 3.7 SG 4.16 SG 11.1 SG 14.1 SG 14.2 SG 14.3 SG 14.4 SG 15.1 SG 15.3 SG 15.5

ID NUMBER	ACTION	RESPONSIBILITY	MILESTONES	TIMELINE	FUNDING SOURCE	PROCESS STEP	STRATEGIC GUIDELINE
16.5	Development, rollout and implementation of sustainability strategies, policies and concepts in line with the Capability Roadmap in support of: – enhancing operational effectiveness of EIBM and return activities in terms of e.g. operational autonomy, endurance, availability and logistics footprint – reducing lifecycle costs by e.g. increasing energy efficiency and reducing energy consumption in all phases of the lifecycle – mitigating risks associated with non-European dependencies, in particular in relation to energy supply (especially with regard to fossil fuels), raw materials, components, knowledge (including intellectual property) and foreign direct investments – mitigating risks of adverse environmental impact stemming from e.g. hazardous emissions as well as waste and water management throughout the lifecycle ensuring adequate quality of operational capabilities – ensuring upholding European values across the supply chain continuums – contributing to the EU's sustainability goals.	Frontex National	– Establishment of Sustainability Strategy – Establishment and rollout of relevant policies and actions	2025 2027	European National	Planning Implementation Governance	SG 10.7 SG 15.1 SG 15.3 SG 15.5 SG 15.8

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