

# **Report**

**to the European Parliament and the Council  
on Art 22(2) of Regulation (EU) No 1052/2013**

**- The functioning of Eurosur -**



## Foreword by the Executive Director of Frontex

Two years after the Eurosur Regulation entered in force and the Eurosur framework became 'up and running', I am glad to present you with this report on the functioning of Eurosur.

Eurosur is a common framework for the exchange of information and for the cooperation of Member States among themselves and with Frontex. It was designed to improve situational awareness and increase reaction capability at the external borders of the Member States of the Union.

With the Eurosur framework, Frontex has established a technical basis for delivering a European Situational Picture and a Common Pre-Frontier Intelligence Picture respectively at the external borders of the EU and outside. These complementary pictures make the common application of surveillance tools under one single umbrella possible. Frontex coordinates the use of these tools and contributes to coordinated reaction capacity as a main possible operational priority. It is supported by a communication network.

The Eurosur framework serves three important objectives - to tackle illegal migration toward EU, to help saving more lives at sea, and to combat cross-border crime. The creation and maintenance of a proper European Situational Picture relies heavily on the supply with National Situational Pictures and also on information collected from relevant EU agencies and bodies, international organisations and third countries.

One of the main goals achieved during the development and maintenance of the system was to ensure the proper feeding of different kinds of information under one single umbrella by both Frontex and Member States. This is done in three layers (events, operational and analysis). Eurosur also foresees to assess the level of impact on border security from an EU perspective. Frontex works in close cooperation with the Member States for creating and updating the tools, concepts and procedures necessary for exchanging operational information. The Agency is constantly looking for identifying the most appropriate solutions and services to address the needs of the Member States.


As Member State's National Coordination Centres are responsible to insert incidents taking place outside the operational area of joint operations, Frontex inserts incidents and other data related to joint operations regarding illegal migration and cross-border crime in the European Situational Picture/Common Pre-frontier Intelligence Picture. As part of the Eurosur framework, the Agency uses the Joint Operation Reporting Application from which events are transmitted to Eurosur Network automatically. The Agency also works closely with the Member States on defining and maintaining the common approach for impact level assessment and assignment.

The Agency is in particular in charge to coordinate the common application of available surveillance tools, in order to supply the national coordination centres and itself with surveillance information on the external borders and on the pre-frontier area on a regular, reliable and cost-efficient basis. Information from various sources, including ship reporting, satellite sensor or other systems, are used in order to combine a common situational picture.

Frontex negotiated and concluded a Service Level Agreement with the European Maritime Safety Agency for developing tailored monitoring services, information products, and tools. Data from EMSA's Integrated Maritime Data Environment, including ship position reports and satellite images, are provided to Frontex, for enhancing situational awareness at Europe's maritime borders.

By carrying out its roles in Eurosur framework and ensuring its operational running, Frontex has established and runs the European hub for information exchange on migration and border related crime, thus vitally contributing to the enriched situational awareness concerning the external borders of the EU.

Fabrice Leggeri



Executive Director



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## Table of Abbreviations

ALUG	Eurosur Analysis Layer User Group
C2	Command and Control
CIRAM	Common Integrated Risk Analysis Model
CPIP	Common Pre-Frontier Intelligence Picture
ECN	Eurosur Communication Network
EFCA	European Fishery Control Agency
EFS	Eurosur Fusion Services
EMSA	European Maritime Safety Agency
ESP	European Situational Picture
EU	European Union
EUNAVFOR MED	European Union Naval Force Mediterranean
EU SAT CEN	EU Satellite Centre
FCOI	Frontex Compatible Operational Image
FPS	Frontex Positioning System
FRAN	Frontex Risk Analysis Network
GPS	Global Positioning System
HQ	Frontex headquarter
ICC	International Coordination Centres
IMDatE	Integrated Maritime Data Environment
JO	Frontex' Joint Operation(s)
JORA	Joint Operation Reporting Application
MRCC	Maritime Rescue Coordination Centres
MS	Member States
NCC	National Coordination Centres
NSP	National Situational Pictures
OPLAN	Operational Plan
OPV	Off Shore Patrol Vessel
RAU	Risk Analysis Unit
SAC	Schengen Associated Country(ies)
SAR	Search and Rescue
SLA	Service Level Agreement
VDS	Vessel Detection Service
VMS	Vessel monitoring system



# 1. Introduction

On 22 October 2013, the Council of the European Union adopted the legislative proposal for a Regulation establishing the European Border Surveillance System (Eurosur) – Regulation (EU) No 1052/2013. The decision entered into force on 2 December 2013.

As of 2 December 2013 Frontex operates the Eurosur Framework on a 24/7 basis to comply with the tasks set by the Eurosur Regulation to:

- a) establish and maintain the communication network for Eurosur;
- b) establish and maintain the European situational picture;
- c) establish and maintain the common pre-frontier intelligence picture; and
- d) coordinate the common application of surveillance tools.

In 2010, Frontex was tasked to initiate a pilot project for the creation of an information sharing and cooperation mechanism, enabling Member States authorities carrying out border surveillance activities and the Agency to collaborate at operational and strategic levels.

Over the period 2008 to 2011, the Member States, Frontex and the European Commission have tested the project and established the main technical component, namely the Eurosur network.

At the beginning of 2012, Frontex established a cross-divisional Eurosur Programme that was conducted in very close collaboration with the Commission and the Member States, especially with the National Coordination Centres. The objectives were to set up a core Eurosur network interlinking NCCs and Frontex, to develop an information exchange, and to facilitate the integration of Eurosur functionalities with Frontex business processes. Furthermore, the Programme aimed at preparing Frontex and the Member States for the entry into force of the Eurosur Regulation, thereby also supporting the development of the related legislation.

The Eurosur Programme ended on 30 June 2013 after having successfully met its main objectives.

After the closure of the Eurosur Programme, the elements of the Eurosur framework were integrated into the regular business process of Frontex and are managed on a day-to-day basis. This also includes the structured and regular exchange of information between Member States and Frontex. The integration of external stakeholders such as the Member States is done on technical, operational/tactical and strategic level utilising established structures (e.g. Management Board) or expert platforms (e.g. Eurosur Expert Group).

The Eurosur Regulation considerably expanded the tasks of Frontex and the services provided (in particular the ESP/CPIP as well as the Common Pre-Frontier Intelligence Picture by using the Common Surveillance Tools and specifically developed analytical tools). Based on the comprehensive tasks for the sound implementation of Eurosur, considerable relocations of resources have been carried out since 2011 inside Frontex, to ensure effective development and implementation of the services. Initiatives were also taken in order to raise the awareness of the budgetary authorities towards the estimated future needs and also for identifying solutions to cope with the eventual constraints. These services are meanwhile effectively running and increasingly used by the stakeholder of Eurosur.

## Eurosur Network – the technical dimension

The further provision of maintenance and support to the network (including installing additional nodes, hardening of the network, adding functionalities, potential upgrading of the network security to a higher security level, providing training and materials as well as support for technical users) is mainly of a technical nature and is achieved by Frontex within the regular ICT business process.

## 2. Operational use of Eurosur - selected figures and facts

The report only refers to **components under the responsibility of Frontex**.

The implementation of Eurosur in the Member States (National Coordination Centres, National Situational Pictures etc.) will be covered by the report of the Commission scheduled for December 2016.

### 2.1. Eurosur - the operational framework

#### 2.1.1. Role and responsibilities of the National Coordination Centers (NCCs)

The NCC coordinates and exchanges information among all authorities with a responsibility for external land and sea border surveillance at national level, as well as with the other NCCs and the Agency. The organisational structure and staffing of the NCC is adapted to the national circumstances, in particular depending on the impact levels attributed to external border sections and how the NCC is integrated in the organisation of the host authority. The activities of the NCC are directed by a Head of the NCC. When a Member State is hosting an operational activity coordinated by the Agency (e.g. a joint operation), it may use the infrastructure provided by the NCC or subordinated centres.

In coordination with Frontex, the Host Member State (MS) assures the tactical and overall implementation of the JO, and is responsible to define the ports of disembarkation of the migrants intercepted.

#### 2.1.2. Saving migrants' lives, Non-refoulement principle

Saving lives of persons found in distress at sea is always one of main priorities at Frontex' Joint Operations (JO's). Also in line with the Regulation 656/2014 the International Coordination Centres (ICC) which are responsible for managing JO's deployment's activities and the Maritime Rescue Coordination Centres (MRCC), are in permanent contact with each other. All Operational Plans (OPLANs) of JO's implemented in 2014 and 2015 included very clear provisions as regards MS obligations for respecting fundamental human rights during JO's in line with the Regulation 656/2014. All participants were briefed before implementation of JOs on aspects related to the application of fundamental human rights in practice during JOs. Furthermore in accordance with the Article 4(8) of that Regulation, Frontex has developed a project to implement the new obligatory training on search and rescue. The pilot started as of March 2015.

#### 2.1.3. Personal data

Personal data within JO's was not exchanged using the Eurosur communication network, thus national structures were used for that purpose.

### 2.2. Eurosur - results on the ground

Since its launch in 2014, there have been several occasions where Eurosur Fusion Services (EFS) have contributed to achieving operational success stories and saving lives at sea.

**Eurosur Fusion Services (EFS)** contribute to these successes by facilitating situational awareness of Member States and all actors involved in Joint Operations led by Frontex. In addition to success stories below, EFS supports the daily functioning of Joint Operations with a wide range of services, including the Joint Operations Reporting Application (JORA). The solutions offered to Member States via EFS are constantly developed, and new services are dynamically evolving in response to users' needs and feedback.

#### 2.2.1. Migrants Rescue - September 2014

In September 2014 the EFS Vessel Detection Service (VDS), contributed to saving people on the sea north of Morocco. Spanish authorities were notified by Moroccan officials of a boat lost in the area, but without an indication of the exact location. In the meantime, a VDS satellite scan of the area that took place at the





same time pointed to an object at sea. The information was swiftly forwarded to Spanish authorities by Frontex and used in a search and rescue operation. A boat with 38 migrants, including women and children, was encountered in the indicated zone and the people were rescued by a French OPV deployed in the JO Indalo.

This case shows how an application of the state-of-the-art satellite radar technology in border surveillance could provide vital

support to the extremely difficult task of tracking a small boat on an open sea (*Image 1: picture from the rescue operation No 2.2.1*).

### 2.2.2. Vessel Apprehension - November 2014

On 29/11/14, Hellenic Coast Guard personnel, exploiting available intelligence, detected a car ferry sailing under Tanzanian flag, carrying 9 trucks. The vessel was extensively tracked through EFS services for a long period of time. Inside the trucks a notable quantity of tobacco was found, more than 60 million of cigarettes, without any legal possession documents. By that time, it was the second largest quantity that Hellenic Coast Guard ever seized, with a rough estimated value of 30 000 000 €.

EFS services proved to be of crucial importance for the successful outcome of this operation.



*Image 2 and 3: pictures of the apprehended vessels and seized goods*

### 2.2.3. Vessel Apprehension - September 2015

For a few months the vessel 'Haddad I' (sailing under the Bolivian flag) was identified as potentially suspicious, and tracked as part of the Vessel Monitoring and Tracking Service, in the framework of EFS. In September 2015, following unusual behaviour at sea, the vessel was stopped and checked by Greek





authorities. This operation resulted with the discovery on board the vessel of around 5,000 weapons and 500,000 bullets, together with smuggled cigarettes; the vessel was bound for Libya (Images 4 and 5: pictures showing weapons and other illegal goods seized from Haddad I cargo).

#### 2.2.4. Migrant detection - October 2015

In October 2015, the Vessel Detection Service, delivered by Frontex in cooperation with European Maritime Safety Agency, detected unidentified objects at sea in the area close to the Libyan coast. The information has been swiftly forwarded to Italian authorities, which notified the EUNAVFOR MED flagship present in the area.

Thanks to the state-of-the art technology, inter-agency cooperation under the Eurosur framework, and communication between Frontex and all authorities involved, conditions for swift and adequate operational response aiming to safe migrants' lives were provided.



Image 6: Satellite image with rubber boats spotted near Libyan coast

### 2.3. Eurosur in numbers

Since the adoption of the Eurosur Regulation, this framework has become a well-established tool for improving Member States situational awareness and increase their reaction capability at the external borders of the EU.

From its launch in 2011 and until 4 November 2015, the Eurosur network application has recorded a total of **117.721 events**, while **9.125 documents** were stored in its repository. Also within this timeframe, a total of **68.105 incidents** were inserted into the JORA (Joint Operations Reporting Application) system, from a total of **37 Joint Operations**. The incidents reported into JORA are being fed by Frontex into the Eurosur network application.

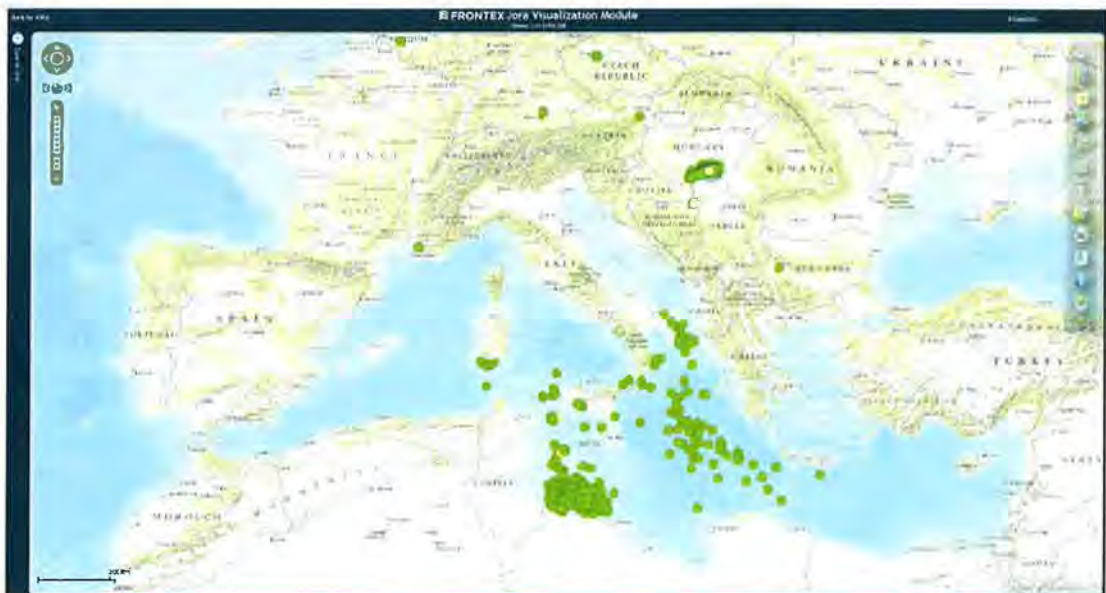


Image 7: printscreen from JORA



### 3. Implementation of the Eurosur Regulation - Operational and Technical Functioning

#### 3.1. Article 7 - Eurosur Communication Network (ECN)

All the 30 NCCs had been connected to the Eurosur Communication Network on time (and within the estimated financial framework). The six initial NCCs and Frontex were connected in 2011, additional 12 NCCs were connected in 2012 and the last 12 MSs in 2014. The exact schedule in alphabetic (1) and chronological (2) order:

Node	Date
Austria	25/11/2014
Belgium	21/10/2014
Bulgaria	17/07/2012
Croatia	25/03/2014
Cyprus	25/06/2012
Czech Republic	27/06/2014
Denmark	25/04/2014
Estonia	09/11/2012
Finland	18/10/2011
France	29/11/2011
FRONTEX	21/09/2011
Germany	15/10/2014
Greece	18/05/2012
Hungary	20/07/2012
Iceland	30/04/2014
Italy	22/11/2011
Latvia	31/10/2012
Liechtenstein	17/09/2014
Lithuania	31/05/2012
Luxembourg	04/06/2014
Malta	14/12/2012
Netherlands	13/11/2014
Norway	05/10/2012
Poland	21/09/2011
Portugal	15/06/2012
Romania	28/09/2012
Slovakia	15/11/2011
Slovenia	05/12/2012
Spain	03/11/2011
Sweden	24/06/2014
Switzerland	09/09/2014

Node	Date
FRONTEX	21/09/2011
Poland	21/09/2011
Finland	18/10/2011
Spain	03/11/2011
Slovakia	15/11/2011
Italy	22/11/2011
France	29/11/2011
Greece	18/05/2012
Lithuania	31/05/2012
Portugal	15/06/2012
Cyprus	25/06/2012
Bulgaria	17/07/2012
Hungary	20/07/2012
Romania	28/09/2012
Norway	05/10/2012
Latvia	31/10/2012
Estonia	09/11/2012
Slovenia	05/12/2012
Malta	14/12/2012
Croatia	25/03/2014
Denmark	25/04/2014
Iceland	30/04/2014
Luxembourg	04/06/2014
Sweden	24/06/2014
Czech Republic	27/06/2014
Switzerland	09/09/2014
Liechtenstein	17/09/2014
Germany	15/10/2014
Belgium	21/10/2014
Netherlands	13/11/2014
Austria	25/11/2014

An overhaul of many components of the network is currently under way to increase its availability, improve performance, enhance security, and better address the challenges of maintaining such a complex distributed system. It is to be achieved by conducting security analysis; upgrading, updating and hardening its hardware and software components; upgrade of the communication/networking solution; provision of disaster



recovery framework; incorporation of an EU-approved encryption solution; improving the overall service levels, including 24/7 operability and supportability.

The Eurosur Application constantly evolves, with new functionalities and improvements implemented in response to the identified needs of the Member States and Frontex.

The effort to prepare the Eurosur Communication Network to process EU classified Information up to RESTREINT UE/EU RESTRICTED has been ongoing since December 2013. Exchange of RESTRICTED information is expected to start in the second half of 2016, following a provisional authorisation for the ECN to Operate. The full accreditation of the Network is expected in December 2016.

### **3.2. Articles 10 and 11 - European Situational Picture and Common Pre-frontier Intelligence Picture (ESP, CPIP)**

The information on the events layer as a statistical summary can be found in Chapter 4.

#### **3.2.1. Operational Layer**

From the beginning of the Eurosur network implementation, emphasis was put on the integration between the existing JORA incident reporting and the Eurosur network application. Frontex ensured early that there is no duplication of incident reporting during Frontex coordinated Joint Operations, which contributed significantly to the compilation of a reliable and coherent European Situational Picture.

In a next phase, further integration work will be carried out as requested by the Member States aiming at increased effectiveness, reduced operator workload and improved user experience. Detailed gap analysis and business process reengineering is currently being prepared and will also be realized. Based on the results of this activity, further design and development activities will be planned.

Also **Environmental Services** are provided as part of the provisions set in Art. 10.5 (c) of the Eurosur Regulation (more information provided in paragraph 3.3)

The elements of the operational layer were tested within selected Joint Operations. During the implementation of the JO Indalo 2015, operational area was drawn and shared with all the Member States (Host and Home Member States) participating in the operation. As the Eurosur Communication Network is not accredited yet for exchange of EU classified Information up to RESTREINT UE/EU RESTRICTED, it is not possible yet to test all Eurosur Operational Layers' functionalities. At the same time for some specific Frontex activities the position of assets is displayed via the JORA Visualisation Module.

The core idea of the **Frontex Compatible Operational Image (FCOI)** is to provide secured transmission of the operational data from the technical equipment deployed in the JOs to the Coordination Centres in Host MS and Frontex in real or close to real time.

Under this heading a number of activities were carried out aiming to develop a unique gateway consolidating information from different sources and to provide a technical infrastructure compatible with the available assets and equipment; this contributed to the operational layer because it provided information to the decision makers and displayed tactical and operational data for situational awareness, command and control (C2), increasing the reaction capability.

The main activities related to FCOI in 2014 and 2015 were:

- workshops in different Member States covering theoretical and practical briefings, training, field visits, tests of equipment on different aerial and naval means, and comprehensive tests of data transmission;

- The physical relocation of the FCOI server from the Hellenic Coast Guard to Frontex HQ in Poland and configuration of the system;
- The progressions on testing available Member States equipment and their potential capabilities on close to real time motion picture secure transmission from the deployed aerial, maritime and terrestrial assets under real operational conditions;
- The continuation on tests of cellular transmission solution;
- The start of satellite data transmission solution after the installation of equipment on the Icelandic Off-Shore Patrol Vessel "TYR";
- The Training provided by an external provider on satellite communication;

**Frontex Positioning System (FPS)** is a single, integrated, real-time automated system for tracking assets deployed in the Frontex coordinated JO by displaying the position of the assets and calculating running costs of assets, thus providing automated procedures for assimilating and reporting financial data within JO.

For this purpose assets deployed in JO will be equipped with a portable GPS/satellite/GSM transceiver to be installed on board of the asset. Information on assets (time, position, speed, course, height, type) sent via portable equipment is received in ICC/NCC or other locations defined in the operational plan and is displayed on screen of the portable operational module in close to real time, thus increasing the awareness on resources and providing responsible officials with timely, accurate and complete information on which they can base decisions.

Since 2013 a number of steps were performed in building the Frontex Positioning System:

- Business Requirements and Technical Design documents prepared;
- Test plan prepared;
- Four portable consoles enabling the following of assets deployed in Frontex coordinated operations on electronic map were delivered to Frontex;
- Five transceivers with dual communication system (GSM + satellite) delivered to Frontex ready to start tests in operational conditions. Further 25 transceivers in assembly awaiting the ICT security final approval;
- Ongoing preparation of FPS infrastructure design open for integration with Eurosur;
- The new version of the FPS application is ready for the operational tests;

### 3.2.2. Analysis layer

The Eurosur Analysis Layer was established in order to support a risk and intelligence driven approach for border management. Since its activation it has been constantly evolving based on the Member States and Frontex' long-term analytical requirements. Given the importance of risk analysis activities, the Eurosur risk analysis community established a mechanism to engage its stakeholders. This was accomplished in 2012 through the establishment of the Eurosur Analysis Layer User Group (ALUG). This working level group has since served to organize the cooperation between the analytical entities and/or relevant national department representing that role in the NCCs and Frontex. One of the main contributions of this community has been the facilitation of discussion on risk analysis by offering a platform for sharing experiences and exchanging views and methodological approaches. Regular Eurosur ALUG meetings and tailored workshops have been essential for the work conducted under its framework.

Since 2012 RAU has been populating and maintaining the Analysis Layer. 1073 Analytical Reports have been shared with all the NCCs since the establishment of EUROSUR. MSs have so far shared 12 analytical reports. Based on the work conducted within the ALUG, in 2015 the Analysis Layer was redefined to better serve the NCCs and Frontex analytical requirements.

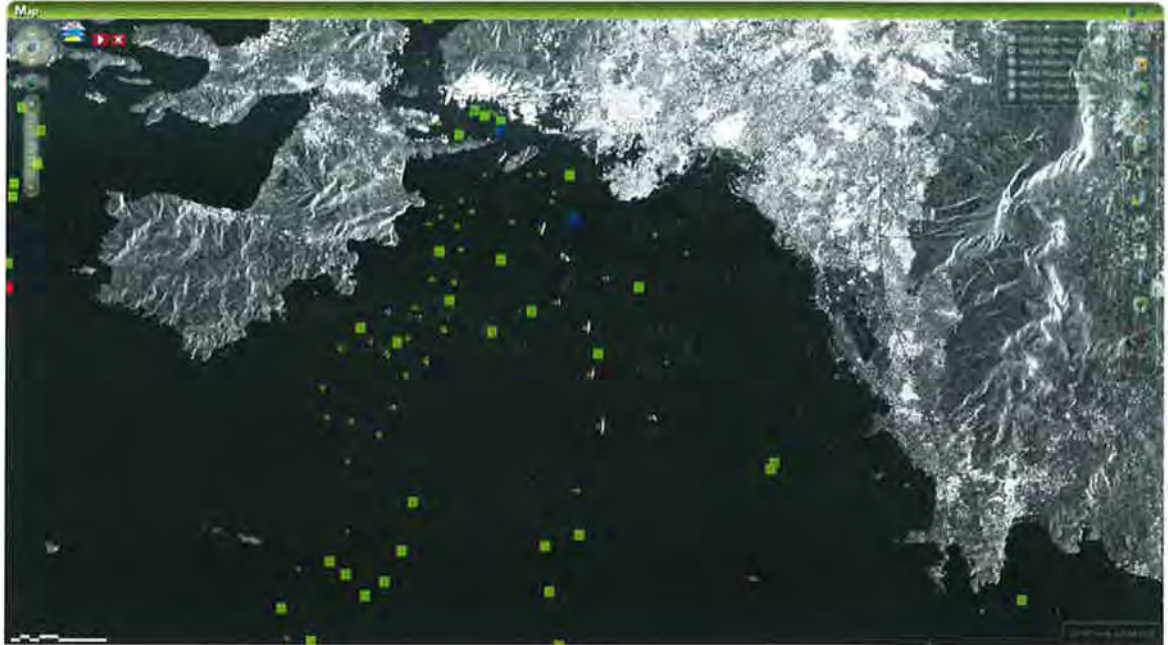
In 2013 within the ALUG Frontex coordinated and supported the MSs/NCCs in the determination of almost 180 Eurosur Border Sections.



### 3.3. Article 12 - Common application of surveillance tools

#### Eurosur Fusion Services - effectively enhancing situational awareness of the EU Member States

Frontex, in cooperation with other EU Agencies such as the European Maritime Safety Agency (EMSA) and the EU Satellite Centre (EU SAT CEN), has launched the Eurosur Fusion Services (EFS) for supporting and further enhancing surveillance activities of the Member States. EFS are comprising a set of 13 services offered to Member States and Schengen Associated Countries, enhancing their situational awareness at the external borders. The overall aim is to improve situational awareness of Member States in order to enhance their reaction capabilities, and therefore also saving lives at sea.



The services address the needs of the Member States under a wide range of domains.

In the maritime domain users are provided with a set of vessel information services. **Vessel Detection Service** detects objects at sea thanks to an advanced satellite radar technology. **Vessel Monitoring and Tracking Service** provides a constantly updated database on vessels and their positions, whereas **Tracking Vessels of Interest Service** delivers daily situational reports on selected suspicious vessels. Given the position and past track of such vessel, **Anomaly Detection Service** can point to anomalous behaviour of objects at sea and alert the user. Based on the position of a vessel of interest, taking into account its type and meteorological conditions, the **Maritime Simulation Module Service** can provide a prediction of a vessel's position in a given time frame. All these services in the maritime domain contribute to providing vital support especially in the context of SAR operations for saving lives at sea.





EFS delivers also a range of earth observation services. **Satellite Imagery Service** provides satellite images of areas of interest to Member States. **Coastal Monitoring Service**, **Pre-frontier Monitoring Service**, and **Reference Imagery / Mapping Service** provide an in-depth analysis of such imagery.



**Visual Data Discovery Service** provides Member States with sets of detailed statistical information, while **Meteo Service** is a source of an advanced meteorological forecasts.

Since December 2013, Frontex provides the Environmental Layer as an integral part of the Eurosur Fusion Services in compliance with Art. 10 (European Situational Picture) and Art. 12 (Common application of surveillance tools) of the Eurosur Regulation. The layer contains information about atmospheric as well as oceanographic conditions and forecasts.

The information is used for different purposes, such as operational activities and satellite acquisition planning. The information contained in the Environmental Layer is also used for supporting prediction about potential disembarkation areas, and supporting in the execution of Search and Rescue (SAR) operations.

During the coming months, additional content will be provided in the Environmental Layer and in addition, historical data for risk analysis and an alerting feature for email & SMS notification will be included into the services.

### 3.4. Articles 14 to 16 - Reaction Capability

During 2013 Frontex received the indication for the determination of land and sea border sections from the Member States. Apart from one exception all border sections were agreed, and only one definition of border sections has not been agreed yet (Greece). As a result, in December Frontex tested the first assessment of the impact levels assigned to all border sections at sea and land. Since May 2014 the impact level assessments have been visualised in Eurosur and updated on a monthly basis. Member States have provided their feedback to such impact levels and there have been instances when they have asked for a change.

In 2015 all external border sections at sea and land are assigned to a designated operational analyst belonging to the teams dealing with the support of Frontex coordinated maritime and land border joint operations. The process of impact level of attribution has become a major component of the work of operational analysts on the basis of a predefined methodology. The update of impact level attribution takes

place on a monthly basis for all sea and land border sections and is to be uploaded in Eurosur, where Member States have direct access and can evaluate the findings.

The attribution of the level of Impact has to be understood as attribution of the level of Risk, in line with the CIRAM methodology. It is important to mention that data introduced to Eurosur is lacking consistency in its structure and format and does not provide a solid basis for the assessment. Therefore, operational analysts use an all-source approach, using all types of data available at Frontex, such as JORA, FRAN, regional analytical networks and the findings and, in addition the analytical output of other Frontex analysts.

In the case of an impact level change, a designated analyst is responsible for the communication with the National Contact Point in the Member State, following an established process that has been agreed with the Member State. So far in 2015 there have been two occasions when the impact level of Eurosur border section was requested to be changed: one in the case of Spain and one in the case of Croatia.

Currently there is no established automatic mechanism that links the impact level assigned to specific border sections to the Frontex operational response directly. However, the operational analysts who assess the impact levels of sea and land border sections are the same who support the planning, implementation and final evaluation of Frontex coordinated joint operations. Therefore the operational analysts can ensure that the knowledge they continuously contribute to generate during the operational life-cycle of joint operations and pilot projects is also reflecting the findings of the impact level assessment of the specific border sections that overlap the operational areas they are responsible for.

### **3.5. Article 18 - Cooperation with other Agencies**

In line with the provisions set in Article 18 of the Eurosur Regulation, Frontex has established several Service Level Agreements (SLA) with other EU Institutions, for the provision of services as part of the Eurosur Regulation and in the context of the EFS umbrella.

#### **3.5.1. Cooperation with EMSA**

The SLA between Frontex and EMSA was signed in 2013, and will last until end of April 2016.

The scope of the cooperation covers mainly delivery of services by EMSA to Frontex, which are used by the Agency for building up comprehensive fused services delivered to Member States in the context of the Eurosur Regulation.

##### **Service delivery**

The services to which EMSA currently contributes are as follows:

- Vessel Tracking and Monitoring Data (Ship Reporting Systems);
- Vessel Detection Service
- Satellite Optical Imagery
- Monitoring of Vessels of Interest
- Anomaly detection service

#### **3.5.2. Cooperation with EFCA**

Negotiations are underway for the establishment of an SLA between Frontex and EFCA to receive VMS fisheries data (Vessel Monitoring System). The vessel monitoring system (VMS) is a satellite-based monitoring system which at regular intervals provides data to the fisheries authorities on the location, course and speed of vessels<sup>1</sup>.

##### **Service delivery**

Once the SLA will be signed, VMS data would be an important addition to the services already provided in the context of the EFS programmes.

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<sup>1</sup> Source for this definition: [http://ec.europa.eu/fisheries/cfp/control/technologies/vms/index\\_en.htm](http://ec.europa.eu/fisheries/cfp/control/technologies/vms/index_en.htm)

### **3.5.3. Cooperation with EU SAT CEN**

The SLA between Frontex and EU SatCen was signed in March 2015, for a period of three years.

#### **Service delivery**

As part of this SLA, the EU SatCen delivers satellite observation services and related products tailored to Frontex border surveillance needs.

### **3.6. Article 21 - Eurosur Handbook**

The Handbook contains a set of guidance and recommendations for the operational and technical implementation of the Eurosur framework, including elements such as the structure and functioning of National Coordination Centres, National and European Situational Pictures, Common Pre-Frontier Intelligence Picture, Common Application of Surveillance Tools, Impact Levels, Communication Network. It does not have an obligatory legal character, but it is recommended to be followed as best practice.

The work on the Handbook lasted around two years. The contents list was agreed with the Commission in the middle of 2013, then the first draft chapters were written as shared responsibility by Frontex and the Commission by the end of 2014, after taking on board the first experience and good practices gained with operational use of Eurosur. Since then the Handbook was discussed with Member States in seven meetings throughout 2014. The Handbook will be adopted by the Commission in mid-December 2015 as part of the 'border package'.



## 4. Statistical Summary on events

The table below shows the number of events reported to Eurosur by nodes, divided by type of event; the 'intensity' of Member States/Schengen Associated Countries reporting to Eurosur varies considerably, and the most active node in the Eurosur network application is the Frontex one with a total of 64.355 events uploaded in the application. In terms of events most reported in the Eurosur network application, these are firstly related to 'irregular migration' (over 90 000), followed by 'related cross-border crime' (over 20 000). Only a minority of events are related to the 'crisis' category (just over 100).

It is also worth noting that due to the limited scope of the Eurosur Regulation for land and sea borders (art. 2), Member States and Schengen Associated Countries have no obligation to report incidents at border control points and on air borders into this application, a legal provision that keeps the situational picture incomplete.

Eurosur Node	Crisis	Irregular migration	Related cross-border crime	Other	Total events
MS	50	41521	11011	321	52903
SACs	1	451	10	1	463
Frontex	72	52028	9700	2555	64355
<b>Total</b>	<b>123</b>	<b>94000</b>	<b>20721</b>	<b>2877</b>	<b>117721</b>

Table 1: Events inserted in Eurosur network application either by MS, SAC or Frontex node and type

Below readers can see a table with the total amount and type of incidents per Joint Operation uploaded in JORA, since the entering into force of the Eurosur Regulation and until 4 November 2015.

As a contribution to the European Situational Picture (ESP), JORA provides input to the ESP from Frontex coordinated Joint Operations.

Joint Operations	Irregular migration	Cross-border crime	Other
Coordination Points Land 2014-2015	542	103	118
EPN Aeneas 2014	29	4	1
EPN Hera 2014-2015	24	6	8
EPN Hermes 2014	753	1	3
EPN Indalo 2014-2015	595	181	12
EPN Minerva 2014-2015	433	2093	457
EPN Triton 2014-2015	1057	4	7
EU COM Amber light 2015 Air	825	0	0
Eurosur Croatia	11	2	0
Flexible Operational Activities (all) 2014-2015	9636	321	20
Flight Tracking	126	0	0
Focal Points Air 2014-2015	1074	0	0
Focal Points Land 2014-2015	22600	6585	2706
Focal Points Sea 2014-2015	600	1424	45
Pegasus 2014-2015	312	0	0
Poseidon Land 2014	527	70	3
Poseidon Sea 2014-2015	8172	936	4
REX 2014	8	0	0

Table 2: incidents inserted in JORA since the enter into force of the Eurosur Regulation, and until 4 November 2015



**JORA incident categories used in this table:**

**Under “Irregular migration”:** Avoiding border control, Family/Group on same complete route, Group of Passengers arrival flight not identified, Group of Passengers on same complete route, Illegal border crossing, Migrants deterred, Overstay, Prevention of departure, Readmission, Refusal of entry, Single Passenger not in group, Third Country Action

**Under “Cross-border crime”:** Facilitation (smuggling of humans), Falsification / document fraud, Hiding in transportation means / clandestine, Hit in database, Smuggling of goods, Stolen vehicles, Trafficking in human beings

**Under “Other”:** Administrative, Asylum request, Illegal fishing, Migrants deterred, Other, Pollution

