


OPERATIONS DIVISION  
Joint Operations Unit  
AIR BORDER SECTOR

# Operational Plan (Main part)

Joint Operation Alexis I 2015  
2015/ABS/06

*Prepared by*

.....  
Signature

  
*Operational Manager*

*Approved by*

.....  
Signature

**Fabrice Leggeri**  
*Executive Director*



European Agency for the Management  
of Operational Cooperation  
at the External Borders of the Member States  
of the European Union

[www.frontex.europa.eu](http://www.frontex.europa.eu)  
Plac Europejski 6, 00-844 Warsaw, Poland  
Tel. +48 22 205 95 00  
Fax +48 22 205 95 01

**Commented [A1]:** The non-disclosed text contains personal data, in particular the name of an individual. Its disclosure would affect the privacy and integrity of the individual. Therefore, its disclosure is precluded pursuant to the exception laid down in Article 4(1)(b) of Regulation 1049/2001.

## INDEX

1.	INTRODUCTION .....	3
2.	DESCRIPTION AND ASSESSMENT OF THE SITUATION .....	3
3.	OPERATIONAL AIM AND OBJECTIVES .....	4
3.1.	OPERATIONAL AIM .....	4
3.2.	OPERATIONAL OBJECTIVES .....	4
4.	OPERATIONAL CONCEPT .....	4
5.	IMPLEMENTATION .....	5
5.1.	PERIOD OF IMPLEMENTATION .....	5
5.2.	ADDITIONAL INFORMATION .....	5
5.3.	OPERATIONAL AREAS .....	5
5.4.	INITIAL PARTICIPANTS .....	5
5.5.	OPERATIONAL BRIEFINGS / DEBRIEFINGS .....	6
5.6.	TRAINING ON FORGED DOCUMENTS .....	6
6.	COOPERATION WITH THIRD COUNTRIES .....	6
6.1.	DEPLOYMENTS OF THIRD COUNTRIES OBSERVERS TO MEMBER STATE AIRPORTS .....	6
7.	COOPERATION WITH INTERPOL .....	6
8.	COORDINATION STRUCTURE .....	7
8.1.	PARTNERSHIP .....	7
8.2.	MAIN OPERATIONAL STRUCTURES / ACTORS AND THEIR TASKS .....	7
9.	COMMAND, CONTROL, COMMUNICATION AND REPORTING .....	8
9.1.	COMMAND AND CONTROL .....	8
9.2.	OPERATIONAL COMMUNICATION .....	8
9.3.	COMMUNICATION WITH PRESS .....	9
9.4.	REPORTING .....	9
10.	ORGANISATIONAL ARRANGEMENTS AND LOGISTICS .....	11
10.1.	ARRANGEMENTS OF DEPLOYED RESOURCES .....	11
10.2.	ARRANGEMENTS OF DEPLOYED STAFF RESOURCES, TEAMS .....	11
10.3.	INFORMATION REGARDING TRANSPORTATION OF DEPLOYED OFFICERS .....	11
10.4.	LODGING .....	11
11.	EVALUATION .....	11
11.1.	OPERATIONAL MISSIONS .....	11
11.2.	MEMBER STATES/THIRD COUNTRIES .....	11
11.3.	FRONTEx .....	12
12.	FINANCIAL PROVISIONS .....	12

## 1. INTRODUCTION

The Operational Plan has been agreed with the authorities of the host Member State<sup>1</sup>, in consultation with the authorities of the home Member States participating in the joint operation coordinated by Frontex. It covers all necessary elements for a proper and timely organization of the joint operation coordinated by Frontex.

The Operational Plan is composed of the Main part, Specific Annex and the General Annex of the Operational Plan. The Main part, its Specific Annex and the General Annex of the Operational Plan are an integral part of the Operational Plan, having the same importance and legal binding character.

The Main part and Specific Annex of the Operational Plan contain detailed and specific information related to the joint operation, while the General Annex of the Operational Plan encloses operational information applicable to all air border joint operations.

The Main part and the Specific Annexes of Operational Plan are marked as “Limited” without prejudice to the public right of access to documents as laid down in Regulation (EC) 1049/2001 of the European Parliament and of the Council of 30 May 2001, regarding public access to European Parliament, Council and Commission documents, while the General Annex of the Operational Plan has no classification mark indicated.

The Operational Plan shall only be made available to the authorities referred in each MS as “Law Enforcement”. This document shall be made available to other interested parties only on a need-to-know basis and in accordance with European and national rules on the protection of sensitive/classified information. Such dissemination of this document shall be done only on a case-by-case basis.

This Operational Plan may be revised at any time in order to correspond with the new operational developments. In accordance with Article 3a (2) of Frontex Regulation, any amendments to or adaptations of the Operational Plan require the agreement of the Frontex Executive Director and the host MS. A copy of the amended Operational Plan shall be immediately distributed by Frontex to the participating MS via FOSS.

The Legal framework of Frontex, Fundamental rights in Frontex coordinated activities and Code of conduct can be found in the General Annex of the Operational Plan (Chapters 1.1 and 1.2).

## 2. DESCRIPTION AND ASSESSMENT OF THE SITUATION

The understanding of an entry border control at airports as an activity exercised solely at the physical passport control booths is no longer sustainable, when so much of the illegal activities which supports irregular migration takes place prior to entry.

Facilitators and traffickers move migrants by air across the globe using forged and counterfeit documentation as well as the connivance of corrupted officials and airline staff. They plan complex and circuitous routings to disguise the true identity, provenance and, sometimes, nationality as well as intentions of their customers/victims.

Collective responses to these challenges are required to seek to identify embarkation airports routes and airlines associated with high risk of irregular migration.

Armed with this intelligence, physical operational measures, selective gate checks and targeted covert surveillance of the pre-entry and transit areas of airports serve to disrupt the activities of those seeking to abuse the immigration controls at airports. JO Alexis seeks to strengthen the ability of the participating airports to perform in these areas.

The thorough assessment of the situation for JO Alexis I 2015 can be found in the Specific Annex 1.

<sup>1</sup> For the purposes of the present document, the term “Member State” includes also the States participating in the relevant development of the Schengen acquis in the meaning of the Treaty on the Functioning of the European Union and its Protocol (No 19) on the Schengen acquis integrated into the framework of the European Union.

### 3. OPERATIONAL AIM AND OBJECTIVES

#### 3.1. Operational aim

The aim of JO Alexis I 2015 is to enhance document expertise of EU airport border guards, as well as enhancing their capabilities to detect and react on abuses related to transits to/from Third Countries.

The operational aims will be implemented in full compliance with the relevant EU law, including the Charter of Fundamental Rights, the relevant international law, the Convention Relating to the Status of Refugees from 1951, the respect for fundamental rights - in particular the access to international protection and the compliance with the principle of *non-refoulement* - and taking into account the recommendations of the Frontex Consultative Forum.

#### 3.2. Operational objectives

The objectives of the activity are, as follows:

1. Enhance exchange of knowledge among officers (Frontex and MS & SAC)
2. Enhance border security (Frontex and MS & SAC)
3. Enhance efficiency of border security (Frontex and MS & SAC)
4. Enhance operational cooperation (Frontex and MS, SAC & Third Countries)

The main objectives of the joint operation will be achieved by implementing the operational activities listed in this operational plan.

The detailed information regarding operational objectives and indicators is provided in Specific Annex 2.

### 4. OPERATIONAL CONCEPT

Joint Operation Alexis is implemented in the frame of Pulsar concept 2015. It consists of a series of joint operations which focuses on perceived vulnerabilities affecting European Union and Schengen international airports.

According to a questionnaire sent to Member States at the beginning of January 2015, Frontex established an anonymous list of vulnerabilities perceived by the main European airports as relevant needs. The results of the questionnaire were discussed in a preparatory meeting held in Warsaw on 18 March 2015 with the participation of several representatives of EU international airports. In light of the outcomes of the questionnaire and the preparatory meeting, Frontex listed a number of possible operational activities with different targets, all of them within the scope to respond to the needs of airports of Member States.

The aim of the second Alexis activity, called **JO Alexis I 2015**, will be to enhance EU airport border guards:

- **Document expertise:**
  - False documents (including visas)
  - Fraudulently obtained documents
  - Miss-issued documents
  - Impostors
- **Capabilities to detect and react on abuses related to transits to/from Third Countries, like:**
  - Transit without visa abuse
  - Documents swapping in Schengen and Non-Schengen airports
  - Undocumented passengers

Based on the VEGA handbook (uploaded in FOSS) the description of the recommended operational procedures and countermeasures (**SOP - Standard Operational Procedures**) that enhance capabilities to detect the aforementioned abuses in the short term period can be found in **Specific Annex 3**.

Deployed Officers will support local border guards in implementing these activities providing operational support, document and language expertise as needed and requested according to the local situation.

The aforementioned measures will be subject of a light reporting system (Chapter 9.4) aimed at measuring the objectives listed in the Chapter 3.2 and explained in details in the Specific Annex 2.

## 5. IMPLEMENTATION

### 5.1. Period of implementation<sup>2</sup>

Commencement	15 April 2015	00:00 (local time)
Termination	9 June 2015	24:00 (local time)

### 5.2. Additional information

Travel days	For the officers deployed from the beginning of the JO to the briefing location: <b>13 April 2015, Warsaw - Frontex HQ</b> For the officers starting later their deployment (e.g.: at turnover of officers) should be planned properly not to hamper the deployment period and the operational briefings (ref. deployment list - Specific Annex 9).
Operational briefings	The first operational briefing will be: <b>14 April 2015 in Warsaw</b> (deployed officers and airport representatives) In most of the cases where the deployment of officers cannot be longer than one month period a turnover of officers will be needed. For those officers who will be deployed during the second part of the joint operation an operational briefing will be held on <b>13 May 2015 in Warsaw</b> .
Operational debriefing	<b>12 May 2015 in Warsaw</b> - for officers deployed during the first half of the joint operation <b>10 June 2015 in Warsaw</b> - for airport representatives and officers deployed during the second half of the joint operation. Additional debriefing(s) can be organized on <i>ad-hoc</i> basis in case of an operational need.

### 5.3. Operational areas<sup>3</sup>

Joint Operation Alexis I 2015 will be carried out at Member States' Schengen and non-Schengen airports. The initial list of participating airports can be found below. The updated list of participating airports can be found in Specific Annex 8.

### 5.4. Initial participants

Host and Home member States: 21 (Participating countries)	Austria, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Latvia, Lithuania, Luxembourg, Netherlands, Norway, Poland, Portugal, Romania, Spain, Sweden, Switzerland and United Kingdom
Host Member States: 15 (Hosting <i>deployed officers</i> )	Austria, Bulgaria, Czech Republic, Finland, France, Germany, Hungary, Latvia, Lithuania, Netherlands, Poland, Portugal, Romania, Spain and Switzerland
Participating airports: 25 (Operational Area)	AMS, ARN, BCN, BUD, CDG, DUS, GVA, HEL, LYS, MAD, MRS, ORY, OTP, PRG, RIX, TLL, TSR, VIE, VNO, WAW, ZRH, LIS, OPO, SOF, VAR

<sup>2</sup> Planned duration of the joint operation as indicated in the Article 3a (1) (b) of the Frontex Regulation.

<sup>3</sup> Geographical area of the joint operation as indicated in Article 3a (1) (c) of the Frontex Regulation

Hosting Airports: 20	AMS, BCN, BUD, CDG, DUS, GVA, HEL, LYS, MAD, MRS, ORY, OTP, PRG, RIX, VIE, VNO, WAW, LIS, OPO, VAR
Home Member States: 18 (Deploying countries)	Austria, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Hungary, Lithuania, Luxembourg, Netherlands, Norway, Portugal, Romania, Spain, Sweden, Switzerland and United Kingdom
Frontex contribution: 5	SGOs from Czech Republic, Finland, Portugal (2) and Slovenia
Other entities	Interpol

### 5.5. Operational briefings / debriefings

All participants taking part in the joint operation will receive the operational briefings and debriefing delivered by representatives of Frontex and national authorities of host MS (See Chapter 5.2).

The detailed information regarding the operational briefing, operational areas and initial plan of deployed resources and is provided in Annexes 4, 8 and 9.

The standard plan of operational briefing and debriefing is available in the General Annex (Chapter 5).

### 5.6. Training on forged documents

In the frame of the joint operation, Frontex will organize dedicated document information sessions, so called "Road Shows", at selected airports in the operational area for local staff and for guest officers deployed there. The officers will have the possibility to attend trainings on forged documents specifically adjusted close to the start of the joint operation.

The concept of Road shows set up by Frontex Training Unit aims to raise awareness amongst front-line officers of the design and abuse of secure identity documents and to emphasise their vital role in detecting false documents. They are the 'eyes-and-ears' of the central document fraud units. The aim is also to raise the awareness of front-line officers of available training tools and make them aware of latest trends in document abuse. The specific information sessions are based on Frontex risk analysis, lessons learnt from Frontex coordinated Joint Operations and inputs from Member States.

The roadshow activities during JO Alexis I 2015 are co-organized by Air Border Sector and Training Unit.

## 6. COOPERATION WITH THIRD COUNTRIES

### 6.1. Deployments of Third Countries observers to Member State airports

In the framework of the existing Working Arrangements/Memorandum of Understandings between Frontex and the competent authorities of Third Countries, Frontex will take into consideration the deployment of national border guards from Third Countries as observers to the participating European Airports performing activities at the external borders of the EU upon an agreement with the hosting Member State. The Third Countries observers will be trained by Frontex during dedicated briefing(s).

## 7. COOPERATION WITH INTERPOL

According to Frontex policies and requirements of border guard authorities, Joint Operation Alexis I 2015 can offer an excellent occasion to make full use of Interpol databases. Thus there is a plan **to invite Interpol for deployment of an IBMTF (Integrated Border Management Task Force) coordinator for few days period at a selected Airport**. The deployed Interpol officer will provide operational support and good opportunity to increase the number of searches and to demonstrate all the benefits of using Interpol databases on daily basis.

Frontex will suggest to make available for immigration staff the Interpol Travel & ID Documents Reference Centre, which contains a full set of available database:

**Stolen and Lost Travel Documents database (SLTD)**

It holds information on almost 40 million travel documents reported lost or stolen by 162 countries (passports, identity cards, visas). This database enables Interpol National Central Bureaus and other authorized law enforcement entities (such as immigration and border control officers) to ascertain the validity of a suspect travel document in seconds.

#### **Travel Documents Associated with Notices (TDAWN)**

The TDAWN system allows border control authorities to check travel document data against data from valid Interpol notices to determine if the holder could be the subject of a notice.

#### **Nominal Data**

It contains more than 155,000 records on known international criminals, missing persons and dead bodies, with their criminal histories, photographs, fingerprints, etc.

#### **Edison TD**

Developed by the Netherlands National Police Services Agency, Edison TD allows border control and immigration authorities to view nearly 4,000 examples of genuine travel documents to help spotting fakes.

#### **Dial-Doc**

Dial-Doc is a joint G8-Interpol initiative that was launched in 2013, which allows countries to share alerts produced at the national level on newly detected forms of document counterfeiting.

In addition to live checks, INTERPOL has the option to query batch of data, after the receipt of passenger lists (if possible and available on EXCEL/CSV spreadsheets).

## **8. COORDINATION STRUCTURE**

### **8.1. Partnership**

Frontex is a European Union coordinator, initiating, promoting and facilitating synchronized efforts to control the external borders.

Each participating Country is an operational multiplier, initiator, developer and task executer. All participating airport authorities are responsible for all border-related operational activities in regards to the applicable joint operation.

Frontex will ensure the coordination between the participants in the framework of the joint operation implementation. The participating authorities will support the objectives of the joint operation and activities by deploying and hosting border guards in the operational area (Specific Annex 8).

### **8.2. Main operational structures / actors and their tasks**

#### **8.2.1. Member States and Third Countries**

##### **8.2.1.1. Local staff of the hosting country**

Detailed information on the tasks and roles of the Local staff and Hosting countries can be found in the General Annex under Chapter 6.2.1.1.

##### **8.2.1.2. Local Coordination Centre (LCC)**

Detailed information on the tasks and roles of the Local Coordination Centre can be found in the General Annex under Chapter 6.2.1.2.

##### **8.2.1.3. Deployed officers**

Definition and detailed information on the tasks and roles of the Deployed officers can be found in the **General Annex** under Chapter 3.2 and 6.2.1.3 and following Chapters.

In case JO Alexis I 2015 is carried at an airport which is also an activated Focal Point the deployed Focal Point officer(s) support(s) also the Alexis implementation and/or assist(s) upon the request of local officers in the organization and implementation of the additional joint activity.



#### 8.2.1.4. Frontex

- Area Manager (AM) for joint operations: [REDACTED]
- Operational Manager (OM): [REDACTED]
- Operational Team (OT): [REDACTED]
- Frontex Coordinating Officers (FCO): [REDACTED]
- Operational Analyst (OA): [REDACTED]
- Pooled Resources Unit: OPERA Team
- Training Unit for Road Shows: [REDACTED]
- Training Unit for National Briefings: [REDACTED]
- Frontex Situation Centre (FSC)
  - Senior Duty Officer (SDO)
  - Frontex Support Officer (FSO FSC)
  - FOSS Service Managers
  - JORA Service Managers
- Seconded Guest Officers are deployed in Frontex joint operations in a flexible manner. They generally represent the top quality officers deployed in air border activities and may have the role of EBGT team leader. However, that role is solely in order to facilitate the organisation of the deployment (e.g.: deployed team organization, possible distribution of particular tasks, shifts, daily briefings, etc.) with the local border guards who finally decide on the duty instructions for all officers hosted.

The tasks and roles of Frontex operational structures/actors are defined in the General Annex (Chapter 6.3).

## 9. COMMAND, CONTROL, COMMUNICATION AND REPORTING

### 9.1. Command and control

The host national Border Guard Service and the local staff have the leading role in the implementation of this operational plan. Deployed officers support them and perform duties in line and in agreement with the local staff, always in compliance with the European and national legislation.

The general command and control provisions are defined in the General Annex (Chapter 9.1).

Command and control scheme is defined in Specific Annex 5.

Names of the host MS border guards and police responsible for cooperating with the deployed officers and responsible for the local implementation of the joint operation are included in the Specific Annex 8.

### 9.2. Operational communication

The operational communication between Frontex and all operational actors will be ensured via e-mail, mobile and land line phones.

The Alexis Operational Team has set up [REDACTED] as the official e-mail address to be used by the involved participants during the operation.

[REDACTED]

Information about the joint operation (operational documents) will be accessible via FOSS.

Access to the website containing the Operational Plan, other relevant operational documents and contact details are granted to participants of the joint operation according to FOSS procedures.

**Commented [A2]:** The non-disclosed parts contain personal data, in particular the names of individuals. Their disclosure would affect the privacy and integrity of those individuals, therefore, their disclosure is precluded pursuant to the exception laid down in Article 4(1)(b) of Regulation 1049/2001.

**Commented [A3]:** The blanked out parts contain detailed information related to means of communication used by law enforcement officers. Their disclosure would lead to possible abusive usage and harm the course of future and ongoing operations, thus facilitating irregular migration and criminal activities. Therefore, public security would be affected. In light of the above the text is not disclosed pursuant to the exception laid down in the first indent of Article 4(1)(a) of Regulation No 1049/2001 relating to the protection of the public interest as regards public security.



The Frontex *Airport Operational Contact List* is updated by Frontex Air Border Sector upon information provided by cooperating Countries and shared via FOSS (to be found on the main page of Air Border Sector). Those are contact points dedicated to Law Enforcement for quick consultation, advice and expertise to facilitate communication, even out of a Frontex joint operation.

The contact details of Frontex press office members (Spoke Person and Press Officer) and dedicated press officers of national authority of the host country are indicated in Specific Annex 7.

\_\_\_\_\_

[REDACTED]

[REDACTED]

\_\_\_\_\_

The list of JORA actors, the reporting structure and JORA reporting template attributes list are described in the Specific Annex 6.3.

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**Document alert and Reference Manual**

**Commented [A5]:** The blanked out part contains information on document forgery and the means that law enforcement officers use to tackle this phenomenon. Its disclosure would jeopardize their work and harm the course of future and ongoing operations, thus facilitating irregular migration and criminal activities. Therefore, public security will be affected. In light of the above the text is not disclosed pursuant to the exception laid down in the first indent of Article 4(1)(a) of Regulation No 1049/2001 relating to the protection of the public interest as regards public security.

The blanked out parts also contain information related to means of communication used by law enforcement officers. Their disclosure would lead to possible abusive usage and harm the course of future and ongoing operations, thus facilitating irregular migration and criminal activities. Therefore, public security will be affected. In light of the above the text is not disclosed pursuant to the exception laid down in the first indent of Article 4(1)(a) of Regulation No 1049/2001 relating to the protection of the public interest as regards public security.

**9.4.3. Serious incident reporting**

Type of report	Description	Responsibility
Serious Incident Report	An alert message that shall be reported immediately (within 2 hours after recognition) to FSC in case a relevant incident occurs that needs urgent attention as the incident may affect or be relevant to, the Frontex mission, its obligation, image, the safety and security of participants in activities coordinated or led by Frontex, or any combination thereof, having special regard to any allegation of violation of Fundamental Rights.	All participants of the JO

Shall be sent immediately via emails

**Commented [A6]:** The blanked out parts contain information related to means of communication used by law enforcement officers. Their disclosure would lead to possible abusive usage and harm the course of future and ongoing operations, thus facilitating irregular migration and criminal activities. Therefore, public security will be affected. In light of the above the text is not disclosed pursuant to the exception laid down in the first indent of Article 4(1)(a) of Regulation No 1049/2001 relating to the protection of the public interest as regards public security.

Serious Incidents Catalogue is available in the General Annex (Chapter 12.10).

**9.4.4. Frontex reports**

Type of report	Description	Responsibility	To be sent
Interim Situational Report	After the first half of the joint operation a short situational report will be prepared to provide an overview to the participants of the joint operation	FSC/ Operational Team	Interim Situational Picture to be uploaded on FOSS.
Bi-Weekly Analytical Update (Bi-WAU)	Bi-weekly analytical overview of the joint operation, which will not only provide an overview of the risk and trends identified within in the operation but also place the joint operation within the context of the general situation of the whole EU/SAC external air borders.  It will provide updates of the wider emerging trends and threats and how they may impact on the traffic encountered in the operation, as well as on the activities of the operation. The Bi-WAU	Operational Analysts (Risk Analysis Unit)	The Bi-weekly Analytical Update will be uploaded onto FOSS

may also include reports on specific activities or reporting on specific items in the modus operandi part of the JORA reporting template.

## 10. ORGANISATIONAL ARRANGEMENTS AND LOGISTICS

### 10.1. Arrangements of deployed resources

#### 10.1.1. Operational resources management system (OPERA)

The Operational resources management system (OPERA) is an integrated web-based system for the management of the operational resources pooled and deployed in Frontex coordinated activities. Information related to the availability and deployment of the resources is available in the application.

All information required for issuing accreditation cards for participants shall be introduced by participating MS via Opera. Third Countries will provide that information via e-mail exchange, unless they have access to OPERA system.

More information about OPERA is provided in the General Annex of the Operational Plan (Chapter 13.1).

#### 10.2. Arrangements of deployed staff resources, teams

Host country authorities are responsible to create the joint teams, shift schedules for deployed officers in accordance to the operational situation and needs of local authorities. An indicative working time of 08.00 hours per working day is established. Based on risk analysis, the shift system and the timing of daily work might be changed by hosting airport responsible authorities during the implementation of the joint operation. The shift schedule of deployed officers should be presented to the participants during the National Briefings.

#### 10.3. Information regarding transportation of deployed officers

For officers deployed in air borders operational activities the hotels should be in the vicinity of airports, therefore no obligation for transport is inputted to host countries.

#### 10.4. Lodging

National Frontex Point of Contacts of the home Countries are kindly requested to make a hotel choice in close cooperation with the Hosting Authorities in order to arrange proper accommodation for the officers deployed.

The initial plan of deployed resources is available in the Specific Annex 9.

## 11. EVALUATION

### 11.1. Operational missions

Frontex staff plans to have coordinating missions and visits to a number of key sites during the implementation of the joint operation to obtain firsthand information, experiences and where possible to observe 'live' cases with a view to gaining a wider and deeper insight into the best individual State practices. The experiences gained during these missions will provide also basis for evaluation of the joint operation implementation.

#### 11.2. Member States/Third Countries

Country Report on the Activity (Report of Member States and Third Countries)	To be submitted to Frontex within 75 days after termination of deployment via email account [REDACTED].  The template for the report is attached to the Specific Financing Decision/ Grant Agreement.
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**Commented [A7]:** The blanked out parts contain information related to means of communication used by law enforcement officers. Their disclosure would lead to possible abusive usage and harm the course of future and ongoing operations, thus facilitating irregular migration and criminal activities. Therefore, public security will be affected. In light of the above the text is not disclosed pursuant to the exception laid down in the first indent of Article 4(1)(a) of Regulation No 1049/2001 relating to the protection of the public interest as regards public security.

	The final payment will not be processed if the Country report on the activity of Member States and Third Countries or the report of participant (in exceptional cases) is not presented.
Anonymous Evaluation Questionnaire	After the end of the joint operation deployed officers and participant airports are requested to compile an on-line questionnaire with information that Frontex Operational Team requires to evaluate the joint operation.

### 11.3. Frontex

Frontex Evaluation Report (FER)	<p>The results of Joint Operation will be evaluated and the Final Evaluation Report (FER) will be transmitted within 60 days after the termination of the JO to the Management Board, together with the observations of the Fundamental Rights Officer referred to in Article 26a of Frontex Regulation.</p> <p>The Frontex Evaluation report will then be uploaded on Frontex One Stop Shop website (FOSS).</p>
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## 12. FINANCIAL PROVISIONS

In accordance with the decision of the Frontex Executive Director, Frontex will co-finance the joint operation. Frontex will reimburse eligible costs incurred by participating MS authorities in relation to deployments of human and technical resources provided that the Framework Partnership Agreement is in force.

## SPECIFIC ANNEXES

Specific Annex 1	Description and assessment of the situation
Specific Annex 2	Operational objectives and indicators
Specific Annex 3	Standard Operational Procedures (SOP)
Specific Annex 4	Operational briefing
Specific Annex 5	Command and Control Scheme
Specific Annex 6	JORA (JORA actors, JORA Incidents Reporting Structure, JORA Incident Template Attributes' List)
Specific Annex 7	Contact details - Frontex
Specific Annex 8	Airport Organisational contact details
Specific Annex 9	Initial Deployment list
Specific Annex 10	Rules of Engagement (France)