

OPERATIONS DIVISION
Joint Operations Unit
SEA BORDERS SECTOR

Operational Plan (Main part)

Amendment No 1

EPN CONCEPT

Joint Operation EPN Hermes 2014
2014/SBS/5

Prepared by

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Deputy Executive Director

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1. INTRODUCTION

The Operational Plan has been agreed with the authorities of the host Member State¹, 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, Annexes and Handbook to the Operational Plan. The Main part, its Annexes and the Handbook are an integral part of the Operational Plan, having the same importance and legal binding character.

The Main part and Annexes of the Operational Plan contain detailed and specific information related to the particular joint operation, while Handbook to the Operational Plan encloses operational information applicable to all joint maritime operations. Annexes and Handbook complement the Main part of the Operational Plan by providing complete and comprehensive description of the implementation of the joint operation.

The Main part and 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 Handbook to the Operational Plan has no classification mark indicated.

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 Handbook.

2. DESCRIPTION AND ASSESSMENT OF THE SITUATION

The Central Mediterranean region witnessed a vast influx of irregular migrants in 2013.

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¹ 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.

[REDACTED]

[REDACTED]

[REDACTED]

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The operational aims will be implemented in full compliance with the relevant EU and international law, 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

- Enhance border security
- Enhance efficiency of border security
- Enhance operational cooperation
- Enhance exchange of information
- Enhance efficiency of the exchange of information
- Identify possible risks and threats
- Establish and exchange best practices
- Support establishment of permanent structures
- Support provision of trainings

The main objectives of joint operation will be achieved by combining different type of operational activities, particularly: border surveillance and debriefing activities.

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

4. OPERATIONAL CONCEPT

The activities during the operation include deployment of technical and human resources in order to:

- Provide support to Italian Authorities in border surveillance activities at sea borders;
- Support debriefing activities by deploying Joint Debriefing Teams in order to collect information for risk analysis purposes;
- Share experiences and exchange expertise as well as to constantly update knowledge on the irregular migration trends in order to adopt countermeasures to tackle the phenomena;
- Collect and assess information in order to improve the detection of human smuggling and trafficking in human beings facilitation by individuals and/or criminal networks and assist wherever possible identification and detention of facilitators;
- Provide with a clear and updated situational picture concerning the operational areas, modus operandi, main trends and possible rapid changes in this respect;
- Carry out daily and ad-hoc exchange of information between Frontex and all operational actors and structures involved;
- Promote the inter-agency cooperation and cooperation with other international and EU bodies and Third Countries.

In case there are any other maritime operational activities related to the irregular migration phenomena implemented in the Central Mediterranean region outside the framework of JO EPN Hermes 2014, the proper cooperation, timely and smooth exchange of information has to be ensured by the host MS and Frontex with the deployment of Liaison Officers as well as other necessary actions implemented.

The detailed operational concept and Guidelines for debriefing activities are defined in Handbook.

5. IMPLEMENTATION

5.1. Period of implementation²

Commencement	1 May 2014	
Termination	31 October 2014	

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The initial period of implementation was 1 May - 30 September 2014. Based on risk assessment, the JO was extended for additional one month, until 31 October 2014.

5.2. Additional information

Travel days	Travel days should be planned by MS in close cooperation with the Operational Team in order not to affect the initial operational briefing and the deployment period
Operational briefing	Operational briefings for participants will be performed during the first days of deployment (see chapters 5.5)
Operational debriefing	If and when possible, debriefing for participants will be performed during the last days of deployment (see chapters 5.5)

5.3. Operational areas³

[REDACTED]

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² Foreseeable duration of the joint operation as indicated in the Article 3a (1) (b) of the Frontex Regulation.

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

5.4. Initial participants

Host MS	Italy
Home MS	Austria, Belgium, Denmark, France, Greece, Iceland, Lithuania, Netherland, Norway, Poland, Portugal, Romania, Slovenia, Spain, Switzerland, United Kingdom
Third countries	Moldova, Turkey
Other Union agencies and bodies or international organizations	EASO, EFCA, EMSA, EUROPOL, FRA and UNHCR

5.5. Operational briefings / debriefings

All participants taking part in joint operation will receive the Operational briefing and debriefing delivered by representatives of Frontex and national authorities of host MS.

The detailed information regarding operational areas, initial plan of deployed resources and operational briefing and debriefing is provided in Annexes 4-6.

The standard plan of operational briefing and debriefing is available in Handbook.

6. COOPERATION WITH THIRD COUNTRIES, OTHER UNION AGENCIES AND BODIES OR INTERNATIONAL ORGANIZATIONS

6.1. Cooperation with third countries

In the framework of the existing Working Arrangements/Memorandum of Understanding between Frontex and the competent authorities of Moldova and Turkey and pursuant to Article 14(6) of the Frontex Regulation, Frontex has invited border guard/police officers from the aforementioned countries to be deployed as observers in ICC Rome with the agreement of the Italian authorities.

The observers will receive appropriate operational briefing and debriefing delivered by Frontex.

The more detailed information regarding the participation and tasks of Third Country Observers in joint operation is defined in Annex 7.

6.2. Cooperation with other Union agencies and bodies or international organizations

During the joint operation the cooperation with EASO, EFCA, EMSA, EUROPOL, FRA and UNHCR will be established.

More detailed information about cooperation with other Union agencies and bodies or international organizations within maritime domain is provided in Annex 8.

With the aim to improve the effectiveness of cooperation, Host MS may organize operational meetings with the indicated 3rd countries, Frontex representatives and with the possible participation of the indicated Union agencies and bodies.

7. COORDINATION STRUCTURE

7.1. Partnership

Frontex is the EU coordinator, initiating, promoting and facilitating the EU MS synchronized efforts to control the external borders.

The Italian authorities - through the Ministry of Interior [REDACTED]
[REDACTED]. Other national law enforcement authorities support those activities.

The home MS will support the achievement of operational objectives and implementation of activities by deploying their resources to the defined locations in particular periods of time.

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7.2. Main operational structures / actors and their tasks

7.2.1. Member States

- International Coordination Centre (ICC) - ICC Rome
- ICC Coordinator - [REDACTED]
- Joint Coordinating Board (JCB) - ICC Coordinator, IO, NO, FOC, etc
- National Official (NO) - Officers of home MS deploying maritime and aerial assets
- Intelligence Officer (IO) [REDACTED]
- Guest officers and Officers of the host MS
- Commanding Officer (CO) - Commander of assets
- JDT Team leaders - Officers of PdS
- Cultural Mediators
- Local Coordination Centre (LCC) - [REDACTED]
- LCC Coordinator - [REDACTED]
- Liaison Officer (LO) - [REDACTED]
- Liaison Officer for Technical Equipment (LO/TE) - [REDACTED]
- Local staff of the host MS

Commented [BW7]: The marked parts contain detailed information regarding organization of the operation. 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

7.2.2. Frontex

- Operational Manager (OM) and Operational Team (OT)
- Frontex Coordinating Officer (FCO)
- Frontex Operational Coordinator (FOC)
- Frontex Support Officer (FSO)
- Operational Analyst (OA)
- Special Adviser for Debriefing Activities
- Frontex Situation Centre (FSC)
 - Senior Duty Officer (SDO)
 - Frontex Support Officer (FSO FSC)
 - FOSS Service Managers
 - JORA Service Managers
- Frontex Liaison Office (Piraeus) (FLO)
- Training Unit (TRU)
- Pooled Resources Unit (PRU)
- Seconded Guest Officers
- Liaison Officer at IT Navy - The Operational Team can be assisted by a LO acting as the Frontex representative and deployed at the Italian Navy Command Centre, wherefrom the most efficient

support can be accomplished, to ensure the efficient coordination between JO EPN Hermes 2014 and Italian Navy national activities by supporting the FOC, the deployed resources and promoting further developments.

The tasks and roles of operational structures / actors are defined in Handbook.

Description of the tasks and specific instructions to guest officers and other participants (Rules of engagement) are defined in Annex 3.

8. COMMAND, CONTROL, COMMUNICATION AND REPORTING

8.1. Command and control

Operational command of aerial and maritime assets of the participating MS remains with the respective MS, while the tactical command of the assets is in the hands of the ICC after consultation with the National Officials (NO).

NO is under command and control of the respective home MS.

Commanding Officers (CO) are the Commanders of assets according to their national legislation.

Command and control of GO, Cultural Mediators and Observers from Third countries remain with the competent national authority of the host MS.

SGO perform their tasks under the instructions from the border guards of the host MS, while their command and control is exercised by Frontex.

GO and SGO under FSO profile perform their tasks under the instructions and command and control of Frontex.

The general command and control provisions are defined in Handbook.

Command and control scheme is defined in Annex 9.

Names of the host MS border guards and police responsible for cooperating with the teams, in particular those of the border guards/police who are in command of the teams during the period of deployment, and the place of the teams in the chain of command are included in Annex 11.

8.2. Operational communication

The operational communication between Frontex and all operational actors will be ensured via e-mail, cell and fixed line phones and videoconference as well as radio and satellite phones.



Detailed information about communication and FOSS is provided in Handbook.

Contact details of participants can be found in Annex 11.

Commented [BW8]: The marked parts contain detailed information regarding access to data bases and documents. 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

8.3. Communication with Press

Frontex is strongly committed to the principle of transparency, therefore, as a general rule; media should be granted access to operational areas. However, guest officers are allowed to talk to the media only within the limits set by specific guidelines for the participating officers.

A network of press offices of all involved authorities will be established and all contact details shall be sent to the press@frontex.europa.eu address. A compiled list will be distributed to all parties involved.

The communication strategy on the Border Control Operational Actions on the territory of the Italian Republic is common for Frontex and the host MS.

Frontex and Italy shall nominate Dedicated Press Officers (DPO) who will be entirely responsible for coordination of all matters related to interview requests, press visits to the operational area and any other press-related matter related to JO EPN Hermes 2014 in general, as well as on the ground. They will work closely with the ICC Coordinators. Press visits to the JO EPN Hermes 2014 will be organised by Frontex and, depending on the area of interest, by the Italian authorities accordingly. Frontex Information and Transparency Unit may arrange, upon agreement with the ICC, the deployment of a guest officer (GO) with the profile of field press officer coordinator.

Frontex communication policy, rules and guidelines for handling media requests are included in Handbook.

The contact details of Frontex press office members (Spokesperson and Press Officer) and dedicated press officers of national authority of the host country are indicated in Annex 11.

8.4. Reporting

The examples of templates of all reports are provided in Handbook. The templates in Word format are stored on FOSS.

8.4.1. Incidents reporting and JORA

All relevant incidents that have occurred within the joint operation shall be reported via JORA System.

Comprehensive information on JORA is provided in Handbook.

The list of JORA actors, the incidents reporting structure and JORA incident template attributes list, JORA Timeline of reporting are described in Annex 10.

The JORA Guidelines are available in FOSS.

8.4.2 Reports of participants

Type of report	Description	Responsibility	To be sent to
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]

Commented [BW9]: The marked parts contain detailed information regarding organization of the operation. 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

	[REDACTED]	[REDACTED]	[REDACTED]	
	[REDACTED]	[REDACTED]	[REDACTED]	
	[REDACTED]	[REDACTED]	[REDACTED]	
	[REDACTED]	[REDACTED]	[REDACTED]	
	[REDACTED]	[REDACTED]	[REDACTED]	

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]		
[REDACTED]		
[REDACTED]	[REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED]
[REDACTED] [REDACTED]		
[REDACTED]		

Commented [BW10]: The marked parts contain detailed information regarding the reporting system. 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 officers are requested to compile the Reference Manual Alert Form each time a relevant document forgery is detected. This compiled alert shall be inserted in the daily report package and later integrate the Reference Manual if the relevance will justify it.

Commented [BW11]: The marked parts contain detailed information regarding Frontex operational products and its disclosure might affect future operations. 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. ORGANISATIONAL ARRANGMENTS AND LOGISTICS

9.1. Arrangements of deployed resources

9.1.1. 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.

More information about Opera is provided in Handbook.

9.1.2. Composition of the teams of guest officers and deployment of other relevant staff

The deployed officer from the home MS will form joint teams with the officers of the host MS in line with Article 10(3) of the Frontex Regulation.

Joint Debriefing Teams (JDT) will be deployed in the operational area. Each team will be composed of a Team Leader (nominated by the respective national authority of the host MS), two Debriefing Experts from home MS and one Cultural Mediator.

In order to ensure the flexibility of the debriefing activities, Debriefing Experts from home MS, Team Leaders and Interpreters can be redeployed from one location to another based on the operational needs.

9.1.3. Technical equipment deployed by Member States

Technical equipment deployed by the MS in the operational areas to foster the border control activities may include Open Sea Patrol Vessels (OPV), Coastal Patrol Vessels (CPV), Coastal Patrol Boats (CPB), Helicopters (HELO), Fixed Wing Airplanes (FWA) and any other type of equipment agreed and confirmed by Frontex and the MS.

MS should deploy appropriate number of air crews, in order to perform two consequent flights and at the same time respecting Flight and Duty time limitations.

9.1.4. Management of the operational assets⁴ deployed by Frontex

Pooled Resources and Joint Operations Units deal with the distribution and retrieval of operational assets in the operational areas, according to the procedures in place.

More information about arrangements of deployed resources and operational assets is available in Handbook.

The initial plan of deployed resources is available in Annex 5.

All participants shall get familiar and apply the Tasks and specific instructions to guest officers and other participants (Rules of engagement) defined in Annex 3.

⁴ Frontex owned assets

9.2. Tests and trials

JO EPN Hermes 2014 will serve as a platform for implementation of other Frontex coordinated activities and Projects such as Staff Exchange Project, Compatible Operational Image, Positioning System and any other tests and trials, after consultation and approval of Frontex and Host MS.

9.3. Transport and lodging

The use of rental car is to be approved in advance by the Operational Manager and expenses should be included in the relevant financial documents. In this case all practical/logistic issues should be arranged by participants themselves in advance.

Upon arrival and departure, transportation from/to the airports to/from the hotels should be arranged by the participants themselves.

Frontex (Operational team) will not make any bookings or reservations of the flights, accommodation, etc.

Information regarding accommodation can be found in Annex 12

9.4. Field visits

Prior to deployment of aerial and maritime assets, it is recommended for home MS to perform a field visit in order to get familiar with the operational area, local authorities and other stakeholders. The field visit should be approved by the Operational Manager and agreed with the ICC Coordinator in advance.

The LCC Coordinator or the LO/TE will support the field visits in accordance with the ICC and Frontex instructions.

Field visit delegation of two persons will be reimbursed by Frontex.

9.5. Logistics

9.5.1. Heavy equipment, firearms and ammunition

Debriefing Experts shall not (are not allowed to) bring and carry any kind of service weapons (gun, truncheon, handcuffs, pepper spray).

9.5.2. Change of crew

Before executing the change of crew of asset deployed, the home MS shall inform Operational Team in due time in order to ensure delivery of the operational briefing / debriefing for crewmembers.

9.5.3. Diplomatic clearance

The Home MS deploying aerial and maritime assets should make all necessary arrangements in advance to obtain the diplomatic clearance to allow the state aircraft and/or government ships operated for non-commercial purposes to enter the territory and have access to the airports/ports of Host MS.

The Home MS should respect the time needed for issuance of diplomatic clearance according to national procedures and submit clearance request for the diplomatic clearance in time in order not to jeopardise the timely start of the mission.

9.6. EPN Yellow Pages

To facilitate organisational arrangements and logistics related to the deployment of resources, the information about the host MS and operational areas of joint maritime operations

More information about EPN Yellow Pages is provided in Handbook.

Commented [BW12]: The marked parts contain detailed information regarding organization of the operation. 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

10. EVALUATION

10.1. Member States and Third Countries

Reports	Benchmarks
Report from Participant	Shall be submitted to Frontex within 7 calendar days after deployment via email: epn.hermes@frontex.europa.eu . Relevant sections of the report will be distributed to TRU. <i>Template of the report is available on FOSS</i>
Final Report from Member State	Shall be submitted to Frontex within 7 calendar days after deployment or termination of the joint operation via email: epn.hermes@frontex.europa.eu
Final Report from Third Country	<i>Template of the reports is available on FOSS</i>

The final payment will not be processed before Final Reports from MS and Third country are submitted to Frontex. If only few GOs were deployed by Home MS, the Report from Participant may be sufficient, if prior agreed with the Operational Manager.

10.2. Frontex

Reports	Benchmarks
Frontex Evaluation Report	The results of the joint operation will be evaluated and Frontex Evaluation Report (FER) will be transmitted within 60 calendar 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 the Frontex Regulation. FER will be uploaded on FOSS.

11. 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.

Detailed financial provisions are described in Handbook.

ANNEXES

Annex 1	Description and assessment of the situation
Annex 2	Operational objectives and indicators
Annex 3	Description of the tasks and specific instructions to guest officers and other participants (Rules of engagement)
Annex 4	Operational area
Annex 5	Initial plan of deployed resources
Annex 6	Operational briefing and debriefing
Annex 7	Cooperation with third countries
Annex 8	Cooperation with other Union agencies and bodies or international organizations
Annex 9	Command and control scheme
Annex 10	JORA (JORA actors, JORA Incidents Reporting Structure, JORA Incident Template Attributes' List, JORA Timeline for reporting)
Annex 11	Contact details
Annex 12	Organizational arrangements and logistics

