

# JHA AGENCIES' CONTRIBUTION TO EU SOLIDARITY WITH UKRAINE

JOINT PAPER

# Joint paper on JHA Agencies' contribution to EU Solidarity with Ukraine

## Introduction

Russia's unprovoked and unjustified military aggression against Ukraine, which started on 24 February 2022, triggered a firm and overarching political response by the European Union. Actions in the justice and home affairs policy field form integral parts of a successful and efficient response. The nine EU Agencies cooperating within the Justice and Home Affairs Agencies' Network (JHAAN) play a vital role in this process by contributing to the implementation of political decisions made at the European level, assisting Member States and other countries, and providing support to people affected by the war, in particular persons displaced from Ukraine.

The JHAAN issued a [Joint Statement](#) on 7 March 2022, declaring the nine Agencies' commitment to provide assistance, in line with the measures agreed at the Justice and Home Affairs Council of 3-4 March 2022, and the outcomes of the extraordinary Justice and Home Affairs Council meeting on 27 February 2022. Consequently, policy developments, such as the [10-Point Plan](#) of the European Commission for stronger European coordination on welcoming people fleeing the war from Ukraine, have also guided the Agencies' response.

The contributions of the Agencies are determined by their respective mandates, and in many cases, they build on synergies established by inter-agency cooperation. Despite existing challenges in terms of resources, each of the nine Agencies engaged in a substantial number of actions in a very short time, and the Agencies provided tangible solutions and support. This would not have been possible without the commitment of the Agencies and their staff to do their utmost and to contribute to the EU solidarity in this historic period.

While the JHA Agencies' responses cover a broad spectrum of activities, ranging from actions on the ground to those in cyberspace, the most prominent actions included:

- Producing targeted analytical products and reports;
- Identifying key fundamental rights challenges and ways to overcome them;
- Providing operational support to investigations of core international crimes allegedly committed in Ukraine;
- Providing operational support to national authorities, with a particular emphasis on Member States bordering Ukraine and Moldova;
- Information provision-related activities and support;
- Contributing to the enforcement of EU sanctions; and
- Supporting the authorities of Ukraine and Moldova.

The first overview of the response of JHA Agencies was prepared by CEPOL as the chairing agency of the JHAAN in 2022. The current overview was prepared by the EUAA Presidency of the JHAAN (2023) and covers the period February 2022-February 2023. The aim of the report is to present to the European Institutions and the general public a concise, comprehensive document, to be used as a source of reference, on how the nine JHA Agencies support the EU, Member States and several EU partners (third countries and international organisations) in view of the Russian invasion of Ukraine. As long as the current circumstances remain unchanged, it is considered as a living document to be updated regularly.

## Contributions of the JHA Agencies<sup>1</sup>

|  |    |
|--|----|
| European Union Agency for Law Enforcement Training (CEPOL) .....                               | 4  |
| European Institute for Gender Equality (EIGE) .....  | 7  |
| European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) .....                         | 9  |
| European Union Agency For Asylum (EUAA) .....  | 12 |
| European Union Agency for the Operational Management of Large-Scale IT Systems (eu-LISA) ..... | 16 |
| European Union Agency for Criminal Justice Cooperation (Eurojust) .....                        | 17 |
| European Union Agency for Law Enforcement Cooperation (Europol) .....                          | 21 |
| European Union Agency for Fundamental Rights (FRA) .....                                       | 24 |
| European Border and Coast Guard Agency (Frontex).....  | 27 |

<sup>1</sup> Contributions are included in alphabetical order of the acronyms of each Agency.

## European Union Agency for Law Enforcement Training (CEPOL)



In the first days of the war, CEPOL, in cooperation with international organisations such as the IOM and Missing Children Europe, JHA Agencies (FRA, Eurojust, Europol) and Member States, organised a series of *ad hoc* webinars to help prepare for the impact of the geopolitical military conflict on the work of EU law enforcement officials. Six webinars focusing on fundamental rights aspects and core international crimes were hosted from 11 March to 17 November 2022, with a total outreach of 1,173 participants.<sup>2</sup>

CEPOL initiated and completed **a training needs analysis** of the impact of the war in Ukraine. Data were collected through an online survey between 30 April and 31 May 2022 from strategic and operational stakeholders. Overall, the findings of the report confirm that the war in Ukraine transformed the regional security landscape and had an impact on general public order in Europe. Responses indicated that most crime areas were affected by the war, including patterns and operations.

The report indicates that there was a high need for cross-cutting training, such as digital skills and the use of new technologies, high-risk criminal networks and financial investigations. The same need was identified for topics such as disinformation and fake news, hybrid threats and the monitoring of social networks for preventive purposes. Officials could also benefit from training opportunities covering changing patterns of crime in the areas of cybercrime, drug trafficking, firearms, child sexual exploitation and counterterrorism. The survey data suggest that law enforcement officials across Europe face challenges in data and intelligence collection, as well as analysis. The report is available [here](#).

CEPOL regularly invites Ukrainian law enforcement authorities to onsite and online courses since Ukraine is an EU candidate country. Due to the war, Ukrainian officers can travel outside of Ukraine only on special occasions, which limits their physical attendance. Nonetheless, a Ukrainian colleague attended the “Witness protection” course held on 14-18 November 2022.

During 29 August–2 September 2022, the CEPOL Cybercrime Academy successfully implemented an online training on Open-Source Intelligence (OSINT) tools on war crime

<sup>2</sup> The full list of the webinars is as follows:

| Date       | Course full name   | Participants | Sat.Rate |
|------------|--|--------------|----------|
| 11/03/2022 | 3078/2022/WEB 'Border Guard Management in the Context of the Ukrainian Refugee Crisis'   | 199          | 97.81%   |
| 25/03/2022 | 3079/2022/WEB 'Preventing and detecting trafficking in human beings affecting people fleeing from Ukraine'                               | 304          | 94.42%   |
| 24/03/2022 | 3080/2022/WEB 'Fundamental rights and Vulnerabilities of Refugees in the Context of the Ukrainian War'                                   | 168          | 97.25%   |
| 06/04/2022 | 3082/2022/WEB 'INVISIBLE CHILDREN: Identifying and responding to children victims of trafficking in the context of the Ukrainian crisis' | 223          | 97.84%   |
| 25/04/2022 | 3083/2022/WEB 'Key fundamental rights risks at the EU-Ukraine borders'   | 129          | 95.79%   |
| 17/11/2022 | 3098/2022/WEB Investigation of Core International Crimes - to be implemented   | 150          | 99.07%   |

investigations, in cooperation with the Cybercrime Programme Office of the Council of Europe. With the aim to support Ukrainian judicial authorities, the training was held in English with simultaneous interpretation in Ukrainian.

Currently, CEPOL is reviewing its portfolio to further support Ukrainian authorities. To this end, many online modules are being assessed, and for example, the online module “Firearms” was already translated into Ukrainian. The online module “Forensic Awareness for Police First Responders” was shared with Ukrainian authorities and is currently under translation.

Furthermore, CEPOL is examining the possibility of launching a new project of learning communities to assist Ukraine, Moldova and neighbouring Member States. The objective is to bring together Ukrainian and EU law enforcement agencies to fight serious and organised crime and corruption, while protecting victims and EU funds. By using the learning community methodology, law enforcement and justice sector practitioners will engage with civil society, international and non-state institutions such as non-governmental organisations and academia to learn from each other and share knowledge and good practices.

Moldova and Ukraine have been beneficiary countries of the capacity-building project TOPCOP, implemented by CEPOL. The Russian aggression against Ukraine affected the TOPCOP project business continuity, since Ukraine could not participate in some activities. However, as of September 2022, Ukrainian law enforcement services have returned to the training activities. To identify new capacity-building needs, the TOPCOP project team communicates continuously with counterparts from Ukraine and Moldova. This ensures appropriate answers to the special needs that have emerged since the start of the Russian aggression against Ukraine. In light of this, the project conducted the following activities with Moldova and Ukraine.

- CEPOL, as a member of the EU Support Hub for Internal Security and Border Management in Moldova, is actively involved in the work of the HUB, which aims to ensure coordinated EU support to the country, based on identified needs of the Moldovan authorities.
- TOPCOP set up an expert team which conducted an analysis (including an inception report, stakeholder analysis, mapping the challenges, recommendations, desk research, face-to-face meeting, and online interviews) of the educational system of the Moldovan Ministry of Internal Affairs. The final report was delivered to the partners from Moldova and was accepted by the Ministry. The analysis supports the assessment of the law enforcement educational system of the Ministry of Internal Affairs, focusing on enhancing institutional capacity, which later will be included in the Multiannual Institutional Agenda Development Strategy. In the long term, an improved educational system will represent the baseline for the Ministry of Internal Affairs to fight against organised crime.
- A Network Capacity Building workshop and Strategic Cooperation Forum were held to foster networking. As a result of these activities, the training cascading concept was endorsed and approved.
- CEPOL organised a study visit to Lithuania, focusing on cross-border cooperation and facilitation of illegal immigration. In addition, a study visit to Europol was organised.
- To support countries in the area of cyber-attacks, TOPCOP organised a regional course on cryptocurrencies, a study visit on the latest cyber threats and two webinars on the dark web and online payments, and facilitated two exchange programmes between Moldova

and Lithuania. (Among these activities, Ukraine participated in the webinar on online payments).

- Training activities were organised on drug trafficking, trafficking in human beings (THB), organised property crime, document fraud, facilitation of irregular migration, thieves-in-law style organised criminal groups, and the International Anti-Money Laundering Operational Network. (Among these activities, Ukraine participated in training on irregular migration and organised property crime).
- Based on the outcome of the THB training, a regional training curriculum will be elaborated to ensure the knowledge cascading through the national training systems.
- In November 2022, TOPCOP, together with the Council of Europe, organised an OSINT training for Ukrainian law enforcement services to increase knowledge on open-source information gathering focusing on the challenges posed by the war. With the contribution of EUAM Ukraine, an online firearms training course was made available to Ukrainian law enforcement services.
- Mentoring activity started in the field of criminal analysis between Moldova and Portugal. The activity aims to share knowledge and best practices and establish a sustainable professional network.
- Onsite training on war crime investigations for the representatives of Ukrainian and Moldavan law enforcement officials took place in Moldova (6-10 February 2023). Experts from France, EUAM Ukraine, the ICC and UNICRI supported the delivery of the training.
- An online course for first responders is under development.
- Training on firearms is planned to be delivered in the first quarter of 2023, which will be followed by the development of a regional firearms curriculum. Various training sessions on war crime investigations are also foreseen to be organised in the first half 2023.

## European Institute for Gender Equality (EIGE)



### Situational awareness

The Russian invasion in Ukraine brought further security, migratory, social and economic challenges, with gender equality being an important factor of both emerging issues and solutions. The war pushed millions of Ukrainians, mainly women with children, to flee the country. During the journey, displaced women and children can experience stress and trauma, health complications (particularly pregnant women), injury and the risk of gender-based violence, sexual exploitation and trafficking. Female victims of sexual violence need access to sexual and reproductive health services. Women also typically take on caring roles for children and older relatives, which increases their need for support and protection.

The European Commission's response to support Ukraine is guiding EIGE's work, specifically in the areas of gender-based violence and gender-mainstreaming. EIGE is also preparing to cover *ad hoc* requests for support from EU institutions in the areas of protecting victims of gender-based violence and providing access to services and justice.

### Operational support

#### 1. **Access to specialised healthcare services. How women and girls fleeing the war can access their sexual and reproductive rights in the EU**

EIGE's research initiative, launched in September 2022, aims to map healthcare services which are in place in 27 EU Member States for women and girls fleeing the war and assess the gaps and challenges in the provision of healthcare services which are essential for victims of conflict-related sexual violence. The study focuses in particular on women and girls who have received temporary protection under Council Directive 2001/55/EC of 20 July 2001.

Data for the research are currently being collected through an online survey from the Ministries of Health (or other institutions responsible for providing healthcare) in all 27 EU Member States. This will be complemented by interviews conducted with experts in Czechia, Germany, Poland and Slovakia.

Preliminary analysis indicates that, while the vast majority of EU Member States adopted specific laws or apply specific policy measures to facilitate access to healthcare services, women fleeing war still may face challenges when trying to obtain sexual and reproductive health services. Initial analysis points to obstacles, such as insufficient capacities of health systems, supply issues or long waiting time for appointments. Data further suggest that in some Member States reproductive and sexual health-related services might be less accessible for women fleeing the war due to associated costs or a lack of referral pathways.

The findings of the research will be published in 2023. Additionally, EIGE plans to disseminate the results through interactive online data visualisations on EIGE's official website.

**2. Member of the steering committee (together with Eurojust) for FRA's survey in selected Member States on violence and related human rights abuses against women fleeing the war in Ukraine**

FRA's survey on violence and human rights abuses against women fleeing the war in Ukraine will be launched in 2023 and will be conducted through interviews with women from Ukraine in selected EU Member States. EIGE, together with Eurojust and other organisations, will contribute to FRA's project as a member of the project steering committee. The survey will provide in-depth evidence of women's experiences.

**3. Partner of the International Working Group to provide training to Ukrainian lawyers on how to meet the needs of survivors**

In April 2022, EIGE joined as a partner the International Working Group initiated by Ukrainian authorities, together with the University of Vilnius and the Ukrainian training centre JurFem. The main goal of the group is to provide specialised training to Ukrainian lawyers on conflict-related sexual violence. The specialised training is available online [here](#).

The Working Group launched an awareness-raising campaign, RAPE IS A WAR CRIME. The campaign involves sharing knowledge on legal aspects related to sexual violence during conflict and information on specialised support services which are available in neighbouring countries to women fleeing the war in Ukraine. More information on the campaign is available at [www.rapeisawarcrime.org](http://www.rapeisawarcrime.org) website. The website is accompanied by a leaflet which was translated into different languages.

**4. Energy poverty in the backdrop of the war in Ukraine**

In the backdrop of the war in Ukraine and EU's strategic imperative to reduce its dependency on Russian fossil energy, EU is facing an unprecedented energy crisis with soaring energy prices. Such a surge in energy prices is having profoundly different impacts on different countries and regions and specific population groups depending on their socio-economic status, gender, age, location, housing type, and reliance on individual versus public transportation for employment, education and other mobility needs. As such, it is likely to increase social and gender inequalities and may limit the public acceptance and support for green transition measures.

Thematic focus of EIGE's Gender Equality Index 2023 will seek to contribute to building the knowledge base on the impacts of the transition towards a low carbon society from a gender and intersectional perspective. It will focus on two specific priority sectors of the European Green Deal's 'Socially Fair Transition', namely Energy and Transportation. In that context, it will include an analysis of energy poverty from a gender and intersectional perspective based on currently available statistical and qualitative data.



## European Monitoring Centre for Drugs and Drug Addiction (EMCDDA)



European Monitoring Centre  
for Drugs and Drug Addiction

Since the start of the Russian invasion of Ukraine, the EMCDDA has undertaken several actions to support EU institutions and Member States in their effort to respond to the crisis situation. The activities were conducted in several areas related to the work of the EMCDDA and covered:

- Initial assessment and coordination;
- Real-time monitoring and preparedness;
- Rapid assessment and reporting; and
- Communication and information dissemination.

### Initial assessment and coordination

- ➔ Since 2019 within the framework of the EU-funded project EU4Monitoring Drugs ([EU4MD](#)), the EMCDDA has been cooperating with Ukrainian institutions and experts in order to strengthen their capacity to identify and respond to drug-related security and health threats. As a result, on 22 February 2022, the EMCDDA Director organised an internal assessment meeting with the EU4MD project team to discuss the potential impact of the escalation of the conflict in eastern Ukraine on drug services in the country.
- ➔ Consequently, on 9 March 2022, a follow-up meeting was organised with senior specialists and management of the EMCDDA to further analyse the impact of the war on the drug-related situation. The key objective was to prepare a briefing note for EU institutions and Member States on the drug-related situation in Ukraine and its impact on the health and security of the EU.
- ➔ A separate meeting was organised on 14 March 2022 with the Heads of the EMCDDA Reitox National Focal Points (NFPs) which border Ukraine (Hungary, Poland, Romania and Slovakia) to assess the situation and possible support needed given the high influx of migrants from Ukraine to these countries.
- ➔ Simultaneously, the European Commission, EU agencies (such as ECDC and EMCDDA) and other international stakeholders (e.g. WHO and Eurasia Harm Reduction Association) set up coordination platforms to organise and manage actions, prioritise resources, and facilitate networking between relevant stakeholders in Europe and Ukraine. Regular online coordination meetings have been organised to discuss ongoing activities and address particular challenges in access to drug treatment, testing and treatment of infectious diseases, and other harm-reduction interventions for those displaced and in need of these services. The EMCDDA has contributed to weekly meetings of the group and the continuous exchange of relevant information on health responses. One of the priorities in the drugs and infectious disease area was to ensure continued access to Opioid Agonist Treatment (OAT) and HIV medicine, especially for people already receiving these treatments in Ukraine. In mid-March 2022, a list of OAT and Antiretroviral Therapy (ART)

sites and national contact points for refugees was compiled through the EMCDDA NFPs and shared with WHO. The EMCDDA also shared a list of its NFPs to facilitate communication between different organisations and institutions actively involved in providing drug-related support to people displaced from Ukraine at the EU and national levels.

### Real-time monitoring and preparedness

- The EMCDDA created a public health task force to monitor the situation in Ukraine and EU countries most affected by the influx of people displaced from Ukraine. Weekly meetings were established to discuss the epidemiological situation, responsiveness and preparedness in addressing drug-related needs in EU Member States.
- The EMCDDA provided updates on the situation during regular meetings with the Civil Society Forum, DG Santé and the ECDC on a continuum of OST and ART for people who use drugs.
- EU4MD Ukraine's focal point participates in weekly online "Support to Ukraine" regional coordination calls convened by the Eurasian Harm Reduction Association (EHRA). They aim to keep abreast of the latest situation on access to OST, harm reduction, testing and treatment of internally displaced Ukrainians and Ukrainians displaced in the EU.

### Rapid assessment and reporting

- In mid-March 2022, the EMCDDA launched a rapid assessment study ('Trendspotter study') to assess the initial response of drug services to the needs of displaced Ukrainians who use drugs and to investigate the preparedness of EU Member States in the drugs area. The rapid data collection drew on various data sources, including:
  - An analysis of grey and open-source literature;
  - An online survey of focal points in 24 Member States;
  - Focus groups with representatives from bordering countries, international organisations and Polish health workers;
  - A statistical modelling exercise; and
  - Presentations from two European drug expert meetings.
- The key findings from the study were presented and discussed with Member State representatives at the EMCDDA Management Board Meeting in June 2022. The final report from the study was published in July and is now available on the [EMCDDA website](#) (available also in Ukrainian).
- EMCDDA expert meetings analysed the situation, with professionals from Ukraine and EU countries reporting on drug-related situations and responses, such as:
  - The 10<sup>th</sup> Extended Reitox Network meeting, involving 29 Reitox NFPs and representatives of the agency's key partner countries, organised in May 2022 to discuss "Contemporary drug issues among youth — European Year of Youth". A dedicated session with partners from Ukraine focused on young people in crisis situations, its possible impact on drug use and existing interventions.

- The regular Heads of Reitox NFPs meeting in May 2022 featured a special session to exchange of information on the countries' preparedness to respond to the needs of displaced Ukrainians.
  - The expert meetings, such as Problem Drug Use in April 2022 and Treatment Demand Indicator in June 2022, examined the current situation and needs in the drug area.
  - A representative of the Institute of Psychiatry, Forensic Psychiatric Examination and Drug Monitoring of the Ministry of Health of Ukraine gave a presentation on the impact of the war and drug situation in Ukraine at the EMCDDA Management Board meeting in December 2022.
- ➔ The European Drug Report 2022 addressed some of the potential implications of the war in Ukraine on Europe's drug situation. It is available [here](#).

### Communication and information dissemination

- ➔ The online Information Hub on the EMCDDA website for drug professionals and people displaced from Ukraine is available [here](#). The Hub presents drug-related information produced by the EMCDDA and other stakeholders, such as existing online platforms (webpages, applications) and information material (posters and leaflets) to raise awareness and promote among displaced populations the drug services which are available in EU Member States. Moreover, it contains contacts to international and local partners who can provide drug-related support, epidemiological information and guidance for professionals working with displaced populations in the drugs area. Information is available in both English and Ukrainian.
- ➔ An EMCDDA webinar, "Displaced people and EU preparedness and response — Lessons from Ukraine", was organised in December 2022. A recording is available [here](#).
- ➔ Within the EU4MD project, multiple project outputs were translated into Ukrainian. Other material that was translated includes a fact sheet of the European Web-survey on Drugs in Ukraine, EU4MD briefing on prevention systems in ENP countries, 2022 Trendspotter briefing and the Knowledge Questionnaire on Hepatitis C Virus. The European Prevention Curriculum Handbook for decision-makers, opinion-makers and policymakers, and related training modules, were translated into Ukrainian for the launch of the online training for Ukrainian experts through the dedicated EMCDDA platform 'PLATO'.
- ➔ At the request of the EU Member States, the agency provided additional assistance, for example, in translation to Ukrainian and production support of material on drug prevention, treatment and harm reduction material.

## European Union Agency For Asylum (EUAA)



The EUAA joined the global community in [condemning](#) the unprovoked armed invasion of Ukraine. In the weeks preceding the invasion, the EUAA worked very closely with the European Commission, other EU Agencies and Member States in order to be prepared for any scenario whereby armed conflict in Ukraine would lead to a sudden increase in individuals seeking international protection in the EU.

On 4 March 2022, the Council unanimously adopted an Implementing Decision (EU) 2022/382 introducing temporary protection due to the mass influx of persons fleeing Ukraine as a consequence of the war. The EUAA has continued to support Member State in the implementation of the Council Decision. As per Article 3, the role of the EUAA is to contribute to monitor and review the situation and to provide operational support to Member States who request the Agency's assistance to cope with the situation, including for the purpose of applying the Council Implementing Decision.

The EUAA established a Ukraine Emergency Response Board by Executive Director Decision (57/2022) on 4 March 2022 to coordinate and monitor the Agency's response to all matters relating to the displacement of people from Ukraine.

The EUAA also provides regular updates to the EU Migration Preparedness and Crisis Management Blueprint Network and the EU Integrated Political Crisis Response (IPCR) on the situation in Ukraine. It also contributes to the Solidarity Platform launched by the European Commission.

### Operational support

To provide operational support with the implementation of the Temporary Protection Directive as per the Council Decision, the EUAA receives an official request from a Member State and then, a Rapid Needs Assessment (RNA) is performed to identify the specific needs of the country. An Operational Plan (OP) or an amendment to an existing plan is then agreed, with a specific measure on implementing the Temporary Protection Directive.

The EUAA currently provides operational support to 13 EU Member States (Austria, Belgium, Bulgaria, Czechia, Cyprus, Greece, Italy, Lithuania, Malta, Netherlands, Romania, Slovenia and Spain). Of these, the Agency provides specific operational support related to arrivals from Ukraine/temporary protection to 10 Member States (Belgium, Bulgaria, Czechia, Cyprus, Greece, Italy, Malta, Romania, Slovenia and Spain).

Operational support in the context of the situation in Ukraine consists of *inter alia*:

- screening and registration;
- information provision;
- interpretation services;
- early identification of persons with special needs; and
- support with flow management.

## Support to partner/third countries

In 2022, for the first time, the EUAA deployed its operational personnel to a non-EU country – Moldova. This was in the context of voluntary transfers of displaced persons from Moldova to a pledging EU Member State. The EUAA continues to focus its support on information provision directly in Moldova and in the development of specific information material for Ukrainians, thus facilitating operational cooperation between Member States and Moldova. The EUAA also supports Western Balkan (WB) partners with new challenges resulting from the Russian aggression against Ukraine, particularly where legislation or practices similar to the Temporary Protection Directive were activated. The Agency has organised online meetings with Western Balkan partners and national experts on topics related to temporary protection to exchange best practices and experiences.

## Analytical support

- ➔ The EUAA regularly performs [analysis](#) and reports on temporary protection in EU+ countries to ensure constant situational monitoring and preparedness.
- ➔ The [EUAA Situational Update series](#) presents the latest measures which have been adopted by EU+ countries to address the influx of displaced persons from Ukraine.
- ➔ The EUAA swiftly set up a systematic daily data collection on registrations for temporary protection in order to have a clear, up-to-date picture.
- ➔ The Agency undertakes joint analysis to provide a prognosis of the flows of arrivals from Ukraine to the EU and launched the Survey of Arriving Migrants from Ukraine (SAM-UKR) to gather qualitative information on displaced populations from Ukraine (i.e. demography, family composition, expectations, destinations, profiles, migration experiences, etc). Based on the replies received to date (the survey is still open), the Agency published factsheets summarising the responses. It has also published [a joint analysis](#) on Ukrainian displacement to EU+ countries with the OECD and the IOM and [Providing Temporary Protection to Displaced Persons from Ukraine: A Year in Review](#) to describe how EU+ countries have managed the arrivals from Ukraine.
- ➔ The Agency's [Who is Who platform](#) features a section on Temporary Protection for Displaced Persons from Ukraine. The interactive data visualisation provides a comprehensive overview of the implementation of temporary protection in EU+ countries, including national legal frameworks, procedural steps, reception, rights and information tools.

## Training, tools and other support

- ➔ The Agency has developed training on temporary protection which covers the general framework for the Temporary Protection Directive, Council Decision 2022/382 and the recent Communications of the Commission establishing operating guidelines (C/2022/1806). This training is available through a webinar and is primarily dedicated to asylum and reception authorities.
- ➔ Specialised training is provided to personnel involved in information provision, covering topics such as the legal framework and context of temporary protection, identification of

vulnerabilities in particular with children and potential victims of human trafficking, and soft skills related to communication and information provision workflows.

- ➔ The training package includes:
  - Provision of information and communication to displaced people from Ukraine, including orientation on the use of information provision tools and products produced by the EUAA;
  - Introduction to the legal framework on fundamental rights and international protection;
  - Introduction to temporary protection and understanding the current framework in the context of the war in Ukraine;
  - Introduction to ethical and professional standards;
  - Introduction to vulnerabilities;
  - Trafficking in human beings (Level 1 focuses on general awareness-raising);
  - Thematic session on communication with displaced children; and
  - Thematic session on communication with persons witnessing traumatic events.
- ➔ Until 19 December 2022, 1,201 officials were trained on temporary protection, with a total number of 1,490 participations. Out of the 71 sessions, 20 were in EUAA Permanent Support sessions, 46 in Operating Plan framework sessions (Romania 27, Greece 10, Bulgaria 4, Czechia 4, Italy 1), 3 in AST framework sessions and 2 in EUAA staff training sessions. During this period, there were 1,179 completed participations in training focussing on temporary protection, the legal framework and context, 280 in communication strategies and information provision skills, and 31 in the identification of vulnerable groups.
- ➔ The European Asylum Curriculum offers several training courses and modules to support officials and other stakeholders acting on behalf of national authorities in assisting people fleeing the war in Ukraine in various capacities.
- ➔ A [Catalogue](#) and [Planner](#) for training support was distributed to Member States.
- ➔ The Agency has been monitoring the situation on the ground on a daily basis. In addition to publishing 4 [COI queries](#) and 2 [reports](#) related to major developments, military service, and political opposition in Russia, the EUAA has held specialist COI meetings on security, internally displaced persons, reliable sources and fake news.
- ➔ The EUAA's various thematic networks (e.g. COI Network, Reception Network, Asylum Processes Network, Country Guidance Network, Vulnerability Expert Network and Exclusion Network) held dedicated meetings on Ukraine. Some of the topics involved: mental health support to children and women during a high influx of arrivals, the impact of the conflict in Ukraine on reception, private housing, coordination and response to gender-based violence, identification of applicants fleeing Ukraine and processing applications from Ukraine.
- ➔ The agency has developed guidance, including a set of [practical recommendations on the provision of emergency placement in private accommodation](#) and the Guide on registration for temporary protection.
- ➔ The EUAA developed general [leaflets on temporary protection](#), including a special [leaflet for children](#) to inform them in a child-friendly manner. The leaflets are available in

Ukrainian, Russian and in 12 EU languages.<sup>3</sup> The agency also developed a [brochure](#) on access to the asylum procedure to support information provision in the context of the influx of people fleeing Ukraine.

- The Agency developed Member State-specific information booklets<sup>4</sup> to provide additional information to support displaced persons fleeing Ukraine to take informed decisions on where they can register for temporary protection. Thus, the booklets include practical information on how to access rights and services in EU+ countries. All booklets have been produced in EN and translated into Ukrainian and Russian. The booklets can be accessed [here](#).
- The Agency is also working with DG Home to implement a Communication Strategy, aimed at encouraging Ukrainians to register for temporary protection and to move beyond frontline Member States. The Agency has produced 9 [video testimonials on social media](#), giving authentic examples of Ukrainians who have found safety in the EU and assuring Ukrainians on all aspects of temporary protection.
- A [dedicated section](#) on the EUAA website focuses on the Agency's response to the situation in Ukraine.

---

<sup>3</sup> Bulgarian, English, French, German, Hungarian, Italian, Latvian, Lithuanian, Polish, Romanian, Slovak and Spanish.

<sup>4</sup> Austria, Belgium, Bulgaria, Cyprus, Czechia, Denmark, France, Germany, Greece, Ireland, Italy, Latvia, Lithuania, Malta, Netherlands, Norway, Poland, Portugal, Slovakia Spain, and Switzerland.

## European Union Agency for the Operational Management of Large-Scale IT Systems (eu-LISA)



From the onset of the conflict, eu-LISA has been actively involved in supporting Member States by ensuring the uninterrupted availability of border management systems. The Agency enhanced its vigilance on the large-scale IT systems under its operation and on its own corporate infrastructure, in view of increased cyber risks. In addition to that:

- At the beginning of the war, eu-LISA partook in the Integrated Political Crisis Response (IPCR) working group that facilitates rapid and coordinated decision-making at an EU political level for major and complex crises. At an operational level, the Agency attends the meetings of the Blueprint Migration Network and contributes whenever requested to inform the European Commission on the use of the systems and cyber-threat levels for related policymaking.
- The use of several IT systems under eu-LISA's responsibility has increased during 2022. Member States report an increase in Schengen Information System (SIS) queries as well as an increase in Eurodac usage.
- eu-LISA has been vigilantly monitoring cyber-threats to the Central Systems managed by the Agency: the Schengen Information System (SIS), the Visa Information System (VIS) and Eurodac. Permanent monitoring is ongoing and pertinent information is communicated to relevant parties.
- At the start of the conflict, eu-LISA provided expert support to the European Commission during the development of the Registration Platform for the registration of people fleeing Ukraine, within the scope of the Temporary Protection Directive.
- With regards to Joint Investigation Teams (JITs), one of which has been set up to investigate core international crimes allegedly committed in Ukraine. According to the provisional agreement on the legislative text<sup>5</sup>, eu-LISA will develop and maintain the Joint Investigation Teams (JIT) collaboration platform for judicial authorities. In the future, this will facilitate the work of the JITs and allow for secure exchange of information and evidence.
- eu-LISA supported and promoted all the joint statements and papers on Ukraine that were issued by the EU Agencies' networks and sub-networks to emphasise the EU's solidarity with Ukraine. eu-LISA also carried out several internal initiatives to provide support to refugees through charity actions.

<sup>5</sup> <https://www.consilium.europa.eu/en/press/press-releases/2022/12/13/judicial-cooperation-council-presidency-and-european-parliament-agree-to-create-a-collaboration-platform-for-joint-investigation-teams/>



## European Union Agency for Criminal Justice Cooperation (Eurojust)



Eurojust's work related to the invasion of Ukraine is focused on both core international crimes allegedly committed in Ukraine and the circumvention of financial sanctions imposed by the EU on Russian and Belarussian individuals and companies and related criminal offences<sup>6</sup>.

### 1. Core international crimes

#### a) Joint Investigation Team

In March 2022, Lithuania, Poland and Ukraine set up a Joint Investigation Team ([‘the JIT’](#)) to enhance judicial cooperation in the investigation and prosecution of core international crimes allegedly committed in Ukraine. They were later joined by Estonia, Latvia, Slovakia and Romania. The Office of the Prosecutor of the International Criminal Court (ICC) joined the JIT as a participant in April 2022. Eurojust has been providing a wide range of operational support to the JIT from the outset, including:

- Legal: by drafting the JIT agreement and subsequent amendments;
- Analytical: by structuring the available information and evidence;
- Technical and logistical: by providing e.g. phones, laptops, scanners and printers;
- Financial: by reimbursing the costs of travel, accommodation, interpretation and the translation of evidence and forensic reports.

Between 25 March 2022 and 28 February 2023, Eurojust organised 14 coordination meetings of the JIT and other national authorities who are investigating alleged core international crimes committed in Ukraine.

#### b) Coordination with other Ukraine-related cases

To date, over 20 countries, including 14 EU Member States, have opened national investigations into core international crimes allegedly committed in Ukraine, either on the basis of the nationality or passive personality principle (i.e. the perpetrator or a victim has the nationality of an EU Member State) or on the basis of universal jurisdiction. Eurojust facilitates the coordination of these national investigative efforts by organising meetings among all countries, which have ongoing investigations. Countries that are not parties to the JIT can open separate cases at Eurojust and some might join the JIT at a later stage.

<sup>6</sup> For a full overview of Eurojust's role regarding Ukraine, please consult [the dedicated page](#).

### c) Core International Crimes Evidence Database

Evidence of core international crimes is located in many different jurisdictions and many different stakeholders are involved in the collection process, including national police and judicial authorities, the ICC and civil society organisations (CSOs). Refugees who can provide crucial witness or victim statements are scattered around the world. It is against this background that on 1 June 2022, after a legislative procedure of unprecedented speed and unity, an amendment<sup>7</sup> to the Eurojust Regulation entered into force, allowing Eurojust to centrally preserve, analyse and store evidence relating to genocide, crimes against humanity, war crimes and related criminal offences, including photographs, satellite images, videos and audio recordings. This has recently resulted in the start of operations of a unique, tailor-made judicial database: the [Core International Crimes Evidence Database](#) (CICED).

CICED consists of three components: a safe digital data transmission method, secure data storage and advanced analysis tools. CICED's centralised approach enables Eurojust to facilitate the exchange of key evidence, identify the systemic actions behind individual offences, advise on prosecution strategies, and prepare thematic analysis and reports on specific aspects of investigations into core international crimes. This will serve both the JIT supported by Eurojust, criminal cases before national jurisdictions and the possible prosecution by the ICC.

### d) International Centre for the Prosecution of the Crime of Aggression

Following the announcement by the President of the European Commission on 2 February 2023, and the strong support expressed by Member States at the Special meeting of the European Council on 9 February 2023, Eurojust will support the deployment of an [International Centre for the Prosecution of the Crime of Aggression](#) (ICPA).

The ICPA's main purpose is to support and enhance investigations into the crime of aggression by securing key evidence and facilitating the process of case-building at an early stage. The ICPA will be an integral part of the existing support structure at Eurojust for the JIT on Ukraine, allowing the partner countries to benefit from additional logistical, financial and operational support. This ensures optimal alignment between the investigations into core international crimes and investigations into the crime of aggression.

### e) Strategic initiatives

#### *Training*

The Genocide Network Secretariat<sup>8</sup> and the European Judicial Training Network (EJTN) have been delivering targeted, practical workshops for national practitioners from Member States and Ukraine with active cases related to the Russian aggression against Ukraine. A total of six online workshops addressed a wide range of relevant topics: cooperation with CSOs, investigating and prosecuting sexual violence, the use of open-source information, legal and strategic challenges, and international

<sup>7</sup> [Regulation \(EU\) 2022/838 of 30 May 2022, amending Regulation \(EU\) 2018/1727.](#)

<sup>8</sup> Eurojust hosts the Secretariat of the European Network for investigation and prosecution of genocide, crimes against humanity and war crimes (['Genocide Network'](#)), a unique knowledge hub with robust experience in the investigation and prosecution of core international crimes.

cooperation. More general trainings included an in-person workshop on 22-24 June 2022 on the Investigation and Prosecution of Core International Crimes, and a webinar with CEPOL for law enforcement held on 17 November 2022.

### **Tools**

Together with Eurojust and the Office of the Prosecutor of the ICC, the Genocide Network Secretariat supported the development of practical tools in support of accountability efforts. A prime example are the [Practical Guidelines](#) for CSOs on documenting international crimes and human rights violations for accountability purposes (September 2022), which seek to ensure that potential evidence collected by NGOs and CSOs is also admissible in judicial proceedings.

### **Practitioners' meetings**

Eurojust supported the organisation of several meetings where practitioners had a chance to share knowledge and best practice. On 23-24 November 2022, the 32<sup>nd</sup> plenary meeting of the Genocide Network focussed on the accountability efforts related to the war in Ukraine.

The JITs Network Secretariat<sup>9</sup> organised a Project Group on JITs in times of war crime, and this topic was further explored during the Working Group meeting of the Network on 28 March 2022. The central theme of the 18<sup>th</sup> annual meeting of National Experts on JITs on 5 and 6 October 2022, was ["Supporting JITs in Times of Conflict"](#). One conclusion of this meeting was that the ICC should be more closely associated to the work of the JITs Network.

Finally, the judicial response to alleged core international crimes committed in Ukraine was also the main topic of the 16<sup>th</sup> meeting of the Consultative Forum of Prosecutors General and Directors of Public Prosecutions of EU Member States, hosted on 13 and 14 October 2022 by Eurojust. This included a discussion on practical experiences and challenges in relation to the prosecution of violations of the current EU sanctions against Russian and Belarusian individuals and companies.

### **Ukraine Accountability Dialogue Group**

Together with the Ukrainian Prosecutor General's Office, Eurojust will co-chair a work stream on national investigations as part of the Ukraine Accountability Dialogue Group, which will kick off in the spring of 2023. The aim is to promote understanding of key challenges faced in national investigative work and jointly identify solutions at a policy level. This will not involve operational discussions or judicial cooperation.

## **2. Financial sanctions**

### **a) Freeze & Seize Task Force**

Eurojust is a member of the Freeze & Seize Task Force established by the European Commission to ensure coordination of Member States' activities in enforcing sanctions against designated people and companies and to explore the interplay between the sanctions and criminal law measures. Key activities in the context of this Task Force include:

<sup>9</sup>The Network of National Experts on Joint Investigation Teams ([the JITs Network](#)) is a network of national judicial and law enforcement practitioners who promote the use of JITs by competent national authorities. The JITs Network, supported by the JITs Network Secretariat hosted by Eurojust, also plays an important role in the identification and sharing of best practices and experiences concerning the use of JITs in core international crimes investigations.

- Cross-checking the list of individuals and companies sanctioned by the EU against the data in Eurojust's Case Management System (CMS). This takes place on a continuous basis and has resulted in the identification and confirmation of several links.
- Developing a template that allows judicial authorities to share their findings after checking their national databases for ongoing or concluded legal proceedings against persons and entities on the sanctions list. After receiving this information, Eurojust can identify links that may not be visible at national level and subsequently facilitate the cross-border execution of seizure and confiscation measures.
- Identifying and analysing legal and practical obstacles to the confiscation of assets. At the end of February 2023, Eurojust concluded an analysis of the impact of the dual criminality principle in this context, based on information provided by 34 different countries.
- Coordinating the work of the Freeze and Seize Task Force with the activities of the Task Force initiated by the US ('KleptoCapture') and a similar initiative in the context of the G7, by building on the presence of a US Liaison Prosecutor at Eurojust.

#### **b) Operation Oscar**

Eurojust participates in Operation Oscar, which is led by Europol, to target criminal assets owned by individuals and legal entities sanctioned in relation to the Russian invasion of Ukraine. In the context of this operation, Eurojust and Europol exchange strategic and operational information. Eurojust's main role is to provide legal assistance and support Member States where the intervention of judicial authorities is required, as is the case for freezing and confiscation measures.

### **3. Support to Moldova**

Eurojust participates in three EU-led platforms in support of the Moldovan authorities: the EU Support Hub on Internal Security and Border Management in Moldova as established by the European Commission (DG HOME), and Task Forces on Tobacco Smuggling and on Firearms Trafficking that were established by the EU Border Assistance Mission to Moldova and Ukraine. The key purpose of Eurojust's involvement is to step up the judicial cooperation between the Member States and Moldova in organised crime and terrorism cases, in light of the increased risk for criminal activities in this country neighbouring Ukraine.

## European Union Agency for Law Enforcement Cooperation (Europol)



Europol is united with the EU and its Member States in resolutely supporting Ukraine following the Russian invasion in February 2022. The military invasion has caused a humanitarian crisis and prompted large numbers of people to flee from Ukraine to the EU, and opportunistic criminal networks may use this situation to further their criminal activities. Europol and Member States remain strongly committed to identifying and tackling these criminal threats, and to working at all levels to support EU Member States impacted by the conflict.

Europol has activated all its support capabilities in response. Assistance from Europol is provided through Europol's five operational centres (Operational & Analysis Centre; Serious Organised Crime Centre, Cybercrime Centre; Counter Terrorism Centre and the Financial and Economic Crime Centre) and the agency actively engages with Ukrainian law enforcement through the Ukrainian Liaison Officer stationed at Europol headquarters.

Europol provides additional support through the [EMPACT framework](#), the European Multidisciplinary Platform Against Criminal Threats. It introduces an integrated approach to EU internal security, involving measures that range from external border controls, police, customs and judicial cooperation. Europol has also boosted efforts to strengthen cooperation with NGOs in the field, compiling a list of trusted NGOs who can support law enforcement results.

### War Crimes and the Enforcement of Sanctions

- Investigations of war crimes are supported through the Analysis Project Core International Crimes (AP CIC).
- An Operational Taskforce of OSINT experts was established to assist investigations conducted by Ukraine, other countries, as well as the ICC, into war crimes committed in Ukraine. More than 7,000 photos and video footage were taken, more than 540 witness statements were collected, and more than 150 suspects were identified.
- Training and support with the ICC is provided on building Ukrainian capabilities in witness protection.
- Operation OSCAR was launched to crosscheck EU sanctions lists against operational data available; links to organised crime and money laundering were identified; and the tracing and seizure of criminal assets were supported. The operation has 41 participating countries (27 EU Member States and 14 non-EU partners), as well as Eurojust and Frontex. It has resulted in 56 operational analysis reports and 2 operations being supported.
- Support to European Commission led initiatives is provided e.g. Freeze and Seize Task Force, Common Anti-trafficking Plan, Solidarity Platform and Blueprint meetings.

### Combating Cybercrime and Extremism

- Intelligence gathering and operational monitoring (including through the EU Internet Referral Unit) are undertaken of violent extremists travelling to Ukraine and streams of communication, financing or recruitment.
- Operational requests (including from Ukraine and Moldova) are responded to take down specific Telegram channels used for pro-Russian disinformation and fake news (EC3 and EU Internet Referral Unit).
- The Law Enforcement Emergency Response Protocol (LE ERP) for Major Cross-Border Cyber-Attacks was activated.
- Enhanced monitoring of cyber threats is done through continuous contact with Member States, the Cybercrime Action Taskforce (J-CAT) and open-source monitoring.

### Trafficking in Human Beings

- A temporary THB Task Management Group was set up to discuss operational matters at the earliest stage.
- A dedicated Virtual Command Post for THB (SPRING) was set up to facilitate real-time operational exchanges between Ukraine, Romania, Austria, Hungary, Germany, Slovak Republic, Moldova and Poland.
- Successful operational action on Ukrainian victims of trafficking in human beings; 'Hackathons' hosted through the EMPACT framework saw nearly 240 online platforms monitored, leading to the identification of more than 50 suspicious platforms identified and more than 30 potential victims.

### Other forms of Serious and Organised Crime

- There was a significant mobilisation of the EMPACT framework to tackle Serious and Organised Crime stemming from the Russian invasion of Ukraine. This has led to the implementation of operational actions on:
  - o Document fraud for the purpose of facilitating serious and organised crime;
  - o High-risk Russian-speaking criminal networks; and
  - o Weapons trafficking.

### Analysis and information sharing with Ukrainian authorities

- Over 7,500 Secure Information Exchange Network Application (SIENA) messages were exchanged between Europol, EU Member States and third-party countries with Ukraine.
- Operational and strategic analysis was released of key organised crime and terrorist threats related to the situation in Ukraine, including five dedicated Threat Assessments on potential implications of the war relating to serious and organised crime and terrorism in the EU, as well as an Early Warning and Intelligence Notifications on cybercrime, trafficking in human beings and weapons.

- Over 170 regular open-source monitoring reports were produced on serious and organised crime and terrorism, including cybercrime, migrant smuggling, trafficking in human beings, weapons trafficking, war crimes, money laundering, and travel for terrorist purposes.
- Europol staff and Guest Officers (who are experts from EU Member States who assist Europol with secondary security checks) were deployed to Slovakia, Romania, Poland, Hungary, Lithuania and Moldova. Nearly 1,400 SIENA messages were sent (3,500 hits) and more than 160,000 cross checks were undertaken against Europol's databases.
- Intelligence picture was improved through the collection and assessment of information to detect terrorist and criminal threats and identification of individuals posing a risk.

[Europol regularly publishes updates on the support provided to Ukraine via its website.](#)

## European Union Agency for Fundamental Rights (FRA)



### FRA's overall approach and activities

- Since the start of Russia's war of aggression against Ukraine, FRA has analysed and provided information on core issues affecting fundamental rights within the EU, including the reception and integration of people fleeing the war, rights of the child and child protection, social and economic rights, protection of women against violence and exploitation, patterns of hate speech and responses thereto. FRA highlighted that the experience the EU and its Member States gathered in providing assistance and protection to displaced persons from Ukraine could serve as an inspiration to enhance response mechanisms for asylum seekers and refugees more broadly.
- FRA is a member of the EU Mechanism for Preparedness and Crises Management on Migration ([Migration Preparedness and Crisis Blueprint](#)). FRA shares information with the network about fundamental rights concerns.
- FRA contributes to discussions and policy debates of the three EU institutions, having presented its findings to the European Parliament, Council and relevant Commission DGs.
- FRA also cooperates with relevant international organisations – including the Council of Europe, the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Organization for Security and Co-operation in Europe (OSCE), the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund, etc. – informing them of the situation and providing FRA's expertise as appropriate.

### 2. FRA-related activities and evidence

[Fleeing Ukraine: Displaced people's experiences in the EU – survey findings](#) (28 February 2023)

- FRA launched a large-scale online survey (August–September 2022) for people fleeing Ukraine, which had 14,685 respondents, 91% of whom were women. The survey gathered the personal experiences of the journey to, arrival in and settling in the EU. The findings provide a unique insight into the views and experiences of adults and children from the age of 12 on issues related to their rights and services available under the Temporary Protection Directive (for example, related to work, education, housing and healthcare) in the 10 EU Member States hosting large numbers of people registered for temporary protection (Bulgaria, Czechia, Estonia, Germany, Hungary, Italy, Poland, Romania, Slovakia and Spain). The findings also provide insights into the practical challenges that the EU and its Member States faced in implementing the Temporary Protection Directive.

[How did cities welcome displaced people from Ukraine? Online overview of cities' initiatives](#) (2 February 2023)

- Since February 2022, almost 4 million displaced people from Ukraine received temporary protection in the EU. The arrival of such large numbers of people thrust cities and local



governments to the forefront of the EU and its Member States' relief work. FRA's short online publication provides a snapshot of initiatives taken by selected cities to facilitate access to housing, education, healthcare, employment and social services for people who fled Ukraine (reporting period: February to July 2022). The cities, many of them being self-declared "human rights cities", include: Barcelona, Budapest, Cologne, Ghent, Gdansk, Lund, Nuremberg, Salzburg, Utrecht and Vienna.

[Practical Tool for Guardians - Temporary protection for unaccompanied children fleeing Ukraine](#) (24 November 2022)

- ➔ FRA and the EUAA published the first in a series of tools targeting guardians which focused on temporary protection for unaccompanied children fleeing Ukraine. It aims to assist guardians appointed by EU Member States to support displaced children from Ukraine when registering for temporary protection and exercising their rights.

[Online table of national legislation implementing the EU Temporary Protection Directive in selected EU Member States](#) (latest update 31 October 2022)

- ➔ FRA published an online table with up-to-date country-level information on the relevant legal and administrative measures taken by EU Member States in the implementation of the Temporary Protection Directive. The table is updated regularly.

[The Russian war of aggression against Ukraine – The broad fundamental rights impact in the EU – Bulletin 2](#) (21 October 2022)

- ➔ FRA published its second bulletin, which maps the complexity and scale of the war's diverse fundamental rights implications across the EU and aims to guide policymakers in finding rights-based solutions as they adjusted their responses to the situation. Besides the application of the EU Temporary Protection Directive, it covers measures taken to combat trafficking in human beings and other forms of exploitation, to provide information and support to victims of sexual and gender-based violence, and to address xenophobic disinformation and hate crime.

[Europe's civil society: Still under pressure — Update 2022](#) (19 July 2022)

- ➔ FRA's annual update on the state of the civic space included a dedicated chapter on responses from the EU's civil society organisations to support displaced people from Ukraine. It showed that civil society organisations, human rights defenders and volunteers were at the forefront of providing humanitarian aid and support to those fleeing the war. NGOs working on migration and refugee issues took immediate action to support people fleeing from Ukraine. This included supporting particularly vulnerable groups: children, persons with disabilities, older people, etc.

[The war in Ukraine – Fundamental rights implications within the EU – Bulletin 1](#) (19 May 2022)

- ➔ FRA published its first bulletin on Ukraine, covering four EU Member States neighbouring Ukraine (Poland, Slovakia, Hungary and Romania).

[EU-Ukrainian border check points: First field observations](#) (23 March 2022)

- ➔ One week after the start of the Russian aggression, from 3-14 March 2022, FRA visited the borders of the four EU Member States bordering Ukraine (Poland, Slovakia, Hungary

and Romania) to observe the fast-developing situation. On 23 March 2022, FRA published its observations, highlighting in particular the risk of trafficking in human beings.

### 3. Coming up in 2023-2024

- **Fundamental Rights Report 2023:** FRA's Fundamental Rights Report (to be issued in June 2023) will include a dedicated focus chapter on the fundamental rights implications for the EU of the war in Ukraine.
- **Overview and assessment of the situation at the local level:** Findings from FRA research into the responses of local authorities to ensure access to temporary protection rights in 12 Member States will follow the online publication of cities' responses to welcoming displaced people from Ukraine (due in the fourth quarter of 2023). The focus will be on access to housing, education, healthcare and employment.
- **Survey on violence and related human rights abuses against women fleeing the war in Ukraine:** To contribute to EU and international efforts to collect evidence on, and effectively respond to, violence and related human rights abuses experienced by women displaced from Ukraine – including the work of the ICC, Eurojust and other actors – FRA will carry out a survey among women who have fled the war in Ukraine and now reside in Czechia, Germany and Poland, interviewing some 1,200 women in total. The survey will be carried out in the three EU Member States in 2023, with results available in 2024. The three countries selected for the survey are among the EU Member States hosting the largest number of women displaced by the war in Ukraine. Data collection will focus on experiences of violence related to the conflict – in Ukraine, during transit and in the current country of residence in the EU. It will also collect data on other human rights abuses related to the conflict, including labour exploitation. The survey will compile data on perpetrators, whether incidents were reported, access to victim support services and the types of services needed by victims. Eurojust and EIGE, together with other organisations, will support this work by participating in a steering committee, which FRA has established to oversee the development and roll-out of the survey.
- **Bulletin 3:** FRA is preparing a third bulletin reporting on the situation of children temporarily displaced from Ukraine in the EU focusing on education and healthcare. An effort will be made to collect information from Ukrainian institutions on unaccompanied children and children with disabilities.

## European Border and Coast Guard Agency (Frontex)



### 1. Situational awareness and monitoring

With the start of the war, Frontex activated a crisis response mechanism and established a dedicated crisis response team which operates 24/7. Through this mechanism, Frontex provides regular updates to Member States and EU institutions on the situation at border crossing points and monitors refugee flows to support awareness, border control activities, including facilitation of border crossings, and evacuation corridors. Once a week the Agency provides a situational report with an overview of the key developments in Ukraine from the recent period. The Agency also produces weekly reports on the situation along the EU-Russian borders and the migratory situation in the Baltic states.

Furthermore, Frontex prepared several specific assessments of the impact of the war in the context of the European integrated border management and coast guard functions, such as: scenarios on the situation in Ukraine and repercussions for the border management, report on food security and migration, threat assessment on cross-border criminal activities and implications of the war in the maritime domain. Additionally, the Agency reports on the consequences of the war in its risk analysis products issued on a monthly, quarterly and annual basis. Frontex analytical products feed into to the Blueprint reports of the European Commission on migratory implications of the Russian invasion of Ukraine, and they inform the public about the migratory movements toward and outwards of the EU.

With regard to Moldova, Frontex launched support within the EUROSUR (European Border Surveillance System) framework and established a first-ever Specific Situational Picture (SSP) of EUROSUR with a Third Country. The SSP was activated under the Joint Operation Moldova, with the purpose of supporting operational activities and increasing situational awareness with available EUROSUR components and monitoring services. Moldovan authorities were given a possibility to request data derived from EUROSUR Fusion Services (Satellite Imagery Service) and to benefit from a shared situational picture containing information such as unauthorised border crossings and cross-border crime. For the next step under the EUROSUR framework, Frontex is also planning to support the establishment of a fully-fledged Coordination Centre in Chisinau.

### 2. Operational support to Member States

Frontex stepped up its operational support on the ground following the requests of Member States. In particular, the Agency reinforced operational activities within the framework of the ongoing Joint Operation Terra 2022, also ongoing in 2023, in the following countries:

- ➔ Romania: by deploying up to 220 additional standing corps officers (deployment period 2022), patrol cars and other equipment to Romania's border with Moldova and Ukraine throughout operational year 2022. Also, aerial assets were deployed along the Romania-Ukrainian border. As of February 2023, the Agency is supporting Romania with around 300 standing corps officers and other staff (host Member State's officers, interpreters and crew members) deployed to perform border checks, border surveillance, cross-border crime detection, as well as migration management support tasks – around one-half of them

(132) are deployed at the Romania-Moldovan and Romania-Ukrainian borders, while the rest are deployed at the Romania-Serbian border.

- Slovakia: by deploying up to 45 additional standing corps officers (deployment period 2022), 9 patrol cars and aerial surveillance equipment for border checks and border surveillance tasks along the Slovak-Ukrainian border. As of February 2023, Frontex support to Slovakia amounts to 10 standing corps officers mainly deployed to perform advanced document checks, cross-border and motor vehicle crime detection tasks. In terms of equipment, Frontex contributes with a CO2 detector, patrol cars and a transportation vehicle.
- Estonia: by deploying additional resources for border checks and border surveillance activities at the border between Estonia and Russia. As of February 2023, Frontex supports Estonia with around 35 standing corps officers deployed to perform border checks, border surveillance and cross-border crime detection tasks, and with patrol cars.

### 3. Tackling cross-border crime

Frontex supports Member States in the prevention, detection and fight against a variety of cross-border crimes, such as trafficking in human beings (THB), with a specific focus on child trafficking, firearms smuggling, drugs, stolen vehicles, as well as excise goods trafficking and other illegal transborder activities.

Frontex deployed standing corps officers specialised in THB to Romania and Moldova. Together with Europol and INTERPOL, the Agency supports local authorities in detecting suspicious THB activities. In particular, Frontex provides awareness sessions on THB indicators, adapted to the specific context of the war against Ukraine, to the first- and second-line officers. Cross-Border Crime Detection Officers (CBCDOs) reinforced the activities related to the prevention, detection and combating of cross-border crime in Romania, Slovakia and Moldova, with a special focus on THB and firearms trafficking.

Furthermore, Frontex actively contributes to EMPACT activities. For example, Frontex coordinated (Portugal and Spain as co-leaders) the implementation of the Joint Action Day (JAD) on child trafficking that took place from 6-13 June 2022. The JAD gathered all Member States, Europol, INTERPOL, Moldova, Ukraine, Western Balkan countries and the United Kingdom in a coordination centre established in Frontex headquarters. A representative of the Ukrainian National Police/Migration Department was present in the coordination centre, which greatly facilitated the verification of collected intelligence. The JAD focused on migratory movements towards Europe, at all types of borders, with an aim to detect minors, potentially being trafficked towards and between European countries, and also secondary and tertiary migratory movements of children across Europe. The action resulted in 134 arrests, including 29 for THB for sexual exploitation and 4 for labour exploitation, identification of 226 fraudulent documents, 64 suspected traffickers, 134 potential victims, including 15 minors, and opening of 104 new criminal cases.

Another JAD coordinated by Frontex (Austria as a co-leader) under the name of Danube 7 took place from 24 June-4 July 2022 and focused on the south-eastern external land borders and the Western Balkans. The JAD coordination centre was established at the premises of the joint operational office in Vienna. The action gathered 7 Member States, 5 third countries, Europol, INTERPOL and Eurojust. Preliminary results of the operation are as follows: apprehension of 82 people smugglers, 2 traffickers of human beings, 4,082 irregular migrants, detection of 83 forged and falsified documents, and 91 cases of smuggling of other illegal

goods. This JAD took into the account the possible impact of war in Ukraine on migrant smuggling, THB and document fraud.

In December 2022, Frontex coordinated JAD Finestra 2 (from 6-17 December 2022), which was led by Romania, with the support of Europol, OLAF, INTERPOL and SELEC. Moldova participated in the JAD and hosted the coordination centre in Chisinau. JAD Finestra was implemented in the framework of EMPACT Excise Fraud OAP 2022 and focused on targeting excise goods smuggling (especially cigarettes and raw tobacco), migrant smuggling, weapons smuggling and document fraud alongside the EU–Ukraine border and the border between Romania and Moldova. The JAD resulted in the seizures of 2.3 million pieces of cigarettes, around 3.2 tons of tobacco and 4.3 thousand liters of alcohol. The JAD led to the detention of 39 facilitators, detection of 188 illegal stays, 286 refusals of entry, 15 fraudulent documents and the seizure of smuggled firearms, marijuana, pyrotechnic articles, counterfeit cosmetics, and undeclared anabolic and antiseptic agents.

In the framework of EMPACT Firearms Priority OA 3.3, Frontex, in cooperation with the European Commission, European Firearms Expert Group, Europol, EUBAM Moldova Ukraine, as well as Member States and international partners such as INTERPOL, UNODC, WCO, OSCE, SEESAC, developed a Handbook on Firearms for Border Guards and Customs (EU version – land border edition). Frontex spearheaded the response to the Ukraine-emanating firearms diversion risk by supporting detection capabilities of EU Member States, as well as those of Ukraine and Moldova. As part of its efforts, Frontex developed a specialised Handbook for border guards and customs on firearms detection at the borders. The handbook and its different versions and translations bring together recent developments and best practices at both the European and international levels to support national border and customs authorities in both EU and non-EU countries to reinforce their operational response against arms-related crime.

In the same vein and under the umbrella of the EU Hub for Moldova, a Firearms Detection Course was organised in Ungheni, Moldova, in November 2022 to enhance internal security and border management between the EU, Member States and Moldova. As the current conflict in Ukraine may have a long-term impact on weapons proliferation in Europe and beyond, the higher availability of weapons carries a spill-over risk that is further elevated when combined with the presence of criminal elements that may have used migratory or other phenomena to enhance their capabilities.

Several steps have therefore been and are currently being undertaken to mitigate this risk, including the production of an addendum to the handbook on this subject. The addendum would highlight notable cases of seizures, as well as *modi operandi*, indicators and recommendations to enhance operational cooperation. Frontex is also cooperating with other non-EU actors on this topic, such as Moldova and Ukraine, and is also working with the US DoS plan on limiting the diversion of MANPADs and ATGMs. Frontex has also organised workshops on the detection of travelling terrorist fighters at the border in the post-war context in Poland and Romania, and is planning to organise more activities in Moldova and along the eastern EU borders in order to increase awareness and enhance information-exchange.

EMPACT-related actions, especially JADs, reinforce cooperation between EU Member States, TCs, international organisations and EU Agencies.

Frontex reinforced the VEGA children project and delivered awareness sessions on VEGA children to the authorities at the EU-Ukrainian borders. The purpose of this project is to raise awareness of the deployed standing corps officers and local staff working at border crossing

points to children on the move who are at risk and in particular to tackle child trafficking at land borders. Dedicated VEGA handbooks, such as “Children at land borders” and “Children at air borders”, provide information on how to apply standard operational procedures to refer these children to the welfare and protection institutions. Frontex is planning more sessions this year for 7 Member States and 4 third countries.

In 2022, 21 experts from the Consultative Forum member organisations carried out on-the-spot visits in the framework of Frontex VEGA activities to provide advice on the identification of vulnerable persons. The 21 activities were implemented as following: 4 activities in air domain (Tirana, Pristina, Chisinau, Skopje airports) and 17 activities in land domain, with a special focus on the EU-Ukrainian borders, including sessions held in Moldova at the Moldova-Ukrainian borders. The hosting countries are Moldova, Poland, Romania, Slovakia, Croatia, Lithuania. In parallel, Frontex experts delivered 24 awareness sessions: 7 awareness in sea domain focusing on the Mediterranean region, 5 awareness in air domain and 12 awareness in land domain with a special focus on the EU-Ukrainian borders, including sessions held in Moldova at the Moldova-Ukrainian borders.

Frontex provides dedicated sessions on counterterrorism and firearms trafficking counteraction to officers at the EU-Ukrainian borders. For example, Frontex organised training on counterterrorism and firearms counteraction for Polish border guard and customs authorities. The training covered a broad scope of topics related to travelling terrorists, their associates and other persons of interests, as well as cross-border crime linked to counterterrorism. It also included interactive sessions on profiling and second-line examination.

#### **4. Humanitarian voluntary returns**

Since the beginning of the Russian invasion in Ukraine, Frontex has supported Member States in organising humanitarian voluntary returns. Initially, the solution was available to countries bordering Ukraine. However, following a large influx of non-Ukrainian citizens fleeing the warzone, the solution was made available to all Member States. The mechanism is dedicated to all non-Ukrainian nationals and their (also Ukrainian) family members fleeing the conflict zone, who explicitly request to return voluntarily to their country of origin or another third country, despite being eligible to stay in the Member States.

Frontex has supported a total of 908 humanitarian voluntary returns. By the end of February 2023, Poland returned 740 third-country nationals using the humanitarian voluntary return mechanism from 24 February 2022 to 28 February 2023. In addition, Germany returned 167 third-country nationals to 23 different countries, and Austria returned one person using the mechanism by scheduled flights.

#### **5. Technical assistance support to the Ukrainian State Border Guard**

In January 2023, Frontex and the State Border Guard Service of Ukraine signed a grant agreement worth EUR 12 million to support Ukrainian border officers in performing their duties.

The grant covers a list of equipment, such as warm winter uniforms for border guards, electric generators, portable power stations, field kitchens, patrol vehicles and pumps. With the financing, the equipment will be used for civilian border management purposes at Ukraine’s western borders with EU Member States and Moldova and in its proximity. This will also prepare the State Border Guard Service to potentially host Frontex joint operations in the future.

## 6. Support to Moldova

Following the conclusion of the EU-Moldova Status Agreement on 17 March 2022, the Agency launched Joint Operation (JO) Moldova 2022 with executive powers on 19 March 2022. The Status Agreement enables Frontex to extend fully-fledged and comprehensive support to Moldova and provides the deployed standing corps officers with the necessary protection, immunities and security coverage. It is the first Status Agreement and the first joint operation with executive powers in the Eastern Partnership region. Chisinau airport remained activated under JO Coordination Points Air, Land and Sea without executive powers, where standing corps officers advise and support local authorities in border checks. An on-the-spot visit was arranged at Chisinau airport by international and non-governmental organisations associated to the Frontex Consultative Forum within Vega Children activity.

The operational aim of the JO Moldova is to provide increased technical and operational assistance to the host third country by coordinating operational activities on its territory under the control of Moldovan authorities. The JO aims to aid border management, combat cross-border crime and strengthen European cooperation and law enforcement activities.

Frontex has currently deployed around 60 standing corps officers to assist the Moldovan authorities in various border management functions, including border surveillance, to enhance European cooperation and law enforcement activities. The profiles of the deployed standing corps officers are border guard officer, advanced-level document officer, cross-border crime detection officer and motor vehicle crime detection officer. Frontex activities are implemented in 10 border crossing points, 5 border control units and 2 local coordination centres. In addition, Frontex co-finances the internal redeployment of Moldovan border police officers to the Moldova-Ukrainian border.

Frontex organised a series of awareness sessions for Moldovan colleagues as a support activity in the area of stolen vehicles detection. The goal of the awareness session is to share best practices, tricks, expertise and knowledge in the field of stolen vehicles with Moldovan colleagues and Frontex standing corps officers, as well as to provide them with the opportunity to improve their knowledge and skills needed in daily work in cross-border crime identification (specifically on vehicles) at border crossing points in Moldova. Four experts shared their expertise during 8 days of sessions in six locations across operational areas of JO Moldova. The session engaged 161 Moldovan attendees from different law enforcement entities (border police officers, customs officers and national police representatives).

Within the cross-border crime field, Frontex organised a 5-day Firearms Detection Course in November 2022 in Ungheni, Moldova. The aim of this course was to increase the participants' knowledge and skills in detecting illegally-trafficked firearms, ammunition and explosives, but also to provide best practices in decision-making when detecting these items. A total of 16 trainees, mainly from Moldovan customs and border police, attended and successfully completed the course. The trainers' team was composed of Frontex standing corps officers and experts from Member States, in addition to four selected Moldovan officers who ensured that the material remained focused on the trainees' training requirements and the region's particularities.

On 28 June 2022, Frontex and the Moldovan Ministry of the Interior, as well as its border police, held an international conference, "Support measures in response to the crisis: Experiences and first lessons learned", in Chisinau, Moldova. The conference was organised as a sign of solidarity of the European Border and Coast Guard with Ukraine in face of the unjustified and unprovoked Russian aggression and a clear example of the growing

cooperation between the EU and Moldova. The event brought together senior border and migration management authorities from Member States, Schengen Associated Countries, Moldova, Ukraine, EU institutions and Agencies, and international organisations. It served as a platform to take stock of ongoing cooperation and efforts in supporting border and migration management in Ukraine and Moldova.

Frontex became one of the main contributors to the EU Support Hub for Internal Security and Border Management in Moldova. As an operational platform, the EU Support Hub has supported cooperation on internal security and border management between the EU, its Agencies, Member States and the Moldovan authorities.

Frontex supports Moldova on various activities under an agreed action plan aimed to enhance cooperation on returns and readmission. The activities aim to increase capacity in managing returns at the national level and return operations from EU territory.

In the area of combatting document fraud, on 1 April 2022, the Frontex-INTERPOL Electronic Library Document System (FIELDS) became operational, thus concluding a 6-year joint project phase. Recognised as a key instrument for combatting document fraud, FIELDS needs constant updates and new document-related content in the form of Quick Check Cards (QCC) to improve border guards' capacities to detect false documents and prevent irregular migration. In this context, Frontex established the first Regional Working Group, composed of document experts from Western Balkan countries and Moldova, which aims to develop QCC to populate the system and share physical specimens of their national travel/identity documents with the FIELDS community. Document experts from Albania, Montenegro, Serbia, North Macedonia, Bosnia-Herzegovina and Moldova gathered in the very first FIELDS Western Balkan and Moldova workshop in September 2022. Four new workshops are planned in 2023 to bring together these representatives again.

In July 2022, the Agency deployed a Frontex Liaison Officer (FLO) in Moldova to cover the Eastern Partnership Region. The initial place of deployment was planned to be Ukraine, but due to the situation in the country and in coordination with the EEAS, it was decided to place the FLO temporarily in Moldova until the situation allows the deployment in Kyiv as originally planned.

## **7. Contribution to coordinating platforms and other forms of cooperation**

The Agency contributes to regular meetings of the EU Integrated Political Crisis Response (IPCR) Roundtable activated by the Council in relation to the situation in Ukraine by sharing the situational picture, including monitoring of migratory flows, and reporting on the operational presence of the Frontex deployed standing corps officers at the EU's external borders.

Frontex is part of the EU contingency planning concept developed by the European Commission (DG HOME) and coordinates its presence in the parameters provided. For example, Frontex is an important actor for the identified border capacity measures (which includes providing additional equipment, personnel and support when requested) and can evaluate joint operations deployed at the external borders.

Apart from the Blueprint Network, Frontex participates in the Solidarity Platform that coordinates operational support for Member States and Moldova in view of the Temporary Protection Directive.



Frontex has stepped up its cooperation with JHA agencies. For example, Europol, Eurojust, Frontex and Member States participated in operation Oscar to support the freezing of criminal assets owned by individuals and legal entities sanctioned in relation to the Russian invasion of Ukraine.

The EMPACT framework adjusted its operational activities and planning as a result of the Russian aggression. The whole EMPACT community was also activated to support both Ukraine and the most affected EU Member States in prevention, detection and combating criminality as a result of the war.

Frontex maintains regular contact with EU partners on the ground, in particular the European Union Advisory Mission Ukraine and the European Union Border Assistance Mission to Moldova and Ukraine, to ensure coherent EU support, especially in light of the expanding mandate of both partners. This particularly concerns the topic of firearms trafficking counteraction. Frontex is in close contact with UN partners which are actively present on the ground. The Agency exchanges situational information with UNHCR, the IOM and analytical products with other UN bodies. Moreover, Frontex shares its situational reports with INTERPOL.

