



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 24 July 2009

12305/09

**FRONT 61
COMIX 602**

NOTE

from : General Secretariat
to : COREPER/Council
Subject : FRONTEX Annual Report 2008

1. Article 20, paragraph 2 (b) of the Council Regulation establishing a European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union states that the Management Board of the Agency shall:

" before 31 March each year, adopt the general report of the Agency for the previous year and forward it by 15 June at the latest to the European Parliament, the Council, the Commission, the European Economic and Social Committee and the Court of Auditors. The general report shall be made public".
2. The Frontex General report for the year 2008 was adopted by the Management Board on 26 March 2009 and is submitted to the Council in accordance with the provisions laid down in Article 20, paragraph 2 (b) of the above-mentioned Council Regulation.



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



General Report 2008



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

Foreword of the Chairman of the Frontex Management Board

On 26 November 2004 the Council Regulation establishing a European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union entered into force. Subsequently the Agency's structures were created and thus Frontex was finally able to take up its responsibilities on 3 October 2005.

In this formation process the Member States acted as father and the European Commission as midwife of a centre of expertise for the EU external border management. One could say that after the legal framework was set up the European Union has established an operational tool to assist the Member States and the Schengen-Associated Countries with the consistent implementation of the Schengen Acquis.

Frontex has been provided with a Management Board whose mandate is clearly stipulated in the Preamble of the Regulation: it shall effectively control the functions of the Agency. To this end the main tasks of the Management Board include the appointment and the advice of the Executive Director as well as the adoption of the Agency's general report on the previous year and its programme of work and budget for the following year.

On 25 April 2008 I took office as Chairman of the Frontex Management Board. From the very beginning I have conceived this office both as contact point for the interests, proposals and suggestions of the Member States and guarantor of their best possible realisation in the EU context by and together with the Agency – in addition to the task of convening and chairing meetings.

In retrospect the work of the Management Board in 2008 was characterised by a well-balanced combination of an open exchange of views and a result-oriented approach, which has resulted in better decision-making. At this point my special thanks go to the Members of the Management Board for their active and constructive participation and the Agency staff for the excellent cooperation and preparation of the Management Board meetings.

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Furthermore the Management Board also contributed to a better cooperation between Frontex and the Council of the European Union in the previous year. This was primarily achieved due to the regular updates on Agency-relevant activities made by the Members representing the Member State holding the Council Presidency in the Management Board meetings. At this point my special thanks go to the Members of the Management Board representing Slovenia and France.

I would also like to emphasise the fine work performed by the ad hoc Management Board Working Group on return issues and the Steering Committee for the Article 33 evaluation and sincerely thank everyone involved for their participation.

2008 marks the year in which Frontex disposed of the highest budget and staff since its start-up. As a result the Agency was more operational than ever and also performed better in providing the Member States with operational support and service. In this regard I should mention the considerable progress that was made in the field of joint return flights.

At policy level 2008 stands for the year of two evaluations of the Agency. In February the Commission issued its evaluation in the form of the Communication on the future development of Frontex. The recommendations of this Communication were incorporated into both the Council Conclusions on the Management of the External Borders of the Member States of the European Union under Slovenian Presidency and the European Pact on Immigration and Asylum under French Presidency. Finally, an independent, external evaluation pursuant to Article 33 of the Frontex Regulation was carried out by a Danish company during the second half of the year. The follow-up to the results of both evaluations will set the future agenda of the Management Board.

When it comes to the prospect for 2009 the Management Board will draft, adopt and issue recommendations to the European Commission, which shall comprise changes to the Frontex Regulation, the Agency and its working practices. Besides, the Management Board shall adopt a multi-annual plan for the purpose of serving as orientation for the Agency's activities in the period 2010-2013 for the very first time.

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The Frontex General Report 2008 was slightly changed in structure compared to the previous year. It is designed for the general public and shall therefore give the reader a clear overview of the Agency's activities thus including some operational highlights and success stories. This target was successfully reached. In addition to that, however, I should stress that the General Report 2008 also succeeds in illustrating the added value and inalienability of Frontex for the integrated border management in the interest of the European citizens.

Robert Strondl
Chairman (since 25 April 2008)

Introductory statement by the Executive Director of Frontex

The year 2008 was another year of important development for Frontex. The agency can now be said to have entered the path of consolidated growth after two initial years of significant budgetary and staff expansion. We made this year an effort to stabilize the Agency's growth and meet all needs at the operational, organisational and policy levels.

At the operational level the number of joint operational activities decreased but their length was significantly extended with the aim of increasing efficiency. Between 2007 and 2008, detections of illegal border crossing at the EU external borders increased significantly, by as much as 24% based on reports from EU Member States. This general trend was due to larger detections in the Italian island of Lampedusa and the Greek border with Turkey, where detections doubled, mostly because of increased surveillance. In contrast, illegal migration to the Canary Islands, the main entry point of the West African route to the EU, decreased following the successful implementation of measures ranging from strengthened control, to co-operation agreements with countries of departure. Frontex was able to deliver more in the year 2008, as Member States have shown greater sense of commitment sending experts and assets to the countries facing significant migration pressure.

At the organisational level, the agency was restructured into three divisions: operations, capacity-building and administration. This change stemmed from the need to establish a structured and holistic approach in monitoring border security-related developments. The new division structure is designed to efficiently address likely developments and to facilitate the proper management of Frontex's core activities by allowing better coordination between units. This move also facilitates the introduction of multi annual strategic thinking into our planning process. The first positive results were observed already in December, just three months after the new structure was put in place.

Finally, 2008 was a year of deliberations on the future of Frontex. Recommendations on the future of Frontex and on integrated border management in general, prepared by the European Commission, were followed by Council conclusions and the signing

of the European Pact on Immigration and Asylum. The legal and political environment in which Frontex performs its duties is thus in a constant state of flux and I am proud of how the Agency has responded to the many new challenges it is has been called upon to face.

Overall, I can say that the last year was crucial for Frontex. The agency has moved, so to speak, from childhood into adolescence, which is always a hazardous venture. The positive results that Frontex achieved last year would not have been possible without a strong commitment from the staff of Frontex who have proven again that success can be achieved only through making a joint effort. I am privileged to be leading such a team of committed professionals and look forward to facing together the challenges that the next year will bring.

Ilkka Laitinen
Executive Director

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1. Introduction

1.1. Frontex in general

The European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union was established by Council Regulation (EC) 2007/2004/ (26.10.2004, OJ L 349/25.11.2004).

Frontex coordinates operational cooperation between Member States in the field of management of external borders; assists Member States in the training of national border guards, including the establishment of common training standards; carries out risk analyses; follows up the development of research relevant for the control and surveillance of external borders; assists Member States in circumstances requiring increased technical and operational assistance at external borders; and provides Member States with the necessary support in organising joint return operations.

Frontex liaises closely with other Community and EU partners responsible for the security of the external borders, such as EUROPOL, CEPOL, OLAF, the customs cooperation and the cooperation on phyto-sanitary and veterinary controls, in order to promote overall coherency.

Frontex strengthens border security by ensuring the coordination of Member States' actions in the implementation of Community measures relating to the management of the external borders of the Member States of the EU.

The Frontex Regulation¹ stipulates as a Frontex' objective, *'to facilitate and render more effective the application of existing and future Community measures relating to the management of external borders'*

Frontex shall do so by ensuring the coordination of Member States' actions in the implementation of those measures, thereby contributing to an efficient, high and uniform level of control on persons and surveillance of the external borders of the Member States.²

¹ Council Regulation (EC) No 2007/2004 of 26 October 2004 establishing a European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union, L 349/1 (Frontex Regulation)

² Art 1 Frontex Regulation

Frontex defines its **Vision** as

“Frontex is the anchor stone of the European concept of Integrated Border Management, promoting the highest level of professionalism, interoperability, integrity and mutual respect of stakeholders involved.”

In order to achieve this vision, Frontex is aiming to achieve **four goals** in compliance with its Mission Statement:

AWARENESS

Frontex' goal is to gather situational pictures based on intelligence and by analysing the situation to assess changes, risks and threats with possible impact on the security of the EU external borders; the Agency furthermore shall follow the development of technologies and solutions to strengthen border security; this is to develop initiatives and implement operative activities and technical support at European level in order to promote legitimate cross-border traffic;

RESPONSE

Frontex' goal is playing a key role with the implementation of the EU concept for IBM, particularly in the field of border control measures, initiating joint activities and coordinating regular operational border security measures at EU level with highest efficiency, besides that being (additionally) prepared to effectively support MS to manage emergency situations and ensure security at EU external borders also in exceptional cases;

INTEROPERABILITY

The effective management of external borders calls for interoperability at national, European and international levels. Frontex aims to be the central player for promoting harmonisation of doctrines, needs, operational and administrative procedures, and technical solutions supporting effective management of the EU external borders.

PERFORMANCE

Frontex will endeavour to achieve results commensurable to the expectations reflected in the programmes of work, through the increased efficiency in the use of resources, the improvement of processes of work and the achievement of defined objectives.

Frontex identifies HUMANITY, OPEN COMMUNICATION, PROFESSIONALISM, TEAM WORK, and TRUSTWORTHINESS as **values** which shall be endorsed, shared, lived and performed by each member of staff and respected by Frontex' partners. Those five values will form the foundation of Frontex' activities at all levels.

Full respect and promotion of fundamental rights, belongs to the value "Humanity". It is the most important corner stone of modern European border management.

1.2. Purpose of the report

The Frontex' General Report is mainly directed towards the general public. In that respect the structure of Frontex General Report 2008 was slightly changed and the level of detail was decreased to a more general level, compared to Frontex General Report 2007.

Frontex' General Report 2008 will take the Programme of Work 2008 as a reference but does not aim to report against each and every of the objectives set. It will give the reader a broad overview of activities carried out during 2008, and additionally highlight individual operational activities and stories of success. This information is further enriched with generic and easily understandable financial information.

Although the Frontex Regulation foresees the integration of a comprehensive comparative analysis of operational activities carried out during the year to be covered by the General Report, it has to be recognised that the current evaluation system does not allow comparing all information collected and their analysis. Frontex' operational activities are too diverse with regard to scope, input, output and impact delivered, even when looking inside one operational field such as 'Joint Operations'.

This makes it currently impossible to compare the information gathered during each operational activity. The main challenge is not the evaluations of single activities, which are carried out on a regular and mandatory basis, but to compare them and to establish hypotheses based on this information. This was also concluded in the Art 33 evaluation³ carried out by COWI during 2008.

As a consequence of that, the establishment of a standardised system to assess and evaluate operational activities was established as a priority for 2009. The development of this system will also take into consideration the proposed shift from an **input – output** oriented measurement to an **input – impact (outcome)** oriented evaluation and analysis. In addition to that information collected during 2009 will serve as a basis and benchmark against operational activities which can be assessed and evaluated in the years to follow.

³ Article 33 of Frontex Regulation says: ‘... within three years from the date of the Agency having taken up its responsibilities, and every five years thereafter, the Management Board shall commission an independent external evaluation on the implementation of this Regulation.’

2. Developments

2.1. Situation at the external borders of the EU

In 2008 Frontex collated and analysed inter alia information related to altogether some 175,000⁴ detections of **illegal border crossing** at the external sea and land borders of the EU reported by the Member States. This represents a 20% increase compared to 2007. Most of the increase was due to higher detections in Italy and Greece. Although slightly higher at sea borders, the detections of illegal border crossing split almost equally between the sea and land borders. However, while at sea borders the number of detections went up sharply (around 69 %), land border detections decreased slightly. As in 2007, detections at the Greek sea and land borders with Turkey and the land border with Albania accounted for almost 50 % of the EU total. Frontex' coordinated joint operation Poseidon was carried out on that area.

At the sea borders, most detections were reported for further evaluation and analysis by Italy (37,000, or 41 % of the sea total), mainly from around the island of Lampedusa (31,300), but also from the main Sicilian island (3,300), Sardinia (1,600), and the mainland (800). At the island of Lampedusa, arrivals of illegal migrants more than doubled between 2007 and 2008. In the wake of the increase in Lampedusa, arrivals at the neighbouring Malta also went from 1,700 in 2007 to 2,800 detections in 2008 (+55%). Frontex' coordinated joint operations Nautilus and EPN-Hermes were carried out on the Central-Mediterranean area.

In Greece, detections at the sea border along the Turkish coast also doubled between 2007 and 2008 to 29,100 illegal border crossings. Detections were mostly reported at six islands close to the Turkish coast: Lesbos, Chios, Samos, Patmos, Leros, and Kos.

⁴ At the time of writing of this overview, the verification of Member States' data on illegal border crossings was not entirely completed.

Spain reported the detections of 16,200 illegal border crossing at its sea borders. Compared with 2007, the numbers of arrivals in the Canary Islands decreased to 9,200 (-26%), and the detections along the Spanish peninsula and the Balearic Islands also decreased (-23%). Frontex carried out joint operation Hera 2008 on the Atlantic Ocean close to West-African coast. Joint operations Minerva 2008 and EPN-Indalo 2008 covered the Western-Mediterranean Sea.

The land border section between Greece and Albania recorded the largest share of illegal border crossings with 38,600 detections, but compared to 2007, detections went down by 10 %. It should be noted that most illegal migrants detected at this border section, mainly Albanian nationals, are quickly returned to Albania under a long-standing and effective readmission agreement. However, despite this good collaboration, people who have been returned tend to rapidly cross illegally the border again. Altogether 14,500 illegal border crossings detected have been reported from the Greek-Turkish land border. Unlike at the Greek-Albanian land border, illegal migrants are neither returned quickly nor in large number. Compared to 2007, detections of illegal border crossing have decreased by 14% at this border section. Combined (sea and land borders) joint operation Poseidon 2008 was concentrated on that area.

Detections of illegal border crossing at the EU external border with Morocco in Ceuta and Melilla ranked third among the EU land border sections with 7,500 illegal border crossings.

Detections at the eastern land borders (Finland, Estonia, Latvia, Lithuania, Poland, Slovakia, Hungary, and Romania) totalled 6,200 illegal border crossings. 3.298 were reported just by Poland, which together with Slovakia (978), Hungary (877) and Romania (756) make 95 % of all illegal border crossings reported at the eastern land borders. Joint operations Ariadne, Five Borders, Gordius and Lynx 2008 focused on the eastern land borders.

In 2008 Member States issued altogether some 140,000 **refusals of entry** at the external borders of the EU. This represents a decrease of 11 % compared to 2007. Analysis shows that this decrease is due to a smaller number of refusals of entry at

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the Polish–Ukrainian and Polish-Belarusian land borders, following a drop in regular traffic due to the introduction of more stringent visa requirement with the entry of Poland in the Schengen area in December 2007. Altogether refusals at the eastern land borders of the EU totalled to 30,000.

Refusals of entry split roughly equally between land (around 60,000) and air (some 65,000) borders, whereas they amounted to much less at the sea borders (6,700). Additionally, Spain reported 400,000 denials of acceptance to enter through its land border with Morocco at Ceuta and Melilla. The denials in Ceuta and Melilla reflect the unique situation of this external EU land border.

The border section recording the largest numbers of refusals of entry was the UK air border with 17,600 refusals or 13 % of the total. However, the UK figures include the refusals of entry from both extra- and intra-EU flights. The Spanish air border reported the second largest volume at the air border with 13,600 refusals.

Detections of **illegal stay** offer some indication on final destinations and secondary movement of illegal migrants in the EU. Compared to 2007, Member States' data suggests that the number of persons detected staying illegally in the EU has increased by about 15 %. Ninety percent of the detections for illegal stay were reported in just eight Member States. At the top, France (81,200) and Spain (77,000) represented 40 % of all detections, and recorded the largest increase between 2007 and 2008. A second group of Member States comprising Italy and Greece reported slightly less than 50,000 detections each. A third group, Portugal, the UK, Belgium and Sweden, reported illegal stay ranging between 20,000 and 30,000. Other Member States reported less than 10,000 detections each.

With regard to the collection of information the risk of 'grey' or 'dark figures' impacting on the reliability of the information received and consequently on the analysis based on that information was considered and measures were taken to mitigate it to an acceptable level.

In 2008 Frontex collected and analysed for the first time information on **trafficking in human beings (THB)**. More than 10,000 victims of trafficking were reported over the

year 2007 by 22 Member States. Germany (3,345) and Romania (2,492) report the highest number of victims of trafficking, followed by Spain (1,490) and France (1,002). A total of 4,565 identified facilitators of THB were reported over 2007 by altogether 17 Member States. Romania (1,509) and Germany (1,282) reported the highest numbers, followed by Italy (863) and Spain (691).

2.2. Developments at policy level

In the area of border management the year 2008 has seen developments on policy level that already have or will have impact on Frontex. The Council Conclusions on the management of the external borders of the member states of the European Union⁵, issued under the Slovenian Presidency, as well as the European Pact on Immigration and Asylum⁶, issued under the French Presidency, and the report of the European Parliament on the evaluation and future development of the Frontex agency and of the European Border Surveillance System (EUROSUR)⁷ contain important policy guidelines for the future development of border management in the EU.

Some of them refer directly to Frontex by naming short and long term priorities for the Agency, the others defines future actions related to border management namely surveillance (EUROSUR) and use of new ITC systems (e.g. entry-exit system, registered traveller programme, e-travel authorisation). There are also some important legal and policy initiatives in the field of migration and asylum (proposed amendments to Dublin II, Common European Asylum System and EURODAC regulations).

Following the Council Conclusions Frontex improved the planning process of joint operations and quality of risk analysis. The ongoing transition of several joint operations towards programmes and permanent operations includes, in accordance

⁵ Council Conclusions on the management of the external borders of the member states of the European Union 2873rd JUSTICE and HOME AFFAIRS Council meeting Luxembourg, 5 and 6 June 2008

⁶ European Pact on Immigration and Asylum 13440/08

⁷ European Parliament Report on the evaluation and future development of the Frontex agency and of the European Border Surveillance System A6-0437/2008

with working arrangements now in place, measures to intensify the inter-agency cooperation and the operational cooperation with third countries.

On the political level the Schengen enlargement (Switzerland), discussions on the Lisbon Treaty, and the increased attention from national authorities and the European Parliament in respect of problems related to illegal immigration ask for a long-term approach. The global economic and political developments increased the need for a structured and holistic approach in monitoring the border security related developments.

New cooperation possibilities have been created by concluding working arrangements with important international actors in the area of migration and fundamental rights, as well as with the competent authorities of relevant third countries⁸.

The cooperation with Europol, UNHCR, IOM, EMSA, Interpol, ICMPD, CEPOL, among others, entered into a new phase. The Frontex external cooperation strategy with EU Agencies and International Organisations shifted to a 'network' approach, looking for strategic partners in various fields affected by border management activities and which can contribute to improve integrated border management. These partners are active in fields such as security, immigration and asylum, customs, maritime affairs, transport, technology and crisis management.

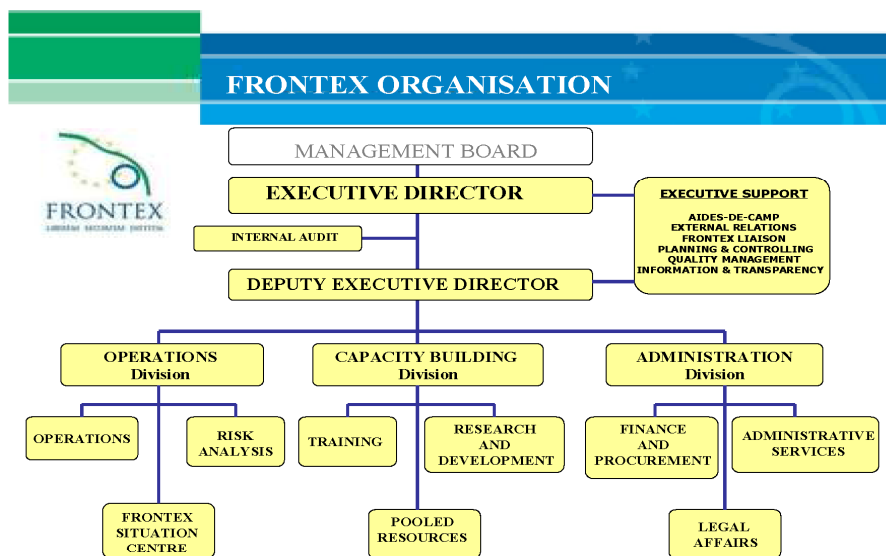
In 2008 Frontex heavily focused on the Western Balkans region with the Management Board mandating the Executive Director to negotiate working arrangements with the competent authorities of Albania, Bosnia & Herzegovina, Montenegro and Serbia. Mandates were also granted in respect of the United States and Brazil. Working Arrangements were signed with the Croatian, Georgian and Moldovan authorities.

⁸ Institutions: IOM – 01.07.2008; UNHCR – 13.06.2008; Europol – 28.03.2008; Secretariat General of the Council (Sitcen) – 19.12.2008; EMSA – 15.12.2008; Third countries: Croatia 15.04.2008; Moldova 12.08.2008; Georgia 04.12.2008

Working arrangements with third countries such as Western Balkan countries and the establishment of cooperation with Russian Federation, Moldova and Ukraine have all positively influenced Frontex' risk analysis capacity and resulted in participation of third countries mentioned before in operational activities coordinated by Frontex.

2.3. Developments at agency level

In order to efficiently address new developments to Frontex' external environment and to facilitate the proper management of Frontex core activities, the new organisational structure allowing better cooperation between different Frontex entities was successfully set up. Introduction of a new management system and creation of an additional structural level was intended to better respond to the demand for a more general and horizontal approach. The new structure facilitates decision making and process-oriented coordination, ensuring efficiency as well as contributing to application of sound management as the basis for a long-term approach (programming) and way towards elements of a matrix-organisation.



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Apart from changes to management structure, Frontex implemented further organisational changes with the aim to meet growing needs for information processing.

Frontex **Situation Centre** (FSC) was created as a separate unit, able to cope with tasks resulting from the operational needs of the Agency. The focus of the FSC is, therefore on maintaining and constantly providing a short term picture of the situation at the external borders of the EU. When a situation becomes critical and needs a high level of attention, a 24/7 emergency response mechanism is to be initiated with the involvement of internal and external partners. In order to take into account the Frontex legal framework, the Frontex Situation Centre needs to guarantee the availability, confidentiality and integrity of information exchange. To foster the full operability of this entity, internal challenges are still to be handled, business applications are to be brought in force, and cooperation with partners at the EU level shall be maintained. Frontex Situation Centre is acting as the single (central) hub in Frontex to channel and manage all incoming and outgoing formal information.

While the **Risk Analysis Unit** (RAU) has grown moderately in size during 2008, the volume of work has grown exponentially. This growth has been followed by increased expectations of the main customers on the activities, products and services delivered by the Unit. The increasing capacity to respond to most of the demands has meant more diversification in terms of type and scope of analytical work performed by RAU. In line with these developments, the core products and the role of RAU in the planning of Frontex coordinated activities have increased in terms of quantity and quality, especially with the introduction of the Semi Annual Risk Assessment, the FRAN Analytical Quarterlies and the Tactical Focused Assessments.

Directed by Frontex' mandate and the understanding that risk analysis serves as the basis and "driver" of all operational activities, the utmost effort has been made to achieve the expectations primarily in terms of quality. The quantity of workload and requested products however had a negative impact; additional staff to be recruited could remedy this situation and would be in line with the recommendations made in the report (COWI-report) on the external evaluation of Frontex.

Operations Unit (OPS) was enabled by the increased amount of available budget to carry out more activities than ever before and activities with considerably extended duration. Duration of long term joint operations such as Hera or Poseidon were extended significantly making them actually permanent operations. The majority of operational activities coordinated by Frontex could be increasingly fostered in terms of duration and deployment of officers and means.

The year 2008 has seen developments in projects supporting to build cooperation structure (Focal Point Offices) and flexible response enhancement (framework joint operation Hammer under 4.1.). Both areas were remarkably supported by Member States regarding the number of officers deployed. Besides the grown participation of border authorities' in operational activities, partner agencies and institutions such as Europol or UNHCR were also involved.

The new interpretation of Art. 9 of Frontex Regulation allowed to financially assist five (of total 15) joint return operations (JRO). This new development in the forced return area was warmly welcomed by Member States and contributed to more active participation in organising of joint return operations.

Catering for the increasing needs of operational entities, concerns several Frontex service providers such as **Administration, Finance or Human Resources**. For those parts of the Agency the most important development in the Agency in 2008 was the continuing growth in number of staff and therefore the need to cope with a bigger workload with similar resources as in year 2007. The budget increased by almost 70% compared to the year 2007, the number of staff increased by more than 40%, from 128 to 181. Overall 48 selection procedures were finalised with 201 candidates chosen from 1776 applications received. The financial system was adjusted according to the auditors recommendations, but was not free from weakness regarding the number of recorded financial exceptions as well as payment delays related to operational activities.

Starting with improvement of the planning process, which already started in the end of 2008, Frontex will take additional internal actions to ensure sound financial management in the future. Furthermore, the Agency will firmly encourage the

Member States to use the instrument of pre-payment, which will allow smoother budget management throughout the financial year.

In the field of **training** the main focus in 2008 was on further harmonisation of national training activities and training/educational programmes. The year 2008 brought a significant increase in number of activities carried out (from 114 to 197), and number of participants (from 1200 to 2100). The importance of training was reflected in the 2008 budget, in which eight percent of funds were allocated to the task of training.

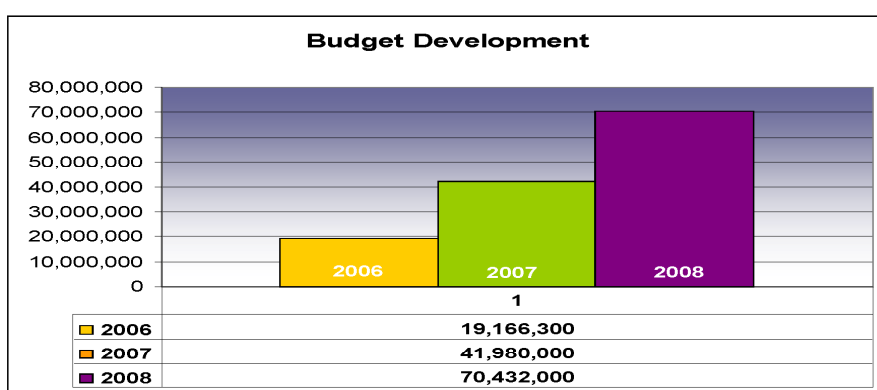
Meanwhile, the emphasis of **research and development** related activities was on consolidating a firm position of Frontex in the EU security research, and to support the developments concerning the European Border Surveillance System (EUROSUR) and Entry/Exit system. Frontex has worked closely with the Commission to direct the EU security research to fit the needs of border control.

In addition to Frontex Situation Centre, also the **Pooled Resource** Unit has been created in 2008. This reorganisation reflects the increasing importance of operational response capacity of Frontex. The Agency has strengthened the ability of Member States to deploy experts and technical equipment by implementing Frontex Joint Support Teams (FJSTs) and detailing rules on the mechanism for creating Rapid Border Intervention Teams (RABITs). In order to keep RABIT members fit and ready for deployment, several training courses and real-life scenario exercises were organised in 2008. During an exercise carried out in Romania, the capacity for short notice deployment of border control equipment, in addition to officers' deployment, has been tested last year.

3. Summary on budgetary Issues – Finance and Human Resources

3.1. Budget Developments

Financially, 2008 can be characterised as a consecutive year of rapid growth. The 2008 budget, compared to 2007, increased by 68 % to the amount of € 70.4 M.



Compared to the year 2006 the increase would amount to 367 % assessing the final budgets. Such a fast increase provokes consequently consumption challenges, as the annual financial circle differs from the operational one. The utilisation of funds made available for Frontex increased last year but is still at relatively low level.

	Budget adopted by the Budgetary Authority	Changes during the year	Final Budget	Division Administrative /Operative (%)	Utilisation (%)
2006	15,700,000	3,466,300	19,166,300	31.8/68.2	27.4
2007	22,200,000	19,780,000	41,980,000	35/65	31.7

2008	39,721,000	30,711,000	70,432,000	28.1/71.9	51.3
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* Calculation of utility rate does not include carry overs

3.2. Appropriations carried forward to 2008 (Table: see Annex IV)

After the closure of financial year 2008, Frontex is able to show the total use of payment appropriations received in 2007. These appropriations have to be used before 31 December 2008, either directly in 2007 or after being carried forward to 2008. The Agency has been able to use 64 % of the payment appropriations made available in 2007, approximately evenly split over payments in 2007 and 2008.

Certainly this level of consumption of payment appropriations is low. However, it should be noted that Frontex was and still is influenced by a number of external factors outside Frontex' control. In the second half of 2007, Frontex' budget was increased by € 7 M. (20 %). As a consequence of the budget principle of annularity it has proven to be rather difficult to start and finish justified projects within the remaining of the year.

Additionally, estimating project budgets without sufficient historical data about the level of eligible costs of each beneficiary and using the EU ceilings for daily allowances and accommodation for guest officers lead to an overestimation of grant budgets. In general actual costs turned out to be significantly lower. This finding is supported by the difference in use of payment appropriations of operations on land and air borders on the one hand and sea borders on the other. Due to the use of expensive operational means such as vessels and aircrafts in sea operations the influence of overestimation of "personnel" related costs is much lower leading to use of payment appropriations at twice the level of operations at land and air borders.

Another aspect is related to the ability of grant beneficiaries to meet the deadlines set in the grant agreements for sending their final claim. This deadline is set at 45 days after the end of the operation, but practices shows that many claims, also or especially for higher amounts, is received much later, sometimes even 6 to 9 months after the end of the operation.

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Appropriations automatically carried forward from 2007 to be paid in 2008

Budget item		Carried Forward	Executed Payments		(To be Cancelled)
		(A)	(B)		(C)
Staff:		1 434 742	117 256	8%	1 317 486
Other Administrative Expenditure:		2 252 116	1 892 554	84%	359 563
Operational Activities:		18 413 193	11 747 928	64%	6 750 503
3000	Operations and projects, land borders	2 110 719	562 858	27%	1 547 861
3010	Operations and projects, sea borders	12 025 097	9 425 282	78%	2 599 815
3020	Operations and projects, air borders	656 238	315 615	48%	340 623
3030	Operations and pilot projects etc., combined	287 458	131 881	46%	155 577
3050	Return co-operation	146 112	39 336	27%	106 777
3100	Risk analysis	555 506	164 169	30%	391 337
3200	Training	2 144 577	898 017	42%	1 246 560
3300	Research and development	269 455	77 979	29%	191 477
3400	Management of technical equipment	188 889	103 650	55%	85 238
3500	Miscellaneous operational activities	14 571	14 571	100%	85 238
Grand total		22 100 051	13 757 738	62%	8 427 552

Appropriations carried forward from 2007 to be paid in 2008 by decision of the Management Board

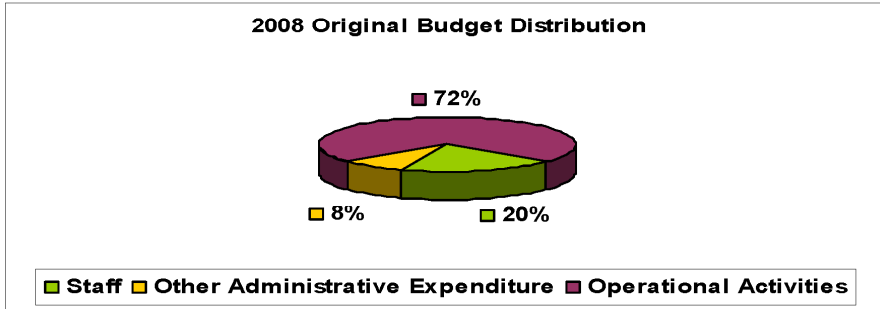
Budget item		Carried Forward	Executed Payments		(To be Cancelled)
		(A)	(B)		(C)
Title 1 Staff:		-	-		-
Title 2 Other Administrative Expenditure:		340 000	333 169	98%	6 831
Title 3 Operational Activities:		-	-		-
Grand total		340 000	333 169	98%	6 831

Frontex was only able to pay 62% of the total appropriations carried forward. Almost € 8.5 m. was not used as a consequence. This amount will be returned to the Commission.

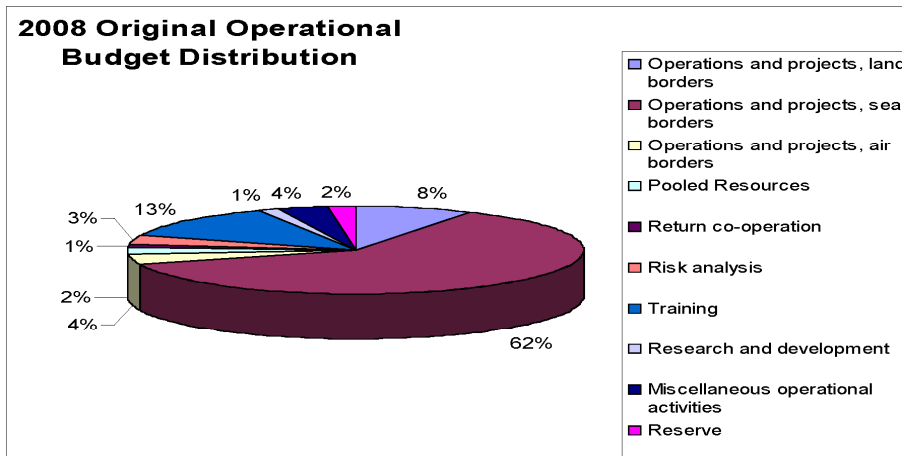
3.3 Appropriations 2008 (Table: see Annex IV)

The budget available in 2008 was sufficient for Frontex' activities, only 7% of the budget could not be "used" (committed). The originally foreseen allocation was less accurate which is shown in the transfers on the authority of the Executive Director. It should however be mentioned that this also reflects changes in policy, e.g. the budget for return co-operation quintupled over the financial year.

The distribution of budget shows the importance given to the operational activities. More than 70% of funds available in the budget for 2008 were allocated for joint operational activities.



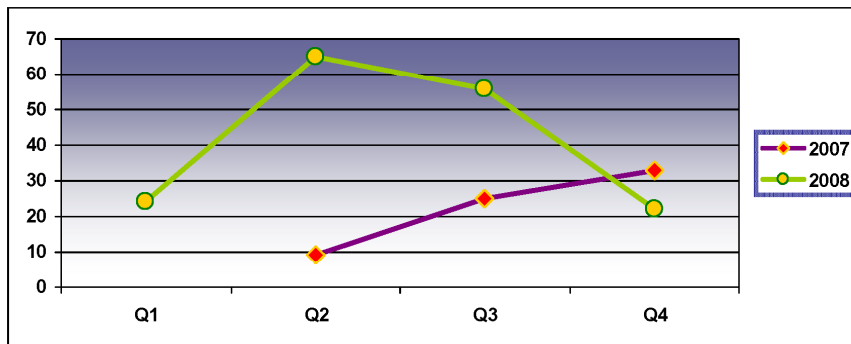
Inside the operational budget more than 60% of available funds were committed for maritime operations. The equipment used in sea operations such as vessels and aircrafts consumes a substantial part of the budget. The second biggest part (13%) of the operational budget 2008 was allocated to training activities followed by land border operations (8%)



In 2008 Frontex consumed 91% of its available budget of commitment appropriations. The differences between the titles were limited, with Title 1 at 98 %, Title 2 at 83 %, and Title 3 at 94 %.

3.4. Looking at other aspects of financial management

2008 saw an increase in number of exceptions reported up to 167 covering € 20.2 M. Compared to 2007 (by excluding 24 exceptions reported between 1 January and 31 March 2008) this is an increase of 113 % in absolute numbers and of 98 % in financial means. This increase of number of exceptions and amount covered could possibly be related to the increase of Frontex' budget (+ 68 %) and to the increase of financial means allocated to Operations (+ 91 %). Nevertheless it shows that efforts made during 2008, to strengthen financial management, have to be intensified.



The table above also shows the downwards trend after tightening the financial management process after Q2 in 2008.

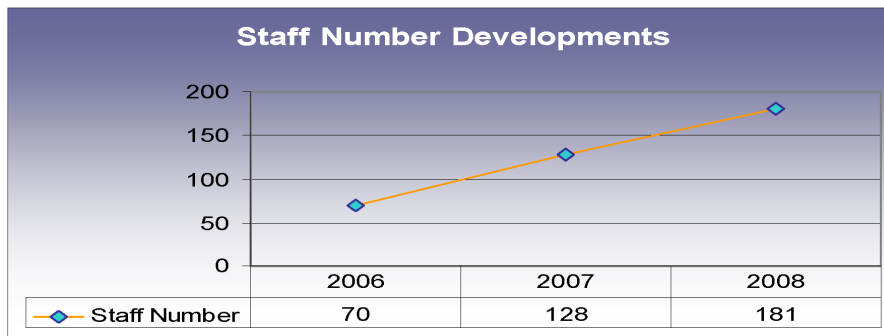
Regarding exceptions surpassing the threshold of 100.000 Euros, 2008 saw a decrease in absolute and relative figures (23 to 18 or 33 % to 11 % of all exceptions reported).

Looking at the implementation and application of internal control standards for effective management the situation has only slightly changed compared to 2007. Frontex has developed a strategic position that should allow the organisation to progress to a higher level of organisational maturity.

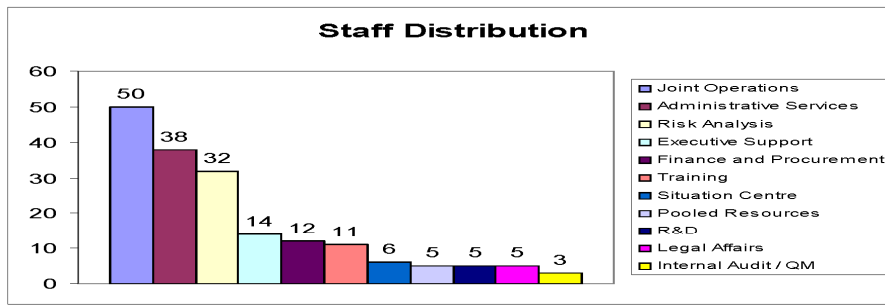
Changes in demands addressed by Frontex' key customers still required Frontex to re-allocate resources and eliminate or slow down procedural steps in other areas during 2008. In 2008 the growth of Frontex with regard to human and financial resources remained within estimated and planned boundaries. Although this allowed to further improve the positioning of the Agency from an operational point of view, it also challenged the Agency's ability to further implement control standards. This should not be interpreted as an excuse for the slow move with regard to the implementation of control standards. The management of Frontex is fully aware of the limited progress made and existing gaps to be bridged.

3.5. Human Resources (complete Table: see Annex V)

The increase of budget during last three years has been accompanied by a parallel increase in human resources. The growth dynamics were not as high as the budgetary one but still the increase of staff in 2008 amounted to 41% compared to 83% the year before.



The table below shows the distribution of staff in the Agency. Almost 50% of human resources at Frontex are allocated to Operations Division. The biggest Unit – Joint Operations - has 50 employees and is followed by Administrative Services and Risk Analysis. The smallest of the Units is the Legal Affairs Unit having 5 employees.



4. Success Stories

General Remarks

The final part of Frontex' General Report 2008 will elaborate on a selected number of activities which are seen as 'stories of success'. In some of them also weaknesses identified will be highlighted aiming to give the general public a compressed overview of Frontex' activities.

4.1. Joint Operations

Framework Joint Operation HAMMER

The operational concept of Hammer aimed to introduce a new approach in air operations designed to seriously disrupt smugglers' criminal activities by putting a high, short term and localised pressure on external air borders of the Member States and Schengen Associated Countries.

During 2008, three operational phases were carried out, covering approximately 95 - 99 % of Non Schengen flights per operational area. Several Frontex Joint Support Teams, guest officers and special advisors from 25 countries were deployed to 189 locations indicated in the tailored risk analysis. Additionally 115 airports took part in the reporting exercise coordinated by Frontex' Situation Centre. Via this joint operation Frontex is currently receiving an extensive amount of up to date information on illegal migration at the air borders which until now was not available for further risk analysis.

So far the operation has provided a valuable insight into illegal migration at smaller European airports and the involvement of 'low cost' carriers in this field.

Furthermore, Hammer was the first joint operation to test and utilise the newly established Frontex Situation Centre, which has proved to be extremely efficacious in

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collecting and verifying analysis data. Additionally, necessary feedback in form of daily situation reports was provided to National Frontex Points of Contact, border airport authorities and Frontex' management.

Apart from Member States and Schengen Associated Countries, several partners such as EUROPOL, Interpol, UNHCR and EU Council General Secretariat (FADO) took part in the operation. In the first three phases 762 illegal migrants were detected at airports in the operational areas, resulting in 695 refusals of entry. In addition, 71 forged documents were identified.

Hammer has been acknowledged as a successful test demonstrating the internal capacity of Frontex to respond swiftly to emerging threats, changing circumstances and new phenomena at the external border. The operation has demonstrated the Agency's ability to deploy large numbers of Guest Officers/Special Advisors at short notice and the ability to brief and prepare officers to address different and varying *foci* in each phase of their deployment. The lessons learned are already under consideration for application in the Hammer 2009 project.

4.2. Risk Analysis

FISO pilot project – developing analytical capacity

Risk analysis is at the heart of Frontex activities carried out in 2008. The Agency assesses threats, looks at vulnerabilities, and weighs consequences. Thus, Frontex has to balance and prioritise its resources against risks ensuring products and services for Member States' authorities.

Gathering proper information in a defined time span is a prerequisite for creation of a quality risk analysis products. In order to enhance its output the Pilot Project "Frontex Intelligence Support Officers" (FISO) was launched in September 2008. The specific aim was to set up a peripheral tool for intelligence gathering and

dissemination in three strategic areas at the external borders of the southern Member States. Frontex established, in cooperation with those countries, FISO offices in:

- Madrid for the strategic area including Spain and Portugal,
- Rome for the Central Mediterranean and
- Athens for Greece, Bulgaria, Cyprus and Romania.

Frontex deployed analytical experts (FISO) as well as Intelligence Officers (IO) and Intelligence Experts (IE) appointed by the UK on a temporary basis.

The new concept of intelligence gathering was a complex endeavour not only for Frontex but also for the Member States. The innovative nature of the idea within the Agency as well as its political and operational implications could have been a potential subject of misunderstanding. External officers were acting in the hosting Member States as a response mechanism for the preparation, implementation and evaluation of Frontex joint operations, in respect of intelligence matters and, in addition, to gather and forward information to Frontex for specific Tailored Risk Assessments.

In order to dispel all possible doubts of the Member States the creation of the role and remit of the FISO was carried out with consultations and meetings with the authorities of the countries involved. The outcome was positive but still requiring tailor-made adjustments.

A preliminary assessment of the Pilot Project, based on the output and feedback received from the MS involved indicates that the Pilot Project has an evident and positive impact, particularly in relation to the preparation, implementation and evaluation of joint operations.

The deployment of regional FISO to operational areas where Frontex' most important joint operations are implemented improved considerably the gathering

and transmission of real time relevant information to Frontex. This resulted in better analytical output not only for Frontex but to the benefit of the hosting MS.

The FISO project has improved the approach and feedback to the work of debriefing teams and has allowed tackling the lack of staff to cover the role of Intelligence Officer as described in the operational plan during operations such as Indalo 2008.

In addition, the activity of the FISO teams has ensured continuity between the different implementation phases of joint operations such as Poseidon, Nautilus and Hammer, and by collecting and forwarding intelligence gathered by the competent authorities during the non-operational periods to Frontex.

The need for a constant acquisition of intelligence in relation to ongoing and planned Frontex joint operations suggested the extension of the project in 2009.

FronBAC project – developing analytical skills in Frontex and Member States

In order to complete and enhance the concept of 'Interoperability' in the field of Risk Analysis, the Member States decided in 2007 to progress in developing and rolling-out of analytical standards at Frontex and in the Member States. Elaboration of structural analytical guidelines as well as advanced programme of training has been identified as a first short-term objective.

There is a strong belief that only through an overarching analytical effort of this kind, bringing together and training all relevant analysts from Member States and Frontex can lead to the setup of a European analytical community in the field of border security.

For this reason, Frontex developed the FronBAC programme containing a three years training plan aimed at setting up the analytical community and jointly reinforcing the analytical capacities of analysis units in the Member States and in

Frontex. Therefore, one of the key goals is to promote the joint training and work of all analysts. However, the programme has the flexibility to be opened to staff of other units in Frontex and, based on ad-hoc decisions, to representatives from Third Countries border guard authorities.

4.3. Training

Common Core Curriculum and other general training

In the year 2008 Frontex Training Unit ran a significant number of specific training courses and seminars and cascaded common training tools to Member States via training coordinators. During 2008 more emphasis was given to training on fundamental rights issues which were included in training programmes such as the CCC and MLC.

This includes Common Core Curriculum related training on key facts and specialists' training activities each year. Mid-level officer training on leadership, management styles and operational activities, including application of the Schengen Borders Code, has also been set up recently. In addition, each country offers training in their particular specialisation using Frontex TRU – tools which were developed by TRU in cooperation with MS experts.

Air crew training – improving flying-air-safety and enhancing the level of competence

2008 brought new important elements to the air-naval cooperation training for pilots provided by Frontex. The former *Helicopters pilots' training* was developed into the *Air crew training* in order to train fixed wing aircraft pilots in performing surveillance activities at the external borders.

The aims of the project have been to improve the flying-air-safety, to enhance the level of competence and to develop common EU training standards of border guard aircrew members to improve future operational cooperation during Frontex coordinated joint operations.

The number of participating countries increased from five to twelve in 2008. A number of 185 aircrew members have been trained until the end of 2008. The *Air crew training* cover different areas, such as:

- Air-naval coordination training
- Crew exchange
- Crew Resource Management (CRM)
- FLIR training
- Mountainous training
- Night Vision Goggles – basic training
- Night Vision Goggles – advanced training
- Sea Survival training

2008 saw a significant success in terms of the project facilitating the development of training standards for air crews. This is beneficial for national activities and joint operations coordinated by Frontex. This main goal: introducing common training standards into national training enabling border guards to cooperate and further interoperate, was achieved.

Falsified Document Training – up to date of content

As new technology and developments are being introduced (e.g. biometrics) into travel documents several training tools on falsified documents were updated during 2008.

The Document Specialist Board was established in order to support Frontex in the development and definition of the contents of the training tools and seminars. In addition, the members of the board are being used as an interface to the national structures concerning false document detection. By the end of 2008 twenty three Member States, Schengen Associated countries as well as the EU-Joint Research Centre appointed their representatives to the board.

The new content developed during 2008 has been incorporated into different training tools from advanced to basic ones, and from EU focused to Third Country training tools. The follow up phase has also been developed in 2008. In addition to regular

multiplier / translator workshops, 'Road shows' and training activities for consular staff have been introduced.

In order to reach first line officers and provide them with new content the 'Road shows' have been developed. The role of the first line officers as the first ones to identify non genuine documents in the fight against the abuse of travel documents has been recognised. In order to make them aware about latest technological developments and the document security aspects Frontex developed in 2008 the 'Road shows' concept.

The implementation process of the updated advanced level training tool was executed in 2008. This follows the idea to translate the tool - by using experts and translators from Member States and Schengen Associated Countries - to have it available in all EU languages. The translated version will allow to train the same content in all EU languages to all border guards dealing with border checks in the first and second control line at national level. This will ensure a high quality of border checks at the national level and also facilitates the cooperation during Frontex coordinated joint activities.

4.4. Pooled Resources

Dacia 2008 – increasing

There are over 600 highly specialised border guards from Member States and Schengen Associated Countries who are available for deployment in case of urgent and exceptional situations. So far their deployment has not been necessary, as all risks identified were mitigated and did not reach a critical mass. Nevertheless, in order to maintain their deployment capability they undergo consistent training and participate in regular exercises based on realistic scenarios.

Already the third exercise for members of Rapid Border Intervention Teams' (RABIT) called DACIA 2008 was carried out in October 2008 at the external land border

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between Romania and Moldova. Besides general aims such as testing the mechanism for deploying Rapid Border Intervention Teams and developing the deployment capacity within Frontex, all EU Member States and Schengen Associated Countries, additional new objectives of this exercise strived to increase the overall preparedness:

- No prior announcement to the states on the host Member State and the schedule of the exercise, i.e. the surprise effect was ensured;
- A shorter procedural phase, i.e. only 10 days between the request and the start of the operation;
- A higher number of deployed team members;
- A higher number of actively participating states;
- A longer deployment period;
- Quick deployment of technical equipment from Centralised Record of Available Technical Equipment (CRATE)

Increased awareness and preparedness of the participating countries was visible by the timely, fully equipped and documented arrival of all team members in Romania. The Operational Plan, as developed for the deployment of Rapid Border Intervention Teams, was repeatedly assessed by all team members to make it more clear and comprehensive.

The first step in deploying technical equipment from CRATE together with Rapid Border Intervention Teams had been made in this exercise. One helicopter from Poland and one mobile thermo-vision system from Austria were successfully deployed despite a very short planning phase which started only after the receipt of the request from Romania.

4.5. Research and Development

VIS development

The EU visa policy is an important part of the integrated border management, and the successful development of Visa Information System (VIS) will be a major

achievement both for the Member States and the EU. Frontex Research and Development Unit together with the European Commission and the Slovenian EU Presidency held a workshop last year on the deployment of the Visa Information System (VIS) along the EU external borders. The main emphasis of the event was to address the challenges related to the implementation of such a system and to present available technical solutions.

130 participants - including the key decision makers responsible for implementing VIS at the national and European level, technology providers as well as the US counterparts - attended the two day event in Warsaw to discuss in greater detail practical hands-on issues and challenges linked to the roll-out of the VIS at the borders. These discussions supported the on-going debate in the Council concerning the VIS and concluded the need to follow up with the practical implementation of VIS at the national level.

Annexes I – List of the Management Board Members

Country	Name	Position	Institution
Austria	Mr. Robert Strondl	Chairman of the Frontex Management Board Major General Head of Department “Operational Matters” of the Federal Ministry of the Interior of Austria	Ministry of the Interior
Belgium	Mr. Marc Van Den Broeck	Chief Commissioner Director	Federal Police
Bulgaria	Mr. Krassimir Petrov	General Commissioner Director	Chief Directorate Border Police
Cyprus	Mr. Savvas Theophanous	Commander of Aliens and Immigration Unit Chief Superintendent	Police Headquarters
Czech Rep.	Mr. Vladislav Husak	Director	Directorate of The Alien and Border Police
Denmark	Mr. Hans-Viggo Jensen	Deputy National Commissioner	Danish National Police
Estonia	Mr. Roland Peets	Director General Colonel	Border Guard
Finland	Mr. Jaakko Smolander <i>(until 30 November 2008)</i>	Chief of the Finnish Border Guard Vice-Admiral	Finnish Border Guard
	Mr Jaakko Kaukanen <i>(as of 1 December 2008)</i>	Chief of the Finnish Border Guard Lt General	Finnish Border Guard
France	Mr. Yves Jobic	Deputy Director des affaires internationales, transfrontières et de la sûreté	Ministère de l'Intérieur, de l'Outre-mer et des collectivités territoriales
Germany	Mr. Alexander Fritsch	Senior Lieutenant Colonel	Federal Ministry of Interior Department of the Federal Police
	Mr. Peter Christensen <i>(as of 13 October 2008)</i>	Deputy General Director	Federal Ministry of Interior Department of the Federal Police
Greece	Mr. Konstantinos Kordatos	Police Brigadier General	Police Headquarters

Country	Name	Position	Institution
Hungary	Mr. József Bencze	Chief Commissioner of the National Police	Hungarian National Police
Italy	Mr. Vito Cunzolo	Director of the Border Police and Foreigners Service	Ministry of Interior
Latvia	Mr. Gunars Dabolins	Chief of the State Border Guard	Border Guard
Lithuania	Mr. Saulius Stripeika	Commander General	State Border Guard Service at the Ministry of Interior of the Republic of Lithuania
Luxembourg	Mr. Raoul Ueberecken	Justice and Home Affairs Counsellor	Représentation permanente du Grand-Duché de Luxembourg auprès de l'Union Européenne
Malta	Mr. Andrew Seychell	Assistant Commissioner Special Branch	Police Headquarters
Netherlands	Mr. Dick Van Putten	Lieutenant General	Royal Marechaussee
Poland	Mr. Leszek Elas	BG Lt.Col Commander-in-Chief of Border Guard	Polish Border Guard
Portugal	Mr. Manuel Palos	National Director of the Immigration and Borders Service	Border and Aliens Service of Portugal (SEF)
Romania	Mr. Nelu Pop	General Inspector	Romanian Border Police
Slovenia	Mr. Marko Gašperlin	Deputy Director Senior Police Superintendent	Ministry of the Interior
Slovakia	Mr. Tibor Mako	Director General	Ministry of Interior, Border and Alien Police Office
Spain	Mr. Juan Enrique Taborda Alvarez	General Commissioner of Aliens and Borders	National Police Force
Sweden	Ms. Therese Mattsson	Commissioner Head of the National Criminal Police	Swedish Police
Iceland	Ms. Halla Bergþóra Björndóttir	Legal Expert Police and Judicial Affairs	Ministry of Justice and Ecclesiastical Affairs

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Country	Name	Position	Institution
Norway	Mr. Stein Ulrich	Senior Adviser to the National Commissioner of Police - International Affairs	National Police Directorate
Switzerland	Mr. Jörg Noth	Commander in Chief	Swiss Grenzwachtkorps
Commission	Mr. Jonathan Faull	Director General	European Commission DG JLS
	Mr. Jean-Louis De Brouwer	Director	European Commission DG JLS
Representatives invited to attend the meetings of the Management Board			
UK	Mr. Tom Dowdall	Director European Operations	Border and Immigration Agency
Ireland	Mr. Edward Martin McLaughlin	Detective Chief Superintendent	Garda National Immigration Bureau

Annex II - List of Operational Activities 2008

Name	Operational Area (hosting Member States)	Duration (days - months)	Countries Involved
Sea			
EPN	Mediterranean Region	365	Romania, Bulgaria, Greece, Slovenia, Italy, France, Spain
Poseidon 2008	Aegean Sea Region (Bulgaria, Greece)	202	Denmark, Finland, France, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Portugal, Romania, Spain, Sweden, UK
Nautilus 2008	Central Mediterranean (Italy, Malta)	152	Belgium, France, Germany, Italy, Luxembourg, Malta, Portugal, Romania, Spain, UK
Hera 2008	Western Africa's Coast (Spain)	315	France, Germany, Italy, Luxembourg, Mauritania, Portugal, Senegal, Spain
EPN – Hermes	Central Mediterranean (Italy, Spain)	64	France, Italy, Spain
Minerva 2008	Western Mediterranean (Spain)	33	Austria, Belgium, France, Germany, Italy, Portugal, Romania, Slovenia, Spain
EPN – Indalo 2008	Western Mediterranean (Spain)	22	Belgium, France, Italy, Portugal, Romania, Spain
EPN – Euxine 2008	Black Sea (Romania)	31	Austria, Bulgaria, Estonia, Finland, Germany, Italy, Lithuania, Portugal, Moldova, Netherlands, Romania, Spain, Ukraine
Land			
Ariadne 2008	Eastern Land Border (Poland)	May	Austria, Bulgaria, Germany, Estonia, Finland, Italy, Portugal, Latvia, Lithuania, Romania, Slovakia
Five Borders (Atlas I, Atlas II, Atlas III)	Eastern Land Border (Poland, Slovakia, Hungary, Romania)	April – November	Austria, Czech Republic, Estonia, Finland, Germany, Portugal, Moldova, Ukraine
Herakles	South-Eastern Land Border (Hungary, Romania, Bulgaria)	April and September	Austria, Belgium, Finland, Latvia, Germany, Portugal, Poland, UK
EUROCUP 2008	Austria, Switzerland	May - June	Austria, Switzerland, Germany, Hungary, Poland, Slovakia, Slovenia, Russian Federation, Turkey, Croatia
Focal Points 2008	Eastern and Southern Land Borders (Bulgaria, Finland, Greece, Hungary, Poland, Romania, Slovakia, Slovenia)	April – December	Austria, Finland, Germany, Latvia, Romania
Drive In 2008	Southern Land Borders (Slovenia)	August and September	Austria, Belgium, Bulgaria, Germany, Hungary, Italy, Latvia, Luxembourg, Netherlands, Portugal, Romania, Spain, Croatia
Gordius 2008	Eastern Land Borders (Romania, Hungary, Slovakia, Poland)	April, August-September	Austria, Bulgaria, Czech Republic, Estonia, Finland, France, Germany, Hungary, Latvia, Lithuania, Poland, Portugal, Romania, Slovakia, Slovenia, Spain
Kras 2008	Southern Land Borders (Slovenia)	September and October	Austria, Bulgaria, Germany, Hungary, Italy, Portugal, Romania

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Name	Operational Area (hosting Member States)	Duration (days - months)	Countries Involved
Lynx 2008	Eastern Land Border (Slovakia)	May	Austria, Finland, Germany, Poland, Romania
Poseidon 2008	South-Eastern Land Borders (Bulgaria, Greece)	May-December	Austria, Belgium, Cyprus, Denmark, Estonia, Finland, France, Germany, Italy, Slovakia, Romania, Latvia, Norway, Portugal, Romania, Spain, Sweden, UK
Air			
Longstop 2008	22 airports	March	Austria, Belgium, Czech Republic, Estonia, Finland, France, Germany, Hungary, Italy, Iceland, Latvia, Netherlands, Poland, Portugal, Romania, Slovakia, Spain, Slovenia
Zarathustra	38 airports	March – April	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, Germany, Hungary, Ireland, Italy, Latvia, Netherlands, Poland, Portugal, Romania, Slovakia, Sweden, UK
Zorba 2008	51 airports	May	Austria, Belgium, Czech Republic, Finland, France, Germany, Hungary, Italy, Latvia, Netherlands, Poland, Portugal, Romania, Slovenia, Slovakia, Spain, UK
Focal Points	11 airports	April – December	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, Germany, Greece, Hungary, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden
EUROCUP 2008	10 airports	May-July	Austria, Bulgaria, Czech Republic, France, Germany, Greece, Italy, Ireland, Netherlands, Norway, Poland, Portugal, Romania, Spain, Sweden, Switzerland, UK
Silence	13 airports	June - July	Belgium, Bulgaria, Finland, France, Germany, Italy, Latvia, Netherlands, Portugal, Romania, Spain, UK EUROPOL
Hammer 2008	115 airports	September - December	25 participating countries, EUROPOL, INTERPOL, UNHCR, EU Council General Secretariat – FADO working group
Argonauts Follow Up– Pilot Project	n/a	January - October	Austria, Germany, Greece, Italy, Latvia, Norway, The Netherlands and United Kingdom

Annexes III – List of Training courses delivered in 2008

Name	Description of activities	MS nvolved
Training Coordinators	3 Coordinators' conference took place during 2008 (February, June and November)	All MSs
Air Crew Training	23 different training courses/activities (night-flight training, Crew Resource Management, sea survival, FLIR training, air naval coordination training and crew exchange) were carried out from January to November 2008.	22 MSs
Dog Handlers Standardized Training	2 working groups and 3 conferences were arranged since January 2008. 1 st EU Dog Training workshop: carried out in Oradea, Romania August 2008.	22 MSs
CCC implementation	Updated CCC was adopted in March 2008. 2 multiplier training activities incl. translation of the updated CCC were carried out. Bi-lateral meetings with two 3 rd countries were carried out to discuss the conditions and possibilities of implementing the CCC.	All MSs
Mid-Level Curriculum Development	3 Working Group meetings, 1 overall meeting of the working groups and 1 milestone meeting took place from January to November 2008.	All MSs
Mid Level course	60 BG officers completed the Mid-level Course. The 8 th MLC was postponed due to the late nominations received from MS but the remaining two courses in 2008 were carried out as planned.	All MSs
Training on the detection of falsified documents	2 meetings with Document Specialist Board took place (January and June). 3 meetings with project sub-leaders and 2 meetings for updating of the training tool were held. 2 specialist course (May, October) wer carried out. 1 seminar on polymers was held in November 2008.	23 MSs
Detection of stolen cars	2 meetings/workshops were held (January and March). The training tool for the stolen cars was translated to 14 EU languages. 1 conference of national assistants and multiplier trainings were also arranged. In the year 2008, Training session was arranged in 9 Member states (60 training weeks).	22 MSs
RABIT Training Development	23 RABIT courses took place till end 2008	All MSs
EUTD 2008	The EUTD concept was developed during the conferences held. The tool was developed and handed over to MS/SAC during the NTC conference in November	All MSs
University network	1 meeting with representatives of the Partnership Academies and their supporting Universities was carried out in 2008.	9 MSs
Partnership Academy meeting	3 conferences with representatives of Partnership Academies took place in 2008.	9 MSs
Third countries training	The project "update of the training contents" started in September. 2 meetings took place till October. UNHCR was present during the second meeting as observer.	8 MSs
Joint Flight Officers training	The first training course was held in October, the second one in November.	All MSs
Language training	The start up meeting for the project took place in September, 6 meetings were held, training materials were fine-tuned.	19 MSs

Annex IV - 2008 Appropriations (incl. Earmarked Revenue)

Budget item	Original Budget 2008	Transfer of appropriations	Appropriations	Executed Commitments	Executed Payments	To be Carried Forward			Not Used					
						Automatic	Non-automatic	Total	(C) - (D) - (G)					
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(F) + (G)						
Title 1														
Staff:	13 860 000	- 410 000	13 450 000	11 574 336	86%	11 030 274	82%	544 061		544 061	4%	1 875 664	14%	
Title 2														
Other Administrative Expenditure:	5 937 000	510 000	6 447 000	5 365 993	83%	4 056 611	63%	1 309 382	807 323	2 116 705	33%	273 685	4%	
Title 3														
Operational Activities:	50 635 000	- 100 000	50 535 000	47 299 144	94%	21 036 845	42%	26 262 298	603 878	26 866 176	53%	2 631 979	5%	
3000	Operations and projects, land borders	4 150 000	- 485 000	3 665 000	3 081 966	84%	1 665 880	53%	1 126 086		1 126 086	31%	583 034	16%
3010	Operations and projects, sea borders	31 100 000	- 2 115 000	28 985 000	28 678 036	99%	11 843 240	41%	16 834 796		16 834 796	58%	306 964	1%
3020	Operations and projects, air borders	2 070 000	600 000	2 670 000	2 544 958	95%	954 345	36%	1 590 613		1 590 613	60%	125 042	5%
3040	Pooled Resources	1 130 000	- 245 750	884 250	884 250	100%	416 434	47%	467 816		467 816	53%		0%
3050	Return co-operation	560 000	2 000 000	2 560 000	2 547 469	100%	1 298 306	51%	1 249 164		1 249 164	49%	12 531	0%
3100	Risk analysis	1 760 000	- 713 000	1 047 000	810 369	77%	294 527	28%	515 842	109 619	625 461	60%	127 012	12%
3200	Training	6 410 000	- 130 000	6 280 000	5 072 686	81%	1 649 542	26%	3 423 144	58 210	3 481 354	55%	1 149 104	18%
3300	Research and development	600 000		600 000	344 708	57%	85 253	14%	259 455		259 455	43%	255 292	43%
3500	Miscellaneous operational activities	1 855 000	1 915 750	3 770 750	3 334 701	88%	2 539 318	67%	795 383	436 049	1 231 432	33%		0%
3900	Reserve	1 000 000	- 927 000	73 000		0%						0%	73 000	100%
Grand total	70 432 000		70 432 000	64 239 472	91%	36 123 730	51%	28 115 742	1 411 200	29 526 942	42%	4 781 328	7%	

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*The earmarked revenue is a special grant from the European Commission for the action called "Core Country Group for Return Matters" under the Return Preparatory Actions 2007.

From the Annex to Grant Agreement JLS/2007/MMSiA/Return/014:

"...In order to achieve more proactive Frontex role in assisting the Member States to plan joint return operations (JRO) Frontex intends to establish a group of core countries experienced in organizing joint or large scale national return operations. The aim is to gather countries interested in closer and more direct collaboration with other MS and Frontex and willing to perform leading country role in organizing JRO and/or to take active part in the preparatory activities of JRO.

Another aim is to determine destination countries on actual return needs and possibilities, not to choose destination countries for JRO several months in advance. Further, the focus would be on identifying possibilities than needs because MS have lots of needs for return but only some of them are realizable. Therefore, the identification would aim at nationalities that are removable; e.g. there is a chance to obtain travel documents, and the relevant third countries accept JRO.

Moreover, two operational meetings would be organized to determine destinations countries..."

Earmarked revenue

Budget item			Appropriations	Executed Commitments		Executed Payments		To be Carried Forward			Not Used
								Automatic	Non-automatic	Total	
			(A)	(B)		(C)		(D)	(E)	(D) + (E)	(A) - (B) - (E)
Total	Core Country Group for return matters		814 771	814 771	100%	1 773	0%	812 998		812 998	0%

Annex V - The number of staff

Name of the Unit	2006					2007					2008				TOTAL
	Auxiliary Agents	Contract Agents	Temporary Agents	Seconded National Experts	TOTAL	Auxiliary Agents	Contract Agents	Temporary Agents	Seconded National Experts	TOTAL	Auxiliary Agents	Contract Agents	Temporary Agents	Seconded National Experts	
Executive Support	0	1	2	6	9	0	2	6	3	11	0	3	8	3	14
Internal Audit / QM	0	0	1	0	1	0	0	1	0	1	0	2	1	0	3
Joint Operations	0	1	0	15	16	0	1	8	33	42	0	7	12	31	50
Situation Centre	0	0	0	0	0	0	0	1	0	1	0	3	1	2	6
Risk Analysis	1	1	1	7	10	1	1	5	12	19	0	2	13	17	32
Training	0	1	0	2	3	0	1	2	6	9	0	2	4	5	11
Pooled Resources	0	0	0	0	0	0	0	2	3	5	0	0	2	3	5
R&D	0	1	0	2	3	0	1	2	4	7	0	1	1	3	5
Finance and Procurement	3	1	4	0	8	1	3	7	0	11	0	3	9	0	12
Administrative Services	5	5	8	0	18	3	7	10	0	20	0	20	18	0	38
Legal Affairs	0	0	1	1	2	0	1	1	0	2	0	1	2	2	5
TOTAL	9	11	17	33	70	5	17	45	61	128	0	44	71	66	181

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