



General Report 2011

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



Frontex

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at the External Borders of the Member States of the European Union

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Foreword of the Chairman of the Frontex Management Board

2010 marks another year for the Frontex Agency to remember. Chronologically, the key terms are the amendment of the Frontex Regulation, the European Day for Border Guards, Frontex Operational Office (FOO) and Rapid Border Intervention Teams (RABITs) as well as fundamental rights.

In February the Commission published her proposal for an amended Frontex Regulation. The amendment aims at ensuring the availability of technical equipment for joint operations, the availability of qualified border guards for joint operations, the efficient coordination, implementation and evaluation of joint operations, the efficient cooperation between Frontex and third countries on border management as well as at improving the Frontex risk analysis by granting access to new sources of data, the efficiency of joint return operations and the evaluation of the performance of the Member States in the field of border management. Furthermore, the revised Frontex Regulation strives for the strengthening of the legal framework for the respect for fundamental rights in Frontex activities. As the negotiations on the proposal in the Council and the European Parliament continued throughout the year the Regulation's adoption is expected in 2011.

Frontex' 2010 will be remembered as the year of some premieres: the first Frontex specialised branch, the first RABIT deployment and the first European Day for Border Guards.

One of the highlights of the Management Board's work was the establishment of the first specialised branch in the form of a pilot Frontex Operational Office (FOO) in Piraeus, Greece. The FOO, which became operational on 1 October 2010, aspires to improve the Agency's operational effectiveness in the central and eastern Mediterranean. The pilot project is subject to an evaluation on the basis of which its further development will be decided by the Management Board in early 2012.

Upon the request of Greece to curb illegal migration along the Greek-Turkish land border, the first RABIT deployment will be commemorated as the most remarkable event for Frontex in 2010. In the course of their performance the Agency and the participating Member States have excelled in proving the capability to provide operational assistance in a speedy and well-organised way.

When it comes to fundamental rights the reporting period has also witnessed a number of activities conducted by the Agency. In April the Council adopted guidelines for joint sea operations, setting rules and guidelines to ensure that international refugee- and human rights provisions are uniformly applied by all Member States taking part in Frontex Joint Operations. Thus, the very first European Day for Border Guards on 25 May included a specific panel on fundamental rights in border management. Finally, in its last meeting of the year the Management Board paved the way for the drafting of a Frontex Fundamental Rights Strategy.

Furthermore, I would like to recall that following the extension of the Executive Director Ilkka Laitinen's term of office in 2009 the Management Board also decided for the

extension of Deputy Executive Director Gil Arias' term of office for another period of five years, which means a mandate until December 2015.

At this point I would like to express my special thanks to the Members of the Management Board for their active and constructive participation, the Members of the Management Board representing Spain and Belgium for their regular updates on Agency-relevant activities in the Council of the European Union, and last but not least the Executive Director, the Deputy Executive Director and their staff for both the excellent support they provided to the Member States in the field of EU border management as well as the superior cooperation and preparation of the Management Board meetings in 2010. Thanks to its service-oriented work Frontex continues to be highly acknowledged by the Member States as an indispensable EU actor.

Robert Strondl
Chairman

Foreword of the Executive Director

The year 2010 was an historic one for Frontex. In addition to the fact that it saw the Agency's fifth year of existence — an event marked by the first European Day for Border Guards — 2010 also saw some other significant milestones. Not least of these was the first deployment of Rapid Border Intervention Teams (RABITs). This important element of Frontex's mission to add value to Member States' provisions in border management has been in existence since it was mandated by the European Commission in 2007. This customised rapid-response mechanism for emergency situations at the EU external border has been kept in a state of readiness through regular exercises and fine-tuning of the deployment mechanism. It was not until October 2010 however, that it was requested by a Member State subject to severe and unforeseeable migratory pressure. It gives me great satisfaction to report that the deployment was faster and smoother in practice even than in the best of exercises. Furthermore, Joint Operation RABIT 2010 achieved measurable results and created a new performance benchmark for Frontex's ongoing commitment to excellence in border management.

The need for the RABIT deployment was in turn brought about due to another fundamental change in 2010. For the first time since the Agency's establishment in 2005, the dominant route for irregular migration into the EU shifted from sea to land. This was in large measure attributable to Frontex's strong presence at sea. Adding value to Member States' border operational activities until 2010 required a predominantly maritime presence and saving lives at sea was the central pillar of the Agency's operational work. With the shift of the Eastern Mediterranean route from sea to land, JO Poseidon Land represented the first time a terrestrial operation was Frontex's biggest. Here again, respect for fundamental rights and Frontex's role as a repository and reference point for best practice was at the fore of our efforts.

Human rights were very much in the spotlight of the Agency's work in 2010 with the coming into force of the Lisbon treaty. This important document redefines the Agency's work going forward, putting greater emphasis on the twin priorities of freedom and security. In terms of the former, Frontex has a clearer duty than ever to enshrine fundamental rights at the core of its agenda. In terms of the latter, the Agency's remit is spread to the equally weighty task of tackling cross-border crime. Here again, Frontex adapted to its new operating environment, running its first fact-finding operation into the threats of irregular migration to children, as well as producing a Risk Analysis research report on unaccompanied minors in the EU immigration process. The new responsibilities were also embraced by the Training Unit as part of the ongoing project to harmonise Europe-wide training provisions for border-guard services.

The past year has in many ways set new standards for Frontex as an agency to live up to, as well as a firm bedrock for further gains in the year ahead. But as I have said publically many times, border management is only one part of the broader picture. In the wider context also, the areas of migration, border control and asylum within the EU will be refined and redefined. It is for Frontex's to rise to the challenge of meeting these new responsibilities and adapting to the ever changing environment — political, legal, technical and even geographical — that will determine our role in 2011 and in the years ahead.

Ilkka Laitinen
Executive Director

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.^[1]

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

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.

Regulation (EC) 2007/2004 stipulates as Frontex's 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.

Frontex's Vision is to be the anchor stone of the European concept of Integrated Border Management (IBM), promoting the highest level of professionalism, interoperability, integrity and mutual respect of all stakeholders involved.

In order to realise this vision, Frontex aims to achieve four related goals in compliance with its Mission Statement and values:

Awareness

Frontex's goal is to gather situational pictures based on intelligence and by analyzing 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's goal is to play a key role in the implementation of the EU concept of IBM, particularly in the field of border control measures, initiating joint activities and coordinating

^[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)

regular operational border security measures at EU level with the highest efficiency, being additionally prepared to effectively support Member States to manage emergency situations and to ensure security at EU external borders also in exceptional circumstances.

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 commensurate with the expectations reflected in the programmes of work, through 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. These five values form the foundation of Frontex activities at all levels.

Full and sincere respect of Fundamental Rights is a firm and strategic choice of Frontex. This is demonstrated through the values of the Agency in all its operational and administrative activities and when developing the capacity of the Member States.

1.2 Purpose of the report

Frontex General Report 2010 takes the Programme of Work 2010 as a reference but does not aim to report against each and every objective set. It gives the reader a broad overview of activities carried out during 2010, and additionally highlights individual operational activities and successes. This information is then enriched with general financial information.

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. This is a project started in the 2009 General Report, which has been continued in the current one.

The main challenge is not the evaluation 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. The establishment of a standardised system to assess and evaluate operational activities is an ongoing project and development of this system was continued in 2010.

2. Developments

2.1 Situation at the EU External Borders

In 2010, as in previous years, it was estimated that EU citizens accounted for about three quarters of the flow of passengers crossing the EU external borders. There are no precise statistics on the total number of passengers crossing the external borders, but the European Commission estimated the number of crossings (entry and exit) in 2008 at about 710 million, with air borders representing the largest share (392 million). Importantly, after a decline in 2009, the annual flow of air passengers recovered in 2010.

In April 2010, the EU Visa Code entered into force^[2] setting the rules for the issuance of a uniform visa. A decreasing overall trend in the number of EU visas issued most likely continued from 2009 into 2010^[3], given the introduction of visa-free travel for new biometric passport holders from Serbia, Montenegro, the Former Yugoslav Republic of Macedonia (FYROM), Albania, and Bosnia and Herzegovina. There are currently still over 100 nationalities that require a visa to enter the EU, accounting for more than 80% of the non-EU population, while about 1 billion nationals of 37 countries do not require a visa.

As regards irregular migration, the sharply decreasing trend reported in 2009 came to a halt in 2010^[3]. Irregular migration through the Western African, Western Mediterranean and Central Mediterranean routes continued to decrease, thus bringing down irregular migration of Western Africans who, in the past, were most commonly detected on these routes. By contrast, there was an abrupt increase in illegal border crossing at the land border between Turkey and Greece. Consequently, in 2010 Greece became the main entry point for irregular migration into the EU, and Turkey the main transit country for irregular migrants.

The increase in detections of illegal border crossings at the Greek-Turkish land border started in 2010 and peaked in November 2010, with about 350 detections a day recorded near the Greek city of Orestiada. The most commonly detected nationalities were citizens of Asian countries (Afghanistan and Iraq), but there was also an increasing number of detections of irregular migrants coming from North Africa. Most Africans detected at the Greek land border with Turkey had first taken a plane to Istanbul, taking advantage of low fares and Turkish visa liberalisation.

The sudden increase in illegal border crossings in a small portion of the Greek border was due to facilitators exploiting local vulnerabilities at the EU external border, in particular a 12.5-km stretch of land not delineated by the Evros river, which elsewhere marks the land border between Greece and Turkey. This development triggered the first Rapid Border Intervention Team (RABIT) deployment, in November 2010. A total of over 500 officers from 26 Member States and Schengen Associated Countries (SACs) took part in the deployment, which is scheduled to last until March 2, 2011.

^[2] Regulation (EC) No 810/2009 of the European Parliament and of the Council of 13 July 2009 establishing a Community Code on Visas (Visa Code), OJ 243, 15.9.2009, p.1

^[3] Data for 2010 not available at press time.

The issue of false declarations of nationality and the lack of sufficient detention capacity in Greece remain significant obstacles in return procedures of irregular migrants. Few migrants detected crossing the border illegally apply for asylum in Greece and most head to other EU Member States as their final destination. They often transit the Western Balkans, as revealed by detections at the land border between Slovenia and Croatia and between Hungary and Serbia.

The circular irregular migration between Greece and Albania, for years one of the most important flows of irregular migration across the external borders, decreased in 2010 as compared to 2009 and for the first time was outnumbered by detections at the Greek-Turkish border. This decreasing trend can be explained by fewer employment opportunities for Albanians in Greece due to the economic crisis, combined with the visa liberalisation for holders of biometric passports, effective from December 2010.

At the eastern external land borders of the EU, a series of local border traffic agreements between Ukraine and most of its EU neighbours (Poland, Hungary and Slovakia) entered into force in 2009. In March 2010, a local border agreement also entered into force between Romania and Moldova. In addition, Poland-Belarus and Norway-Russia agreements for local border traffic were signed and are expected to enter into force by mid-2011.

Despite these local border traffic agreements, Ukrainians continued to be the main nationality refused entry at the EU external borders in 2010, mostly at the land border with Poland, one of the busiest sections of the EU external borders. Overall, refusals of entry decreased marginally in 2010, however trends differ extensively for different nationalities. For example, at the external air borders, Brazilian nationals continued to be the most often refused regardless of a more than 20% decline in comparison to 2009. On the other hand, with more than an 80% increase, nationals of Serbia became the second most often refused nationality at the external land borders (which was related to visa liberalisation).

The use of forged documents to enter the EU illegally was of particular concern in 2010, because the high level of expertise needed to falsify modern documents means that false documents are increasingly linked to organised crime. In addition, in 2010 the detection rates of the use of false documents to enter the EU reached their highest level since data collection began in early 2009. Apart from this increase, there are reports of more widespread abuse of authentic documents by unauthorised users, known as imposters.

At the EU level, the number of asylum claims remained relatively stable between 2009 and 2010. However, some Member States, such as Germany, Belgium and Sweden, saw large increases, which were the result of two disparate processes — an increase in the number of Afghan nationals crossing illegally the land border between Greece and Turkey, and visa liberalisation for biometric passport holders from Montenegro, Serbia and FYROM. In the latter case, several Member States reported an increase in asylum applications filed by Serbian nationals. Most of those applications were later determined by Member States' asylum authorities to be unfounded. This apparent abuse of asylum procedures to

obtain access to the EU inevitably inhibits the rapid provision of protection for third-country nationals with legitimate claims, and prompted the European Commission in November 2010 to propose a monitoring system at the time of the extension of the visa-free regime to Albania and Bosnia and Herzegovina.

2.2 Developments at Policy level

In the field of external relations with the competent authorities of third countries, 2010 was a year that saw steady consolidation of, and further operational implementation of, existing working arrangements, in particular in relation to the continued development of the Western Balkans and Eastern Borders Risk Analysis Networks as well as training and joint operational activities.

As a regional coordinator of migration and border management-related activities in the Western Balkans region, successful negotiations on the drawing up of a working arrangement were held with the Director of the Migration, Asylum, Refugees Regional Initiative (MARRI) Regional Centre in Skopje.

Three new working arrangements were concluded, with the Coordination Service of the Commonwealth of Independent States (CIS) Border Commandants' Council, the Canada Border Services Agency and the National Police of Cape Verde, the latter significant in that it represented the first working arrangement concluded with the authorities of an African country.

Frontex visits were made to Mauritania and Nigeria where, following positive meetings with relevant senior officials, draft working arrangements were prepared and submitted to their capitals for internal consideration. In April 2010, officials from 17 selected African countries participated in the kick-off meeting in Madrid of the Africa-Frontex Intelligence Community (AFIC) which examined the possibilities and willingness of these countries to engage, outside of formalised arrangements, inter alia in the exchange of relevant information and production of joint migration-related risk assessments. The work of AFIC will be taken forward in 2011.

Contact was maintained and developed with the authorities of neighbouring Mediterranean third countries and continued efforts made to develop formalised operational cooperation, in particular with those countries where mandates have already been given by the Frontex Management Board. As yet, the authorities of the countries concerned have shown little sign of wishing to conclude formalised working arrangements with the Agency. However, responding to positive signals from the Lebanese authorities, a Frontex visit was paid to Beirut in late 2010.

Whilst the process of negotiations on the text of a working arrangement with the Turkish authorities continued, informal operational contact was maintained with mutual meetings of border officials taking place on both sides of the EU-Turkish land borders. The Turkish authorities were kept informed of the urgent situation which led to the

deployment in late 2010 of the first Rapid Border Intervention Teams operation at the same land borders. Two Turkish delegations, one a TAIEX (Technical Assistance and Information Exchange instrument managed by the Directorate General Enlargement of the European Commission) study visit by the Turkish Coast Guard and one an EU Twinning IBM visit, were hosted at Frontex HQ in 2010.

At the wider level, Frontex was increasingly involved in key EU migration/border management-related initiatives such as the Mobility Partnerships, Eastern Partnership, Building Migration Partnerships as well as JAIEX (an information and cooperation group to strengthen external relations between the Justice and Home Affairs Council area and external relations at all levels) and other EU meetings focused on migration cooperation with third countries, e.g. US, the Russian Federation and Western Balkans. Contact was also maintained and input delivered to EU regional programmes and missions in third countries (i.a. EUROMED, EUSBSR, EUBAM, BSRBCC, BSCF). As part of the general process of increasing cooperation with relevant international cooperation departments of Member States, similar Frontex input was also delivered to EU-funded Member States' initiatives such as International Law Enforcement Co-ordination Units (ILECUs) and the Integrated Border Management project in Serbia.

In 2010, Justice and Home Affairs witnessed several highlights in terms of developments at the policy level with relevance to and impact on the work of Frontex.

In February 2010, the European Commission published a proposal ^[4] for a Regulation amending Frontex's founding Regulation.^[5] The amendment aims to clarify the mandate of the Agency, enhance its efficiency and expand its operational role and is to be adopted by both the European Parliament and the Council under the co-decision procedure. The new Regulation will reinforce the consideration of human rights issues during Frontex joint operations, as also evidenced by the signing of working arrangements with the United Nations Commissioner for Refugees (UNHCR, June 2008) and the Fundamental Rights Agency (FRA, May 2010).

Later, in April 2010, guidelines for joint sea operations coordinated by Frontex ^[6] were adopted by the Council, setting rules and guidelines to ensure that international provisions are uniformly applied by all Member States taking part in Frontex Joint Operations, in particular concerning international law on refugees and human rights. This instrument sets guidelines promoting the respect of these international requisites by the Agency's operational plans when dealing with disembarked or intercepted people in the context of sea border operations.

In addition, in May 2010, the European Asylum Support Office ^[7] (EASO) founding regulation was adopted. The EASO aims to develop practical cooperation among Member States on asylum, by facilitating exchange of information on countries of origin, supporting Member States considered to be under "particular pressure" and contributing to the implementation of the Common European Asylum System (CEAS). This is of particular interest as regards inter-agency cooperation and complementarity between the two Agencies.

^[4] COM(2010) 61 final of 24 February 2010.

^[5] Council Regulation (EC) 2007/2004 adopted on 26 October 2004 establishing the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex).

^[6] Council Decision of 26 April 2010 supplementing the Schengen Borders Code as regards the surveillance of the sea external borders in the context of operational cooperation coordinated by the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (2010/252/EU).

^[7] Regulation (EU) 439/2010 of 29 May 2010 establishing a European Asylum Support Office.

Also in May 2010, the European Commission adopted an Action Plan on Unaccompanied Minors (2010–2014) ^[8] in order to improve the protection of children entering the EU and to reaffirm the best interests of the child as a common core concern within the Union. The Action Plan covers key issues such as family reunification, return procedures, reception measures and procedural safeguards that should be applied from the moment an unaccompanied minor is detected at the external borders or on EU territory. This commitment, reiterated by the Council of the European Union, ^[9] is of importance to Frontex training activities in this field.

In July 2010, the Directorate General for Justice, Freedom and Security (DG JLS) of the European Commission was split in two, namely Justice, Fundamental Rights and Citizenship, and Home Affairs. The latter, under the scrutiny of Commissioner Cecilia Malmström, is responsible for borders, visas, immigration and asylum; the fight against economic, financial, cyber and organised crime, corruption, human trafficking and drugs; the fight against terrorism, and police and judicial cooperation and, as such, is the new “parent Directorate General” for Frontex. The division into two Directorates is due to the growing importance of policies related to these areas in the work of the EU, especially in the domain of migration, where the goal is to consolidate a balanced common immigration and asylum policy also based on solidarity and respect of human rights.

Moreover, in November 2010, the Council adopted conclusions on the creation and implementation of an EU Policy Cycle for Organised and Serious International Crime (2011 – 2013) ^[10], underlining that this first shortened policy cycle will serve as a basis for a fully fledged policy cycle for the years 2013 to 2017. For Frontex, this implies the participation of the Agency in activities targeting criminal threats impacting the EU, in particular on the basis of a European Union Serious and Organised Crime Threat Assessment (EU SOCTA), in the development of a Multi-Annual Strategic Plan (MASP) and in the implementation and monitoring of annual Operational Action Plans (OAPs).

Aligned with the EU Policy Cycle, also in November 2010, the Commission published a communication on the EU Internal Security Strategy (ISS) ^[11]. The ISS lays down the basis for reinforcing inter-agency cooperation, in particular between Europol, Eurojust and Frontex, in order to deliver more in the field of internal security. This ranges from the development of common risk analysis to the development of minimum standards and best practices for inter-agency cooperation. The draft of joint reports on human trafficking, human smuggling and smuggling of illicit goods should also be the basis for joint operations applied to joint risk analysis, joint investigations, joint operations and exchange of intelligence. Regarding Frontex, this will improve the sharing of information related to border surveillance at tactical, operational and strategic level and will explore synergies on risk analysis and surveillance data in common areas of interest concerning different types of threats.

[8] COM(2010)213 final of 6 May 2010.

[9] Council conclusions on unaccompanied minors, 3018th Council meeting, Justice and Home affairs, Luxembourg, 3 June 2010.

[10] Doc. 15358/10, Council conclusions on the creation and implementation of an EU policy cycle for organised and serious international crime 3043rd Council meeting, Justice and Home Affairs, Brussels, 8 and 9 November 2010.

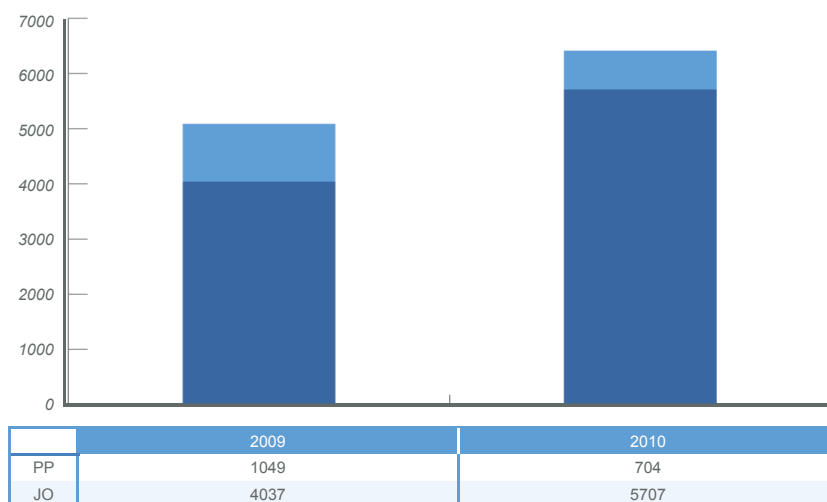
[11] Communication from the Commission to the European Parliament and the Council of 22 November 2010: “The EU Internal Security Strategy in Action: Five steps towards a more secure Europe”, COM(2010) 673 final.

2.3 Developments at Agency level

2.3.1 Operations

In terms of operational productivity, 2010 saw an increase in operational intensity despite a reduced operational budget. Although the Agency's overall budget rose in 2010, the net amount allocated to operational activities (Pilot Projects and Joint operations) fell marginally, from EUR 48.2 million to EUR 47.4 million. Despite this, the number of operational man hours rose by some 27% to 6,411, well over twice the stated objective of an 11% increase in productivity. This heightened efficiency was made possible due to increased commitment of human and technical resources made available by the Member States and Schengen-Associated Countries participating in operational activities, which number 28 in all in 2010.

Figure 1: Operational Intensity 2009 - 2010



When in December 2009 the Lisbon Treaty came into force, besides the many benefits for EU citizens, one of the consequences was closer cooperation in the field of internal security, with a view to improving efficiency and customer-oriented effectiveness. The Stockholm Programme, containing the chapter “A Europe that protects” continued moving the role of the fight against organised and serious crime, and crime prevention more to the focus of the respective cooperative actions at EU level, also strengthening the role and responsibilities of EU agencies.

The adoption of the Internal Security Strategy (ISS) in February 2010, put additional emphasis on a holistic view of crime threatening EU citizens and the need for improved inter-agency cooperation as one advisable action to counter those threats.

Under the prevailing circumstances, the Frontex business model had to be adjusted to put the emphasis squarely on the development of operational activities directed at the detection of cross-border crime and, moreover, paying specific attention to the effective and enhanced coordination of border control inclusive of the fight against crime as a second-

ary action, in particular the detection of vulnerable groups and trafficking in human beings (THB). Those Risk Analysis Unit (RAU) products and services in line with the change in focus had to be elaborated further and now follow the altered working structures subsequent to the Lisbon Treaty and ISS. In this regard it is worth mentioning the takeover by Frontex of the functions of the Centre for Information, Discussion and Exchange on the Crossing of Frontiers and Immigration (CIREFI) and the development of a joint threat assessment on organised and serious crime together with Europol and Eurojust.

Over recent years, the Frontex Risk Analysis Network (FRAN) has established and maintained an effective forum for the exchange of information on irregular migration between EU Member States/Schengen-Associated Countries (SACs) and Frontex, as well as a framework for the training of risk analysts. The success of the association has resulted in it becoming the prototype for the development of similar Risk Analysis Networks for the Western Balkan (WB) and Eastern Border countries. Over the course of 2010, the structure of information received was modified via changes to the format of bi-monthly reports, thereby improving the possibilities of analysing *modi operandi* across Europe. Moreover, the Common Integrated Risk Analysis Model (CIRAM), being the principal instrument of Frontex risk analysis activities, was further developed.

Frontex continued developing accurate high-quality risk analysis products and enhancing the work of analytical networks. For the first time, an Annual Risk Assessment (ARA) was developed on irregular migration affecting the WB region in cooperation with the WB countries, in addition to which a conference was held on the establishment of an African Intelligence Community.

The Risk Analysis Unit prepared the basis for operational activities focusing on minors and THB, with a view to identifying victims and dismantling criminal networks. During air border operations, within the framework of the PULSAR Programme, particular efforts were made to tackle this type of crime, thereby establishing for the first time operational cooperation with UNHCR and IOM, with a view to improving victim protection.

With the further development of operational programmes and carrying out risk analysis-based targeted operational activities, Frontex enlarged its portfolio of assistance and support of EU Member States in strengthening the effectiveness of border-control measures at the external borders. At air borders, additional elements of flexibility were implemented to better tackle emerging irregular migration phenomena. In all operational areas efforts were increased to further strengthen operational platforms and networks, in particular the effective Focal Points model and establishment of the European Patrols Network (EPN), in combination with pilot projects seeking to further improve coordinated maritime operations. Frontex further facilitated the creation of the Heads of EU Coast Guards Forum as well as the International Border Police Conference, in addition to which the Agency supported regional coordination mechanisms like the Baltic Sea Region Border Control Cooperation (BSRBCC) and promoted the establishment of networks such as the Operational Heads of Airports.

Frontex demonstrated capability and flexibility in tackling the significant challenge related to irregular migration in 2010 — the drastic increase in migratory pressure towards the EU via the Greek-Turkish land border. This required effective re-deployment of resources from the maritime to land border, enhanced surveillance activities, the extension of Joint Operation Poseidon Land to a permanent operation, and finally the launch of the first Rapid Border Intervention Team (RABIT) Operation requiring the first application of the RABIT mechanism. This included close cooperation between the host Member State and several entities inside Frontex Headquarters (HQ) in order to implement an operation involving a daily average of 170 experts and a range of technical equipment within seven working days. The Agency demonstrated the ability to work effectively on a migration management issue of high importance to EU border security. In this context however, it should be borne in mind that in all Joint Operations the Host Member State plays the leading role while Frontex performs a coordination function between the host and other participating Member States.

The southeast external border region was the centre of gravity for Frontex operational activities in 2010. Consequently, the first pilot project on decentralisation with the aim of improving effectiveness was implemented there, on the basis of a Management Board (MB) decision in February 2010. Frontex developed the project and business model for the first Frontex Operational Office (FOO), which has been operational since 1st October 2010, in Piraeus, Greece.

The development and implementation of the FOO business model went smoothly, but is still challenging as it affects the structures and workflows of the Agency as a whole. The operational management and intelligence components are working at a distance, but with a close business connection to HQ, and with administrative support. The FOO pilot project is subject to evaluation and a decision on further development, but with a considerable contribution to the implementation of the RABIT operation the pilot project had its first test of effectiveness.

With improved operability, the Frontex Situation Centre (FSC) also played an important supporting role. In 2010, FSC consolidated the processes assigned to the unit, namely situation and media monitoring, information exchange, information management and crisis/emergency management support.

The new operations room conferred increased efficiency in the support of Joint Operations, particularly in the field of data processing. It also increased FSC's situation monitoring capability through more extensive use of information and visualisation tools, monitored seven days a week with a fully operational Duty Officer roster.

Moreover, in practical terms, the Agency's crisis management tools and processes were tested during Operation RABIT 2010, with FSC playing a central role in managing operational information and regularly updating stakeholders on operational progress.

The Frontex One Stop Shop (FOSS) portal strengthened its role as a basic information exchange tool and is now in general use in most Frontex operations.

Simultaneously, with the aim of providing automated applications for information processing, FSC has created a Systems Programme, which started work on the development of a Joint Operations Reporting Application (JORA), the implementation of a correspondence management system, the improvement of features and performance of the FOSS and the design of a Situation Monitoring tool that will closely interact with other processes and tools linked to the EUROSUR European surveillance project.

2.3.2 Capacity Building

Frontex's mission concerning Capacity Building is to support the Member States in building high and uniform capabilities in the area of border management, and to be a driving force in the further development of European capabilities in order to enhance border security. The responsibilities include providing support to policy development — i.e. to the European Commission and various Council working groups — supporting the development of Frontex's own capabilities and supporting joint operations. All this is done through coordinating activities related to training, research and development, and the management and development of pooled resources.

During 2010, steps were taken to increase interaction with Frontex's stakeholders, in particular concerning the planning of future activities. A key step was the organisation of a Capacity Building Stakeholders' Conference as a platform for reporting achievements and for providing input for the development of the division's portfolio for the coming year. The conference was organised in October and gathered more than 50 participants from Member State authorities, partner organisations and academia.

In the field of training, Frontex continued with the development and harmonisation of training activities and of training/educational curricula. The development of common European curricula for high-level education (Bachelor's and Master's degrees) started in close collaboration with Member State authorities and with input from universities. One of the objectives of the common curricula is to facilitate an exchange of instructors and students between the different national academies ("Erasmus-style") and a first step was taken in 2010 in the form of a limited exchange of border guard teachers, which included study visits to operational Focal Points.

The specialised training activities ranged from dog handling, through helicopter flight training to Schengen evaluation and entailed a total of 11,500 training days, which compares to 9,500 in 2009. The manual "Common Standards for Service Dog Handling" serves as a good example of Frontex's impact, having been translated to 26 languages with 35 states interested in implementing the common standards it defines. Furthermore, a "Common Training Tool for Frontex Instructors" was created as a guideline video for dog handlers.

In the field of Research and Development, Frontex continued playing a major role in European security research working in close conjunction with the European Commission, e.g. taking part in the DG Enterprise Security Advisory Group. Increased exchange with EUROPOL was also established in the field of Research and Development aimed at more cohesive input from law enforcement.

The main focus areas of Research and Development are automated border crossing (ABC) and biometrics, and border surveillance and the development of EUROSUR. The former area saw the development of guidelines for the use of ABC technology and a demonstration of automated interviews assessing the truthfulness of responses. An interesting result from that demonstration was that the machine was significantly better than the participating border guards at detecting lines.

In the field of management and development of Pooled Resources, the RABIT 2010 operational deployment to Greece attracted most attention. Other important activities included a Feasibility Study on Technical Equipment for Frontex Coordinated Activities that contains an analysis of needs and elaboration of different options for Frontex to have access to equipment, including a strengthened solidarity based mechanism (CRATE) and measures to lease equipment or to procure services.

2.3.3 Administration Division

The Administration Division continued to support the core business of Frontex in a dynamic manner. Frontex, now five years in existence, has managed to put into place the administrative policies and procedures as required of an Agency within the context of the EU Commission. The Human Resources Sector ensured that the staffing requirements for 2010 were met. The Finance Unit ensured that programmes, projects and services were allocated sufficient financial means. Office space was acquired responding to internal needs and a kick-off made with the drawing up of business requirements for a new Headquarters to be in place in 2014. The Security Sector employed in-house security staff reinforcing the protection of staff, visitors and information. The ICT Sector acquired equipment to update the ICT infrastructure offering the possibility for fifteen projects to be implemented in 2011.

The Administration Division is not immune to influences from the environment. The success of the operational areas and the call from the political levels drill down to the services level and require flexible “can do” responses to the many challenges presented. The launch of the new Frontex Operational Office in Piraeus, the RABIT operation in Greece and advances in the field of information management, all placed extra pressure on the support services. At the EU Agency level, Frontex, now considered a fully functional Agency following the necessary build-up phase, answered the call for efficiency measures in 2010 by initiating quality improvement strategies to include business process mapping and increased automation of systems in an effort to utilise staff and financial means in the most efficient manner.

2.3.4 Transparency

Frontex being committed to the idea of transparency and having as one of its values open communication continued to actively inform on its activities and promote the idea of transparency within the border authorities’ environment. The Information and Transparency team organised a third consecutive meeting under the title, “Cooperation in the field of Public Relations and Communication in maritime joint operations coordinated by Frontex”,

full-day media training on film and video production in order to increase the opportunities of video sharing between Frontex and cooperating institutions as well as training for selected Greek officers taking part in Frontex coordinated joint operations. National authorities had a chance to present their work as well during the first European Day for Border Guards, an event developing border-guardianship and interoperability in border management.

Press

Effective communication with EU citizens requires, apart from making information available, to involve different multipliers such as media or academic world. During last year Frontex organised a number of press events with the aim of increasing public awareness of the activities of Frontex and cooperation of Member States' border authorities. Special focus was given to those countries facing the biggest migratory pressure. During these meetings, background briefing materials, recent statistics and factsheets were provided to the press together with other relevant information materials.

During the routine work with media representatives over 1500 journalist request were handled during last year. Apart from information and interviews provided by Information and Transparency Team numerous interviews were organised for the Frontex Executive Director and Deputy Executive Director.

Frontex continued to enhance joint operations with adequate communication activities and rules to be applied by all authorities and officers involved. Harmonised approach to communication during joint operations proved to be crucial for the successful implementation of operational activities. The biggest communication challenge for the Agency was handling big number of media requests during the RABIT deployment in Greece. In order to address all the media requests, Frontex set up a temporary press office in the city of Orestiada at the Greek-Turkish border. Journalists' requests were handled on the spot in close cooperation with the Hellenic authorities.

Publications and Movies

With the aim of increasing its communication flow, Frontex started issuing a magazine on a monthly basis — "The Border Post." This publication is a forum gathering information not only on Frontex-related stories, but all news related to border matters, policy and political developments in the EU and worldwide.

As 2010 was a year of Frontex's fifth anniversary a book, "Beyond the Frontiers Frontex: the first five years," was published. The launch of the book took place during the European Day for Border Guards (ED4BG). This 95-page book highlights some of the more outstanding milestones and achievements of Frontex during its first five years.

In 2010 Frontex beefed-up its video production with short clips presenting the work of border guards, research and development demos and specialised training courses. Additionally Frontex pooled raw footage of operational activities for TVs' use, and produced as well a documentary on the Eastern Aegean migratory route.

Citizens' requests

In 2010 Frontex received and processed 13 official requests for Frontex documents (Regulation (EC) No 1049/2001 regarding public access to European Parliament, Council and Commission documents).

The Information and Transparency Team processed over 250 requests for information from researchers, students and the general public. Numerous visits to Frontex HQ by researchers and groups of students were organised as well.

2.3.5 Fundamental Rights

One of the most important areas in which Frontex started to make substantial gains in 2010 was that of Fundamental Rights. Since the coming into force of the Lisbon Treaty, this area of activity has come ever more to the fore of all the Agency's efforts and 2010 saw the launch of a training initiative for Frontex staff specifically devoted to ensuring that the issue of Fundamental Rights remains at the heart of all Frontex activities at every stage, not only during operations. This new training concept, scheduled to be implemented in 2011, is being developed by the Fundamental Rights Agency (FRA) with on-going support from the office of the United Nations high Commissioner for Refugees (UNHCR). As a precursor to this new focus, the staff at the pilot Frontex Operational Office in Piraeus, Greece, were given special Fundamental Rights training as part of the initial start-up phase.

In the field of Research and Development too, the importance of human rights was reflected in the unit's project on "The Ethics of Border Security." This thorough research, conducted by the University of Birmingham, sought to collate and examine codes of conduct in use by border-control authorities throughout the EU with a view to producing a definitive and comprehensively unified Code of Conduct combining the best European practices. Again, the fruits of this project are scheduled for delivery in the year ahead.

Throughout Frontex's activities, from events like the European Day for Border Guards, through conferences and media events, to joint operations in the field, the Agency's commitment to Fundamental Rights could be seen. Whether assisting Human Rights Watch with access-to-information requests and interviews with senior management, or holding dialogue with civil society and NGOs or participating in public debate, human dignity and the rights of the individual became ever more a focus of the Agency's work in 2010. The Agency's first risk analysis report into "Unaccompanied Minors in the Migration Process," as well as its third annual report into Trafficking in Human Beings (THB) both stand as further practical examples of Frontex's commitment to safeguarding people and their rights.

In something of a milestone, Joint operation Agelaus — a first EU-wide exploratory step into the phenomenon of children in irregular migration — both the UNHCR and the International Office for Migration (IOM) were actively involved at every stage, from planning through implementation to final evaluation. It is the Agency's firm hope that this cooperation marks only the beginning of a fruitful professional partnership with such bodies.

3. Summary of Budgetary Issues

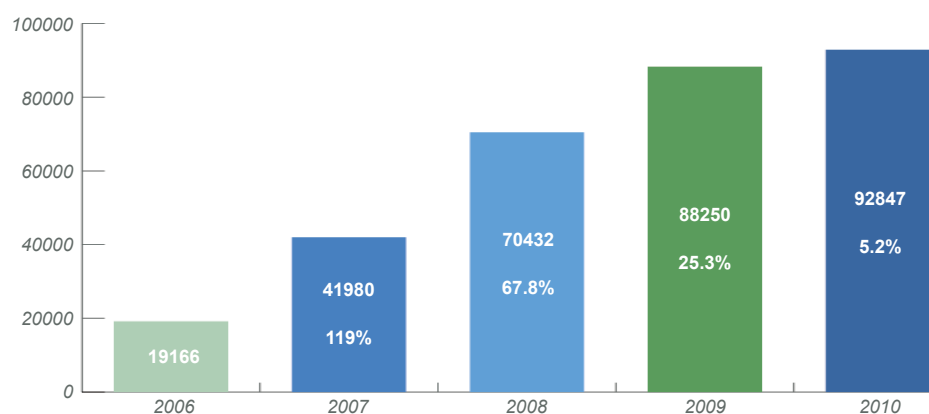
3.1 Budget developments

Financially, 2010 can be described as a year of steady and stable growth. The budget increased by 5.2% on the 2009 budget, to EUR 92.8 million, largely due to additional funding provided by the EU Commission for the RABIT Operation in Greece. Without these additional funds, the budget increase would have been only 1.2%.

When comparing the final budgets of 2006 through to 2009, it may be noted that the percentage increase in budget amounts to 360%. Such a rapid increase provoked consumption challenges, as the annual financial cycle differs from the operational one.

The increase in budget for 2010 at 5.2% was more modest and, due to the concerted approach taken by the different units within the Agency, the utilisation of the funds by 31 December 2010 increased significantly, to 69%, although the final actual utilisation will be much higher since Frontex has the opportunity to make payments on carry-over appropriations until the 31 December 2011. The committed appropriations on 31 December 2010 were at 95% with a further 4% carry-over amount approved by the Frontex Management Board meeting of 9-10 February 2011.

Figure 2: Budget development



3.2 Final implementation of 2009 budget

The closure of the 2010 financial year put Frontex in a position to ascertain the total use of payment appropriations received in 2009 and carried forward to 2010. These appropriations had to be used before 31 December 2010. The Agency was able to use EUR 18.2 million (20.86% of total 2009 budget) with EUR 6.8 million (7.7% of the total 2009 budget) returned to the Commission. This resulted in a budget execution for 2009 of EUR 72.4 million (82% of the total payment appropriations made available in 2009). EUR 15.8 million (18%) of the appropriations were not used and were returned to the EU Commission.

Figure 3: Budget Implementation

Title / Article (amounts in EUR 1000)	Budget 2009	Paid				Unused
		2009	2010	Total	%	
Title 1	15956	15106	235	15341	96%	615
Title 2	10044	4773	1517	6290	63%	3754
Title 3	62250	34290	16464	50754	82%	11496
Joint Operations Unit	48250	31280	12539	43819	91%	4431
Land Borders	5780	3288	1967	5255	91%	525
Sea Borders	34350	23088	8197	31285	91%	3065
Air Borders	2624	1040	936	1976	75%	648
Joint Return	5496	3864	1439	5303	96%	193
Risk Analysis	2200	560	986	1546	70%	654
Situation Centre	1650	108	1331	1439	87%	211
Training	6800	1499	941	2440	36%	4360
Research & Development	1400	105	445	550	39%	850
Pooled Resources	1400	598	212	810	58%	590
Miscellaneous operational activities	550	140	10	150	27%	400
Total	88250	54169	18216	72385	82%	15865

**Training: unrealistic forecast on the expected payments; the carried forward funds were not thoroughly scrutinized against the real reimbursement needs*

***Research and Development: the contracts for outsourced studies were concluded later than expected due to time consuming procurement procedures (lack of compliant offers, tenders re-launched) and complexity of contracts*

****Miscellaneous Operational Activities: delays in implementation of Frontex Information System (tendering process took more time than expected)*

3.3 Appropriations 2010

* Table: see Annex E

The originally foreseen allocation for 2010 was amended during the year by transfers made on the authority of the Frontex Executive Director. The transfers reflected the change in priorities that were made during 2010, of which the most significant was the RABIT Operation in Greece, which started in October and demanded immediate resources.

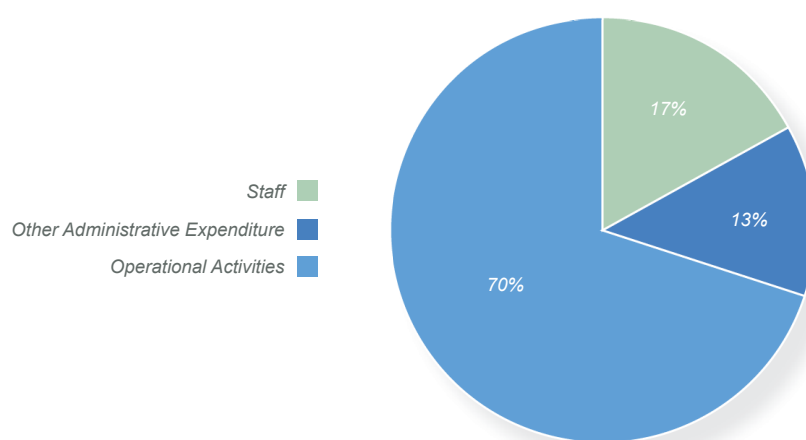
In 2010, Frontex consumed 95% of its available budget of commitment appropriations. The differences between the titles were limited, with Title 1 (Staffing) at 99%, Title 2 (Other administrative expenditures) at 80%, and Title 3 (Operational activities) at 97%. In addition to the amounts committed at the end of 2010, Frontex made a request to the Management Board, in February 2011, for a so-called non-automatic carryover of appropriations where the procurement process was far advanced. On receipt of the positive decision of the Management Board, the authorising officer was able to sign the legal and financial commitments, which resulted in Frontex committing 99% of its available appropriations for 2010 (Title 1: 99%; Title 2: 97%; Title 3: 99%).

3.4 Other aspects of financial management

3.4.1 General budget

In the below chart, the distribution of the 2010 budget shows the importance given to operational activities; a 70:30 distribution ratio. Of funds available in the 2010 budget, 70% were allocated to operational activities. This level of distribution is equivalent to that of 2009.

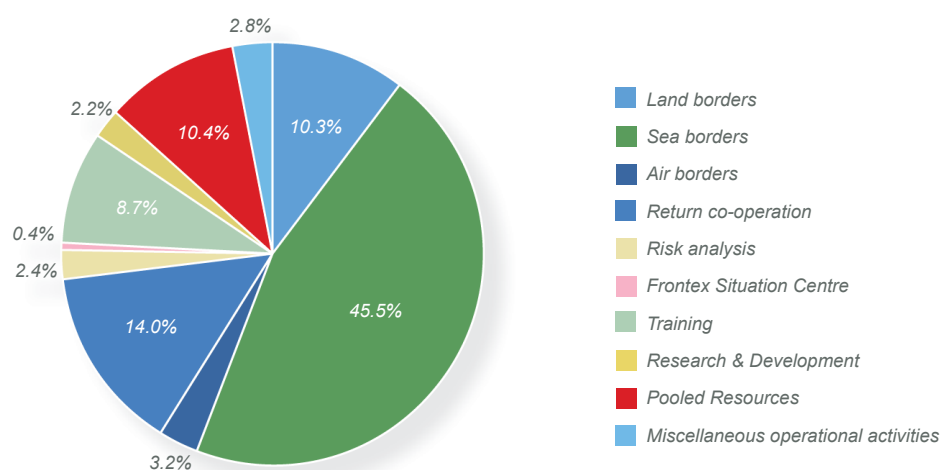
Figure 4: Final Budget Distribution



3.4.2 Operational budget

From the 2010 operational budget of EUR 64.9 million, 46% of the available funds were committed for Sea Operations. The reason for this proportion is the high running costs of the equipment used, such as off-shore vessels or patrolling aircraft. The second largest part of the 2010 operational budget was allocated to Return Cooperation activities (14%) followed by Land Borders and Training (10% each).

Figure 5: Final Operation Budget Distribution



3.4.3 Payments

Payment levels for the 2010 operational budget show a significant increase over 2009 (Annex E – 2010 Appropriations) e.g. in the Joint Operations Unit, 79% was paid in comparison to 65% in 2009. Other units/sectors under Title 3 also show an improvement, albeit at a lower level. Some delays occurring in the procurement process were identified and steps taken to address these for 2011.

3.5 Summary of Human Resources Issues

3.5.1 Recruitment

The year 2010 was a successful one for the recruitment of staff. All recruitment was based on the implementation of rules adopted by the Executive Director, which standardised and harmonised recruitment processes with those of other Agencies and the EC.

In total, 74 recruitment procedures were carried out in 2010. The recruitment procedures for four new posts from 2010 are ongoing and expected to be completed in the first quarter of 2011. The total staffing figure at the end of 2010 was 294 staff members from a total approved Establishment Plan figure of 298.

Figure 5: Recruitments 2010

	Total re- cruited by	New posts 2008 recruited 2010	New posts 2009 recruited 2010	New posts 2010 recruited 2010	Vacant posts 2010	Replace- ments (2008- 2010) recruited 2010	Total re- cruited by	Establi- shment Plan 2010
TA	100	1	11	22	-1	6	139	143
CA	60	0	5	8	-3	9	79	79
SNE	65	0	0	6	-10	15	76	76
Total	225	1	16	36	-14	30	294	298

Recruitments 2010: A breakdown of staff by Frontex Unit and number of Temporary Agents is attached as Annex F and Annex G.

4. Success Stories

4.1 Joint Operations

First deployment of Rapid Border Intervention Teams (RABITs)

In late October 2010, Frontex received its first request from a Member State for a deployment of Rapid Border Intervention Teams (RABITs). Despite a number of preparatory exercises to test and enhance the deployment mechanism, the necessary procedures had never been put to the test in reality. One of the Agency's outstanding achievements of 2010 was the rapidity and diligence with which all involved rose to the occasion. The first Guest Officers started arriving just four days after the request was received from the Greek government. The subsequent four-month operation showed discernable results in terms of reduced irregular migration at the Greek-Turkish land border.

In terms of the daily average numbers of irregular migrants crossing the border, between the first deployments in November 2010, until the end of the operation in March 2011, a reduction of 76% was recorded. In addition, valuable intelligence was gathered on the *modi operandi* of people smugglers in the region and a number of arrests were made for facilitation. In terms of situational awareness, monitoring and reporting, the first RABIT deployment can be seen as a clear success. Inter-agency cooperation was also tested on the ground for the first time and proved exemplary.

The success on the border control side was not accompanied by favourable result on the humanitarian one. There have been many challenges in terms of receiving apprehended persons and processing their cases.

Enriched Cooperation with International Organisations

Joint Operation Agelaus 2010 was conducted in November 2010, under the auspices of the Pulsar programme. The operation was launched to tackle irregular migration involving children at the external air borders of the EU in order to better fight trafficking in human beings and other forms of cross-border crime. The operational focus was on the identification of victims and improving awareness of the subject.

The reason for introduction and implementation of this EU-wide joint operation was to raise awareness, improve cooperation and formulate, in conjunction with Member States, more cohesive, pro-active policies and procedures to deal with irregular migration involving children arriving at EU airports. The operation also sought to provide the basis for a more flexible challenge to the adaptable capabilities of the facilitators and organised crime involved in child trafficking activities.

As a result of this joint operation, a total of 174 cases of children immigrating irregularly into the EU were detected (90 boys and 84 girls) — of which 143 were accompanied by adults and 31 were unaccompanied.

One of Frontex' primary objectives was to further develop cooperation with international organisations by inviting them for the first time to take part in a joint operation. The role of participating officers of the office of the United Nations High Commissioner for Refugees (UNHCR) and International Organization for Migration (IOM) was to assist border guards of host Member States in the established procedures for identification of victims of trafficking at selected European airports. Also the scope of international organisations' participation after the operation was to discuss possibilities for further enhancement and to define best practices for future activities.

Increased participation of third-country observers in land borders joint operational activities

Enhanced cooperation with the Border Guard Service of the Russian Federation could be mentioned as one of the most remarkable achievements in the field of land border joint operations.

For the first time, Russian Border Guard Service observers were deployed for a period of one month to the Greek-Turkish border within the framework of JO Poseidon 2010 Land. The observers were deployed to border crossing points and border control units according to their expertise and profiles.

Furthermore, the active participation of Serbian observers during JO Neptune 2010 was important in terms of increased opportunity for the exchange of operational information and for taking necessary decisions on the spot.

During three operational phases of the joint operation, Serbian observers were deployed at the Hungarian-Serbian border in order to support border checks and border surveillance. In addition, Serbian officers permanently conducted duties within Frontex Local Coordination Centre established in Kiskunhalas. They supported the Frontex Coordinator in permanent monitoring of the situation in the operational area from the Serbian side and directly organised the tactical actions of Serbian border police units by giving recommendations on possible changes in Serbian mobile patrols. The deployment of Serbian border police officers at the monitoring centre of a thermo-vision observation tower in Hungary during night hours also proved to be very effective. Serbian observers were in constant contact with their mobile patrols in order to prevent illegal border crossings from Serbia to Hungary. Participation of Serbian border police in JO Neptune is also planned in 2011, which will enable enhanced cooperation in the field of border security.

First aircraft chartered by Frontex for a joint return operation

On 28 September 2010, Frontex successfully conducted a joint return operation (JRO), together with Poland, to Georgia. The JRO was conducted for the first time using an aircraft chartered directly by Frontex, after an extensive tender procedure. Frontex as coordinator and a co-organiser of the JRO closely collaborated with Polish Border Guard, which performed professional work during both the preparation and the realisation stages of the operation. The JRO was accompanied by three participating Member States: Austria, France and Germany. During the JRO a total number of 59 Georgian nationals were returned, and no obstacles were encountered.

4.2 Research & Development

One of Frontex's focus areas is Automated Border Crossing (ABC) systems using biometric technologies to allow travellers holding electronic passports to pass smoothly through electronic gates. ABC is also the first area where Frontex has developed best practices and guidelines aimed at achieving EU-wide harmonisation covering technical, operational and passenger experience aspects.

Member States having ABC systems either fully operational or under trial took part in a Frontex-led working group with the aim of elaborating a practical document covering key technical issues, operational guidelines on running an ABC system and valuable advice on how to deliver a successful passenger experience. Participating Member States engaged in extremely fruitful analysis and discussion always guided by the principle of "one Schengen area – one border." The resulting report (Best Practices Guidelines for Automated Border Crossing Systems) is not only a solid reference for the existing and future operators of ABC systems, but also for decision makers and industry providers who will now have a unified view on the real benefits, challenges and opportunities that these systems can bring to border management in the EU.

The development of the European Border Surveillance System (EUROSUR) continues as a combined effort of the Member States, the Commission and Frontex. Frontex pursues the EUROSUR Pilot Project intended to set up a core-EUROSUR network interlinking National Coordination Centres (NCCs) and Frontex.

To materialise this core EUROSUR network, Frontex created at the end of 2009 a Working Group of Member State and Commission representatives. This Working Group achieved three important objectives in 2010: The definition and contracting in a public tender procedure of the EUROSUR Pilot project, agreement on an initial EUROSUR data model and visualization policy to be used in the EUROSUR network, and agreement on a Memorandum of Understanding assigning tasks in the Pilot execution to project participants, which was ready to be signed at the beginning of 2011.

4.3 Training

Common Training Framework for EU Border Guard Canine Teams

In June 2010, Frontex carried out a practical workshop for European Border Guard Canine Teams. In all, 82 dog handlers and their dogs took part in this unique training event. They contributed to the creation of the first common video-based training tool for border-guard dog handler instructors. The total number of dog handlers coming from 26 Member States to the dog handlers' workshop confirms the acceptance and credibility of Frontex's border-guard Canine Team training. The development of a common training framework for border-guard dog handling started in 2006 involving five countries at that time for the initiation of a common manual for dog-handler training.

The fact that 35 EU Member States, Schengen Associated Countries and Working Agreement Countries are in the process of implementing this “Common standards for dog handlers training” manual demonstrates the quality and acceptance of this jointly developed tool. Frontex assisted the national implementation of the common standards through its translation into 30 languages and through development of the video-based training tool for instructors. The establishment of the expert board and networking among the European Dog training centres is an additional element of the common training framework for EU Border Guard Canine Teams created by Frontex.

The year 2011 is dedicated to the development of specialised training modules and a certification system.

CCC Teachers' Mobility Programme

Frontex organised the pilot phase of the Common Core Curriculum (CCC) teachers' mobility programme in 2010, which achieved a clear positive result: The programme will continue as it contributes to border guards' interoperability and represents the first step in the implementation of “Erasmus style” exchange programmes for border-guard teachers and students.

This programme is tailored to border guard teachers at the basic-training level. It provides them with the possibility to experience the cooperation mechanism during joint operations at the EU external borders. The teachers are deployed to the joint operation as observers, which allows them to transfer the collected information and their personal experiences into the national training system as part of Frontex's holistic approach towards the implementation of the CCC.

Since developing the “Common Core Curriculum for EU Border Guard Basic Training (CCC)” in 2007, Frontex has been assisting in its national implementation. The CCC is now translated into all required national languages and is implemented in all MS/SAC. The EU-wide cooperation in border guard basic training is further supported by Frontex within the CCC teachers' mobility programme. The pilot phase of the CCC teachers' mobility programme was developed in line with the recommendations of an external study concerning the CCC measurement system and assessment ^[12]. Following the results of the pilot phase's evaluation, the CCC teachers' mobility programme will continue in 2011.

4.4 Pooled Resources – Vital support to first RABIT Operation

In late October 2010, Frontex received its first request from a Member State for a deployment of Rapid Border Intervention Teams (RABITs). Despite a number of preparatory exercises to test and enhance the deployment mechanism, the necessary procedures had never been put to the test in reality, and were now activated for the first time. The Pooled Resources Unit (PRU) was called upon to coordinate and manage the urgent and exceptional deployment of 170 border guards (daily average) and additional heavy technical equipment from 26 contributing Member States to the external land border of Greece with Turkey.

[12] “Common Core Curriculum / Interoperability Assessment Program” carried out by the University of Jyväskylä / The Finnish Institute for Educational Research (JU / FIER)

This unprecedented large-scale deployment of operational border-control resources entailed a number of tasks, such as coordination of the travel arrangements of each and every border guard, by car, by patrol car, by police bus, by commercial or governmental flight; management of their arrival to the operational area at Orestiada and Alexandroupolis; furthermore in the operational theatre the organisation of technical equipment, telecommunication devices, and mobile offices for debriefing and screening activities.

One of the Agency's outstanding achievements of 2010 was the rapidity and diligence with which all involved rose to the occasion. The first Guest Officers started arriving just four days after the request was received from the Greek government. The subsequent four-month operation showed discernable results in terms of reduced irregular migration at the Greek-Turkish land border.

During the operation the total deployment of 337 persons was managed, providing to the operation a total workforce of 11,971 man-days, and delivering 1 fixed-wing aircraft, 1 helicopter, 9 buses, 27 patrol cars, 10 thermo-vision vehicles, and 2 so-called "Schengen-buses" for operational use.

The successful deployment was facilitated by a preparedness programme which had been pursued since the creation of the RABIT mechanism in 2007. In cooperation with the national authorities responsible for managing the national expert and equipment pools — the Pooled Resources Network — induction training, workshops, and deployment exercises have been carried out. These instruments have tested and gradually developed internal processes at Frontex and identified best practices at the national level, thereby helping to prepare both the Agency and the contributing Member States for an operation of this scale and nature.

In terms of the daily average numbers of irregular migrants crossing the border, between the first deployments in November 2010, until the end of the operation in March 2011, a reduction of 76% was recorded. In addition, more than 90% of all migrants detected were finally screened to identify their nationality, valuable intelligence was gathered on the *modi operandi* of people smugglers in the region, and a number of investigations as well as arrests were made by the Greek authorities for facilitation. In terms of situational awareness, monitoring and reporting, the first RABIT deployment can be seen as a clear success. Inter-agency cooperation was also tested on the ground for the first time and proved exemplary.

4.5 Communication

European Day for Border Guards (ED4BG)

Frontex established the European Day for Border Guards (ED4BG), an event developing border-guardianship and interoperability in border management. This event for border guards has the possibility to become an annual benchmark event on border issues, promoting a common identity for European border guards and providing a platform for information interchange between a wide range of border-security industry experts. The event aims to strengthen and improve the community of 400,000 European border guards by publicising their work and providing them with a forum for discussion and exchange of best practices.

The first ED4BG took place in Warsaw, Poland, on 25 May 2010. The event featured a main conference followed by several panel discussions as well as expositions from industry, national border-guard authorities and training institutions, a photo exhibition and screening of border-related movies. In all, over 900 people participated in the event, exchanging views and experiences and discussing possibilities for future cooperation.

Apart from the main conference, devoted to the future of Frontex, four specialised debates were held on subjects as diverse as human rights, future enhancements of border guards and the technologies used in border control, and inter-agency cooperation.

Present at the event were 23 speakers representing the European Commission, European Parliament, national governments, various Member State authorities and high-level specialists and experts in border management. Additionally, presentations from Frontex's Sea and Air Border Sectors, Training Unit and the Frontex Situation Centre gave an overview of the Agency's activities.

Additionally there were:

- 27 national authorities from 23 Member States, which set up stands to present themselves and share knowledge with colleagues from different countries.
- A movie screening with 14 documentaries on the subjects of illegal migration, human trafficking and the actual work of border guards.
- A photo exhibition featuring the best photos from a competition between border guard offices from across Europe. The competitive spirit was very high and over 100 photos were submitted demonstrating the very different contexts people working at the border experience on a day-to-day basis.

An entire corporate identity package was also designed, developed and applied for the event, including logo, design and DTP of stationary, publications, stand and indoor communications, gifts, video materials and a separate website. The Information and Transparency Team was responsible for the content of the event and all communication activities as well as all organisational and logistical aspects.

RABIT 2010 Press handling

The Information and Transparency Team was deeply involved in the RABIT deployment in Greece, developing press rules for the operation, establishing a temporary press office in Orestiada and handling journalists on the spot in cooperation with the Hellenic authorities. The team also conducted media awareness briefings for officers deployed in the operation. Additionally, the team pooled photos and video material for journalists' use.

As media interest was very high, the Information and Transparency Team handled the media during the course of operation by providing them with briefings and informational materials, giving interviews, organising interviews with RABITs as well as Greek officials and taking them to the operational area to show them the work of border guards. The team also created a webpage on Frontex website devoted specifically to the RABIT operation inclusive of background information, maps and press releases.

Among media that visited the operational area were:

Agence France Press, Europe by Satellite, SR EkotNews, Swedish Broadcasting Corporation, Associated Press, Kathemerini, Makedonia, NRC Handelsblad, News (verlagsgruppe.news), de Volkskrant, NRK, The Washington Post, APE, SVT, Reuters TV, TV 5, Europe 1, London Time, ARD, ZDF, Premiere Nouvelle, Deutsche Welle, BBC Panorama, National Public Radio, TIME, Sveriges Radio, Handelsblatt, Al Jazeera, Sabah, Nitro, KRO TV, De Groene Amsterdamer, TV 2 Denmark, KRO Radio, France 24, France 2, TV5, MTV3, RTL, Panos Picture, Financieel Dagblad, Liberation, Le Nouvel Observateur, Le Figaro, KMAR Magazine, Svenska Dagbladet, BBC TV, Radio Suisse Flamande, La Croix, La Province, Deutsche Welle, Radio France International, Die Tageszeitung, TF1, ERT, JYLLAND-POSTEN, Der Spiegel, Hamburger Abendblatt, Die Welt, Berliner Morgenpost, Helsingin Sanomat, DK Public Service TV DR, RTL.

5. Annexes

Annex A List of Management Board members

Country	Name	Position	Institution
Austria	Mr. Robert Strondl	Chairman of Frontex Management Board, Major General, Head of the "Operational Matters" Department	Ministry of the Interior
Belgium	Mr. Marc Van Den Broeck	Chief Commissioner, Director	Federal Police
Bulgaria	Mr. Zaharin Penov	Commissioner, Director	Chief Directorate "Border Police"
Cyprus	Mr. Theodoros Achilleos	Chief Superintendent Commander of Aliens and Immigration Unit	Police Headquarters
	Mr. Emiliou Lambrou (as of 29 Jan 2010)	Superintendent, Commander of the Aliens and Immigration Unit	Cyprus Police
Czech Rep.	Mr. Vladislav Husak	Director	Directorate of The Alien and Border Police of The Czech Republic
Denmark	Mr. Hans-Viggo Jensen	Deputy National Commissioner	National Police of Denmark
	Mr. Ole Andersen (as of 14 June 2010)	Assistant National Commissioner	National Police of Denmark, Aliens Division
Estonia	Mr. Roland Peets	Director, General	Board of Border Guard
	Mr. Tõnu Hunt (as of 10 Jan 2010)	Deputy Director General on Border Guard Affairs	Police and Border Guard Board
Finland	Mr. Jaakko Kaukanen	Chief of the Finnish Border Guard, Lieutenant-General	Finnish Border Guard
France	Mr. Francis Etienne	Immigration Director	Ministère de l'immigration, de l'intégration, de l'identité nationale et du développement solidaire
	Mr. François Lucas (as of 22 October 2010)	Immigration Director	

Country	Name	Position	Institution
Germany	Mr. Peter Christensen	Deputy Director General	Federal Ministry of Interior Department of the Federal Police
	Mr. Ralf Göbel (as of 18.01.10)	Deputy Director General	
Greece	Mr. Vasileios Koutsotis	Police Brigadier General	Ministry of Interior, Hellenic Police Headquarters, Aliens Division
Hungary	Mr. József Bencze	High Commissioner of the National Police Headquarters	Hungarian National Police
	Mr. József Hatala (as of 04.11.10)	High Commissioner of the National Police Headquarters	
Italy	Mr. Felice Addonizio	Director of the Border Police and Foreigners Service	Ministry of Interior
Latvia	Mr. Normunds Garbars	Colonel/Chief of the State Border Guard	Border Guard
Lithuania	Mr. Saulius Stripėika	Commander/General	State Border Guard Service at the Ministry of Interior of the Republic of Lithuania
	Mr. Vainius Butinas (as of 18.03.10)	Commander of the State Border Guard Service	
Luxembourg	Mr. Pascal Schumacher	JHA Counsellor	Représentation du Luxembourg auprès de l'Union européenne
Malta	Mr. Neville Xuereb	Superintendent	Malta Police Force Special Branch
Netherlands	Mr. Dick Van Putten	Lieutenant General	CINC Royal Marechaussee
Poland	Mr. Leszek Elas	Brig. Gen. Commander-in-Chief of Border Guard	Polish Border Guard
Portugal	Mr. Manuel Jarmela Palos	Deputy Chairman of Frontex Management Board, National Director of the Immigration and Borders Service	Aliens and Border Service
Romania	Mr. Ioan Buda	General Inspector	General Inspectorate of Romanian Border Police

Country	Name	Position	Institution
Slovakia	Mr. Tibor Mako	Director General, Colonel	Border and Alien Police Office, Ministry of Interior of the Slovak Republic
	Mr. Robert Zaplatílek (as of 07.04.10)	Director of Border and Alien Police	
	Mr. Lúdvít Biro (as of 01.10.10)	Director of Border and Alien Police	
Slovenia	Mr. Marko Gasperlin	Deputy Director, Senior Police Superintendent	Ministry of the Interior, General Police Directorate
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
European Commission	Mr. Jonathan Faull	Director General	European Commission
	Mr. Stefano Manservigi (as of 01.07.10)	Director General	
	Mr. Jean-Louis De Brouwer	Deputy Director General	

Representatives of the Management Board

Country	Name	Position	Institution
Switzerland	Mr. Héribert Wider	Head of operations section	Swiss Border Guard
Iceland	Ms. Sigríður Björk Gudjónsdóttir	District Commissioner	Sudurnes Police District
Norway	Mr. Stein Ulrich	Senior Adviser to the National Commissioner of Police - International Affairs	National Police Directorate

Invited Participants

Country	Name	Position	Institution
Ireland	Mr. John O'Driscoll	Head of Bureau	Garda National Immigration Bureau
UK	Mr. Tom Dowdall	Director, European Operations	Border and Immigration Agency

Annex B Operational activities 2010

Sea Borders

Name	Operational Area	Length (days)	Countries participating
EPN-Hera 2010	Atlantic Ocean' waters between North Western African countries and Canary Islands	365	Spain (host), Iceland, Italy, Luxembourg
EPN-Indalo 2010	Western Mediterranean	150	Spain (host), Belgium, Iceland, Italy, France, Luxembourg, Netherlands, Portugal, Slovakia
EPN-Minerva 2010	Western Mediterranean (sea ports)	36	Spain (host), Austria, Belgium, France, Italy, Lithuania, Netherlands, Norway, Portugal, Romania, Slovenia, Slovakia
EPN-Hermes 2010	Central Mediterranean	138	Italy (host), France, Luxembourg, Latvia, Slovakia, Spain
JO Poseidon 2010 Sea	Eastern Mediterranean	365	GR (host), Austria, Belgium, Bulgaria, Cyprus, Denmark, Estonia, Finland, France, Hungary, Iceland, Italy, Lithuania, Latvia, Luxembourg, Malta, Netherlands, Norway, Poland, Portugal, Romania, Sweden, Slovenia, Slovakia, UK

Land Borders

Name	Operational area	Length (days)	Countries participating
JO Poseidon 2010 Land	The south-eastern external EU land borders (Greece, Bulgaria)	185	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Lithuania, Malta, Netherlands, Norway, Poland, Romania, Portugal, Slovakia, Spain, Slovenia, UK
JO Focal Points 2010 Land	Eastern and Southern Land Borders (Finland, Estonia, Latvia, Lithuania, Poland, Slovakia, Hungary, Romania, Bulgaria, Slovenia, Greece)	306	Austria, Germany, Romania, Slovakia, Latvia, Estonia, Slovenia, Bulgaria, Hungary, Poland, Italy, Lithuania, Finland, Greece, the Netherlands, Ukraine, Belorussia, Russian Federation, Serbia

Name	Operational area	Length (days)	Countries participating
JO Jupiter 2010	EU Eastern external land borders (Poland, Slovakia, Hungary, Romania)	112	Austria, Belgium, Bulgaria, Czech Republic, France, Germany, Poland, Romania, Finland, Greece, Hungary, Latvia, Lithuania, Netherlands, Slovenia, Slovakia, Portugal, Estonia, Spain, Norway, Sweden, Moldova, Ukraine
JO Neptune 2010	Western Balkan Land Borders (Slovenia, Hungary, Romania)	84	Austria, Belgium, Bulgaria, Czech Republic, Germany, Denmark, Estonia, France, Greece, Hungary, Latvia, Lithuania, Luxembourg, Nederland, Norway, Poland, Romania, Slovenia, Slovakia, Spain, United Kingdom, Croatia, Serbia
JO Mars 2010	Eastern Land Borders with Russian Federation and Republic of Belarus (Poland, Lithuania, Latvia, Estonia, Finland and Norway)	15	Austria, Poland, Lithuania, Latvia, Estonia, Finland, Norway, Germany, Slovakia, Spain, Russian Federation, Republic of Belarus

Air Borders

Name	Operational area	Length (days)	Countries participating
JO Focal Point 2010	12 airports	All year	Austria, Belgium, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Lithuania, Malta, The Netherlands, Poland, Portugal, Romania, Slovakia, Sweden, Spain
JO Hammer 2009	Estonia, Finland, Iceland, Latvia, Lithuania, Sweden, Norway, Poland, Czech Republic, Germany, France, Netherlands, Portugal, Romania, Spain	4th Operational phase: 21 5th Operational phase: 21	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Italy, Iceland, Ireland, Latvia, Lithuania, Luxembourg, The Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Spain, Slovenia, Sweden, United Kingdom

Name	Operational area	Length (days)	Countries participating
JO Hubble 2010	28 airports from 20 countries were involved (9 hosting)	28 days (784 man days)	Austria, Belgium, Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Latvia, Luxembourg, Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and United Kingdom.
JO Hydra extended 2010	30 Airports	27 (702 man days)	Austria, Belgium, Czech Republic, Estonia, Finland, France, Germany, Latvia, Netherlands, Poland, Romania, Slovakia, Sweden and United Kingdom
JO Agelaus 2010	42 Airports from 15 Countries	28 (840 man days)	Austria, Belgium, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Germany, Italy, Latvia, Netherlands, Norway, Poland, Romania, Slovenia and Spain
JO Meteor 2010	18 deployed officers at OTP Airport	13 (234 man days)	Austria, Bulgaria, Estonia, Finland, Germany, Italy, Netherlands, Portugal, Romania, Slovakia, Slovenia and Spain

Return Operations

Name	Operational area	Length (days)	Countries participating
ATTICA 2010 (return capacity building)	Greece	393	Austria, Belgium, Cyprus, Denmark, France, Germany, Hungary, Latvia, Poland, Romania, Slovenia, Spain, Sweden, United Kingdom
MELITA 2010	Malta	303	

Joint Return Operations

Destination	Organising Member State	Participating Member State	Number of Returnees
Kosovo & Albania	Austria	Austria, United Kingdom, France, Germany, Sweden	53
Nigeria	Austria	Austria, Czech Republic, France, Germany, Hungary, Norway, Poland, Spain, Greece, Malta	63
Columbia & Ecuador	Spain	Spain, France, Italy	118

Destination	Organising Member State	Participating Member State	Number of Returnees
Burundi	Sweden	Sweden, Norway, Netherlands	21
Nigeria	United Kingdom	United Kingdom, France, Ireland, Spain	77
Kosovo & Albania	Austria	Austria, Germany, Poland, Slovakia	54
Georgia	Spain	Spain, Greece, Switzerland, Norway, Poland, France	35
Iraq	Sweden	Sweden, Norway	44
Nigeria & Gambia	Austria	Austria, Ireland, Cyprus, Poland, Sweden, Germany, Finland, Greece, Norway	48
Nigeria	France	France, Netherlands, Sweden, Spain, Hungary, Norway	46
Kosovo & Albania	Austria	Austria, France, Iceland	31
Nigeria	Italy	Italy, Germany, Greece, Austria, Norway	51
Georgia & Armenia	Austria	Austria, Poland, Spain, Sweden, France	40
Georgia	Germany	Germany, Poland	27
Kosovo	Finland	Finland, Austria, Germany, France	85
Nigeria & Cameroon	Netherlands	Netherlands, Belgium, United Kingdom, Germany	31
Nigeria	Ireland	Ireland, Luxembourg	28
Georgia & Armenia	Austria	Austria, Poland, Germany, Sweden	28
Nigeria	Austria	Austria, Germany, Hungary, Sweden, Greece	45
Colombia & Ecuador	Spain	Spain, France, Italy, Netherlands	97
Kosovo	Austria	Austria, Germany, Sweden	54
Ukraine	Spain	Spain, France, Italy	22
Iraq	Sweden	Sweden, Norway, Netherlands, United Kingdom	56
Nigeria	Austria	Austria, Germany, France, Hungary, Poland, Greece	43
Nigeria	Italy	Italy, Norway, France, Spain	45

Destination	Organising Member State	Participating Member State	Number of Returnees
Kosovo	Germany	Germany, Austria, France, Sweden	60
Georgia	Spain	Spain, Greece, France, Cyprus	36
Kosovo & Albania	Austria	Austria, Germany, Slovakia, United Kingdom	61
Nigeria	Austria	Austria, Greece, Malta, Poland, Slovenia	57
Iraq	Sweden	Sweden, Netherlands, Norway, United Kingdom	54
Kosovo	Germany	Germany, Austria, France	65
Georgia	Frontex / Poland	Poland, Austria, France, Germany	59
Nigeria & Cameroon	The Netherlands	Netherlands, Austria, United Kingdom, Spain, Belgium, Norway, Sweden, Germany, France	48
Nigeria	Italy	Italy, Norway, Malta	36
Ukraine	Spain	Spain, Italy, France	24
Nigeria	Ireland	Ireland, Austria, United Kingdom, Germany, Hungary	94
Nigeria	UK	UK, Austria, Sweden, Norway, Finland, Slovenia, France	60
Kosovo	Germany	Germany, Austria, Hungary, Sweden	75
Syria	Cyprus	Cyprus, Greece	67

Annex C Comparative Analysis of Joint Operations

* Figures in parentheses: 2010/2009

Land Borders

In general, the intensity of activities at the external land borders increased together with the rise of budget allocation (EUR 6,702,000 in 2010 against EUR 5,780,000 in 2009).

The Greek-Turkish land border became the centre of gravity of all land border activities. Joint Operation Poseidon Land was extended and became a permanent operation until it was temporarily suspended and replaced by the RABIT deployment at this land border section. The extension of JO Poseidon Land and the RABIT deployment resulted in a significant increase of human and technical resources.

More MSs/SACs took part in land border joint operations in 2010 than in 2009 (27/26) while the number of hosting MSs did not change. At the same time the number of operational days increased by 18% (4880/4003 man-days).

Due to intense operational activity at the Greek-Turkish border, the total number of deployed border control experts in all land border joint operations increased by 25% in 2010 (931/747), while the number of man-days doubled (35,710 in 2010 against 17,310 in 2009). Human resources were actively supported by the deployment of technical means, particularly aerial means (17/16) as well as mobile and portable night-vision equipment, patrol cars and heart beat detectors. In total, 20 service dogs were used in land border joint operations, which was a major increase compared to 2009 (four).

Enhanced cooperation with neighbouring third countries should be highlighted while speaking about land border joint operations in 2010. Seven neighbouring countries were actively involved in Frontex operational activities at land borders (six in 2009); the active participation of the Russian Federation and Serbia in the joint activities should be mentioned.

Well planned deployments of experts in the field of stolen vehicles to the most sensitive Focal Points resulted in a high number of stolen vehicles being detected (365) and can be considered one of the most successful results of joint land border activities in 2010.

Debriefing experts deployed at the Greek-Turkish land border within the framework of JO Poseidon Land and the RABIT Operation significantly contributed to intelligence gathering regarding the routes and modus operandi used, with specific focus being given to obtaining information on the facilitation networks involved. The intelligence gathered contributed to improved operational and tactical planning, thus supporting operational activities.

Summarized the implementation of coordinated joint operational activities at EU external land borders has shown remarkably improved effectiveness.

Further effective coordination and harmonisation between different types of operational activity will be achieved in 2011 through the establishment of Multiannual Programme Pluto. Despite good progress, especially in the frameworks of Poseidon Land and the RABIT Operations, this programme aims inter alia to improve experts' skills and profile.

Air borders

The number of operational days within air border joint operations increased by 81% (3,712 in 2010 against 2,040 in 2009) because of a stable but longer deployment of officers (489 in 2010 against 456 in 2009). This operational activity was intensified despite lower budget allocation for air border joint operations – 21% less than the previous year (EUR 2,078,632 in 2010 against EUR 2,623,732 in 2009).

The number of participating Member States/SACs remained very high (30 MS/SAC against 28 in 2009). The Pulsar Multiannual Programme clustered all Joint Operations and Pilot Projects in the area of air borders in a structured and flexible way with a Risk Analysis-based perspective. One of the new elements of this set-up was JO Meteor, which took place for the first time at Bucharest Otopeni Airport (18 officers from 11 MSs/SACs were deployed), where the number of detected incidents improved by 75% compared to average periods before the JO. Frontex further developed information/reaction capability, which enabled a rapid response to new trends and phenomena. In particular, this was possible due to a mechanism for the weekly analysis of data from 124 airports in MSs/SACs with extra-Schengen connections.

A Europol Cooperation Plan was implemented with the deployment of Europol Mobile Offices on the spot (Prague airport). The lessons learnt led to further cooperation with the Coordination Centre & Coordination.

Summing up the longer deployment periods at airports and the targeted cooperation with International Organizations inter alia led to increased effectiveness of joint operational activities at EU external air borders.

Sea borders

The more stable operational situation at the external maritime border resulted in a moderate increase of the number of operational days (1,419 in 2010 against 1,322 in 2009). At the same time, there was significant growth (50%) in the area of operational performance (the number of patrolling hours in 2010 was 41,007 against 27,376 in 2009). Operational activity was intensified despite a significant budget decrease (EUR 29,554,000 in 2010 versus EUR 34,350,300 in 2009). In addition, it was necessary to decrease the budget allocated for co-financing of the host MS's additional operational activities (34% against 52%).

The number of participating MSs/SACs in joint sea operations remained the same as in 2009 (26). The total number of deployed means increased in 2010 (94 in 2010 against 81 in 2009). A larger number of deployed experts (386/322) also performed more man-days (12,260/11,440). The average duration of the deployment of one expert was 31 days in 2010, down from 36 days in 2009.

In total, 6,890 immigrants were apprehended during joint sea operations in 2010 — 73% fewer than in 2009 (25,536 migrants). Thanks to the successful implementation of the operational concept of JO Poseidon 2010 Sea and JO EPN-Hera 2010, the decrease in

illegal migration flows was as high as 80%. As regards JO Poseidon 2010 Sea, a great result was achieved by combining sea border control activities with support to the host authorities in intelligence gathering, identification of facilitators, screening of nationalities of immigrants, logistics and prevention of other cross-border crime. As regards JO EPN-Hera 2010, the bilateral cooperation between Spain and third countries — Senegal and Mauritania — was the key success factor.

Ultimately, respect of fundamental rights and the rescue of people in distress at sea were among the key elements highlighted during maritime joint operations in 2010.

During maritime joint operations some other types of cross-border crime were detected. For instance, the following cases were detected and reported to national authorities:

EPN Indalo: nine cases of drug trafficking and one environmental pollution case,

EPN Minerva: 119 drug trafficking cases/163 persons, six stolen cars/six persons;

Poseidon Sea: one oil pollution case, one illegal weapon and 80kg of cocaine;

EPN Hera: several cases of using the same boats simultaneously for smuggling immigrants and drugs from Morocco.

During EPN Hermes, two boats/46 immigrants in distress were detected by participating means in the Tunisian Search and Rescue (SAR) area. The SAR operation was coordinated by MRCC Rome and ICC Cagliari in cooperation with the respective Tunisian authorities and finally the immigrants were rescued by an Algerian tanker.

In total the well maintained effective implementation of maritime joint operations resulted in significant decrease of illegal migration flows, also avoiding high numbers of boatpeople in distress; this contribution to saving lives is considered the most appreciated effectiveness.

Annex D List of Training Courses

In 2010 Frontex Training Unit organised 176 activities such as project development meetings, conferences, translator workshops, expert board meetings, trainer assessments, manual and training tool development meetings, curricula development meetings and other training activities. The table below shows an overview of direct training activities within respective projects.

Name	Description of activities	MS involved
Air Crew Training	37 different training courses/activities (Forward Looking Infrared System Training, Crew Resource Management, Sea Survival, Air Naval Coordination Training, Mountainous Survival training, Night Vision Goggles Training and Crew Exchange)	20 MS
Common standards for service dog handling	2 training activities: 45 experts trained as multipliers.	35 MS/SAC/WAC
Common Core Curriculum Teacher Exchange	8 teacher mobility exercises: 16 teachers deployed	9 MS
Frontex Courses for BG Mid-level Officers	4 courses: 64 officers trained	22 MS/SAC
Training on the detection of falsified documents	4 specialist courses: 60 specialists trained Road show: training for the first line officers	25 MS/SAC/WAC
Detection of stolen vehicles	4 Multiplier Training Activities: 80 multipliers trained 143 National Training Activities (monitored by TRU)	9 MS/WAC
Schengen Evaluators	1 Training for Schengen Evaluators: Basic Course 1 Training for Schengen Evaluators: Leading Experts	17 MS/SAC
Intellops Training	1 Pilot training	8 MS
Joint Return Escort Leaders training	7 training activities	18 MS
Joint Operations Focal Point Guest Officers Training	4 training activities at 4 Focal Points	8 MS
Language training	1 multiplier training	5 MS
RABIT Trainings and Workshops	4 RABIT Induction Trainings 4 RABIT Workshops	19 MS 16 MS

Annex E Appropriations

Budget item (amounts in EUR 1000)		Original Budget 2010	Amended Budget 2010m1	Amended Budget 2010m2	Transfer of ap- propriations	Available appropia- tions	Commitments		Payments		To be carried forward				Unused
		(A)	(B)	(C)	(D)	(E) ^[15]	(F)	(F)/(E)	(G)	(G)/(E)	(C2) ^[13]	(C8) ^[14]	(J)=(H)+(I)	(J)/(E)	(K) ^[16]
Title1	Staff	20085	0	0	-4350	-22%	15735	99%	15064	96%	0	449	449	3%	222
Title2	Other Administrative Expenditure	10894	0	256	1050	10%	12200	80%	5953	49%	2100	3802	5902	48%	345
Title3	Operational activities	56938	374	4300	3300	6%	64912	97%	42761	66%	1292	20492	21784	34%	367
30	Operations	42738	374	1000	3337	8%	47449	100%	37500	79%	0	9948	9948	21%	0
3000	Land borders	4250	0	1000	1452	34%	6702	100%	4648	69%	0	2054	2054	31%	0
3010	Sea borders	26497	374	0	2683	10%	29554	100%	23539	80%	0	6015	6015	20%	0
3020	Air borders	2650	0	0	-498	-19%	2152	97%	1469	68%	0	609	609	28%	73
3050	Return co-operation	9341	0	0	-300	-3%	9041	101%	7844	87%	0	1270	1270	14%	-73
310	Risk Analysis	1800	0	0	-232	-13%	1568	66%	590	38%	425	449	874	56%	104
311	Frontex Situation Centre	450	0	0	-180	-40%	270	99%	197	73%	0	69	69	26%	4
320	Training	7200	0	0	-1330	-18%	5870	94%	3026	52%	0	2513	2513	43%	331
330	Research & Development	1400	0	0	0	0%	1400	98%	261	19%	0	1106	1106	79%	33
340	Pooled Resources	1400	0	2500	2876	205%	6776	100%	903	13%	0	5865	5865	87%	7
350	Misc operational activities	1950	0	800	-1171	-60%	1579	52%	283	18%	867	541	1408	89%	-112
Grand total regular budget		87917	374	4556	0		92847	95%	63777	69%	3392	24743	28135	30%	935

[13] (C2): Non-automatic

[14] (C8): Automatic

[15] (E) = (A)+(B)+(C)+(D)

[16] (K) = (E)-(F)-(H)

Annex F Breakdown of recruited staff by Unit

Name of the unit	2007				2008				2009				2010				Total 2010
	AA	CA	TA	SNE	AA	CA	TA	SNE	AA	CA	TA	SNE	AA	CA	TA	SNE	
Joint Operations	0	1	8	33	0	7	12	32	0	10	19	33	0	11	23	35	69
Administrative Services	3	7	10	0	0	20	18	0	0	26	20	0	0	33	25	0	58
Risk Analysis	1	1	5	12	0	2	13	17	0	3	12	14	0	6	17	18	41
Executive Support	0	2	6	3	0	3	8	3	0	3	10	5	0	6	14	4	24
Finance & Procurement	1	3	7	0	0	3	9	0	0	5	9	0	0	6	13	0	19
Training	0	1	2	6	0	2	4	5	0	2	5	4	0	3	8	7	18
Situation Centre	0	0	1	0	0	3	1	2	0	4	6	3	0	5	11	3	19
Pooled Resources	0	0	2	3	0	0	2	3	0	1	2	4	0	1	5	5	11
R & D	0	1	2	4	0	1	1	3	0	1	7	2	0	1	12	2	15
Legal Affairs	0	1	1	0	0	1	2	2	0	1	3	0	0	1	3	1	5
Internal Audit / QM	0	0	1	0	0	2	1	0	0	1	2	0	0	3	2	0	5
Directorate	0	0	2	0	0	0	5	0	0	3	5	1	0	3	6	1	10
Total	5	17	47	61	0	44	76	67	0	60	100	66	0	79	139	76	294

* as on 31/12/2010

Annex G Breakdown of Temporary Agents

Category and grade	Establishment plan 2009		Posts actually filled on 31.12.2009		Establishment plan 2010		Posts actually filled on 31.12.2010	
	Permanent	Temporary	Permanent	Temporary	Permanent	Temporary	Permanent	Temporary
AD 16	0	0	0	0	0	0	0	-
AD 15	0	1	0	1	0	1	0	1
AD 14	0	1	0	1	0	1	0	1
AD 13	0	6	0	3	0	3	0	3
AD 12	0	3	0	6	0	8	0	8
AD 11	0	9	0	9	0	9	0	8
AD 10	0	8	0	7	0	8	0	7
AD 9	0	1	0	1	0	1	0	1
AD 8	0	36	0	25	0	45	0	43
AD 7	0	2	0	2	0	2	0	2
AD 6	0	4	0	3	0	6	0	6
AD 5	0	2	0	2	0	3	0	3
Total AD	-	73	-	60	-	87	-	83
AST 11	0	0	0	0	0	0	0	0
AST 10	0	0	0	0	0	0	0	0
AST 9	0	0	0	0	0	0	0	0
AST 8	0	5	0	5	0	5	0	5
AST 7	0	9	0	9	0	12	0	12
AST 6	0	7	0	5	0	10	0	10
AST 5	0	15	0	15	0	20	0	20
AST 4	0	3	0	3	0	5	0	5
AST 3	0	5	0	3	0	4	0	4
AST 2	0	0	0	0	0	0	0	0
AST 1	0	0	0	0	0	0	0	0
Total AST	-	44	-	40	-	56	-	56
Total	-	117	-	100	-	143	-	139

* as on 31/12/2010





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