FRONTEX

LIBERTAS SECURITAS JUSTITIA

Programme of Work 2009

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Executive Summary

A Programme of Work, as the output of a cyclical planning process, aims to provide a reference point for actions to be taken in the year of question, and to enable any governing body of an organization, combined with monitoring and evaluation, to govern the organization towards goal achievement. In addition to that, Frontex' Programme of Work seeks to ensure the highest possible level of transparency towards the citizen of the European Union.

Frontex Draft Programme of Work 2009, despite outlining the planning of a subset of activities to be carried out in 2009, serves another purpose as well. In the Draft Programme of Work 2009 planned activities are more transparently linked with founding theoretical approaches, and it also highlights on changes with regard to planning, which will be implemented in 2009 and the years to follow.

In that respect the Draft Programme of Work 2009 proposes **three significant changes**.

1. Introduction of a long term approach (Goals and multi annual planning 2010 – 2013),

2. Regrouping of activities in "Projects", "Products", and "Services" and their clustering in "Programmes", and

3. safeguarding the use of the Programme of Work 2009 as baseline for the years to follow.

These change proposals make Frontex' Programme of Work 2009 look different from former ones. Especially the first part elaborates on topics such as "Mission", "Vision", "Strategy" or "Approach taken" which deemed self evident but are to be mentioned in order to put the changes into perspective. In a planning cycle the topics mentioned before, mark the starting point for the development of any programme.

In addition to that the reader should gain an understanding of the underlying principles and methodologies applied when elaborating Frontex' Programme of Work.

The adopted Programme of Work 2009 will serve to identify and outline Products and Services which will be delivered by Frontex on an ongoing basis. In that respect the Programme of Work 2009, in describing Frontex' portfolio of products and services, states the baseline against which the planning for the years to follow will take place.

The introduction also includes an outlook for illegal migration to the EU in 2009. This part is based on findings as stated in the Annual Risk Assessment 2008.

The second part of Frontex' Draft Programme of Work 2009 focuses on the Key Business Areas of Frontex and develops four goals to be achieved in the long run.

Goal 1: Awareness – Analytical Capabilities,
Goal 2: Response – Operational Capabilities & Reaction
    Capabilities
Goal 3: Interoperability – Customerization
Goal 4: Performance – Managerial Capabilities

are the four strategic centers Frontex will be aiming to achieve by realizing a number of objectives and projects, products and services during 2009.

Finally, the organizational structure of Frontex is broken down to divisions and units (production centers) delivering output and linked with indicators of performance to enable management and governance. Each of the projects, products, and services is linked with human resources and financial means to be needed to carry out the activities that should lead to the output as described in this document. Each of the projects, products and services will also show an indicator (2 – 6) to reflect the customers requirements as assessed in a customer survey.

The Programme of Work closes with a Glossary of Terms to enable a standardized way to understand and interpret the terms used in the document.

The final part of the Executive Summary will highlight on areas which besides structural changes also contain changes regarding output and consequently foresee an increase in human and/or financial resources.

Frontex' Multiannual Staff Policy Plan 2009 – 2011 in general proposed to increase the number of staff in 2009 due to an increased number of activities as further explained in the document mentioned.

	2007 (occupied on 31.12)		2008		2009		Change[1]
	Posts	**%**	**Posts**	**%**	**Posts**	**%**	**%**
Temporary staff[2]	48	36	94	46	119	47	22
External staff (SNEs)[3]	67	50	69	34	70	27	1
Contract staff[4]	18	14	42	20	65	26	35
Total	**133**	100	**205**	100	**254**	100	19

Figure 1: Development of Staff 2007 - 2009

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[1]   2009 compared with 2008 within same group of employee
[2]   These posts are included in the establishment plan. The annual figures constitute an absolute maximum.
[3]   Not included in the establishment plan.
[4]   Not included in the establishment plan, includes auxiliary agents.

This growth was estimated with **49** Full Time Equivalents (FTEs), out of which **25** will be recruited on Temporary Agent (TA) and **23** on Contract Agent (CA) positions. **29** of these additional staff will be allocated to 'operational activities'. The significant increase of financial means during 2006 and 2007 and consequently of activities to be carried out has put a higher demand on the human resources available at Frontex. This due to the fact that the growth in financial means was not mirrored by the growth of human resources. This unbalanced increase, which is partly reflected in the low level of budget utilization, should be countered with the proposed growth in 2009.

In 2009 the overall growth of financial means, compared to 2008, will be **12.6 Million Euros** (M €)**.**

	Implementation 2007 (commitments)		Budget 2008 N2		Draft estimates 2009		Change (2008 vs. 2009)
	In M €	%	In M €	%	In M €	%	%
Revenue							
Community subsidy	40.980	98	68.815	97	80.000	96	17
Other revenue	970	2	2.432	3	3.250	4	34
TOTAL	**41.950**	100	**71.247**	100	**83.250**	100	17
Expenditure							
Staff	7.767	36	13.860	19	15.956	19	15
Other Administrative expenditure	4 .018	3	5.937	8	10.044	11	68
Operational expenditure	26.599	71	50.635	65	57.250	68	13
Subtotal	*38. 384*	*100*	*70.432*	*99*	*83. 250*	*99*	*18*
TOTAL	**38.384**	100	**71.247**	100	**83. 815**	**100**	18
Earmarked revenue					565		
Earmarked expenditure	-	-	815	1	565	1	-31

Figure 2: Development of Financial Means 2007 - 2009

Further implementation of common EU policy for Integrated Border Management and gradual development of EU Integrated Border Management System require further strengthening of operational cooperation between Member States with respect to the management of the external borders of the EU. As Frontex, within the scope of its mandate, aims at ensuring more effective implementation of this Community policy, Frontex is under consistent development in terms of operational capacities and capabilities.

Taking into account that Frontex' functions cover the entire scope of the four tier EU border security strategy, 2009 will require in particular continued reinforcement of activities as regards development of relations and cooperation with third countries in the field of border management as well as return operations.

The increase of 49 staff members amounts to additional 2.3 M € to be spent on salaries and other related 'overheads'. Although the term 'overheads' is not completely right, as expenditures for 29 staff members allocated to operational activities can be identified as 'direct costs' which should exclude these expenditures from being overheads but operational expenditures.

In 2009, other administrative costs will increase by 68 % compared to amended budget 2008 N2. Reasons for this increase are firstly, the provision of an increased number of staff with an appropriate and secure working environment, and secondly, the provision of staff member but also Member States with a state of the art IT environment. Costs for maintenance of the working environment will increase by 0.9 M €, data processing (equipment and other data-processing related expenditures) are estimated to increase by 3.8 M € compared to 2008.

Operational expenditure will amount to 68% of the budget in 2009. The operational budget will increase with 13% in comparison to the amended budget 2008 N2. The Programme of Work 2009 gives full information about the planned activities and the estimated needs of resources (both personnel and financial) needed to implement these activities. This strong link between Programme of Work 2009 and budget 2009 enhances the decision making process for the Management Board and budgetary authorities. A decrease in the budget means that a number of activities can not be performed by Frontex. An increase in the budget will go to the priorities as listed in the Programme of Work 2009.

In the current draft budget 2009 all operational sectors have been allocated additional appropriations compared to 2008.

Joint Operations and Pilot Projects at the external borders has been allocated an additional 5.1 M € to come to a level of 44.1 M €.

Land Borders will have a small increase of 0.1 M €. Their budget will be used for:
-   joint operations (incl. Focal Points) concentrated on the main routes of illegal immigrants as identified by risk analysis (2.7 M €);
-   Further developed strategic projects recently carried out (1.0 M €);
-   Best practices pilot projects in cooperation with neighboring Third Countries and follow up Joint Operations based on findings (0.5 M €).

Sea Borders has the biggest share of the budget for operational activities: 35 M €, an increase with 3,9 M € from 2008.

- European Patrols network and 6-7 joint operations in different geographical areas to decrease the illegal immigration flows and to detect facilitators (34.8 M €);
- Improved working conditions and improved operational value of interrogation experts (0.1 M €);
- Improved level of awareness in ICCs and regional centers during JOs. (0.1 M €)

Air Borders budget remains at the same level as in 2008 with a total of 2.7 M €.
- Twice the number of joint operations are foreseen, either pure air border operations or joint operations in cooperation with Land and/or Sea borders, other units/sectors of Frontex or with EU bodies (2.3 M €);
- At least 1 hand book on best practices development during a long term project (0.2 M €);
- Two or three projects based on needs identified in 2008 (0.2 M €).

Return Operations will be established with 2.3 M €.
- Two or three joint collective interview sessions of immigrants carried out by MS, thereby facilitating their identification and the acquisition of travel documents (1.7 M €);
- Updated best practice manuals on removal of illegally present third country nationals and acquisition of travel document (0.2 M €);
- Four meetings of Core Country Group to identify needs for joint return operations (0.2 M €).

Risk Analysis has been allocated with almost 40% more appropriations than in the budget 2008. The 1.4 M € for Risk Analysis will be used mainly for:
- Tailored trainings to Frontex staff, Intelligence Officers, analyst of Member States and relevant third countries on risk and threat assessment at strategic level;
- Open Sources subscriptions, analytical data collection tools and software available for analysts and relevant operational users;
- Frontex Seconded Intelligence Officer in key Joint Operations.

The *Frontex Situation Centre* (FSC) will support management and other units of Frontex by coordinating the flows of all operational information. To do this, 0.7 M € of appropriations have been allocated to the FSC.
- Operational information made available and easily retrievable for the customer (0.3 M €);
- Appropriate number of situation reports supporting the management as well as units' operational activities (0.2 M€);
- Technical and organizational facilities for operational briefings and operational coordination of Joint Operations (0.2 M €).

Research and Development's budget increases with more than 100% to 1.4 M €.
- Follow up on development in research relevant for the control and surveillance of external borders and to disseminate information via workshops, reports, bulletins, conference presentations and papers and articles (0.8 M €);

- To ensure that specific interests of border guard authorities and their needs are properly embraced in security research via workshops, reports, bulletins, conference presentations and papers and articles (0.6 M €).

Frontex *Training Unit* will stay at approximately the same level as in 2008. Main objectives for training are:
- The development and operationalization of a Common Mid Level Curriculum (CMC) and the monitoring/measuring of the implementation of the CCC in the Member States (0.8 M €);
- Provision of specific training modules, maintained manuals and other training tools as well as training activities/courses such as Dog Handlers manual, RABIT training, Air crew training Detection of forged documents etc (4.4 M €);
- Establishment and maintenance of networks such as Training Coordinators, universities, partnership-academies and experts from MS for the interim use as project-leaders, trainers etc (1.1 M €).

Pooled Resources also has a significantly increased budget available: 24% (0.4 M €) to reach a level of 1.4 M €. Pooled Resources expects to increase the availability in and ability of Member States to deploy pooled expert teams and technical equipment. This will be reached via:
- Training exercises for RABIT and FJST members (0.9 M €);
- Fully functional CRATE 0.3 M €);
- Handbooks (0.2 M €).

The final overview shows how activities and outputs, as mentioned before, are grouped in objectives, projects, products, and services (portfolio mix). This reflects that the majority of Frontex' activities are ongoing and recurring. Taking that into consideration, the planning and programming for the years to follow will follow a differentiated approach, mainly focusing on significant changes and innovation, but also reflecting on the given and established mix of products and services.

Division/Unit	# Objectives	# Projects[5]	Frontex' Portfolio of # Products[6]	# Services
Joint Operations	4	5	9	8
Risk Analysis	3	-	10	11
Frontex Situation Centre	4	-	1	3
Research & Development	2	-	1	4
Training	3	-	27	7

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[5] In the majority of cases, several joint operations and pilot projects are clustered under one objective and reflected in a single 'project' as deliverable;
[6] The level of detail, when defining products and services can vary; this requires to read this table together with chapter 2 of the PoW

Division/Unit	# Objectives	Frontex' Portfolio of		
		# Projects[5]	# Products[6]	# Services
Pooled Resources	3	-	1	2
Administrative Services	17	11	-	6
Finance & Pro-curement	8	-	7	17
Executive Support	10	-	26	12
Internal Audit	1	-	-	1
SUM	**55**	**16[7]**	**82**	**71**

Figure 3: Overview of Objectives and Portfolio Mix

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[7] See remark to 'Projects' under Footnote 1

1. General Part

1.1. Introduction

A Programme of Work is a statement for the activities or steps needed to accomplish a plan. It aims to make a strategy action related.

The Programme of Work, as mentioned by the Council Regulation (EC) No 2007/2004 of 26 October 2004 , establishing a European Agency for the Management of Operational Coordination at the External Borders of the Member States of the European Union, aims to outline and agree on Frontex' areas of possible activities in the year to follow.

For Frontex it deemed necessary to structure the elaboration and the work on the Programme of Work in a coherent way and to apply a thorough, theory based approach at this strategic level of planning.

The elaboration of the Programme of Work 2009 (PoW 2009) of Frontex and its implementation is also closely connected with the elaboration and utilization of its Draft Budget 2009, which contains a financial plan (revenues and expenditures) and the establishment plan as its main parts. The budget is the "translation of the Programme of Work into financial figures and resources needed to carry out the activities to achieve Frontex' projects, products and services".

During the budgetary process to establish the budget of the European Union (EU), when based on the proposal made by the Commission, the Council and the European Parliament (as "budgetary authority") decide on the authorization of the proposed appropriations, the Programme of Work is serving to justify the allocations of means to titles, chapters and articles in the financial plan of Frontex.

A balance between transparency, security and flexibility, allowing Frontex to adjust its activities by making use of its operational independence, has to be sought. Especially, taking into consideration the time-span that usually lies between the start of the planning process and the implementation of the adopted Programme of Work and the related budget. However, the Management Board, European Commission, the Council and the European parliament will receive information on planned and accomplished activities of Frontex on a regular basis.

In that respect Art 25 Frontex Regulation[8] gains importance. Art 25 Par 1 assigns the power to implement actions and accountability for these actions to the Executive Director of the Frontex. This, together with his "complete independence in the performance of his duties", guarantees the required level of flexibility to manage the performance of Frontex, even under permanently changing business conditions. Not to forget, that plans are "doomed" to undergo changes during their implementation. Plans are developed proactively, based on facts and/or

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[8] 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

assumptions about numerous variables of an organization's internal and external environment and therefore have to change or to be adapted when variables change significantly, moving outside established margins.

The Programme of Work 2009 proposes **three significant changes**.

1. Introduction of a long term approach,
2. Regrouping of activities in "Projects", "Products", and "Services" and clustering in "Programmes", and
3. Usage of the Programme of Work 2009 as baseline for following ones;

Ad 1) By establishing "goals", which are not designed with a short or mid term perspective, a long term approach will be introduced. The way towards goal achievement will be sketched by defining short term objectives and related activities to reach the objectives. The controlling of achievement will be enabled by the implementation of a Performance Management Framework and the measurement/management of performance against indicators, identified by the management.

Although the current legal framework requires a focus on short term (annual) planning, the differentiation between goals (mid - long term) and objectives (short term) will safeguard that Frontex' strategic and operational planning and finally its performance will remain in compliance with its legal framework.

This shift towards a long term approach, reflected in a **multi annual business plan** (seen as 'a comprehensive master plan that states how Frontex will achieve its mission and objectives' – or strategy), is following best practice in organizational development, when moving from the start-up phase to a phase of consolidated growth or stabilization.

Ad 2) The terms "Joint Operations" and "Pilot Projects" as used in the Frontex Regulation, will still have their validity, but should be used in compliance to their definition in other disciplines. During the last year it was recognized, that needs for short term activities did not dissolve. These needs still exist, and consequently activities should be continued and carried out on an ongoing basis. It is proposed to reflect this change in perspective by rephrasing and grouping the related activities in **"Projects", "Products" and "Services"** which can be further clustered in **"Programmes"** of mid or long term duration**.** This as such will not change the scope or the aim of the operation but will enable to launch new (pilot) initiatives without contradicting activities or operations in place.

Ad 3) The Programme of Work 2009 and the goals, projects, products, and services will set the baseline against which upcoming, annual Programmes of Work will be written. Those Programmes of Work, although reflecting the whole portfolio mix of Frontex, will mainly focus on projects, or newly developed or redesigned products and services.

The ongoing delivery of unchanged products and services will not stressed, but will be included and reflected in the budget for the year in question. This will make the annual Pro-

grammes of Work better readable, avoid redundancy, and will help the Management Board and the budgetary authorities to focus on changes and their business and financial impacts.

Frontex' new organizational structure was put in place in2008. An additional management layer will be implemented, and units will be grouped in three divisions. In the elaboration of the Programme of Work 2009 this change was taken into consideration in two ways. Firstly, the establishment of goals followed this new organizational structure. And secondly, objectives of "newly" established units/sectors were included in the second part of this document.

1.2. Mission

Frontex is a European Agency which coordinates the operational cooperation at the external borders of the Member States of the European Union.

Frontex facilitates and renders more effective the application of existing and future Community measures relating to the management of external borders'.

Frontex ensures the coordination of Member States' actions in the implementation of those measures.

Thereby, Frontex' contributes to an efficient, high and uniform level of control on persons and surveillance of the external borders of the Member States.

Frontex strengthens the freedom and the security of the citizens of the EU by complementing the national border management systems of the Member States.

Frontex is a trustworthy operational European coordinator and contributor which is fully respected and supported by the Member States and external partners.

Frontex actively promotes the cooperation among law enforcement bodies responsible for the internal security at EU level.

Frontex operational activities are intelligence driven. The effectiveness of Frontex is based on its highly motivated and professional personnel. In return, Frontex will strengthen its status as a competitive employer.

Frontex is a key player in the development and implementation of the concept of EU Integrated Border Management (IBM).

1.3. Vision

> **"Frontex is the anchor stone of the European concept of Integrated Border Management, promoting the highest level of professionalism, interoperability, integrity and mutual respect of stakeholders involved"**

1.4. Strategy

Although not expressed and published in strategies or other "strategic documents", but based on the development of figures reflecting the human and financial resources of the Agency, it can be summarized that during its 'start-up-phase' Frontex was following a **growth strategy** at corporate level. Looking at the business level, Frontex applies a **cooperative approach** towards the Member States and other key players in the area covered by the definition of integrated management of borders of the EU Member States[9].
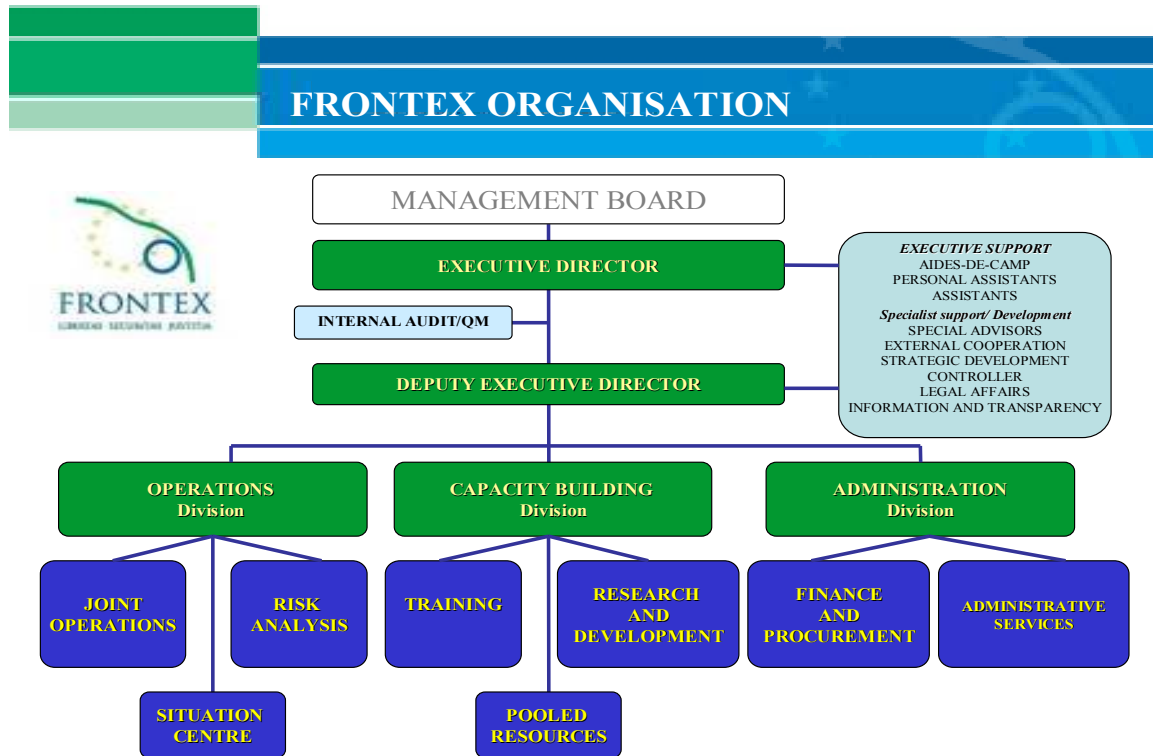
Figure 4: Organigram of Frontex (adopted by MB on 22 November 2007)

The organigram above shows a growing organization by adding 2 new units and regrouping the composition of the divisions. This growth also shows in the allocations of financial means but also in the allocation of additional staff to existing structures and staffing of newly created units and sectors (see Figures 5 and 6)

		2008	2009
Human Re-sources	TA	94	119
	CA	49	65
	SNE	69	70
	SUM	*212*	*254*
Financial Resources (Euro)		71,247.000	83,815.000

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[9] Conclusions of the 2768th Justice and Home Affairs Council held in Brussels on 4-5 December 2006
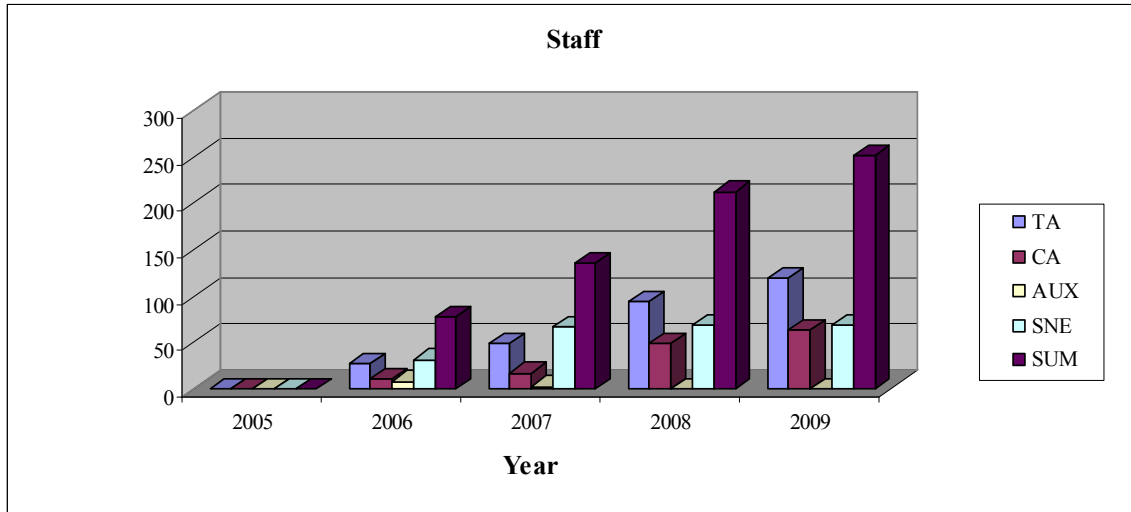
Staff

Figure 6: Development of Staff Members 2005 - 2009

Financial Means 2005 - 2009
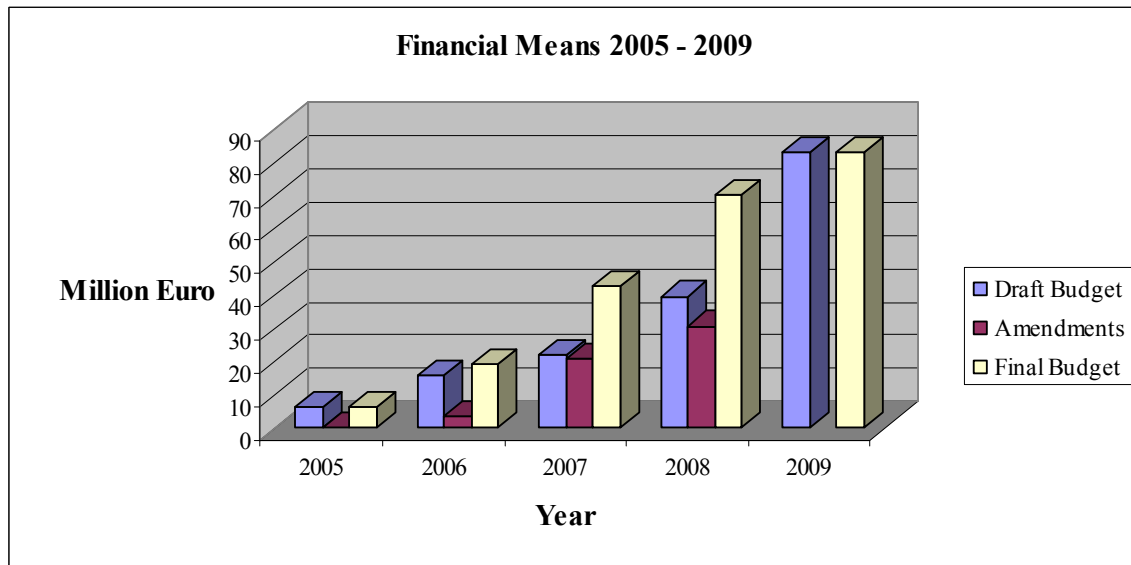
Figure 7: Development of Financial Means 2005 – 2009

The political (here: The Hague Programme) and the legal framework of Frontex foresee two separate evaluations of Frontex to be done in 2008.

Firstly, the Commission has evaluated the tasks of Frontex and assessed whether the Agency should concern itself with other aspects of border management, including enhanced cooperation with customs services and other competent authorities for goods-related security matters

or not. The Commission's evaluation has formed the basis for and in-depth analysis of the role of Frontex by the Council. In the meeting of the Justice and Home Affairs Council on 5 and 6 June 2008 the Council adopted conclusions regarding the future development of. These conclusions were grouped in short term and long term priorities (see Chapter 1.9.).

Secondly, an external evaluation (Art 33) of the Agency's effectiveness in fulfilling its mission, an assessment of its impact (arg: on the operational cooperation at the external borders of the Member States of the European Union) and of its working practice was launched by the Management Board.

The outcomes of those evaluations, including recommendations regarding changes of the Regulation, the Agency and its working practices, will require a revision of Frontex' strategic positioning during 2009. This procedure is aligned with the strategic management cycle as developed based on best practice for public organizations and fitting the needs of Frontex (see Annex 1).

In addition, further efforts to launch the European Surveillance System (EUROSUR) deserve Frontex' attention and possible measures.

1.5. Approach taken

1.5.1. Goal oriented approach

Selected out of a number of possible choices, Frontex decided to apply a **goal oriented approach**. The identification of goals will enable the Agency to move to a multi annual planning, as goals do not have a short term (1 year) perspective for their achievement. It was required to define a limited number of goals Frontex wants to achieve with the aim to elevate the Agency to reach its Vision.

1.5.2. Identification of Projects, Products and Services

In 2009 Frontex will seek to achieve an advanced level of organizational maturity. This change will show in the move from a project oriented design and start-up phase to a product and services oriented production and delivery phase.

After the setting up of Frontex, most of its activities were carried out as projects (using the terms 'joint operations' or 'pilot projects' as foreseen in the Frontex Regulation). Some of the activities and their deliverables became on-going and occurring activities. Projects are defined as a temporary endeavor undertaken to create a product or service. During the last years, and supported by the allocation of additional financial means, several Member States and the Commission addressed strongly the issue to transfer some of these activities carried out as short term joint operations and projects into mid to long term deliverables. In following this request it is proposed to name the deliverables as 'Products' and 'Services'. This would enable Frontex to address permanent needs of its customers in an even more tailored and satisfactory way.

Projects:

Will remain in the portfolio of the Agency, but used for time limited activities of not recurring character. Projects will also be carried out to develop, design and implement new tools with the aim to make them permanent products and services of the Agency.

Especially pilot projects will fulfill the requirement of time limited and not recurring activities as they aim to become products or service by shortening the lifecycle of a new product and service by using real environment instead of a test environment

Products:

In general usage, a product may refer to a single item or unit, a group of equivalent products, a grouping of goods or services, or an industrial classification for the goods or services. Tangibility will create a differentiator to services. For Frontex, the Annual Risk Assessment (ARA) or manuals and handbooks will be seen as products. They are handed to the recipients and left at their disposal what to do with it. No further steps have to be taken by Frontex. Other products will be joint operations aiming to deliver tangible output and outcome.

Services:

Service is work done *for others* (internal and external) as an occupation or business.

For Frontex the provision of state of the art analytical tools and software available for analysts and relevant operational users in Frontex and Member States either on request or on a regular basis will be seen as service. Another example of a service is the maintenance of an IT infrastructure to enable work processes in different parts of Frontex.

Reasoning for re-classification:

o Products and services require activities to be carried out within the Agency, aiming to contribute to the production of a product or the delivery of a service (which could also be done by the ongoing delivery of a product).

o **Activity based planning** will allow to identify direct and indirect costs related to these activities and consequently to products and services. This will allow a more realistic allocation of cost to cost centers such as 'Operations' or 'Administration'.

o The re-classification of outputs or deliverables produced by the Agency will mainly reduce bureaucratic burden for the divisions and the units of Frontex. The moment a product or services is agreed with the final customer (Member States or Commission), this agreement will also include an agreement on the break down of related direct cost to be covered by the financial and the establishment plan.

o Projects, products and services will internally be broken down to activities (process descriptions) which will enable the identification of performance indicators and

measurement = management; efforts to describe processes can only be justified if these processes will be repeated and used on a permanent basis.

o Projects, products and services support the move towards multi-annual planning as explained under the heading 'Goals'.

1.5.3. Programmes to enable multi-annual planning

Frontex defines 'Programmes' as a system of projects or services (including the delivery of single products) intended to meet a public need. The current legal framework does not force Frontex to apply multi-annual planning. Nevertheless, aiming for a more proactive setting demands a mid to long-term strategic and operational programming which can be broken down in more recent and detailed annual work plans. The introduction of programmes will provide the Management Board with the necessary tool to set requirements within which the management of Frontex will be able to act on a mid to long term basis.

As programmes have a mid to long term scope, it will be possible to arrange and rearrange operational activities (leading to products and services) within the framework of the programmes if a need occurs. The assessment of the needs will be done in a cyclical (annual) way, as the multiannual plan will have a time scope of at least three years. It is well understood, that this timeframe must be aligned with the one of key stakeholders (e.g. Commission's programming 2007 – 2013)

It is important to stress that an agreement on a program will not deliberate Frontex from outlining the need for the continuation of a program on an annual basis to the governing body. Although providing a required level of consistency, this also allows flexibility in order to cope with changes in the external and internal environment of Frontex.

The set up of a program can follow different approaches such as addressing a specific geographic area or specific modi operandi. This will allow addressing the core of a problem instead of tackling consequences solely.

For the Programme of Work 2009, and at the current stage, two geographical and one topical area were identified to be covered by programmes

1. Mediterranean Sea and Atlantic Ocean;

2. Western Balkan and linkage to Eastern European area; and

3. Direct links to high risk countries of origin.

Considering the level of detail required for governance issues and the organizational structure of Frontex, the Programme of Work 2009 will show related projects, products, services as part of the portfolio of individual units and sectors. The phase to elaborate the operational plans will be used as a transition period from a purely hierarchical to a matrix structure and approach to manage day-to-day business. It will be within the responsibility of the senior

management of Frontex to add such a temporary structure (programme) to better manage the performance of Frontex, increasing drive and value added without loosing transparency.

1.6. Identification of factors impacting on implementation and ultimately on performance

This part should give a summary of factors seen by the Agency and being considered when developing the Programme of Work.

It should be clear that Frontex does not act in a stabile environment, immune to externalities such as political, economical, social, technological, legal and environmental factors. These factors determine and directly or indirectly (via an intermediate) cause effects in the Agency or its environment.

One part of this environment is formed by the stakeholders of an organization. Frontex' task environment[10] includes a large number of groups with interests in Frontex' business activities. These groups are referred to as corporate stakeholders of Frontex because they affect or are affected by the achievements of Frontex' objectives. These stakeholders can be further grouped into primary stakeholder and secondary stakeholders. Primary or key stakeholders are the ones with a direct connection with Agency and who have sufficient power to directly influence Frontex' activities. This group includes customers, employees, and suppliers. That role can be given to the EU institutions acting as budgetary authorities, but also to Members State's competent authorities are being seen as ultimate user (customer) of Frontex' deliverables. With regard to RABITs, Member States can also hold the role of a supplier of different types or resources. That role will also be occupied by the Member State with regard to the delivery of information processed by Frontex to deliver tailored or general intelligence products.

Beside these type of factors, the Agency acts in a business environment together with other providers of similar or the same services to the beneficiaries of the Agency's activities, which might act as constraints or accelerator for Frontex' activities.

Before turning to the different factors, it is worth stressing, that Frontex, primarily acting as a coordinator, is extremely dependent on the Member States' and Schengen Associated Countries' and their willingness to actively participate in and to deploy technical assets to the Agency's activities. The aim of this part is to make the governing body and the European institutions aware of factors the Frontex is exposed to and which directly or indirectly might have an impact on the implementation of the proposed Programme of Work.

	Opportunity (O)	Challenge (C)
Political		**Schengen Enlargement**
	Lisbon Treaty	

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[10] Task environment is part of the business environment that includes the elements or groups that directly affect the corporation and, in turn are affected by it.

		MS: immigration causes national pressure
	EU expansion	
		Maritime traffic and trade increases
	IBM and engagement with Third Countries	
		Approach to border management in EU
		EU and regionalization
		political decisions and operational needs
		implementation at political and practical level
Economical		**Crisis (situational development in general) in Third Country**
		Final amount of allocated money
		External Border Fund
		Correction coefficient and exchange rate volatility
		Growth vs. consolidation
		Financial profit in human trafficking
Social – Relationship		**Variety of coordination bodies at EU level**
		Mandatory cooperation framework
	Visibility EU/Frontex	
Technological	**Demand for Information security**	
		Management of information
Environmental		**Change of climate**
Legal		**Limitation of Frontex powers**

Figure 8: PESTEL factors for Frontex

The identification of these factors was done with the support of a limited number of Member States representatives in the general stage of elaborating options for a Frontex Situation Centre. In a second step the factors were weighed internally according to their likelihood (H/M/L) and impact (O/C)

It should become clear that a permanent controlling of these factors identified will be needed in order to set actions in a more proactive way.

1.7. Outlook for Illegal Migration to the EU in 2009

Illegal migration to Europe is driven above all by lack of economic opportunities in Third Countries particularly when combined with population explosion, regional conflicts and sup-

pression of ethnic/religious/political minorities. Economic collapse, war or environmental disaster in Europe's neighbouring areas could lead to a sudden and substantial increase of the number of migrants. Ethnic communities act as a strong pull factor for illegal migrants. Following the developments of the US economy, Europe might be perceived offerering better job opportunities than the US and illegal migrants targeting both the US and Europe may start choosing Europe instead. Besides economical situation and job opportunities, Member States' legal and policy changes also drive or restrain illegal migration.

Visa regulation, border control policy (including readmission agreements), geography, transportation connections and presence of organised crime (OC) networks in the EU and its neighbouring areas are the main factors impacting the selection of migration route and modus operandi.

Based on the above mentioned factors and the situation at the external borders in 2007, it is expected that
- The number of illegal migrants coming to the EU is likely either to stay at the current level or increase slightly.
- Most illegal migrants will cross the external EU border through the southern maritime borders. The risk of loss of life will remain high.
- The number of illegal migrants taking air route to the EU will grow.

As for all types of external borders, the flow of illegal migrants from Iraq to the EU is expected to remain high, and the pressure will be felt especially at the air borders and at the entry points of the Eastern Mediterranean and the Eastern Balkan route. The same will apply to illegal migrants from Pakistan, if the security situation in Pakistan deteriorates further. In addition, a high number of refugees from Afghanistan, living in Pakistan, might have to look for another safe haven.

External Land Borders of the EU

Detections of illegal migrants will remain highest at the Greek-Albanian and Greek-Turkish land borders.

Although the flow of illegal migrants at the border section of Slovakia-Ukraine is decreasing, the pressure is likely to remain high.

The number of Russian asylum seekers at land borders of the EU, especially of those coming from Chechnya, is expected to remain high in 2009.

Facilitated migration at the external land border of Slovenia is expected to remain high. Despite good cooperation between Hungary and Serbia illegal border crossings may increase. The newly declared Republic of Kosovo is likely to remain attractive for illegal migrants and transnational facilitation networks with links to other OC activities.
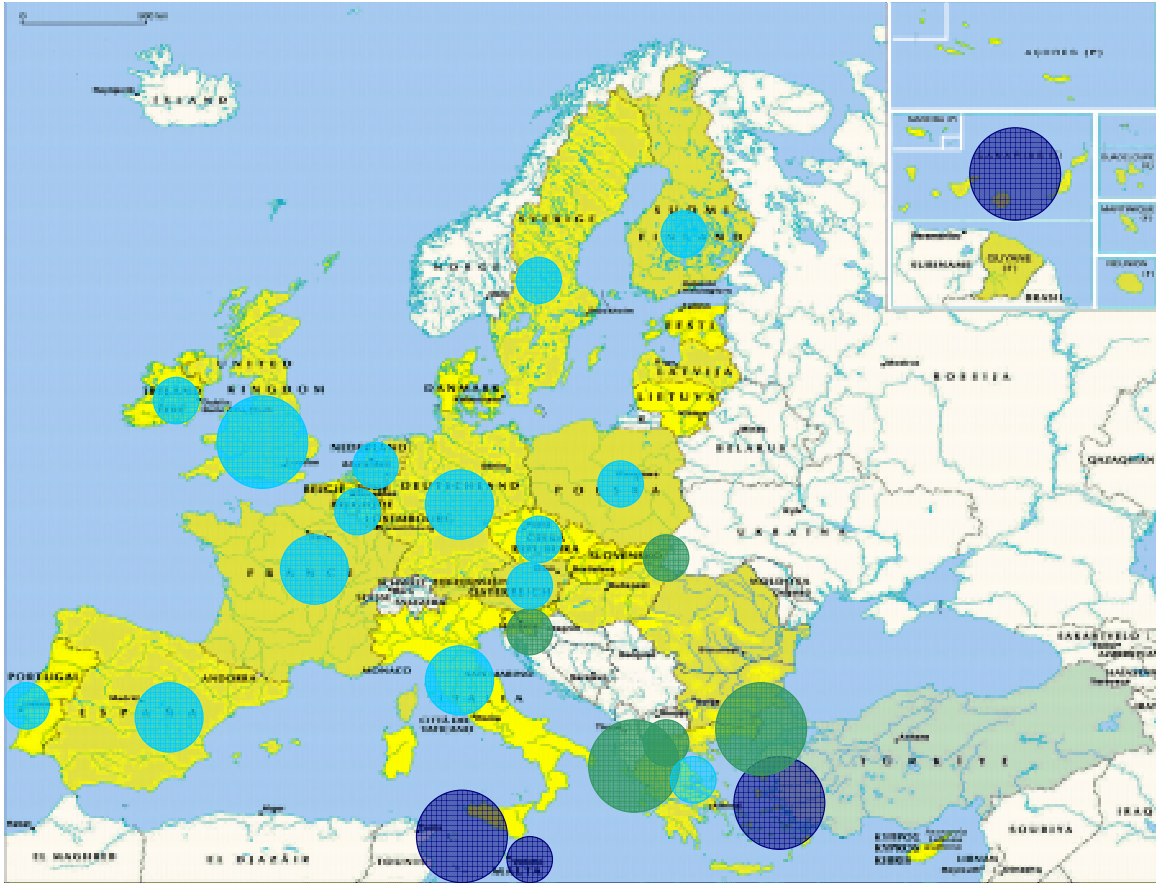
Figure 9: Expected Pressure at the External Borders of the EU in 2009 due to irregular migration

External Maritime Borders of the EU

The pressure of illegal migration towards the EU will remain high in Western Africa. Due to extended border control measures in the region, organized crime groups (OCG) continue looking for new routes and modi operandi.

Extended counter-measures in the Canary Islands region may push the flow of illegal migration slightly eastwards towards the Central Mediterranean route. Furthermore, the number of illegal migrants from the Horn of Africa may increase and impact on the Central Mediterranean route.

Demand for illegal facilitation services in North Africa is likely to go up; it is likely that there will be more suppliers with more boarding places for illegal crossings to the EU in North Africa.

Pressure will remain high in the Eastern Mediterranean route as it is used especially by illegal migrants from the conflict areas in the Middle-East and the Horn of Africa.

External Air Borders of the EU

The number of illegal migrants from South America, especially from Brazil and Colombia is expected to increase. They are likely to target Spain, Portugal and Italy, but also the UK and France.

Chinese illegal migration to Europe is likely to go up, but it will be difficult to tackle because of the involvement of OCGs.

The number of Russian asylum seekers is also expected to remain high in 2009.

London Heathrow, Paris CGD, Frankfurt-am-Main, Amsterdam Schiphol, London Gatwick, Madrid Barajas and Milan Malpensa will remain the main entry points to the EU for illegal migrants using air routes. However, small airports with international flights in the EU as well as airports in Prague, Budapest, Bratislava, Warsaw and Riga are expected to be targeted increasingly.

Finally, the new low cost flight carriers operating to destinations outside the EU are likely to become targeted.

1.8. ARA Recommendations for 2009

Frontex operational activities are intelligence driven and based on threat and risk analyses carried out by Frontex' Risk Analysis Unit (RAU) on an ongoing (regular) and ad hoc basis. The Annual Risk Assessment (ARA) is also used as a reference and foundation for Frontex' Programme of Work.

For the elaboration of Frontex' Programme of Work, the recommendations of the ARA, developed on the basis of the description of the situation at the external borders of the Member States and the global security environment, are the most important features of the ARA. The latest ARA – released in March 2008 - was based on information covering 2007. Nonetheless, the ARA 2008, by taking a more forward-looking approach when developing the recommendations, intended to look into possible future scenarios covering a period of eighteen months ahead.

In the future, by utilizing a permanently improving and maturing Risk Analysis Network (FRAN), RAU will be enabled to update the ARA with information about the first semester of the year. This update on the situation regarding illegal migration at the external borders of the EU, together with the analysis of changes in the global security environment will be presented as a new intelligence product called Interim ARA in September 2008. In its forecast, the Interim ARA looks nine months ahead, enabling and facilitating operational and tactical decision making. Beside that, an additional value of the Interim ARA has to be seen in its applicability to Frontex' annual planning.

The following recommendations reflect the synergy of the ARA 2008 and their validation and reassessment based on past developments since its issuance.

1.8.1. General Recommendations[11]

GEN REC 1
The strategic joint operations and pilot projects to be planned and implemented as a consequence of this assessment should focus on:

- *Land Borders* (the Greek land borders with Albania and Turkey, the border with Ukraine in general, with special focus on the green border between Slovakia and Ukraine and finally, the Western Balkan area);
- *Sea Borders* (southern maritime borders in the Atlantic and the Western Mediterranean, specifically the Strait of Gibraltar and north to the Gulf of Almeria, at the Central Mediterranean and the Aegean Sea);
- *Air Borders* (main international airports which receive the majority of extra-EU passenger flows).

GEN REC 2
The provision of training for Border Guard authorities in the field of the detection of false and falsified travel documents as well as illegal use and illegal obtaining of travel documents should be intensified. Additionally, language training of border guards should be continued together with training in detection techniques of clandestine migrants.

1.8.2. Land Borders

LBS REC 1
A Tailored Risk Analysis should be drawn up focusing on the Greek land borders in order to identify the main risks and vulnerabilities, with the aim to elaborate on how border management could be better targeted to the identified risks.
LBS REC 2
Attention should be given to the development of the already existing Focal Points by seconding Member States' experts to strengthen cooperation and enhance the capacity to collect information directly at the borders.

LBS REC 3
Specific operational action should be launched including the Focal Points at the external borders of Hungary and Poland.

LBS REC 4
Operational action should be launched all along the border section between Slovakia and the Ukraine targeting illegal green border crossings as well as the clandestine border crossings.

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[11] Only 'General Recommendations' which can be translated into direct actions by the Agency itself have been introduced. In that respect the PoW 2009 deviates from the ARA 2008.

> **LBS REC 5**
> Operational action should be taken to monitor and counteract the abuse of Romanian travel documents by Moldovan nationals.
>
> **LBS REC 6**
> Frontex should plan the implementation of a two-folded Joint Operation in the Western Balkans at the Hungarian-Serbian and at the Slovenian-Croatian borders.
>
> **LBS REC 7**
> The phenomenon of Russian nationals claiming asylum on the basis of Chechen origin should be assessed as a major source of concern at the eastern land borders.
>
> **LBS REC 8**
> Monitoring of the potential increase in illegal migration of nationals from Eastern EU neighbouring Third Countries after the introduction of the visa regulation following the Schengen accession should be considered.

1.8.3. Sea Borders

> **SBS REC 1**
> The implementation of the European Patrols Network should be completed.
>
> **SBS REC 2**
> The surveillance capacity at the coastal areas should be further developed, focusing on smaller targets and aiming at full coverage.
>
> **SBS REC 3**
> Organisational capabilities, procedures and skills should be reinforced to carry out full debriefing activities on apprehended illegal migrants at sea enabling the processing of the relevant information gathered from interviews feeding into further operational activities.
>
> **SBS REC 4**
> At the Black Sea area, focus should be put on the implementation of systematic port checks and enhanced cooperation with the relevant authorities responsible for control of sea and inland water transport, including persons and goods.

1.8.4. Air Borders

> **ABS REC 1**
> The profiling of illegal migrants travelling by air should be constantly updated by analysing risk behaviour such as illogical itineraries, behaviour at the airport and travel conditions.
>
> **ABS REC 2**
> Operational activity targeting transit areas of secondary or smaller airports in Member States should be launched.

ABS REC 3
Operational activity should target the facilitated illegal migration by Chinese nationals especially by identifying escorts in transit areas.

ABS REC 4
Operational activity should target the facilitated illegal migration from South America.

ABS REC 5
The modus operandi of applying for asylum when transiting the EU on the route to a visa free country should be targeted by operational activity, in particular for Colombian illegal migrants.

ABS REC 6
The flights from major air hubs outside the EU such as Moscow, Istanbul, Cairo, Dubai, Kuala Lumpur, Hong Kong and Sao Paolo should be monitored for possible operational activity.

ABS REC 7
The use of the airports of Belgrade, Pristina, Sarajevo, Banja Luka and Zagreb should be monitored in view of their exploitation as hubs for illegal migrants transiting from the Western Balkans for possible operational activity.

ABS REC 8
Operational activity focusing on smaller airports of the Member States targeting low cost airlines departing from Third Countries is recommended.

ABS REC 9
Increasing the information exchange between airports on issues related to illegal migration would assist in focusing the operational activity.

1.8.5. Cooperation with Third Countries

COOP REC 1
Operational cooperation arrangements should target as a matter of priority the commitment and involvement of Third Countries with the Frontex coordinated operational activities at the external borders of the EU. In this sense, the external dimension of the operational activity should target an enhanced effort on key third countries, namely Libya, Mauritania, Egypt, Algeria, China and Turkey. The Western Balkans, the Black Sea region and Western Africa remain essential strategic areas with regard to illegal migration. Effective cooperation should be sought with the Russian Federation, Ukraine and Cape Verde.

1.8.6. Enhancing Institutional Cooperation, Information Exchange and Analysis of Illegal Migration

INST REC 1
Operational cooperation and exchange of information between Frontex, Europol and Interpol should be enhanced in order to, among others, fill intelligence gaps regarding criminal facilitation in source, transit and destination countries by exploiting the synergies present in the mandates of both organisations.

INST REC 2
Frontex should further develop practical cooperation with the EUROSTAT and the EC Joint Research Centre to the full potential required by its mandate.

INST REC 3
Cooperation with the Joint EU Situation Centre should be given priority in order, amidst others, to fill the intelligence gaps regarding the security situation in the most important source and transit countries for illegal migration to the EU, exploiting the synergies present in the mandates of both organisations.

INST REC 4
Data collection on illegal migration and factors driving the phenomenon in the most important source and transit countries should be enhanced, by exploiting appropriate open sources resources including satellite imageries from hot spots. In this sense, data collection should be enhanced, including analysis of possible embarkation points, with the support of research by exploiting satellite imagery to enable more precise targeting of operational activities and more efficient deployment of assets.

INST REC 5
Aim at an improved information exchange with Third Countries' Border Guard authorities, with priority to countries with which Frontex has a cooperation agreement, especially with Ukraine and Russia. In addition, data collection on the Western Balkan countries should be developed.

INST REC 6
Data collection should be developed further to guarantee a constant flow of information in the field of illegal migration at the external borders of the Member States and to harmonise definitions used in assessments and statistics. The Frontex Risk Analysis Network system for the exchange of information should enlarge its capacity to collate data on trans-border criminality relevant to border control and illegal migration.

INST REC 7
Intelligence collection from Joint Operations should be improved, especially when it comes to the quality, accuracy, flow and processing of information.

INST REC 8
The exchange of information between the Black Sea littoral states should be further developed, resulting in the joint assessment of the situation at the maritime borders of the littoral states.

INST REC 9
Frontex should establish contacts with the Maritime Security Inspectorate of the European Commission in order to access timely and reliable information on the security level of EU port facilities and vessels.

1.9. Council Conclusions on the management of the external borders of the member states of the European Union

The Council Conclusions[12] are seen as the last of a number of key decision and documents framing the future work of Frontex within the concept of integrated border management. Most importantly, as outlined in the preamble of the Council Conclusions, they are based on the Commission's Communication on the future development of Frontex, and on examining the creation of a Border Surveillance System.

The following table is aiming to link projects, products and services as proposed in the Programme of Work 2009 with specific Conclusions as adopted by the JHA Council. As this document follows a short term approach only short term priorities are mentioned. The multi annual Business Plan 2010 – 2013 will include mid and long term priorities as mentioned by the Council. Nevertheless, already launched long term initiatives such as EUROSUR, and within the mandate of Frontex, will also be reflected in the Programme of Work 2009 under the units involved.

Council Conclusions REGARDING THE FUTURE DEVELOPMENT OF THE FRONTEX AGENCY	Link to Project, Product and Service in Programme of Work
1. Welcomes the rapid progress made in making the FRONTEX Agency operational, and recognizes the active role of the Agency in the implementation of integrated border management in the EU, and recalls the need to provide the Agency with the necessary resources to allow it to meet its objectives.	OPS 1 – OPS 4 RAU 1 – RAU 3 FSC 1 – FSC 4 RD1, RD2 PRE 1 – PRE 3 TRU 1 – TRU 3
2. Requests FRONTEX to implement, in full, the 2008 work program and to reinforce its role in the framework of its current mandate and decide, on the basis of an assessment of need as well as on a cost benefit approach, on the acquisition and/or leasing/contracting equipment, in particular technical border control equipment, in order to make it available for operations coordinated by Frontex.	The assessment of the implementation of the Programme of Work 2008 falls within the remit of the General Report 2008. The acquisition and/or leasing/contracting of equipment are a 'strategic issue' to be elaborated and decided on when assessing and revising Frontex' strategic positioning at governance level. This is foreseen to be finalized until end Q2 2009. SD1, CTL 1
3. Encourages Member States and. Frontex to make maximum use of the equipment made available by other Member States in the framework of CRATE and invites Frontex to regularly inform the Council	PRE 3

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[12] 2873rd Justice and Home Affairs Council meeting Luxembourg, 5 and 6 Jun 2008

Council Conclusions REGARDING THE FUTURE DEVELOPMENT OF THE FRONTEX AGENCY	Link to Project, Product and Service in Programme of Work
on the actual use of this equipment and the measures implemented to ensure its availability.	
4. Encourages risk analysis and feasibility studies to be based on reliable information as a prerequisite to the success of a European Border Management system and, in that respect, invites Frontex to co-operate closely with other organizations (Europol) and to analyze, together with the Commission and the Council, how to improve the use of ICONet and the potential added-value of a role for the Agency in the management of the ICONet.	RAU 1, RAU 2, RD 1, REL 2
5. Invites Frontex, with a view to improving its capacity to support operational coordination, to consider, in accordance with Article 16 of Regulation (EC) No 2007/2004, the possible establishment of specialized branches, including the different options which could be envisaged for this purpose, and report back to the Council.	The feasibility of establishing specialized branches is a 'strategic issue' to be elaborated and decided on when assessing and revising the strategic positioning of Frontex at governance level. This is foreseen to be finalized until end of Q2 2009 SD1, CTL 1
6. Welcomes the intention to explore further the possibilities for developing cooperation, within their existing mandates, between Frontex and other authorities involved at the borders including customs, taking into account the Commission's forthcoming study on inter-agency cooperation and the pilot projects to be carried out at European level.	REL 1, REL 2
7. Considers that Frontex should play a supportive role in the Sch-eval mechanism, with regard to relevant risk analysis for the purpose of evaluation missions and possibly also by providing necessary training to optimize implementation of those missions, and commits to return to this issue again based on the Commission's forthcoming proposal.	RAU 1, RAU 2
8. Stresses the need to reinforce the role of the Agency, within its existing mandate, in promoting operational and other forms of cooperation with third countries on border management, within the framework of the Global Approach to Migration and the relevant external financial instruments.	REL 1, REL 2, OPS 1 - 4, TRU 1, RAU 1, RAU 2
9. Welcomes the involvement of Frontex in training activities and the development of the Common Core Curriculum, and invites it to consider, within its existing mandate, organizing additional training courses at European level for Member States and	TRU 1, RAU 3

Council Conclusions REGARDING THE FUTURE DEVELOPMENT OF THE FRONTEX AGENCY	Link to Project, Product and Service in Programme of Work
third countries including rules on asylum, the law of the sea and fundamental rights.	

Figure 10: Linking of Council Conclusions with Objectives/Goals of PoW 2009

1.10. Indicative list of areas of interest and proposal for developments as stated by customers

During the preparation for the meeting of representatives of member of Frontex' Management Board in July 2008, the Member States were asked to provide feedback on the planning approaches applied, and a preliminary evaluation of activities carried out by Frontex until the end of May 2008. Additionally, the Member States provided their areas of interest for 2009, and, based on the preliminary evaluation for 2008, suggestions how to better performance.

The table below mainly reflects statements made by the MS' representatives during the meeting. The document was revised, introducing change requests made by the Member States, and adopted as output of the meeting. It should be clear that all contributions received were considered during the elaboration of the Progamme of Work and weighed against other parameters impacting on the final composition of Frontex' portfolio of projects, products and services.

The shading of cells is to highlight those areas of interest and areas for development, which were mentioned by at least two Member States.

Areas on interest	Land Borders (Croatia, Hungary, Ukraine, Moldavia, Serbia, Belarus, Eastern Land Borders, Turkey, Russia, FYROM, South Eastern European Countries)
	Provision of document experts, interviewers and profilers
	Expand area for JO DRIVE IN and KRAS
	Checks at BCPs,
	Sea Borders (Danube, Black Sea, Turkey, Med Sea, Atlantic, Baltic Sea, West Atlantic-Africa
	EPN
	Surveillance on water
	Air Border (Asia, Russia, Asians via Africa and South Africa, CDG airport)
	Training, Workshops and Seminars, 3rd countries Dog Handler, CCC, MLC, Document Experts, Stolen Cars, Sea Transport Cargo, rescue in maritime area
	Risk Analysis Training (Methodology on Data Collection)
	Risk Analysis to support MSs in management of external borders, identification of changed modus operandi
	RABIT Teams

	Technology for Border Control
	CRATE
	Balkan Route
	South Eastern European Countries
	Western African Countries
	Maghreb Countries
	Central Africa
	North Africa
	Far East
	Southern/Central American Countries
	Negotiations with UNHCR and NGOs
	New Technology in Border Control
	Fine tuning of activities
	Focus not on own external borders (destination of migration flow, e.g. Calais)
Areas for development	External Relations to be strengthened (origin and transfer countries)
	Best practice for Joint Operations (handbooks)
	Budgeting on short term needs, no long term projects
	CIRAM
	Clarify domestic problems during JO
	Cooperation with 3rd parties (Europol
	Cooperation with 3rd countries (country of origin and transfer)
	Cooperation with 3rd countries Border Authorities
	Creation of network of Focal Points (Sea, Air, Land)
	Documents of illegal immigrants (practices)
	Deployment of short term SNE for operational activities
	Equipment for officers in the field
	Establishment of teams for Joint Return Operations
	EUROSUR as part of Border Package Communication
	Fixed time for deployment of guest officer
	Geographical area under one PM
	Initial time schedules should be respected
	IT solution for air passenger watch list
	Joint return operations and best practice
	Long term evaluation of effectiveness of operations
	More emphasis on RAU functions (EuBIN) and Early Warning System to predict change in push factors
	Pilot Project "Document Advisor"
	Planning should look 12 – 24 months ahead
	Processing of Intelligence IT enabled
	Proactive activities
	R&D solutions for Border surveillance (interoperability)
	Reduction or freeze of JO (quality instead of quantity)
	Timely availability of schedule for operation
	Use of EIO

Figure 11: Indicative list of MS' areas of interest and proposals for development

2. Key Business Areas of FRONTEX and related objectives

2.1. Goals as corner stones of Frontex' multi-annual Business Plan (2010-2013)

The revision of Frontex' approach to strategic management during the fist half of 2008 will consequently lead to the revision of Frontex' current strategic positioning. During autumn 2008 the Management Board as Frontex' governing body will assess and adopt the strategic position at corporate level which will then be broken down to a multi-annual business plan covering the years 2010 – 2013 for implementation. The performance achieved during 2008 and activities of the Programme of Work 2009 will form the baseline from which the elaboration of annual programmes for the years 2010 – 2013 will start. Already at the current stage it was possible to identify a limited number of mid to long term goals, supported by the Conclusions issued after the meeting of the JHA Council after its meeting on 5 and 6 June 2008 in Luxembourg.

Frontex defines goals as open ended statements of what Frontex wants to accomplish, with no quantification of what is to be achieved and no time criteria for completion.

2.1.1. Goal 1: <u>Awareness</u> – Analytical Capabilities

Supply of intelligence to Frontex' customers and stakeholders to be used as basis for measures to be taken at European, and national level to tackle identified threats and risks with the view to improving integrated management of external borders.

Risk analysis and intelligence based activities are the core of Frontex' methodological approach with regard to the coordination of integrated border management. The time perspective can vary from long term (strategic) to short term (operational and tactical). In the fulfillment of its tasks and responsibilities both are of equal importance when shifting from a pure reactive to a more proactive approach.

Awareness can only be achieved when based and supported by appropriate information exchange. In that respect the Frontex Risk Analysis Network (FRAN) but also Third Parties will be of major importance on the way to establish partnerships.

The establishment of EUROSUR, with Frontex in a key position, should also increase „awareness".

2.1.2. Goal 2: <u>Response</u> – Operational Capabilities & Reaction Capabilities

Based on thorough analysis of the current situation, hypothesis on best suitable actions to mitigate risks stemming from high risks areas and phenomena of illegal immigration and other border-related crime should be verified.

Operational activities have to become solely intelligence driven. This means that all the activities shall be based on results and recommendations of risk analyses. Where assessed as the best possible choice when taking a long-term approach, Frontex operational focus should be reflected in various operational activities, constantly targeting a geographical area or a modus operandi with varying means. Programmes will decrease administrative burden and thereby enable reshuffling of idle resources to operational activities.

Strengthening of operational capabilities has to continue in a systematic way by developing training the skills of internal and external actors possibly involved in Frontex' coordinated operations. Main efforts will be put in training of Frontex staff, personnel of Frontex Joint Support Teams (FJST) and member of RABIT teams.

Goal achievement will also require to remain open to new approaches and concepts, which have to be considered and evaluated to identify the best possible options for Frontex. This will also to cover the strategic debate regarding the possibility for Frontex of having specialized branches, and having its own equipment or sharing certain assets with partners such as other Agencies. The ability of these concepts to better Frontex' reaction capabilities and to provide public value should be thoroughly scrutinized.

2.1.3. Goal 3: <u>Interoperability</u> - Customerization

Enhancement and interaction between Frontex and its stakeholders at strategic and operational level including the development and integration of the required tools and platform to guarantee interoperability of developed and deployed solutions;

The development of interoperable national capacities, supporting the concept of Integrated Border Management, including the European Border Surveillance System, requires a structured framework. This to enable coordination of capacity needs, harmonization of requirements, programming of research, development of standards covering training, operations and technology at European level.

Additionally, existing cooperation structures will be further enhanced and used as an operational platform. Considering the importance of third countries to effectively fight illegal immigration, cooperation and partnerships with these countries are of crucial importance. Special efforts will continuously be paid to intensify cooperation with authorities in the third countries or the Mediterranean region, Western Africa, Western Balkans, Black Sea region, Central Asia, and Far East.

Cooperation will also include strategic partner such as EUROPOL, EU anti-terrorism coordinator, EMSA, ESA, INTERPOL, IOM, and UNHCR.

This cooperation will use a secure and reliable communication platform.

2.1.4. Goal 4: <u>Performance</u> – Managerial Capabilities

Strengthen the management capacity of the Agency by designing, implementing and maintaining a Performance Management Framework to ensure efficient utilization of resources made available.

The consolidation of Frontex administrative functionalities will lead to improved performance of these entities and of Frontex in its entirety. In any knowledge related business area, people are the most valuable asset of an organization. The provision of a motivating work environment will help to establish a high level of professionalism but also a high reputation of the Agency as employer. This will be accompanied by the establishment of the tailored Performance Management Framework which will bring "People" (besides Processes and Data) into the centre of its attention.

With regard to Performance Management it should be clear that some areas to be covered will also include Member States as stakeholder and customer of Frontex. In that respect the integration of the Member States in the design, development and implementation of the Performance Management Framework will be essential.

2.2. Objectives and Outputs

Frontex understands objectives as end result of planned activities, stating what is to be accomplished by when and quantified if possible. This should be operationally related statements of outcomes (output) contributing to the achievement of a particular goal with a clear ownership.

That is in line with the definition of performance as the end result of activities, actual outcome of strategic management process.

The description of objectives, as mentioned in the Programme of Work 2009, will remain at a high (governance) level, and will refrain from moving to a micro level, which will be required for the day-to-day management of Frontex.

In this step, to be done at Frontex' internal level, the achievement of objectives, realized by performance of sequential steps, will be broken down into activities. This description of the related processes will enable monitoring and controlling[13] of agreed indicators at different levels to control progress and to forecast the needs for consolidated action.

In this version of the Programme of Work 2009 the objectives will be linked with outputs/results further defined projects, products, and services as outlined in the introduction. This grouping will be highlighted as follows:

Project
Product
Service

2.3. Performance Indicators

Performance indicators are a tool to be used by the management of Frontex to assess the progress achieved towards the accomplishment of an objective or goal.

Frontex defines performance indicators as financial or non-financial metrics, used to quantify **objectives** to reflect strategic performance of an organization.

To manage the performance of Frontex and its substructure requires knowledge and expression of key processes happening within Frontex and the resulting key products that will be delivered by the organization. Frontex applies a mix of quantitative and qualitative indicators which, dependent on the time of measurement, can be lead or lagging indicators. The last differentiation will mainly be driven by the nature of the desired output as tangible or not.

The development of performance indicators should enable the Management Board as governing body of Frontex to assess Frontex performance towards the agreed high level goals.

2.3. Prioritization

In a time boxed (annual) and resource limited (financial and establishment plan) environment, it is not possible to guarantee delivery of all the scoped and requested products and services within the agreed time. However, end-users and those paying for delivery need to have some confidence and reasonable expectation of what will be delivered. Therefore, a prioritisation technique is needed that will give the stakeholders this confidence. MoSCoW prioritisation can be seen as such a technique.

Member States as Frontex' customers were asked about their preferences for specific projects, products and services. Although the number of received replies was rather limited (12 out of 30) it gives at least an indication to which extent customer will call up deliverables and how to allocate resources in case of shortage or unforeseeable reduction. Additionally it has to be stated that Member States did only partly prioritize activities which as purely internal (such as Administration and Finance). This is why the contributions received were not taken into consideration in the final version.

The following weighing was applied:

MUST - 8, **S**HOULD – 4, **C**OULD – 2, and **W**ON'T – 0.

In some cases, related to external oriented activities, fields were left blank. These have not been included when calculating the average grading. When assessing the need for specific products and services the following margins were taken

MUST – 6 and higher, **S**HOULD – 4 and higher, **C**OULD – 2 and higher, **W**ON'T – less than 2

Finally is should be mentioned that in the final design of Frontex products and service portfolio differences between the customers' needs and requirements had to be balanced. This, also keeping in mind the higher number of customers and their differing even controversial needs and requirements.

2.4. Overview of Objectives, Outputs (Projects/Products/Service), Performance Indicators and Resource Allocation

2.4.1. Joint Operations

	Operational intensity (days)		FTE		Financial Means	
	2008	**2009**	**2008**	**2009**	**2008**	**2009**
Operations			4	3	---	---
Land Border Sector			13	17	4,150.000	4,250.000
Sea Border Sector			19	22	31,100.000	35,000.000
Air Border Sector			11	13	2,070.000	2,650.000
Return Operations			9	12	560.000	2,250.000
	2937	**3362**	**56**	**67**	**39,010.000**	**44,150.000**

Index Goal	Objective	Outputs & Performance Indicator		Resource Allocation (FTE Euros)
				Prioritization
To further improve Frontex capabilities and effectiveness to coordinate operational activities of the MSs and SACs based on risk analysis, and focusing on the main routes of illegal migration, and to further develop platforms for operational co-operation between MSs and SACs;				
OPS1 G2 **LBS REC 1-8**	Land Borders Sector: To focus on illegal immigration at EU external land borders, by targeting the Balkan and Eastern routes, and coordinating operational activities between the MSs and SACs, giving adequate responses to the risk analysis identified threats;	Best practices pilot projects in cooperation with neighboring Third Countries and follow up Joint Operations based on findings;	Number of findings referenced in start up documents for Joint Operations;	**3.0** **500.000** **7.3**

		Further developed strategic projects recently carried out;	Increased MS involvement;	**3.0**	**1,000.000**
				5.1	
		10 - 12 _(2008: 8-10)_ joint operations (incl. Focal Points) concentrated on the main routes of illegal immigrants as identified by risk analysis;	Number of arrested people; Increased MS involvement;	**10.0**	**2,700.000**
				6.3	
		3 _(2008: none)_ Combined joint operations in cooperation with Air and Sea Border Sectors;	Increased customer satisfaction;	**1.0**	**50.000**
				5.0	
OPS2 G2 **SBS REC 1-4**	Sea Borders Sector: To enhance activities on the coordination of MSs and SACs actions to tackle illegal immigration flows on routes as identified by risk analysis, by ensuring the coverage of sea operations in terms of operational areas and implementation periods;	**4 - 5** _(2008: 2-3)_ projects on best practices, some of them in cooperation with other Units/Sectors and/or European Bodies;	Increase usability (application) of best practices identified in follow up actions;	--- **3.9**	
		European Patrols Network and **6-7** _(2008: 5-6)_ joint operations in	Decrease of illegal immigrants and facilitators;	**19.0**	**34,800.000**

		different geographical areas to decrease the illegal immigration flows and to detect facilitators;		**5.5**	
		Coverage of Joint Operations up to the time that is needed according to the risk analysis;	Increased number of lessons learned referenced in start-up phase;	**1.0**	
				5.0	
		Blueprint on "Common operational procedures";	Increased number of users applying procedures;	----	
				5.0	
		Improved working conditions and improved operational value of interrogation experts;	Increased satisfaction of users of interrogation experts;	**1.0**	**100.000**
				4.8	
		improved level of awareness in ICCs and regional centers during JOs;	Number of sets of information provided;	**1.0**	**100.000**
				3.9	

OPS3 **G2** **ABS** **REC 1-9**	Air Borders Sector: To carry out tasks by focusing on illegal immigration from the Western Balkan region, Latin-America, Asia, Africa and the Middle East, practicing a long-term approach to face the phenomenon of illegal immigration by activating FJSTs at various airports defined by risk analysis;	**2 – 3** *(2008: 2-3)* projects based on identified needs in 2008;		1.8	200.000
				4.0	
		12 - 14 *(2008: 6-8)* joint operations carried out on the basis of risk analyses;	Shortening of time for initiating and planning by 40%; Numbers of illegal immigrants identified and retained;	2.4	600.000
				6.1	
		Joint Operations *(2008: 1)* in cooperation with Land and Sea borders, other Units/Sectors of Frontex or with EU bodies;	Increased number of parties involved;	7.0	1,650.000
				4.6	
		At least **1** handbook on best practices developed during a long term pilot project;	Increased customer satisfaction;	1.8	200.000
				4.2	
OPS4 **ROS**		Follow developments in field of return and update best practice manu-	Number of advices used in performing return operations;	1.0	

G2	Return Operations To further improve the support for MSs and SCAs in organizing joint return operations based on the contributions received from the Core Country Group; To develop practical arrangements in relation to the new interpretation of Art 9 Frontex Regulation;	als and guideline accordingly;	Shortened time span for acquisition of travel documents;	**5.0**	
		To maintain and use ICONet Return Section as platform for the exchange of return related information;	Increased level of information distributed between Frontex and MS;	**1.0**	
				n.a.[14]	
		Assist MSs in organising **8 - 10** *(2008: 8-10)* joint return operations by air, land, or sea, and cofinancing several out of this operations;	Number of Member States involve in single return operation;	**5.0**	**1,900.000**
				6.1	
		2-3 *(2008: 2-3)* projects based on needs identified (e.g. joint collective interview sessions of immigrants carried out by MS, thereby facilitating their identification and the acquisition of travel documents;	Increased number of identified and returned Third Country nationals;	**2.0**	**150.000**
				4.4	
		4 *(2008: 4)* meetings of experts nominated by MSs as contact points in return matters;	Customer satisfaction;	**1.0**	**100.000**
				4.7	

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[14] Sub-objectives which were added or revised after the finalization of the survey on MSs' requirements do not show a mean of values enabling prioritization

		4 *(2008: none)* meetings of Core Country Group to identify needs and possibilities for joint return operations;	Customer satisfaction;	**1.0** **50.000**
			Number of Member States participating;	**5.6**
		1 *(2008: none)* work-shop focusing on prob-lematic phases of repa-triation;	Customer satisfaction;	**1.0** **50.000**
				3.7

2.4.2. Risk Analysis Unit

	FTE		Financial Means	
	2008	**2009**	**2008**	**2009**
Risk Analysis	**29**	**31**	**1,010.000**	**1,400.000**

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros) Prioritisation
RAU1 **G1**	To provide strategic, operational and tactical analysis and related advice to internal and external stakeholder in a timely manner;	Annual Risk Assessment report (ARA 2009) by February 2009 *(2008: ARA 2008)*;	Increased quality as assessed by customer;	**1.7**
				7.7
		Threat and Risk Assessment 2009 for the purposes of the External Borders Fund to the Commission by 1 April 2009 *(2008: EBF TRA 2008)*;	Breakdown of EBR - required data categories achieved;	**1.8**
				8.0
		Interim Annual Risk Assessment (Interim ARA 2010) assessing	Increased influence of risk	**0.4**

risks and threats for the upcoming six to nine months period ;	analysis on annual planning and mid/short term operational planning;	**n.a.**[15]		
4 *(2008: 7)* Tailored Risk Analyses and Threat Assessments on topics of current concern throughout 2009, including at least one joint assessment with appropriate third countries and/or external partners;		**1.3**		**80.000**
	Increased number of RAU products and activities delivered and completed within agreed timeframe;	**7.3**		
Briefings and intelligence products to Frontex Management as requested;		**0.9**		
		5.3		
4 FRAN Quarterlies on the security situation at EU external borders;		**0.4**		
		6.9		
Frontex contributions to intelligence products delivered by other organizations and partners;		**0.2**		
		4.8		

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[15] Sub-objectives which were added or revised after the finalization of the survey on MSs' requirements do not show a mean of values enabling prioritization

		Analytical support to other Frontex operational activities through: appropriate Tactical Focused Assessments supporting the planning of the operational activity; Weekly Analytical Reports and Weekly Analytical Briefings during the implementation of JOs; analytical evaluations of intelligence to be included in final evaluations of Joint Operations;	Increased quality as assessed by customer;	**14.5** **6.5**
		Representation of Frontex at relevant EU working groups;	Number of meetings declined;	**0.4** **15.000** **4.5**

RAU2 **G1, G3**	To enhance Frontex Risk Analysis Network (including **ICONet** to improve its application and usability in the production of strategic, operational and tactical products of RAU;	Annual report on the development of FRAN information exchange (periodical statistical and analytical reports, incident reporting system);	Increased level of acceptance of reporting procedures by MSs and use of new data category breakdown; Number of FRAN information reports received;	**1.0**
				4.4
		4 *(2008: 4)* regular Frontex Risk Analysis Network meetings throughout 2009;	Number of Member States and external partners participating;	**1.2** **140.000**
				6.3
		2 *(2008: none)* expert meetings and/or conferences with the participation of Member States, third countries and/or regional/international organizations;		**0.3** **70.000**
				5.0
		Definition of data collection categories and procedures on cross border criminality, with special focus on THB	Acceptance of definitions and procedures by MS;	**0.5** **20.000**
				n.a.[16]

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[16] Sub-objectives which were added or revised after the finalization of the survey on MSs' requirements do not show a mean of values enabling prioritization

				3.8[17]
		Presence of Frontex Seconded Intelligence Officer in key JOs;	Number of JOs and PPs covered by intelligence support;	150.000
				n.a.
		Appropriate data collection procedures and analytical mechanism in joint operations;	Increased value of intelligence obtained through de-briefing activities and daily reporting;	0.5 25.000
				n.a.
RAU3 **G1, G3**	To strengthen the framework (people, process, data) for analytical support by Frontex by developing and training analytical capabilities of internal and external stakeholders;	Manual of Best practices in setting up, managing and maintaining Analytical Units;	Number of manuals finalized and used;	1.0 30.000
				4.3
		Adapted CIRAM as a basis of Frontex risk analysis activities;	Revised CIRAM finalized and applied;	1.0 80.000
				5.3
		Involvement in regional systems of the exchange of information, especially in the Mediterranean area, the Eastern borders, and the Western Balkans;	Number of reports/system from which information is obtained;	0.6 40.000
			Number of Third Countries providing information to FRAN;	n.a.
		Open Sources subscriptions, analytical data collection tools and	Customer satisfaction increased;	1.0 350.000

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[17] The number of SNE deployed as intelligence officers in joint operations was not included in the calculation of the overall number of Frontex' staff (TA+CA+SNE)

		software available for analysts and relevant operational users in Frontex and Member States (where relevant);		**4.7**	
		Tailored trainings to Frontex staff, Intelligence Officers, analysts of Member States' and analysts from relevant third countries, on risk and threat assessment at strategic level, and specific specialized analytical tools;	Number of trainings performed/experts trained;	**2.3**	**385.000**
				5.8	

2.4.3. Frontex Situation Centre[18]

	FTE		Financial Means	
	2008	**2009**	**2008**	**2009**
Frontex Situation Centre	7	14	**700.000**	**650.000**

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE **Euros**)
				Prioritization
FSC1 **G1**	To support the management and other units of Frontex during office hours by coordinating the flows of all operational information towards Frontex in a timely and reliable manner;	Correspondence made available and easily retrievable for the customer;	Customer satisfaction;	4.0
				6.0
FSC2 **G2**	To collect, evaluate and collate all received operational information in order to maintain a comprehensive situational picture related to border control and illegal immigration at the external borders of the Member States;	Appropriate number of situation reports supporting the management as well as units' operational activities;	Customer satisfaction;	4.0 **200.000**
				4.6
FSC3 **G2**	To enable a centralized, permanent coordination of Joint Operations;	Technical and organizational facilities for operational briefings and operational coordination of Joint Operations;		3.0 **200.000**
				5.4

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[18] When drafting the preliminary Programme of Work 2009 FSC is not operational yet. That is why currently no benchmarks exists and also the Programme of Work 2008 does not indicate any quantitative figures to be compared with

| FSC4 G1, G3 | To provide a regular overview of the most recent and relevant open sources information to all stakeholders; | Daily Open Sources Monitor made available and easily retrievable for the customer; | Customer satisfaction; | 3.0 | 250.000 |
| | | | | 4.3 | |

2.4.4. Research and Development

	FTE		Financial Means	
	2008	**2009**	**2008**	**2009**
Research and Development	**11**	**14**	**600.000**	**1,400.000**

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros) Prioritization
RD1 **G3, G4**	The follow up on developments in research relevant for the control and surveillance of external borders (**here: EUROSUR**) and to disseminate information gathered to stakeholders as their primary and trusted advisor in the field of question;	Workshops;	Number of WS participated;	**8.0** **800.000**
		Reports *(2008: 4);*	Number of reports issued;	
		Bulletins;	Number of bulletins issued;	
		Conference presentations;	Number of conferences attended;	**5.9**
		Conference papers;	Number of documents issued;	
		Articles *(2008: 4 studies);*	Number of articles issues;	
RD2 **G3, G4**	To ensure that specific interests of border guard authorities and their needs are properly embraced in security research;	Workshops *(2008: 8);*	Number of WS participated;	**6.0** **600.000**
		Reports;	Number of reports issued;	
		Bulletins *(2008: 7-8)*;	Number of bulletins issued;	
		Conference presentations;	Number of conferences attended	**6.0**
		Conference papers;	Number of documents issued;	
		Articles;	Number of articles issued;	

2.4.5. Training Unit[19]

	FTE		Financial Means	
	2008	**2009**	**2008**	**2009**
Training Unit	**14**	**18**	**6,410.000**	**6,300.000**

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE **Euros**)
				Prioritization
TRU1 **G3, G4**	To develop, operationalize, and maintain a Common Mid Level Curriculum (CMC) for Border Guards and to monitor/measure the implementation of the Common Core Curriculum (CCC) in the Member States;	Common Mid-Level Curriculum (CMC);	Customer satisfaction;	**3.0** **800.000**
				5.2
		Monitoring system to grade the implementation of the CCC (credit points);	Number of actions set to overcome deficits identified;	**1.0**
				4.4
		Measurement tool to measure training standards used ;	Number of actions set to overcome deficits identified;	**1.0**
				4.9
		Training activities to prepare and implement common training standards;	Customer satisfaction;	**1.0**
				5.1
TRU2	Provision of specific training modules, main-	Implementation of a	Customer satisfaction;	**0.5**

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[19] Regarding the output of the Training Unit it can be summarized that the PoW is almost identical to the PoW 2008, in some areas moving from the development and design phase to implementation.

G3, G4	tained manuals, and other training tools and training activities/courses;	common manual for BG dog handler;		**150.000**
				3.1
		RABIT Training courses;	Customer satisfaction;	**1.5** **200.000**
				6.7
		Joint return flight / common standardized training;	Customer satisfaction;	**1.3** **250.000**
				6.1
		Helicopter- pilots' train-ing/air crew training and extension of common training standards for air crews/helicopter-pilots to northern and eastern EU;	Customer satisfaction;	**1.0** **900.000**
				3.6
		Stolen cars detection training;	Customer satisfaction;	**1.0** **200.000**
				4.1
		EU/TD;	Customer satisfaction;	**0.5** **150.000**
				4.6
		Provision of strategic, operational, and tactical risk analysis training;	Number of trainings pro-vided;	---
				n.a.[20]
		Detection of forged documents; updated tools and courses;	Customer satisfaction;	**0.4** **750.000**
				7.3

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[20] Sub-objectives which were added or revised after the finalization of the survey on MSs' requirements do not show a mean of values enabling prioritization

		Third countries training model;	Customer satisfaction;	0.4	250.000
				4.1	
		Language training courses;	Customer satisfaction;	1.0	1,500.000
				5.0	
TRU3 **G4**	Establishment and maintenance of networks such as Training Coordinators, universities, partnership-academies and experts from MS for the interim use as project-leaders, trainers etc	University network for advanced BG studies;	Shortened communication cycle;	0.3	200.000
				5.3	
		Network with universities for specific evaluation and studies;	Shortened communication cycle;	1.0	200.000
				5.9	
		Cooperation and network with partnership academies;	Number of cooperations;	1.4	200.000
				4.7	
		Establishment of a document specialists' board;		0.5	100.000
				5.1	
		Representation in relevant working groups on EU level;	Number of meetings attended;	0.2	50.000
				5.0	
		Implementation of commonly developed modules/tools into national training structure;	Number of Member States that implemented modules/tools;	1.0	400.000
				4.6	

2.4.6. Pooled Resources

	FTE		Financial Means	
	2008	**2009**	**2008**	**2009**
Pooled Resources	6	8	1,130.000	1,400.000

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros) Prioritization
		To increase availability in and ability of Member States to deploy pooled expert teams and technical equipment		
PRE1 **G3, G2**	To issue versioned handbooks on the management and deployment of RABITs, FJSTs, technical equipment, and updated training requirements;	Handbooks *(2008: 1)*;	Number of issues published;	2.0 200.000 6.9
PRE2 **G3, G2**	To provide practical exercises to members of RABIT Pool and of FJSTs;	Exercises for RABIT and FJST members *(2008: 4 seminars, 3 conferences, 6 meetings, and 3 exercises)*;	Customer satisfaction;	2.5 900.000 6.6
PRE3 **G3,G2**	To maintain the concept of a centrally administered overview of technical equipment and human resources available in the Member States (CRATE and FJST pool);	Fully functional CRATE;	Number of external accesses to system;	3.5 300.000 5.8

2.4.7. Administration

	FTE		Financial Means	
	2008	**2009**	**2008**	**2009**
Administration	3	2		
Human Resources	14	14		
Information Technology	11	16	**2,725.000**	**5,550.000**
Agency Service	20	9		
Security		11		
	48	**52**		

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
				Prioritization
To set up and maintain and further develop adequate organisational structure, staffing and internal working rules and procedures to enable and to support the effective functioning of the agency.				
HR1 G4	To develop ad new system for assessing competencies of applicants for posts at Frontex;	New assessment tools used in the selction procedures for managerial positions at Frontex;	Increased level of accuracy of assessments of professional competencies;;	---
HR2 G4	To introduce the Flexi Time system based on the Commission regulations;	The registration of working time in place;	Increased user-friendliness;	---
HR3 G4	To evaluate new procedures related to the appraisal system, personal development planning based on the objectives setting and performance assessment;	Improvements in the staff development system according to requested changes and evaluation results in or-	Increased number of staff development actions initiated;	---

		der to make the system more transparent and objective;			
HR4 **G4**	To prepare guidelines, manuals or coaching sessions in the area of human resources management for managers in the organization;	Documents related to the objective prepared, introduced and being in use un Frontex;	25 participants trained by the end of 2009;	---	
HR5 **G4**	To introduce missing implementing rules related to the HR issues;	Implementing rules prepared and introduced;	Increased number of implementing rules issued;	---	
HR6 **G4**	To recruit new and replace necessary staff in relation to the establishment plan and ED decisions;	The replacement of SNE and Frontex staff, placement new selected staff in the right time;	The post filled in the period of 16 weeks since it became vacant;	6.0	
HR7 **G4**	To manage payments and other entitlements of Frontex' staff and SNEs;	Salaries, other payments and entitlements delivered to staff members;	Reduced delay of payments of salaries and allowances;	4.0	
HR8 **G4**	To manage the staff appraisal system;	Probation and annual appraisal done;	Decrease of delays of appraisal procedures	4.0	
ICT 1 **G4**	To set up and operationalize the 'ICT Acquisition and Implementation Office';	To finalize procurement procedure to establish Framework Contract to purchase ICT products and related services		6.0	1,900.000
		To deliver ICT Requirement Specification,	Increased number of ICT Requirement Specifications,		

		ICT Feasibility Studies and ICT Development Plans as foreseen in the ICT Programme;	ICT Feasibility Studies, and ICT Development Plan delivered;	
ICT2 G4	To set up and operationalize the 'ICT Delivery and Support Office'	To deliver Help Desk service during and outside of working hours if needed;	Decreased number of request not acknowledged within 1 working day;	**10** **3,650.000**
		To deliver daily administration and operations for the ICT infrastructure;	Decreased number of days of unavailability of ICT infrastructure;	
		To ensure INFOSEC security in Frontex;	Decreased number of ICT Security incidents impacting on data;	
AS1 G4	To finalize a feasibility study on new premises (expiry of current lease contract in February 2012);	Analytical report on new premises (2012-2022); Decision on option based on the report with further actions to be taken;	Timeliness of delivery; Timeliness of decision;	---
AS2 G4	To implement logistical changes with regard to security or availability of working space due to expansion of premises to also cover 10th floor as from January 1st 2009;	Provision of fully fitted extra office space for the expanding Frontex staff; New physical security set up;	Customer satisfaction; Timeliness of adaptation;	--- **600.000**

AS3 G4	To implement all elements necessary for the functioning of Frontex BCP;	BCP fully operational;	Number of elements implemented;	---
AS4 G4	To provide front line service to guarantee uninterrupted operation of the Agency;	Smooth and uninterrupted functioning of the Agency;	Number of processed requests; Customer satisfaction;	5.0
AS5 G4	To provide services in the field of facility management and logistics;	Uninterrupted operation of the premises and delivery of logistical services;	Number of processed requests; Customer satisfaction;	4.0
SS1 G4	To finalize the accreditation process for Frontex' Secure Areas;	Frontex' secure areas in place ;	Accreditation certified;	---
SS2 G4	To provide consistent 24/7 access control and surveillance of Frontex' premises in line with the Security Manual;	Creation of a secure environment for Frontex' staff members to conduct their duties;	Number of incidents reported;	11

2.4.8. Finance and Procurement

	FTE		Financial Means	
	2008	**2009**	**2008**	**2009**
Finance Administration	7	10		
Accounting	2	2		
Procurement	3	4		
	12	**16**		

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
				Prioritization
FIN1 **G4**	To maintain and further develop financial information for Frontex management and other parties (Commission, Court of Auditors, Member States etc.);	Monthly budget implementation reports;	Timeliness of report;	1.0
		Monthly payment overviews for and to MS;	Timeliness of overview;	2.0
		Periodical overviews of payment delays and analysis of these delays;	Shortened production cycle;	1.0
FIN2 **G4**	To process all invoices/requests for reimbursements within the time limits set;	Timely payments;	Reduction of transaction with delay of more that 2 working days;	6.0
PRO1 **G4**	To contribute to the development, streamlining and implementation of the Agency's procurement and grant policies and procedures	Annual procurement plan;	Increased compliance of plan with procurements launched;	0.3

	while ensuring that all European Union guidelines are adhered to;	Register of the procurement requests and of the tender launches and contract signatures;		0.2
		Contracting and procurement activities compliant with legal framework policies;	Decrease number of procedures challenged;	0.8
		Regular procurement meetings;	Number of meetings;	0.5
PRO2 G4	To provide proficient advice on procurement procedures to the other units of the agency and to the potential contractors and suppliers;	In-house training on procurement related issues;	Increased number of trained officials;	0.5
		Coordination of all phases of the contracting procedure;	Increased number of procurement procedures completed in time;	1.0
		Information to all the units about the progress made in view of procurement;	Timeliness of quarterlies	---
PRO3 G4	To ensure correct and efficient application of the procurement procedures;	Procurement related documents, setting up complete procurement dossiers;	Shortened cycle for production of documentation;	0.5
		Evaluation and analysis of procurement requests;		0.2
		Advice on specific grant agreements;		

ACC1 G4	To keep and present the accounts in accordance with Title VII of the Financial Regulation;	The accounts comply with the rules, are accurate and comprehensive and present a true and fair view of the Agency's' assets and liabilities, the financial situation and the outturn of the financial year;	Reduced number of accounts reported as not-compliant;	0.7	
		The revenue ledger and general ledger system are maintained and contain updated data;		---	
		The management of the Agency is provided regularly with information on transactions they have entered and validated in the central accounting system;	Timeliness of reports provided; Meetings with authorising officers;	0.2	
		The treasury management and assets register are regularly reconciled and in case of any discrepancies, relevant parties informed properly thereof;	Decreased numbers of discrepancies;	0.2	
		Regular monitoring of the regularization of non		0.2	

		budget operations is ensured;			
		Interface with authorizing officers on accounting matters;		0.3	
		Implementing the accounting rules and methods and the chart of accounts in accordance with the provisions adopted by the European Commission's Accounting Officer;		---	
ACC2 **G4**	To devise and validate Frontex accounting system, including local financial management systems;	Frontex accounting system is devised and validated;	Decreased number of cases of incompliance;	0.2	
		Introductions and modifications to the system are consulted with authorizing officers and validated by the Accounting Officer;		--	
ACC3 **G4**	To implement payments and collect revenue, following up on debit notes, VAT and recovery orders;	Payments are made within the limits of the funds available;	Decreased number of cases of incompliance;	0.2	

		The authorizing officers are regularly updated of entitlements for which they may Make a waiver proposal and where all appropriate steps have been taken but have failed to secure recovery;	Decreased number of cases of incompliance;	---

2.4.10. Directorate and Executive Support[21]

	FTE		Financial Means	
	2008	**2009**	**2008**	**2009**
Directorate[22]	2	5		
Executive Support	4	6		
Relex	2	3..5		
Strategic Development	1	2.5		
Planning and Controlling	1.5[23]	2		
Legal Affairs	5	7		
Information and Transparency	4	5		
	19.5	**31**		

External Cooperation

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euro)
				Prioritization
REL1 **G3, G4**	To maintain and develop the existing Frontex Relex network with a view to building on achievements to date and improving its acces-	Maintained Network with external partners being competent au-	Increased use of network;	**0.3**

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[21] This version of the Programme of Work groups Legal Affairs as part of the Executive Support
[22] The number of members of Directorate includes the ED, DED and the Directors of Divisions
[23] The resource of 1 Admin Assistant is shared between the Internal Audit and Planning and Controlling function

sibility, reliability and effectiveness leading to increased facilitation of the role of Frontex in the external dimension of border security management;	thorities of third countries responsible for border security management;		6.8
	Established contact with **1** additional third country which according to risk analysis is considered a source and/or transit country for illegal migration to the EU;	Number of contacted countries;	0.2
			6.5
	Maintained network with internal partners being International Co-operation Departments of the MS's/SAC's as well as EU-institutions as regards Relex issues;	Increased use of network;	0.2
			6.0
	Working arrangement between Frontex and the competent authority of 1 EU candidate country;	Number of working arrangement signed;	0.2
			5.4
	Croatian authorities involvement in (at least) **2** Frontex joint activities;	Number of operations with involvement;	0.1
			4.6

REL2 **G3, G2**	To develop cooperation between Frontex and competent authorities of third countries in the framework of working arrangements, facilitation of EU Member States' activities involving operational cooperation with third countries as well as overseeing an integrated implementation of Frontex operational cooperation regarding third countries;	Working arrangements between Frontex and the competent authorities of **2** third countries in the Mediterranean/West African area;	Number of working arrangement signed;	0.2
				6.8
		Working arrangement between Frontex and the competent authority of **1** third country in the Western Balkans;	Number of working arrangement signed;	0.2
				5.9
		3 third country authorities of the Mediterranean/West African area involved in Frontex joint activities;	Number of operations with involvement;	0.1
				5.7
		Working arrangement between Frontex and the competent authority of one third country in the Eastern Europe/South Eastern Europe;	Number of working arrangement signed;	0.2
				6.3
		Authorities of the Russian Federation, Ukraine and Moldova involved in **6** Frontex joint activities;	Number of joint activities with involvement;	0.2
				5.0

		Working arrangement between Frontex and the competent authority of **1** country of another continent (E.g. Canada, China, Australia);	Number of working arrangement signed	0.3
				4.2
		Working arrangement with US Department of Homeland security implemented and involved in **2** Frontex joint activities;	Number of joint activities with involvement;	0.3
				2.8
		Working arrangement between Frontex and the competent authority of **1** third country which, on the basis of available risk analysis is considered to be either a country of origin or transit for illegal migration to the EU;	Number of working arrangement signed;	0.3
				6.2
		Involvement of Regional Cooperation Initiatives and EUBAM in (at least) **1** Frontex joint activity each	Number of joint activities with involvement;	0.1
				4.0
		Activities as programmed in the cooperation plan between	Number of joint activities with involvement;	0.2

		Frontex and the State Border Guard service of the Russian Federation;		**5.5**
		Activities of (at least) **3** EU Member States as regards its enforcement of operational coopera-tion with third countries are facilitated;	Number of Member States , whose activities are facili-tated;	**0.2**
				3.7
		Operational cooperation, where deemed necessary in the framework of a concluded working ar-rangement or MoU, with **1** Regional Cooperation Initiative (E.g. BSRBCC);		**0.2**
				3.3

Strategic Development

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE **Euros**) **Prioritization**
SD1 **G4**	To identify and assess internal and external factors which could affect the mid- and long-term development of Frontex, in order to allow Frontex' management to make timely and informed decisions on current and future activities;	To provide assessments and/or background notes to Frontex' management and members of the Management Board on EU initiatives in the field of Schengen, immigration/asylum, trafficking/smuggling of human beings, customs, maritime policy and research;	Increased number of assessment provided;	0.5
				5.2
		Frontex' point of view is listened and, if possible, followed by stakeholders, in particular EU institutions, which directly or indirectly affect Frontex or EU Border Management;		0.5
				4.5

SD2 G1, G2, G3	To build and maintain strategic partnerships with other EU bodies or international organisations aiming at further development the concept of Integrated Border Management and contributing to the achievement of awareness, response, and interoperapility as Frontex' strategic goals;	Gradual implementation of different activities (e.g. seminars, training, networks, etc) followed by more operational activities for the development and implementation of the IBM and Frontex' strategic goals; Formal or informal arrangements with a wide range of parties;	Number of conferences, seminars attended; Number of formal or informal arrangement in place;	0.5 4.3
		Activities of common interest with international organisations active in the field of migration and border management (UNHCR, IOM and ICMPD);	Number of Frontex activities with participation of third parties;	0.5 5.0
		Areas of common interest identified; contribution or participation in joint projects or programmes with other EU/EC Agencies in areas such as JHA (law enforcement), integrated maritime policy, customs, research and development including programmes related to the use of satellites	Increased number of participants;	0.5 5.3

Planning and Controlling

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros) Prioritization
CTL1 **G4**	To tune and execute the Strategic Change (Management) Cycle started in 2008 to facilitate and shorten the strategic planning process and to give more time to monitoring and controlling of organizational performance;	Multi-annual Business Plan 2010 – 2013 (MABP 2010-2013);	Timeliness of product delivery;	0.3 5.2
		Annual Programme of Work 2010;	Timeliness of product delivery;	0.4 6.7
		Multi-annual Financing Plan – 2010 – 2013 (MAFP 2010-2015);	Timeliness of product delivery;	0.2 5.5
		Budget 2010;	Timeliness of product delivery;	0.1 6.8
		Annual Operational Plan	Timeliness of product delivery	0.1 7.2
		Frontex General Report 2008 and Report of Authorizing Officer;	Timeliness of product delivery;	0.1 6.7
		Yearly Risk Monitor;	Shortened management cycle;	0.3 5.8
CTL2 **G4**	To finalize the introduction of a tailored Performance Management Framework at Frontex;	Quarterly Evaluation Reports including Assessment of Business Risks;	Increased sensitiveness to risks (opportunities and challenges);	0.3 5.5

		Monthly briefings on Performance issues;	Increased sensitiveness to risks (opportunities and challenges);	0.2
				4.2

Information & Transparency

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
				Prioritization
PR1 **G3, G4**	To promote the mission, values and culture of Frontex to its staff members through introduction of communication tools and other best practices;	Tailored Intranet website available to user;	Increased customer satisfaction;	3.5
				4.6
PR2 **G£, G4**	To provide stakeholders and European citizens with information on the Agency's activities by implementing Frontex' communication strategy to be fine-tuned	Periodical bulletins and reports on extraordinary events	Increased customer satisfaction	1.5
				n.a.

Legal Affairs

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
				Prioritization
LA1 **G4, G3**	To establish a framework to provide legal counseling to internal and external stake-	Legal advices ready for decision making;	Number of advices provided;	2.0
				5.7

	holders on all Frontex related issues;	Decisions with regard to Frontex' positions in litigations or in the elaboration of legal instruments of all kind;	Reduced time of handling;	1.0
				5.0
LA2 **G4, G3**	To provide comprehensive legal decisions and advice in a timely manner;	Legal advices ready for decision making;	Number of advices provided;	3.0
				6.0
		Decisions with regard to Frontex' positions in litigations or in the elaboration of legal instruments of all kind;	Reduced time of handling;	1.0
				5.5

2.4.11. Internal Audit and Quality Management

	FTE		Financial Means	
	2008	**2009**	**2008**	**2009**
Internal Audit and Quality Management	**2.5**[24]	**2.5**[25]	**340.000**[26]	**50.000**

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros) Prioritization
IA1 **G4**	To audit the internal control system put in place in order to assess its effectiveness and, more generally, the performance of the units in Frontex in implementing its policies, projects and actions with a view to bringing about continuous improvement;	Performance of **2 – 4** audits according to a risk assessment made in late 2008;	Number of audit reports;	3.0 50.000
				7.2

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[24] At the end of August 2008 the recruitment of a 'Quality Manager' is still pending.
[25] The resource of 1 Admin Assistant is shared between the Internal Audit and Planning and Controlling function
[26] The amount of 340K also includes appropriations committed to the Art 33 evaluation launched in January 2008

Glossary of Terms:

Activity based management and Activity based planning:
Activity based management focuses on managing activities/business processes to achieve organizational objectives, reduces cost drivers and non-value, and transfers resources to value creating, outwards oriented activities/business processes. It uses measures for cost, time, quality, and outcomes, so everyone understands how their activities contribute to the mission and strategy.

Activity based planning as the initial step in a cyclical management process (planning, organizing, directing and monitoring) uses this approach to develop the activities required and puts them in conjunction with its cost-drivers and expected outputs.

Corporate Stakeholders:
Corporate Stakeholder can be further grouped into primary stakeholder and secondary stakeholders.

Primary or <u>key stakeholders</u> are the ones with a <u>direct</u> connection with an organization and who have sufficient power to directly influence its activities. This group includes customers, employees, and suppliers.

<u>Secondary stakeholders are</u> those who have only <u>indirect</u> stake in the corporation but are also affected by the corporation's activities.

Goals:
A goal is a specific accomplishment to be achieved at some point in the future. Several types of goals can be distinguished.

- ☐ Outcome-goal: in regard to accomplishments of customers who participate in a particular program

- ☐ Activity goal: in regard to actions across the organization

- ☐ Organization-wide goal: an overall accomplishment in regard to actions across the organization and often involves more than one program.

- ☐ Program goal: an overall accomplishment in regard to actions in a specific program. This goal can be an activities or outcomes goal.

Goal based strategic planning:
This form of strategic planning places heavy emphasis on identifying clear, overall goals, which the organization must address in its strategic planning. Goals are usually identified in reference to the organization's mission, vision and/ or values, and results of the situational analysis. Goal based strategic planning is in contrast to issue based strategic in which planners place heavy emphasis on addressing strategic issues.

Integrated Border Management:
A concept and comprehensive model which ties down

a) Border Control,

b) Detection and investigation of cross border crime,

c) the four-tier access control model (measures in third countries, cooperation with neighbouring countries, border control and control measures within the area of free movement, including return,

d) Interagency cooperation for border management and international cooperation and,

e) Coordination and coherence of the activities on Member States and Institutions and other bodies of the Community and the Union.[27]

Lag indicator is an indicator of past performance.

Lead indicators are performance indicators which give an early signal of future performance against the force's high-level performance outcomes.

Operational:
Operational activities are focused on day-to-day or short term activities. (Short-term covers a period of up to one year; mid-term means more than one up to three years, and long-term is more than three up to five years)

Operating plan (annual plan):
The operating plan is focused on the goals, strategies, action plans and budgets of the organization, specifically over the next year (either 12 months period or fiscal year). A strategic plan often spans several years, and the first year of the strategic plan period is planned and described in more detail than the other years in the strategic plan. The detailed first year is often included in a plan document called an operational (or annual) plan that is separated from the strategic plan. Some planners refer to the operating plan as the set of actions plans.

Outcomes (results):
Outcomes are changes in the clients that result from participating in a program. They can be short-term, intermediate or long-term. Outcomes are the real results that an organization aims to accomplish and that the community expects for the organization.

Program:
A program is a set of highly related products and /or services provided by an organization in order to meet certain common needs among certain groups of customers.

Products:
In general usage, a product may refer to a single item or unit, a group of equivalent products, a grouping of goods or services, or an industrial classification for the goods or services.

Projects:
Are temporary endeavors undertaken to create a product or service.

Task Environment:
Is part of the business environment of an organization, which includes the elements or groups that directly affect the corporation and, in turn are affected by it.

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[27] Conclusions of the 2768th Justice and Home Affairs Council held in Brussels on 4-5 December 2006

Frontex' task environment[28] includes a large number of groups with interests in Frontex' business activities. These groups are referred to as corporate stakeholders of Frontex because they affect or are affected by the achievements of Frontex' objectives. These

Stakeholders:
See Corporate Stakeholders

Strategic:
A matter is considered to be strategic if it involves
- strong input and support from leaders in the organization;
- was produced from careful consideration of the effect of potential changes in the external and internal environments of the organization;
- is based on the future of the organization; and
- will involve extensive use of the organization's resources during implementation of the plan.
-

Strategic matters are in contrast to operational activities

Strategic Issues
Strategic issues are very important challenges that the organization must face, often in the forms of weaknesses of the organization and pending threats to the organization.

Identification of strategic issues often results from external and internal analyses, which together comprise the situational analysis.

Strategy
A strategy is a major approach that uses the internal strengths of an organization to take advantage of external opportunities, while shoring up internal weaknesses to ward off external threats. Strategies are often major approaches to achieve strategic goals or address strategic issues. Strategies are usually long-term in nature ("external" in this sense, means something the organization cannot directly control, as opposed to "internal", which is something the organization usually can control).

Strategic planning
Basically, this is assessing what is going on in the organization's external and internal environment, identifying what needs to be done as a result in order to better meet the customers needs, how it will be done, who will do it and by when. Note that the strategic plan is the top level, sometime multi-year, plan for the organization. For some organizations, annual operating plans are developed (or plans that specify what will be done over the year). Some planners clearly distinguish strategic planning for long-range planning, where the former establish a unique approach to address change in the external an internal environment, and the latter could merely imply in plans that spans several years.

Tactic:
A tactic is a series of activities, usually short-term and small in scale, intended to achieve some accomplishments (goal or objective). This is compared to strategy, which is a series of

activities, usually long term and large in scale, intended to address a strategic goal or strategic issue.

Annex 1: Strategy Change Cycle applied by Frontex

Forces and Trends
- Political
- Economical
- Social
- Technological
- Legal
- Environmental

Key Resource Controllers
- Clients
- Customers
- Payers
- Members
- Regulators

Competitors
- Completive forces

Collaborators
- collaborative forces

External Environment — S

Opportunities and Threats

Initial Agreement
- Readiness assessment
- Plan for planning

Mandates
- Requirements
- Expectations

Strategic Issues
- Direct approach
- Goals approach
- Vision of success approach
- Indirect approach
- Oval mapping
- Tensions approach
- Systems analysis

Strategy Formulation
- 5 step process
- Oval mapping
- Draft strategic plan

Strategy and Plan Review and Adaptation

Description of Organisation in the Future
(Mission of success)
(Optional)

Implementation

Strategy and Planning Process Reassessment
- Strategy maintenance change or termination
- Strategic management system design

Mission and Values
- Purposes
- By stakeholder

Strengths and Weaknesses

Internal Environment — S

Resources
- People
- Economic
- Information
- Competencies
- Culture

Present Strategy
- Overall
- Department
- Business process
- Functional

Performance
- Scorecard
- Indicators
- Results
- History

← Strategic Planning

Management →

- B Places where the process typically begins
- S Places where the stakeholder analysis may occur
- G Places where the goal formulation may occur
- V Places where the vision formulation may occur

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