Deloitte.

Study on the feasibility of establishing specialised branches of Frontex

Final Report

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1. Introduction

The Council of the EU invited Frontex to consider the establishment of specialised branches (SB) as a means for improving the coordination efforts for the management of the external borders. Additionally, according to article 16 of the Frontex Regulation (EC) 2007/2004: „The Management Board of the Agency shall evaluate the need for, and decide upon the setting up of, specialised branches in the Member States, subject to their consent, taking into account that due priority should be given to the operational and training centres already established and specialised in the different aspects of control and surveillance of the land, air and maritime borders respectively. The specialised branches of the Agency shall develop best practices with regard to the particular types of external borders for which they are responsible. The Agency shall ensure the coherence and uniformity of such best practices."[1] Following previous directions, an invitation for Frontex to consider establishment of specialised branches with a view to improving its capacity to support operational coordination was also included in Frontex Multi Annual Plan 2010-2013.

Therefore, Deloitte evaluated what SB could be, whether it would benefit to the efficiency and effectiveness of the activities of Frontex and what sort of impacts SB would have on current work processes, resource levels and the structure of the agency.

In the course of this study, key operational aspects that have an influence on Frontex performance, strategic objectives for future development of Frontex and definitions of different options for SB were developed. Together with potential options, an estimation of the added-value to the performance of Frontex' activities of establishing SB, including how such SB could contribute for improving the coordination of the management of the external borders was developed.

This document is the final report of the specialised branches feasibility study. It describes the project background and scope and briefly gives an overview of Frontex's internal environment. It also covers the methodology adopted for the study and presents outcomes of workshops conducted in order to develop potential SB definitions. Finally, six developed potential options for SB operating models are presented. Three of them and additional one – a combination of the three suggested by Frontex HQ – are analysed in relation to the impact they would have on Frontex Agency.

The opinions expressed in the report are those of the Contractor only and do not represent Frontex's official position.

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[1] Council Regulation (EC) No 2007/2004 of 26 October 2004 establishing a European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union, 26/10/2004

2. Project background and scope

The European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex) was established in 2004. Frontex became operational in October 2005. Frontex's role is to be a trustworthy operational Community coordinator and contributor in the field of external borders management and a key player in the implementation of common EU policy for Integrated Border Management. The 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 (further referred to as 'Frontex Regulation') is the legal basis for Frontex's operations, responsibilities and tasks. The Regulation was supplemented by the Council Decision of 26 April 2005 designating the seat of Frontex in Warsaw, Poland. It was amended by the Regulation (EC) No 863/2007 of 11 July 2007, establishing a mechanism for the creation of Rapid Border Intervention Teams.

According to Article 16 of the Frontex Regulation „the Management Board of the Agency shall evaluate the need for, and decide upon the setting up of specialised branches in the Member States, subject to their consent, taking into account that due priority should be given to the operational and training centres already established and specialised in the different aspects of control and surveillance of the land, air and maritime borders respectively. The specialised branches of the Agency shall develop best practices with regard to the particular types of external borders for which they are responsible. The Agency shall ensure the coherence and uniformity of such best practices (...)"[2]. Based on the Frontex Regulation, the Council of the EU invited Frontex to conduct necessary research in order to decide whether to reorganise operations of Frontex or keep current solutions.

In its Communication 'Reinforcing the Management of the EU's Southern Maritime Borders' the Commission suggested that "serious consideration should be given to the feasibility of establishing several regional command centres at the southern maritime external borders staffed and equipped by Member States and coordinated by FRONTEX. (…)The Agency may also consider in the longer term setting up a specialised branch for maritime borders in the region to manage these command centres."[3]

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[2] 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, 26/10/2004

[3] Communication from the Commission to the Council. Reinforcing the management of the European Union's Southern Maritime Borders, 30/11/2006

The Commission has also put attention on SB in the Communication to European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions 'Report on the evaluation and future development of Frontex Agency'. According to the Commission, as Frontex develops towards permanent operations and its tasks evolve, "serious consideration should now be given to the setting up of such branches in the appropriate regions and/or with regard to types of border control, with a priority given to a branch for the southern maritime borders"[4]. The Impact Assessment to the above mentioned Communication indicated that specialised branches of Frontex could be established at EU southern maritime borders for the following reasons:

- There are frequent urgent situations at maritime borders in the south of the EU
- The migration flows adapt to the actions taken by Frontex and Member States
- There is a "continuous rise in intensity and duration of joint operations"[5]
- Frontex may not always be able to "coordinate effectively between Member States or to adapt its strategies and operations to tackle in an effective manner these new phenomena"[6].

The Commission has presented the way in which setting up SB could add value to operations of Frontex. It could "enhance the level of coordination of the activities by the Agency, (…) allow for more direct contacts with the host Member State(s) and real-time coordination of the operation(s)", enhance "the efficiency of joint operations, (…) contribute to more effective border control as well as facilitate the application of Community law by enhancing operational coordination, (…) and allow for better and sustained contacts with relevant third countries in the region"[7].

In the Parliament's 'Report on the evaluation and future development of Frontex Agency and of the European Border Surveillance System (EUROSUR)', prepared by the Committee on Civil Liberties, Justice and Home Affairs, called for "consideration to be given to creating specialised regional offices of the Agency in the Member States which are subject to constant pressure from illegal immigration, and for the systematic deployment of missions in high-risk areas"[8]. Nevertheless, the Parliament stressed that the possible establishment of specialised branches must take into account "as much as possible the existing capacities of Member States as well as the specific burdens that they face, in order to avoid any useless duplication"[9].

Frontex invited external consultants to take part in a competitive tender procedure to award the contract for the study on the feasibility of establishing specialised branches of Frontex. As a result of the tender procedure, Deloitte has been awarded the contract to perform the study.

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[4] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Report on the evaluation and future development of the Frontex Agency, 13/02/2008

[5] Commission Staff Working Document Accompanying document to the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Report on the evaluation and future development of the Frontex Agency. Impact Assessment, 13/02/2008

[6] As above mentioned

[7] As above mentioned

[8] European Parliament resolution of 18 December 2008 on the evaluation and future development of the Frontex Agency and of the European Border Surveillance System (EUROSUR) (2008/2157(INI)), 18/12/2008

[9] As above mentioned

The purpose of this study was "to evaluate in detail what SB would be, whether they would benefit to the efficiency and effectiveness of the activities of Frontex and what sort of impacts the SB would have on the current work processes, resource levels and structure of the Agency"[10].

The study was finished in 120 days. It comprised of the following phases and tasks:

1. **Project mobilisation and current environment diagnosis**
   a. Appointment of the project team
      Products: Project kick-off and methodology presentation
   b. Data gathering
      i. Running desk research to familiarise with documentation of applicable Community law and other relevant documents of a political, strategic or operational nature that may be related to the issue of establishing SB, listed in Appendix 1
      ii. Conducting interviews with key Frontex Headquarters' Employees, Members of Frontex Management Board and Representatives of the Commission and Council of the EU (Appendix 2 and 3 present the Framework agenda of interviews and the list of conducted interviews)
      iii. Defining the gap to be filled with SB and identifying factors to be addressed by SB
      iv. Identifying potential project risks during further steps
      v. Identifying potential bottlenecks encountered on the project that might be addressed by Frontex
   c. Preparing inception report which summarised the initial work done, the preliminary findings obtained
      Products: Inception Report

2. **SB options development and evaluation**
   a. Defining core operational aspects that could be addressed by establishing SB, including different options which could be envisaged for this purpose
      i. Preparing structured factors/issues identified in the previous phase
      ii. Conducting a workshop to assess mutual impact between group of strategic factors
      iii. Developing strategic objectives for the selected relevant factors
   b. Elaborating SB options
      i. Conducting a workshop to assess risks and rewards of selected objectives
      ii. Selecting combinations of strategic objectives that might be addressed by establishing SB
      iii. Elaborating SB options
   c. Evaluating proposed SB options
      i. Evaluating different options and scenarios (under current Frontex mandate) on the basis of the "as is" situation vis-à-vis a situation with SB in its different type(s)
      ii. Elaborating ranking of possible SB options
   Products: Reports from workshop sessions. Written conclusions from this phase are included in this report.

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[10] Terms of Reference for a Study on the Feasibility of Establishing Specialised Branches

3. **Development of a final recommendation**
   a. Designing a Target Operating Model with cost estimates
      i. Elaborating on key dimensions of establishing SB operating model and their impact on the current level and organisation of activities, administrative and financial impact, including an estimate of major costs and resources needed and Agency's internal regulatory framework
      ii. Identifying impact on existing networks, in which Frontex is involved and how given SB will impact these networks

      Products: Executive Summary Report. Draft Final Report and presentation to the senior management of Frontex.
   b. Frontex suggestions and comments as well as final report development.

      Products: Final Report

3. Our understanding of Frontex

3.1.   Frontex vision, values, definitions and objectives

EU agencies are established in order to separate some of the tasks of the Commission in its role as the EU executive and regulatory body, as those tasks may require individual attention or call for special expertise. There are several grounds for the externalisation of tasks from the Commission, such as:

- Need for specialised expertise in different policy areas
- Removal of some of the workload of the Commission
- Better understanding of the EU
- Enhanced transparency of the system
- Greater policy consistency in the implementation of policies
- Credibility of European regulatory policies
- Reduction of the transaction costs
- Contribution to a uniform interpretation and implementation of Community law and administrative integration
- Alternative to political integration[11].

Since the EU has become a common area of internal movement of people, protection of external borders of EU is a major concern for EU Member States. In this respect, cooperation between the Member States (further referred to as MS) plays an important role. Historically, in order to strengthen the cooperation and introduce similar standards within border management (training, risk analysis, R&D, management of land, air and maritime borders) the so called 'ad hoc centres' were created. These centres were:

- Centre for co-operation of the border authorities at the land borders and for joint operations and hands-on training, located in Berlin, Germany (the task of the Centre was to test, coordinate and evaluate operational cooperation in the practical management of the EU land borders)
- Risk Analysis Centre, RAC, located in Helsinki, Finland (the main objective of the RAC was to produce periodical and tailored risk analyses regarding EU external borders protection by applying Common Integrated Risk Analysis Method, CIRAM)
- Centre of Excellence for border checks, located in Dover, United Kingdom (the aim of the Centre was to strengthen the EU external border by using modern search technology to combat illegal and, in particular, concealed immigration)
- Air Borders Centre, located in Roma, Italy (the tasks of the Centre was to examine, assess and develop operational communications between the networked airports)

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[11] Governance of the EU: The Reform Debate on European Agencies Reignited, EPIN Working Paper No. 19/2008, http://shop.ceps.eu/BookDetail.php?item_id=1736

- Eastern Sea Borders Centre, located in Piraeus, Greece (which was set up in order to carry out joint operations in the eastern part of the Mediterranean Sea)
- Western Sea Borders Centre, located in Madrid, Spain (which was set up in order to carry out joint operations in the western part of the Mediterranean Sea and in the Baltic Sea)
- Ad-hoc-Centre for Border Guard Training, located in Traiskirchen, Austria (aimed to give strategic help and advice, harmonise the border guard training by creating common curricula, define common standards and best practices, carry out seminars, conferences, trainings and educational research).

Additionally, in 2002 External Border Practitioners Common Unit was created in the Council which was intended to:
- Act as "head" of the common policy on the management of external borders
- Act as "leader" coordinating and controlling operational projects on the ground, in particular in crisis situations
- Act as a manager and a strategist to ensure greater convergence between the national policies in the field of personnel and equipment
- Exercise a power of inspection, in particular in the event of crisis or if risk analysis demands it
- Increase operational coordination between the external border management and other security authorities[12].

Common Unit was composed of the Heads of the Border Control Services of the EU MS and of Norway and Iceland.

One of the reasons for Frontex's establishment was to overcome obstacles resulting from decentralised structure of the 'ad hoc centres'. Frontex was created by the Council Regulation (EC) 2007/2004 with a view to improving the integrated management of the external borders of the EU. According to the Frontex Regulation (art. 2), the Agency will perform the following tasks:
- Coordinate operational cooperation between MS in the field of management of external borders
- Assist MS in the training of national border guards, including the establishment of common training standards
- Carry out risk analysis
- Follow up on the development of research relevant to the control and surveillance of external borders
- Assist MS in situations requiring increased technical and operational assistance at external borders
- Provide MS with the necessary support in organising joint return operations
- Deploy Rapid Border Intervention Teams to Member States in accordance with Regulation (EC) No 863/2007.

Frontex was set up as a Community Agency under the first pillar of the European Union. The other two are Common Foreign and Security Policy (CFSP, second pillar) and Police & Judicial Cooperation in Criminal Matters (PJCC, third pillar).

When Frontex became operational, the evaluation of the need for specialised branches was prepared. Frontex HQs assessed the need for SB with regards to each task it was performing and the impact on

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[12] Note of the Council of the European Union, Plan for the management of the external borders of the Member States of the European Union, 14/06/2002

the administrative function. The conclusion based on the evaluation stated that "there is no need for the establishment of any specialised branch of Frontex in the years to come"[13]. As the legal and political environment which influences Frontex changes constantly, and because Frontex has also been evolving since the latest study on SB, the need for a new study emerged.

Frontex's main task, which sets the grounds for all other activities, is to be a coordinator of operational cooperation between MS. The task is conducted through:

- Facilitation and support of a more effective application of EU measures relating to external borders' management and ensuring the coordination of MS actions in the implementation of those measures
- Contribution to an efficient, high and uniform level of control on persons and surveillance of the external borders of the MS
- Strengthening the freedom and security of the citizens of the EU by complementing the national border management systems of the MS
- Promoting cooperation among law enforcement bodies responsible for the internal security at EU level
- Intelligence driven operational activities
- Being a key player in the development and implementation of the concept of EU Integrated Border Management (IBM)[14].

Figure 1. Frontex' main tasks

Carrying out risk analysis is one of the steps in preparation of operational activities. Preparing training activities and conducting R&D are the complementary tasks to Frontex, the main role of which is the coordination of operational cooperation. Joint return operations are conducted by MS with the support of Frontex in order to increase the efficiency of return operations and to support smaller MS in return issues.

What should be underlined is that the responsibility for the control and surveillance of external borders lies with the MS.

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[13] MB Evaluation of need for Specialised Branches, Frontex, 16/12/2005

[14] Frontex, Programme of Work 2009

In order to address the challenges resulting from exceptional situations regarding border control and surveillance (e.g. sudden mass influx of third country nationals attempting to enter MS territory illegally), Regulation (EC) No 863/2007 was issued. The Regulation established a mechanism for the creation of Rapid Border Intervention Teams and amended Council Regulation (EC) No 2007/2004 regarding the mechanism and regulation of responsibilities and powers of guest officers.

According to General Report of Frontex prepared for the year 2008, Frontex' vision is to become "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"[15]. Frontex has set itself four goals in order to achieve this vision:

- Awareness – gathering situational pictures that support assessment of changes, risks and threats with possible impact on the security of the EU external borders; realisation of this goal is based on intelligence and analysis of the situation and the developments of technologies and solutions to strengthen border security
- Response – playing a key role in the implementation of Integrated Border Management in the EU, particularly regarding border control measures, initiating joint activities and coordinating regular operational border security measures at EU level and effectively supporting MS to manage emergency situations
- Interoperability – being a central player for promoting harmonisation of doctrines, needs, procedures and technical solutions supporting effective management of the EU external borders
- Performance - focussing attention on the quality of services, through the increased efficiency in the use of resources, the improvement of processes of work and the achievement of defined objectives of Frontex.

Frontex's goals described in General Report of Frontex 2008 are determined by qualitative variables such as increased protection, intensified cooperation and development of technologies and solutions to strengthen border security. The Agency decided that it should base its operations on the values of humanity, open communication, professionalism, team work and trustworthiness.

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[15] Frontex General Report 2008, Frontex

3.2. Frontex stakeholders

Frontex is a Community Agency and has its own legal personality. It is independent and has administrative and financial autonomy. It is managed by the Executive Director who is accountable to the Management Board. The Management Board is composed of one representative (and his/her alternate) of each MS and two representatives of the Commission (and their alternates). Each country associated with the implementation, application and development of the Schengen acquis has one representative and an alternate in the Management Board, with limited right to vote. The Executive Director of Frontex may be asked by the Council or the European Parliament to report on carrying out of his/her tasks.

Frontex's main stakeholders are Member States. They are the main beneficiaries of Frontex activities as well. They also determine the development of Frontex. The European Commission has an impact on the future development of the Agency by evaluating, giving recommendations and monitoring the activities of the Agency. The Council prepares the conclusions that frame the future work of Frontex within the concept of integrated border management. The European Parliament, part of the EU Budgetary Authority, adopts the EU budget, including the budget of Frontex.

Frontex also cooperates with Third Countries authorities responsible for border management, this cooperation covers "joint operations and pilot projects, exchange of operative intelligence, training and research & development, exchange of information, experiences and best practices"[16]. The Agency has signed working arrangements with West Balkan countries - Albania, Croatia, Former Yugoslav Republic of Macedonia, Serbia, Bosnia and Herzegovina, Montenegro as well as Russia, Belarus, Ukraine, Moldova and Georgia[17].

Frontex works closely with EU agencies and partners, such as the European Police Office (EUROPOL), European Police College (CEPOL), European Maritime Safety Agency (EMSA), Community Fisheries Control Agency (CFCA) and Joint Research Centre (JRC). The cooperation concerns operational issues as well as training, R&D or data collection. Frontex signed Working Arrangement describing the ways of cooperation with i.a. CEPOL. It also met and discussed the way of cooperation with i.a. CFCA and EMSA. With the latter cooperation agreement was signed.

United Nations' Offices, other international organisations and non-governmental organisations (NGOs) also cooperate with Frontex. These bodies include: United Nations High Commissioner for Refugees (UNHCR), United Nations Office on Drugs and Crime (UNODC), Interpol, International Organization for Migration (IOM), Intergovernmental Consultations on Migration, Asylum and Refugees (IGC), International Centre for Migration Policy Development (ICMPD) and others. Frontex signed the working arrangements or exchanged letters establishing basis for cooperation with some of these organisations.

Frontex's stakeholders include, on one hand, organisations responsible for border management and on the other hand organisations responsible for immigration and asylum issues, maritime issues, research, customs, crisis management, etc. Member States are the main 'customer' of Frontex's

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[16] Frontex presentation, October 2009

[17] Frontex presentation, October 2009

services according to the tasks defined in Frontex Regulation. The stakeholders list would be incomplete, if it did not cover EU citizens whose interests are protected by Frontex' operations.

3.3.   Frontex operations

Frontex key task is to coordinate the operational cooperation between Member States (MS) in the field of borders management. Frontex activities cover i.a. joint operations (including pilot projects) and joint return operations. Joint operations (JO) are operations hosted by MS in a sector of air, land or sea border protection (including also operations across sectors), coordinated by Frontex with participation of host MS officers and resources from guest MS (e.g. officers, equipment). Pilot projects are JO conducted for the first time and on a smaller scale. The JO starts with risk analysis, which is then followed by planning, implementation and evaluation of the operation. Frontex is responsible for conducting risk analysis studies, and then, based on the results, preparing the plan of operation. During the implementation of operations, Frontex coordinates the activities, while the command and control lies within MS. The evaluation of the operation is prepared by Frontex.

As Frontex is an intelligence-driven agency, the risk analysis process is conducted using Common Integrated Risk Analysis Method (CIRAM). In order to gather the intelligence for risk analysis from the site, in 2008 Frontex started the pilot project "Frontex Intelligence Support Officers" (FISO). The FISO offices were set up in:
- Madrid for the strategic area including Spain and Portugal
- Rome for the Central Mediterranean
- Athens for Greece, Bulgaria, Cyrus and Romania.

According to Frontex's assessment presented in General Report 2008, "the deployment of regional FISO to operational areas where Frontex most important joint operations are implemented improved considerably the gathering and transmission of real time relevant information to Frontex. This resulted in better analytical output not only for Frontex but to the benefit of the hosting MS." [18]

Focal Points are types of Frontex's operations. They are points at the borders created for a longer period of time for the joint work of host and guest officers. They aim at knowledge sharing and improved coordination of activities. Focal Points at Land Borders have been established before Frontex was created. Focal Points at 11 airports were set up in 2008. The extension of FP to Sea borders happened in September 2009.

The operations' execution is based on resources provided by MS. The equipment is listed in the Centralised Record of Available Technical Equipment (CRATE) and its deployment is managed by Frontex. The usage of CRATE equipment is limited as it is subject to MS' current readiness to deploy the equipment. As far as the human resources are concerned, the officers from MS who might be preferably allocated to Frontex operations should be listed in Frontex Joint Support Team (FJST) pool. FJST describes their experience and capabilities in order to support the most effective assignment of officers. FJST is a part of Rapid Border Intervention Team (RABIT) pool [19]. RABIT is a mechanism to be used by Frontex and MS in exceptional circumstances that require sudden actions. The Regulation 863/2007 refers in particular to the arrival at external borders of large numbers of third-country nationals trying to enter illegally the territory of the Member State. The RABIT officers have never been deployed yet. For now they have only participated in a few exercises on several EU external borders.

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[18] Frontex, General Report 2008, p. 10

[19] COWI, External evaluation of the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union. Final Report, p. 53

Frontex coordinates maritime operations through International Coordination Centres (ICCs). ICC is established in MS hosting an operation and consists of officers from Frontex, hosting MS and participating MS. Its task is to implement the operational plan, coordinate the development of operations in respective areas, receive reports from the location and collect and evaluate relevant data and information.

In 2008, the Frontex Situation Centre (FSC) was developed as a unit within the headquarters. It supports coordination of the flows of all operational information. It collects, evaluates and collates all received operational information in order to maintain a comprehensive situational picture. When a situation becomes critical and needs a high level of urgent attention, the FSC will warn the relevant stakeholders immediately (e.g. via early warning mechanism). The FSC will further support the process and will provide facilities for an emergency response to management.

In order to strengthen the cooperation within maritime surveillance, the European Patrols Network (EPN) was created in 2007. EPN is intended to be operational in the Mediterranean area. In the first phase EPN main task is to support common planning and coordination of patrolling activities between the neighbouring MS, with the participation of Frontex. EPN will support reduction of task duplication and make sharing of information more efficient. EPN shall be further developed by establishing National Coordination Centres (NCCs). MS may create Regional and / or Local Coordination Centres to support their NCCs. NCCs shall be created in MS within EU external southern border (Bulgaria, Cyprus, France, Greece, Italy, Malta, Portugal, Romania, Slovenia and Spain). They should ensure the common approach of national authorities in MS towards the maritime external borders' management. The system of NCCs should improve the cooperation and effectiveness of operations at the southern maritime border of the EU. Frontex prepared the studies that enabled creation of EPN, namely the MEDSEA and BORTEC. Frontex was also responsible for the establishing together with MS a permanent EPN. Frontex elaborated the 'EPN Horizontal Programme' which includes general description of EPN activities and the JO at external maritime borders in the Atlantic Ocean and in the Western and Central Mediterranean Sea.

The creation of NCCs structure will set a basic framework for the European Border Surveillance System (EUROSUR). According to the 'Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions: Examining the creation of a European Border Surveillance System', EUROSUR "should support the MS in reaching full situational awareness (that measures how the authorities are capable of detecting cross-border movements and finding reasoned grounds for control measures) on the situation at their external borders and increase the reaction capability (that measures the lapse of time required to reach any cross-border movement to be controlled and also the time and the means to react adequately to unusual circumstances) of their law enforcement authorities"[20]. The implementation of the system is divided into three phases:

1. Upgrading and extending national border surveillance systems and interlinking national infrastructures in a communication network (which requires further development of NCCs).
2. Targeting R&D to improve the performance of surveillance tools and sensors and developing a common application of surveillance tools.

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[20] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Examining the creation of a European Border Surveillance System (EUROSUR), 13/02/2008

3. All relevant data from national surveillance, new surveillance tools, European and international reporting systems and intelligence sources should be gathered, analysed and disseminated in a structured manner, to create a common information sharing environment between the relevant national authorities.

At first, EUROSUR should include the Mediterranean Sea, Canary Islands and Black Sea and its scope should then be broadened later on. The system should be developed until 2013, with many tasks to be conducted by Frontex (exclusively or as a participating body). Frontex together with MS, Council and the Commission will be responsible, among others, for setting up communication network between national centres including Frontex and for supporting countries in setting up their national infrastructure. Some parts of the work will be paid from Frontex's budget. While developing and implementing common tools and applications for border surveillance at EU level, Frontex will i.a. take part in preparation of common application of surveillance tools and in gathering information necessary for common pre-frontier intelligence picture.

4. Defining specialised branch options

4.1. Defining core operational aspects of Frontex

The first phase of the project consisted of data gathering using different methods. The aim of that phase was to collect as many strategic factors as possible that have influence on the operating model of Frontex and that might have an impact on the possible establishment of specialised branches.

The data was collected during the review of 52 documents related to legal, strategic and tactical matters that were analysed in order to become acquainted with the situation of Frontex from an external and internal perspective and to gather the relevant strategic factors for the Agency. The list of documents was accepted by Frontex. Please refer to Appendix 1 for the list.

Another main source of information gathered during the first phase of the project was the output from the interviews that were conducted with Frontex employees, Frontex Management Board Members and representatives of the Commission and Council. The interviews included the following methods of communication:

- Teleconferences
- Videoconferences
- Individual meetings.

In total, 61 interviews were conducted. The aim of each interview was to collect opinions of which potential factors have the most influence on the future strategic direction of Frontex and its operating model. Strategic factors identified during interviews were used as an input for workshops used for development of potential definitions of SB.

The semi-structured interviews allowed respondents to express themselves freely, rather than being confined to a strict template. During interview, respondents were invited to develop relevant topics in their own way. In this context, the interviewer did not ask questions in a fixed order but lead interview following the way of thinking of interviewee. Each interview lasted approximately 45 minutes. Deloitte prepared working notes from the interviews and the list of strategic factors mentioned during the interviews. The factors were then split into 20 groups to be presented and discussed during the Workshop 1. Please refer to Appendix 2 for the Framework agenda of the interviews and for the Appendix 3 for the list of interviewees.

The following table presents the summary of interviews conducted by Deloitte.

Target Group	Organisation	Number of interviews conducted	Type of contact
Member States	Members of Management Board	27	Personal interview / telephone interview / videoconference
EU	European Commission, Council of EU	3	Telephone interview
Frontex employees	Executive Director, Deputy Executive Director, Director of Operations Division, Director of Capacity Building Division, Director of Administrative Division, Head of Sectors/Units, SNEs, Frontex Liaison Officer in Brussels, executive and specialist support, internal auditor	31	Personal interview

4.1.1. Strategic factors

Having collected potential strategic factors during interviews and reviewed respective documents, Deloitte conducted two workshops with Frontex employees in order to discuss and assess the findings. Identified strategic factors were assessed during the first workshop. The complete list of factors taken into account is presented below.

Factor	
Factor number	# 1
Factor name	Risk analysis process
Description	Process of information collection and consolidation, reporting information to Frontex, analysing information and concluding on the results
Detailed factors	- Tailored and detailed risk analysis thanks to local presence - Risk assessment impact on quality of operations planning and implementation - Multi-angle (legal, operational, political perspective) analysis of intelligence information - Efficiency in gathering reliable surveillance information and intelligence and quality of the intelligence - Quality of information forwarded from MS to Frontex - Depth of risk analysis carried out specifically for identified "hot areas" - Lack of Frontex's mandate to collect personal data

Factor	
Factor number	**# 2**
Factor name	**Effectiveness and efficiency of operations planning**
Description	Effectiveness and efficiency of planning of pilot projects, joint operations and joint return operations, i.a. objectives setting, timing, contribution of resources, gathering input from relevant parties, division of responsibilities
Detailed factors	- Accurate evaluation of required equipment and staff for particular operation – during operations planning stage as well as during long-lasting operations - Appropriate approach to planning of operations – matching timeframe of operations planning in Frontex with timeframe of equipment utilisation planning conducted in Member States - Clear description and division of responsibilities between officers and Frontex is required - Timeframe of operations planning - Swiftness of operations planning - Knowledge of local conditions in getting local authorities and forces to work closely together - Adoption of a horizontal approach to operations – integration of more than one goal into one operation - Growing interest of MS in JRO - Sometimes there is lack of clarity of objectives of operations

Factor	
Factor number	**# 3**
Factor name	**Effectiveness and efficiency of operations' implementation**
Description	Effectiveness and efficiency of implementation of pilot projects, joint operations and joint return operations, i.a. assuring common approach by host and guest officers and coordinating effectively operations according to the assumptions and goals agreed on during planning phase
Detailed factors	- Efficiency of operations dependent on timely decision making and communication - Efficient adaptation to changing local conditions during operations - Support provided to guest and host officers during operations - Efficient cooperation between host, guest and Frontex officers during operations - Coordination of activities between Frontex's staff and local authorities - Monitoring of EU/Frontex funds allocation and usage - Cost effectiveness of operations - Advising on and coordinating the activities in the area of operations - More observatory than supportive role of guest and Frontex officers during operations - Some Frontex operations are almost permanent - Improvement of effectiveness of guard services as a result of joint operations - Ability of operation's coordinators to effectively support operations host and guest officers - Constant monitoring of implementation of agreed operational plan - Difficult to control illegal migration level at land borders and high level of process passenger traffic at the airports - Lack of Frontex's command and control during implementation of operations

Factor	
Factor number	**# 4**
Factor name	**Operations evaluation**
Description	The extent to which operations are evaluated and to which evaluation is used to improve value added of subsequent operations
Detailed factors	- Deep evaluation and evaluation mechanism that would indicate whether there is value added in relation to JO (e.g. decreased migration movements or improved efficiency of border guards) - Learning by experience – mechanisms of analysis of operations results in order to ensure the increase of subsequent operations effectiveness and to give feedback to the participants - Objectiveness of evaluation

Factor	
Factor number	**# 5**
Factor name	**Equipment availability and use**
Description	Ensuring timely, adequate availability and cost-efficient deployment of equipment during operations
Detailed factors	▪ Operations dependent on MS support and contribution (including resources) ▪ MS commitment to ensure availability of the equipment in CRATE ▪ Availability of heavy equipment ▪ Deployment rate of equipment stored in CRATE and on-time availability of equipment ▪ Limitations of deployment conditions set by MS ▪ Deployment procedures ▪ Lack of control of the equipment deployment ▪ Cost effectiveness of the utilisation of particular equipment used during operations ▪ Interoperability

Factor	
Factor number	**# 6**
Factor name	**Officers availability and competences**
Description	Ensuring availability and timely deployment of adequate officers (from host country and participating countries) during operations
Detailed factors	▪ Operations dependent on MS support and contribution (including resources) ▪ Availability of border guards for participation in joint operations ▪ Availability of officers for operations that meet certain conditions (language, experience, competences) ▪ Flexibility of deployment of pooled staff ▪ Effectiveness of Frontex Joint Support Team (FJST) pool

Factor	
Factor number	**# 7**
Factor name	**Capability building of national border guards**
Description	Competency development of border officers (including members of FJST) and improvement of border guard services – through training activities and Focal Point operations as well as availability of administrative support (e.g. translators, interpreters, legal advisors with knowledge of local conditions / legal regulations)
Detailed factors	▪ Quality standards of working methods by local border guards ▪ Knowledge as well as experience and initiative sharing between host, guest and Frontex officers ▪ Availability of specialised personnel (e.g. interpreters) required to support operations related to illegal immigration ▪ Trainings addressing local needs of border guards ▪ Quality of RABIT trainings ▪ Depth and breadth of available courses and trainings for border guards

Factor	
Factor number	**# 8**
Factor name	**Situational awareness including knowledge of specific local conditions**
Description	Understanding of specific local needs for Frontex's support as well as specific circumstances (risks, possibilities and constraints) which need to be taken into account for effective planning and implementation of operations and training activities
Detailed factors	▪ Depth of knowledge of local conditions (possibilities, threats, risks, constraints) ▪ Understanding of local communication channels, systems and languages ▪ Understanding of local decision making process and how to overcome potential obstacles ▪ Knowledge of how to reach the most reliable sources of information (for risk analysis purposes as well as for operations planning and implementation purposes) ▪ Balance between knowing local conditions and not losing EU perspective ▪ Availability of human resources in some MS for timely collection and distribution of relevant information ▪ Distance between Frontex HQ and locations of JOs

Factor	
Factor number	**# 9**
Factor name	**Internal ICT & security**
Description	Communication and information management model, systems, tools and infrastructure that support daily activities of Frontex and exchange of data relating to both operations and administration tasks
Detailed factors	▪ Internal IT system effectiveness ▪ IT solutions regarding information management within Frontex and with Member States and other partners ▪ IT and telecom solutions for the purpose of secure communication ▪ Standardisation of IT procedures including security ▪ Physical security / general staff security

Factor	
Factor number	**# 10**
Factor name	**Internal Frontex processes (administrative, communication)**
Description	Efficient communication, information and document management as well as financial processes and procedures which have an impact on the effectiveness of management and operational activities
Detailed factors	▪ Communication and coordination of activities between different units of Frontex ▪ Decision making procedures ▪ Coordination and efficiency of information flows within Frontex ▪ Flexibility of decision making process within Frontex ▪ Reimbursement procedures for travelling costs

Factor	
Factor number	**# 11**
Factor name	**Reimbursement / financial procedures**
Description	Reimbursement and financial procedures which relate to implementation of operations and support of operations provided by Member States
Detailed factors	▪ EU financial procedures (flexibility, duration of authorisation of reimbursements and dispatching of funds) ▪ Financial management procedures within Frontex ▪ Costs of business travels ▪ Reception of national documents for reimbursement of costs

Factor	
Factor number	**# 12**
Factor name	**Organisation / Operating model**
Description	Frontex's current organisational structure, roles and responsibilities, reporting lines and human capital capabilities as well as their maturity level
Detailed factors	- Level of stabilisation and consolidation of Frontex organisation, Frontex processes and procedures - Semi-independency of decentralised structures - Administrative and managerial effectiveness of Frontex - Efficiency of chain of command - Decision making procedures - Centralised coordination and management of Frontex activities - Focus on internal processes and procedures 'Problem addressing' approach - Long-term Frontex strategy and policy - Multi-cultural management within Frontex organisation - Distance between Frontex HQ and locations of JOs - Highest focus put on maritime operations with less attention paid to land and air borders issues - Cost effectiveness of administration and managerial aspects

Factor	
Factor number	**# 13**
Factor name	**Frontex's staffing**
Description	Internal human resources of Frontex – availability of adequate professionals from all sectors, compensation solutions and development of capabilities
Detailed factors	- Fast employees rotation and many Seconded National Experts - Number of employees in ICT sector and possibility to acquire appropriate employees - Efficient allocation of available Frontex personnel to tasks related to support of MS in performing border protection and to joint operations - Flexibility of Frontex staff in terms of potential to perform operational activities within different sectors (land, sea, maritime) - Complexity of field expertise of Frontex staff - Availability of professional staff to be hired by Frontex - Frontex staff experience from real operations - Depth and breadth of available courses and trainings for Frontex's employees - Salary conditions for Frontex employees in Poland (salary coefficient) - Physical security of Frontex's staff

Factor	
Factor number	**# 14**
Factor name	**Cooperation with Member States**
Description	Operational (risk analysis, planning, implementation and evaluation) and technical collaboration between Member states and Frontex as well as level of commitment of Member States to tasks performed and/or supported by Frontex
Detailed factors	- Deployment conditions set by MS - Establishment of ICCs and NCCs 'Burden sharing' of external EU borders protection between MS with and without such borders - Influence of MS without external borders on activities performed in MS with such borders – especially of destination countries for illegal migrants - Different levels of MS engagement to cooperate with Frontex - High interest of MS in establishing SB - Political interest (pressure) of MS in Frontex's activities - Difficulty in predicting changes in political area - Level of cooperation with Member States authorities and forces, in which "hot" areas were identified - Complex structure of border protection authorities in some MS - Location of specialised/expert "centres"/organisations to support Frontex activities and operations - Expectations of MS towards Frontex role in external borders protection out of current mandate - Tendency to shift responsibility for problematic situations from national level (MS) to Frontex - Growing interest of MS in JRO - Recognition of Frontex among some authorities in MS dealing with border protection (especially middle- or lower-rank officers and employees) - Harmonisation of asylum procedures

Factor	
Factor number	**# 15**
Factor name	**Cooperation with 3rd countries**
Description	Relations at institutional and operational level as well as commitment of Member States and 3rd countries to activities and tasks aiming at decreasing illegal migration
Detailed factors	- Coordination of preventive activities with 3rd countries - Formal relations with third countries - Coordination of third countries' relationship management - Convincing third countries to jointly face problems connected with illegal immigrants flow - Cooperation with third counties to early react on root causes of illegal immigration issues - Development of plans/solutions to implement by/with 3rd countries to fight/prevent illegal migration problem

Factor	
Factor number	**# 16**
Factor name	**Cooperation with 3rd parties**
Description	Collaboration during operations and knowledge sharing with third parties
Detailed factors	- Cooperation with EUROPOL on matters related to cross border crime and with other agencies on matters affected by border management (inc. data sharing) - Avoiding duplication of tasks/activities between Frontex and other organisation, e.g. EUROPOL - Coordination of third parties relationship management - Cooperation with private stakeholders (e.g. airlines)

Factor	
Factor number	**# 17**
Factor name	**Relation to EU civil society / image of the agency**
Description	Public perception of Frontex, its conducted activities and operations connected with border protection as well as the level to which Frontex contributes to protection of human rights
Detailed factors	- High exposure to public of Frontex's activities (and generally, EU external borders' protection) - Sensitivity of illegal migration and return issues - Pressure from citizens in those MS that are directly exposed to illegal migration to take appropriate measures - Maintaining broad EU perspective - Awareness of EU activities (including Frontex) among MS citizens

Factor	
Factor number	# 18
Factor name	**Interoperability**
Description	Approach, understanding, rules and systems adopted to perform tasks connected with external border protection and cooperation between Member States
Detailed factors	- Existence of common rules (legal, operational) regarding operations in different MS - Common understanding in MS of some legal rules (especially regarding maritime operations) - Interoperability of systems (including use of national languages) used by MS - Interoperability of ICT systems - Development of EUROSUR requiring interoperability of national systems

Factor	
Factor number	# 19
Factor name	**Level of decentralisation of Frontex activities**
Description	Level of decentralised activities e.g. ICCs, Focal Points, FISO
Detailed factors	- Highly centralised decision making structure in Frontex - Some Frontex operations are almost permanent - Avoiding duplication of tasks/roles between current decentralised structures/solutions (e.g. ICC, FISO) and potential specialised branches – focus on added value

Factor	
Factor number	# 20
Factor name	**Migration patterns**
Description	Migration patterns from 3rd countries to Member States, their current state and foreseen changes
Detailed factors	- Rather stable routes of illegal migration flows with minor fluctuations - Changing number of illegal migrants - Future Schengen area enlargement - Key illegal migration issues observed at maritime borders - Sudden and big migration inflows through maritime borders - Potential increase of migration through Turkey - Increased illegal migration flow from Muslim countries through land borders

The following tasks were conducted during the first workshop:

- Presentation of strategic factors that will shape the future Frontex operating model (gathered during interviews and from desktop research)
- Presentation of how those factors were grouped by Deloitte in a set of final list which will be subject to evaluation during the workshop

- Evaluation of mutual impact of factors done by workshop participants and presentation of factor matrix based on evaluation results
- Definition and assignment of strategic objectives to selected significant factors.

Factors after grouping were input into the mutual impact matrix. Workshop participants (representatives of Frontex) were asked to evaluate the impact between 20 identified factor groups (Frontex Management Board Members and stakeholders evaluated the impact via e-mail). The evaluation rates (points) were as follows: 0 points - in case of no impact, 1 point - in case of low impact, 2 points - in case of medium impact, 3 points - in case of strong impact.

16 workshop participants from the following areas / divisions conducted the evaluation (please refer to appendix 4 for the list of participants of Workshop 1):

Evaluation population	
Area / Division	Number of participants
Executive Support	5
Operations Division	4
Capacity Building Division	2
Administration Division	5

The evaluation was also conducted with 12 Members of Management Board of Frontex.

The evaluation data gathered from the workshop participants was then processed in an automated spreadsheet and correct results aggregation and presentation was verified by Deloitte. Each participant data set was also verified prior to aggregation. Verification of aggregation was performed in two areas:
- Standard deviation verification - Deloitte evaluated the data from all participants and verified that all relevant data lay no further from the mean than two standard deviations. This method ensures that extreme opinions will not bias the results.
- Extremity verification - Deloitte also evaluated the data from all participants and verified the number of factors for which a participant has extreme (i.e. the highest or the lowest score) opinion comparing to other participants. High extremity may indicate either different opinions from the pool of participants or incorrect way of filling the evaluation form.

None of these statistical methods revealed a reason to disqualify any participant from the pool of statistical data. This is an indication that the group of participants was consistent.

The aim of this evaluation was to assess the mutual impact of factor groups, which allowed defining active, reactive, critical and inert factors. Aggregation of the individual evaluations was performed to distinguish between factors and to divide them into the following groups:
- **Active factors** that have a strong impact on the strategy but the impact of other factors on them is low
- **Reactive factors** that have a low impact on the strategy but the impact of other factors on them is strong
- **Critical factors** that are impacted by a number of other factors and they themselves impact a number of other factors
- The impact of **inert factors** on the strategy is rather low and may be neglected.

Below you will find a graphical presentation of the outcomes of factors mutual impact analysis.

Figure 2. Factors' mutual impact matrix – assessment by Frontex employees (workshop participants)
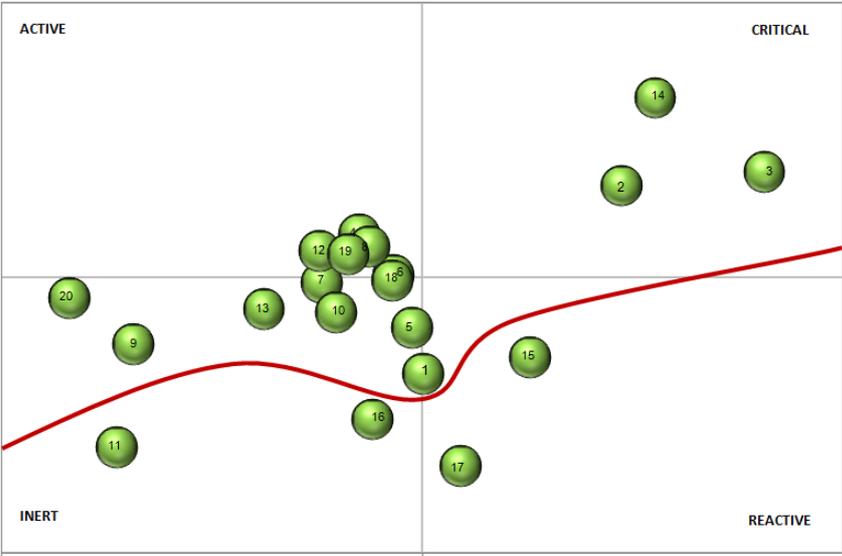
Figure 3. Factors' mutual impact matrix – assessment by Frontex Employees (workshop participants) and a representation from Frontex Management Board Members
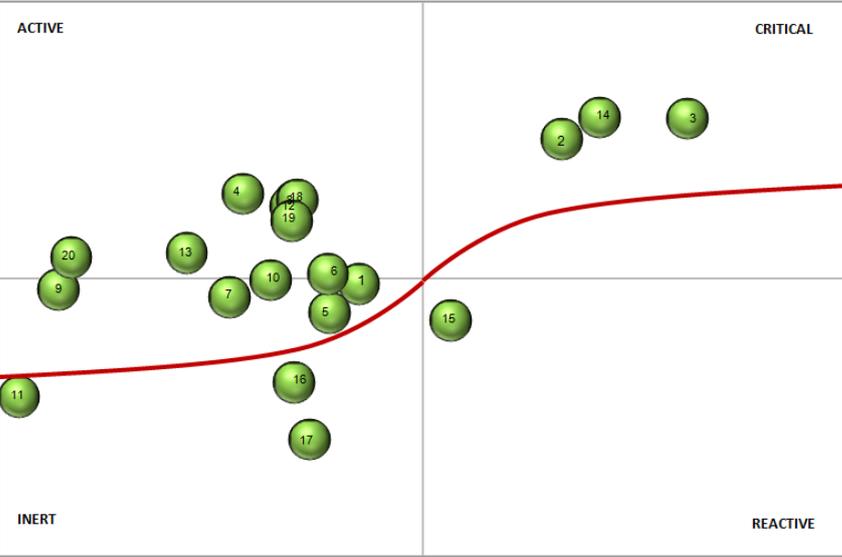
Based on the assessment of factors' location on the chart, a cut-off line was placed according to the evaluated importance of particular factors and according to their potential to impact Frontex strategy and its operating model. Factors above the cut-off line were agreed to be a basis for further discussion and assessment.

Respective IDs to factor groups are the following:

ID	Factor groups
1	Risk analysis process
2	Effectiveness and efficiency of operations planning
3	Effectiveness and efficiency of operations implementation
4	Operations evaluation
5	Equipment availability and use
6	Officers availability and competences
7	Capability building of national border guards
8	Situational awareness including knowledge of specific local conditions
9	Internal ICT & security
10	Internal Frontex's processes (administrative, communication)
11	Reimbursement / financial procedures
12	Organisation / Operating model
13	Frontex's staffing
14	Cooperation with Member States
15	Cooperation with 3rd countries
16	Cooperation with 3rd parties
17	Relation to EU civil society / image of the agency
18	Interoperability
19	Level of decentralisation of Frontex activities
20	Migration patterns

For each selected factor, strategic objectives were defined by workshop participants in 3 breakout groups. Strategic objectives were defined as possible ways to address particular issue / challenge or strength / opportunity represented by a factor.

After the first workshop Deloitte consolidated strategic objectives developed by each breakout group into groups of strategic objectives. The objective groups were then further analysed during the Workshop 2.

4.1.2. Strategic objectives

Below you can find a list of the strategic objectives used during the second workshop.

Strategic objective group	
Number	**# 1**
Name	**Ensure awareness and understanding of local conditions**
Description	Ensure awareness and understanding of local conditions, risks, situational picture and their changes over time to improve risk analysis and ensure effective planning and implementation of operations
Detailed strategic objectives	▪ Establish and maintain an in-depth, accurate knowledge of local-level border risks ▪ Maintain an understanding of factors that influence risk and monitor how these factors change over time ▪ Implement IT system for automatic generation of reports and other tools supporting gathering the situational picture ▪ Need to achieve the situational picture (migrations-related) from MS and national challenges for a given year

Strategic objective group	
Number	**# 2**
Name	**Establish and maintain knowledge of the overall EU risks / perspective**
Description	Establish and maintain an in-depth, accurate knowledge of the overall EU risks / perspective
Detailed strategic objectives	▪ Establish and maintain an in-depth, accurate knowledge of the overall EU risks / perspective

Strategic objective group	
Number	**# 3**
Name	**Effectively use risk information**
Description	Effectively use risk information and risk analysis outputs to support and steer planning and implementation of operations as well as to support decision making by EU institutions and MS border authorities
Detailed strategic objectives	▪ Make effective use of risks (at both local level and EU level) and factors influencing risks that enables effective prioritisation, more accurate and reliable forecasts, 'measurement' of threat and risks (vulnerabilities) ▪ Ensure that operational activities are both initiated and continually steered by the risk assessment ▪ Effectively use the outputs from risk assessments to provide knowledge for decision making by EU institutions and MS border authorities ▪ Ensure a strong input from risk analysis in the planning process, to base the planning consequently on risk assessment

Strategic objective group	
Number	**# 4**
Name	**Ensure effective and timely communication between MS and Frontex**
Description	Ensure commitment of MS, identify data sources and structure information sharing between MS and Frontex to streamline the communication flow. Ensure timely and updated information from MS.
Detailed strategic objectives	▪ Streamline the communication flow ▪ Structure and cultivate the communication between MS and Frontex ▪ Identify the sources of information to exchange between Frontex and MS ▪ Ensure commitment of MS to give information / access to information related to operational needs ▪ Support strengthening of the border authorities' capabilities to provide accurate and timely inputs – information and intelligence ▪ Obtain permanently maintained and updated information from MS on the responsibility, organisation, infrastructure, resources

Strategic objective group	
Number	**# 5**
Name	**Improve planning process effectiveness**
Description	Improve effectiveness of planning of pilot projects, joint operations and joint return operations, i.a. objectives setting, timing, contribution of resources, gathering input from relevant parties, division of responsibilities
Detailed strategic objectives	▪ Ensure clear, achievable and measurable objectives for the operations ▪ Develop clear planning process description ▪ Achieve a firm and reliable commitment from Member States (hosting and participating MS) ▪ Define and understand the „exit strategies" from semi-permanent / long term operations (e.g. in terms of capacity building focus) ▪ Implement IT system supporting the planning of operations (i.a. assigning resources and timing)

Strategic objective group	
Number	**# 6**
Name	**Improve equipment gaining process**
Description	Ensure timely, adequate acquisition of equipment to assure its effective deployment during operations
Detailed strategic objectives	- Improve the understanding of what is needed - Better define acquisition processes for equipment - Improve the effectiveness of different acquisition processes by: - Providing more advanced notice of needs - Building more binding arrangements with providers of equipment - Exploring the possibility for direct financing - Maintain the current operational condition of resources - Improve the likelihood that allocated equipment is suitable to the intended use – by closer monitoring of allocation against specified requirement - Develop a shared understanding of how Frontex intends to progress from its existing position – by collaboratively developing and communicating an equipment acquisition strategy - Define incentives for MS adequate participation and involvement in the operations implementation (also in terms of equipment or other means contribution)

Strategic objective group	
Number	**# 7**
Name	**Improve effectiveness of experts' categorisation and pooling**
Description	Improve effectiveness of experts' categorisation and pooling to ensure availability and timely deployment of adequate officers (from host country and participating countries) during operations
Detailed strategic objectives	- Improve understanding of what is needed – by defining the competency and the number of officers / experts / border guards / crew for operational activities, including fine-tuning of the categorisation of expertise - Define and agree standardised processes for resource allocation – including those related to systematic pooling - Improve effectiveness of different resource processes by: - Providing more advanced notice of needs - Building more binding arrangements with providers of resources - Exploring the possibility for direct financing (Frontex pays 100% of costs) - Improve likelihood that allocated resources are suitable to the intended use – by closer monitoring of allocation against specified requirement and by increasing the level of autonomy held by Frontex in assigning experts to specific operational activities - Develop a shared understanding of how Frontex intends to progress from its existing position – by collaboratively developing and communicating a resources strategy

Strategic objective group	
Number	**# 8**
Name	**Enhance involvement of officers during operations**
Description	Enhance involvement of officers during operations according to assumptions and goals agreed on during planning phase
Detailed strategic objectives	- Define and validate clear roles during operations implementation between MS (host and guest border guards) and Frontex coordination officers - Exploit the active role of guest and Frontex officers during operations - Define incentives for MS adequate participation and involvement in the operations implementation (also in terms of equipment or other means contribution)

Strategic objective group	
Number	**# 9**
Name	**Improve management of equipment during operations**
Description	Improve management process and utilisation of equipment during operations
Detailed strategic objectives	▪ Ensure efficient management of means (e.g. vessels, aircrafts) during operations implementation

Strategic objective group	
Number	**# 10**
Name	**Further develop and explore operational platforms (e.g. NCCs, ICCs and FP)**
Description	Further develop and maintain operational platforms in MS (e.g. NCCs, FP) as well as clarify Frontex role on the spot
Detailed strategic objectives	▪ Further develop operational permanent platforms in MS – e.g. NCCs and Focal Points, achieving a reliable, sustainable partnership ▪ Use established platforms for deployment of Frontex staff ▪ Clarify the role of Frontex staff at the spot in order to improve the execution of Frontex tasks and cooperation with MS

Strategic objective group	
Number	**# 11**
Name	**Ensure effective use of evaluations in risk analysis and operations**
Description	Broaden the extent to which operations are evaluated and to which evaluation is used to improve value added of risk assessment and subsequent operations. Speed up the process of evaluation of operations after their completion

Detailed strategic objectives	▪ Ensure that the definition of evaluation is better understood – including purpose and intended value
	▪ Ensure that each evaluation provides a credible, objective, evidence-based assessment of the following areas:
	   o Effectiveness – requiring clarity at the outset about the intended outcome and impact of the operation
	   o Efficiency – requiring clarity at the outset about the costs and benefits of the operation
	   o Impact on strategic objectives (including migration) – requiring the development of an agreed, standard method for measuring impact
	   o The identification of good practice and lessons learned
	▪ Ensure that lessons learned are used to improve future operational activities
	▪ Ensure that evaluations are used as an input to and means of improving the quality of risk assessment
	▪ Improve the timeliness of evaluations
	▪ Encourage stakeholders contribution to and use of evaluations

Strategic objective group	
Number	**# 12**
Name	**Further develop and harmonise trainings**
Description	Further develop and harmonise trainings (standard and tailored) for border guards and Frontex staff in order to promote common standards and interoperability as well as to ensure knowledge transfer
Detailed strategic objectives	- Further develop harmonised training standards for border guard education (to cover different levels of officers, not only the rudiments) - Increase the interoperability of border guards through further training - Develop common interoperability standards in training - Maintain the operational readiness of resources – by defining and developing training policies and programmes tailored to the needs of pooled experts - Develop requirements for tailored training to fit to operational activities of Frontex (to meet the operational needs of Frontex) - Keep the expertise of SNEs leaving after their contract termination – to ensure skills and knowledge transfer - Define and ensure proper training curriculum for Frontex staff (including project management)

Strategic objective group	
Number	**# 13**
Name	**Increase interoperability and common approach (MS and Frontex)**
Description	Collect best practices and ensure financial support in order to increase interoperability and common approach (MS and Frontex) in operational activities
Detailed strategic objectives	- Develop common interoperability standards (joint operational activities) - Ensure financial support in order to introduce interoperable measures by Frontex and MS - Collect best practices regarding the border guard work in order to develop a common approach and procedures among MS and Frontex

Strategic objective group	
Number	**# 14**
Name	**Improve internal Frontex processes**
Description	Ensure efficient communication, information, document management as well as financial processes and procedures which have an impact on the effectiveness of management and operational activities
Detailed strategic objectives	▪ Map internal Frontex processes (including document work flow) and communicating to the organisation ▪ Standardise procedures (administrative, operational if possible, managerial) ▪ Define clear roles and responsibilities in the processes and assign them in the organisation ▪ Further develop Frontex coordination role (management structure)

Strategic objective group	
Number	**# 15**
Name	**Ensure adequate skills and flexibility of Frontex staff in various areas of operations**
Description	Ensure availability of adequate professionals from all sectors, proper compensation solutions and development of capabilities (with regard to Frontex staff)
Detailed strategic objectives	▪ Enable gaining expertise in various operations' sectors to grant the flexibility of Frontex staff to be involved in various activities ▪ Focus on i.a. project management skills, financial / budgeting experience / reporting during recruitment process to ensure adequate mix of capabilities (balance between field and project management experience)

Strategic objective group	
Number	**# 16**
Name	**Further develop Frontex organisational culture**
Description	Ensure that Frontex organisational culture promotes the unity of the Agency taking into account various cultural and multinational backgrounds
Detailed strategic objectives	▪ Become more aware of the cultural impact (various backgrounds, nationality) on Frontex operating model ▪ Focus on Frontex organisational and cultural identity; to keep the unity of the organisation

Strategic objective group	
Number	# 17
Name	Improve internal ICT & security
Description	Improve communication and information management model, systems, tools and infrastructure that support daily activities of Frontex and exchange of data relating to both operations and administration tasks
Detailed strategic objectives	▪ Effectively apply EU security procedures regarding sensitive information handling and physical protection of Frontex staff ▪ Be compliant with harmonised security rules ▪ Implement Frontex ICT Strategy as soon as possible (including the channels and systems to communicate with external parties) ▪ Ensure that Frontex operations outside HQ are compliant with security requirements ▪ Grant direct access to information to Frontex staff (e.g. databases; including persons working away from HQ) – improving ICT systems / procedures

During the second workshop the following tasks were conducted:
- Presentation of strategic objectives groups
- Evaluation of risk and rewards of grouped strategic objective groups (individual work) and presentation of risk and reward matrix based on evaluation results
- Discussion which of the objectives could be supported by an enhanced local presence of Frontex (breakout session work).

Figure 4. Risk & Reward evaluation of strategic objective group (example)

Impact of row strategic objectives on column strategic objectives

ID	Strategic objectives	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	Ensure awareness and understanding of local conditions		0	1	1	1	0	1	1	1	1	0	0	0	0	0	0	0
2	Establish and maintain knowledge of the overall EU risks	1		0	1	1	1	1	0	0	0	0	0	0	0	1	1	1
3	Effectively use risk information	1	0		1	0	0	0	0	0	1	0	0	0	0	0	0	0
4	Ensure effective and timely communication between MS and FX	0	0	1		1	0	1	0	0	1	0	1	0	1	1	1	1
5	Improve planning process effectiveness	1	0	0	1		0	1	0	1	1	1	1	0	1	1	0	1
6	Improve equipment gaining process	0	0	1	1	1		1	0	0	0	0	1	0	1	0	0	1
7	Improve effectiveness of experts' categorisation and pooling	0	0	1	0	1	0		1	0	1	0	1	1	1	0	1	1
8	Enhance involvement of officers during operations	1	1	1	1	1	1	1		1	1	1	1	1	1	1	0	1
9	Improve management of equipment during operations	0	1	1	1	1	1	0	0		1	0	1	1	0	1	0	1
10	Further develop and explore operational platforms (e.g. NCCs, FP)	1	1	0	0	1	0	1	0	0		0	1	0	1	0	1	1
11	Ensure effective use of evaluations in risk analysis and operations	1	1	0	0	1	0	1	0	0	1		1	0	0	1	0	0
12	Further develop and harmonize trainings	0	1	0	0	0	0	0	0	0	1	0		0	1	0	0	1
13	Increase interoperability and common approach (MS and FX)	0	1	1	1	1	0	1	0	0	1	0	1		1	1	1	1
14	Improve internal FX processes	0	1	1	1	1	0	1	1	0	1	0	1	0		0	1	1
15	Ensure adequate skills and flexibility of FX staff	1	1	1	1	0	0	0	1	0	1	1	1	0	1		0	0
16	Further develop FX organizational culture	0	1	1	0	1	0	1	1	0	0	1	1	0	0	0		0
17	Improve internal ICT & security	0	1	1	1	1	0	1	1	0	1	1	1	1	1	0	1	

Column headers (1–17):
1. Ensure awareness and understanding of local conditions
2. Establish and maintain knowledge of the overall EU risks
3. Effectively use risk information
4. Ensure effective and timely communication between MS
5. Improve planning process effectiveness
6. Improve equipment gaining process
7. Improve effectiveness of experts' categorisation and
8. Enhance involvement of officers during operations
9. Improve management of equipment during operations
10. Further develop and explore
11. Ensure effective use of evaluations in risk analysis and
12. Further develop and harmonize trainings
13. Increase interoperability and common approach (MS and
14. Improve internal FX processes
15. Ensure adequate skills and flexibility of FX staff
16. Further develop FX organizational culture
17. Improve internal ICT & security

Strategic objectives after grouping were fed to a risk and reward evaluation matrix. Workshop participants (representatives of Frontex) were asked to evaluate respective risk and reward associated to implementation of each objective using the matrix provided by Deloitte (see *Figure 4* below). Evaluation was performed based on the following dimensions:

- **Reward / benefits**: implementation / execution of one objective brings benefits with regards to other objective/s. Reward / benefit is defined mainly as efficiency and / or effectiveness improvement as well as other positive impacts or gains, e.g. short / shorter implementation time or low / lower costs or better allocation of resources.
- **Risk**: implementation / execution of one objective can imply risk with respect to implementation of other objective/s. Risk is defined as both internal (i.e. within Frontex) and external relating to an adverse impact on efficiency and / or effectiveness as well as other potential negative impacts, such as e.g. obstacles during objective implementation, lower probability of implementation success or higher requirement for resources.

The evaluation rates (points) were the following: 0 points – no impact on risk / reward of option X, 1 point – impact on risk / reward of option X (regardless if positive or negative).

19 Frontex employees from the following areas / divisions participated in Workshop 2:

| Evaluation population	
Area / Division	Number of participants
Executive Support	5
Operations Division	4
Capacity Building Division	3
Administration Division	7

Please refer to appendix 5 for the list of participants of Workshop 2.

The evaluation data gathered from the workshop participants were then processed in a spreadsheet and correct results aggregation and presentation was verified by Deloitte consultants. Each participant data set was also verified prior to aggregation. Verification of aggregation was performed in two areas:

- Standard deviation verification - Deloitte evaluated the data from all participants and verified that all relevant data lay no further from the mean than two standard deviations. This method ensures that extreme opinions will not bias the results.
- Extremity verification - Deloitte also evaluated the data from all participants and verified number of factors for which a participant has extreme (i.e. the highest or the lowest score) opinion comparing to other participants. High extremity may indicate either different opinions from the pool of participants or incorrect way of filling the evaluation form.

None of these statistical methods revealed any reason to disqualify any participant from the pool of statistical data. This is an indication that the group of participants was consistent. The aim of the evaluation was to assess the impact on risk and reward of strategic objectives, which allowed defining conservative, progressive, aggressive and risky strategic objectives.

Figure 5. Results of risk and reward impact analysis of strategic objectives.
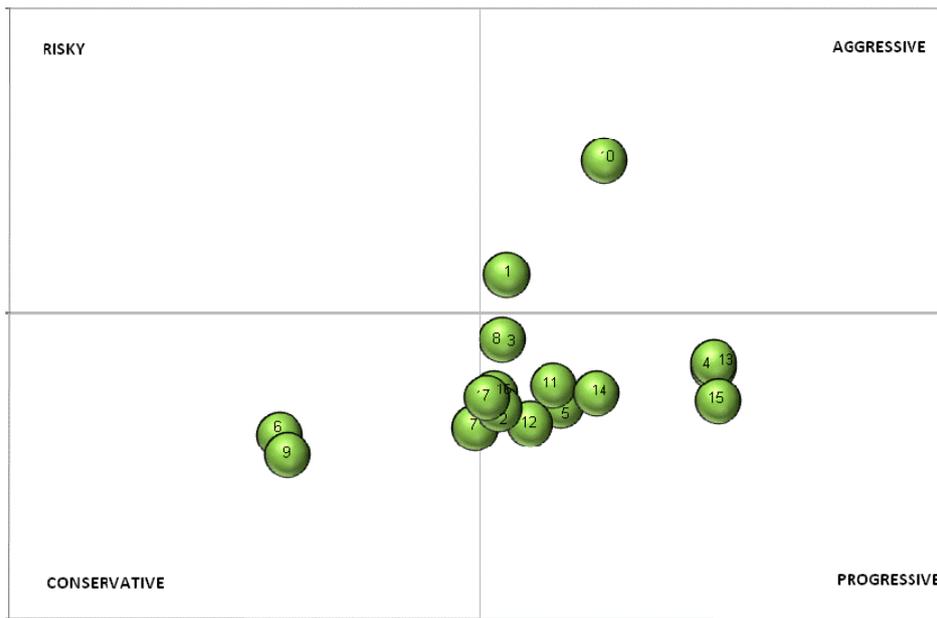
Graphical presentation of the strategic objectives matrix (aggregated evaluation results – see *Figure 5*) enabled us to analyze their relation in two dimensions of risk and reward:

- **Conservative strategic objectives** are assessed to be both low in terms of reward and risk
- **Risky strategic objectives** are characterised by high risk and low reward
- **Aggressive strategic objectives** are assessed to be both high in terms of reward and risk
- **Progressive strategic objectives** are characterised by low risk and high reward.

Below you will find a list of strategic objectives and the results of risk and reward evaluation.

ID	Factor groups
1	Ensure awareness and understanding of local conditions
2	Establish and maintain knowledge of the overall EU risks
3	Effectively use risk information
4	Ensure effective and timely communication between MS and FX
5	Improve planning process effectiveness
6	Improve equipment gaining process
7	Improve effectiveness of experts' categorisation and pooling
8	Enhance involvement of officers during operations
9	Improve management of equipment during operations
10	Further develop and explore operational platforms (e.g. NCCs, FP)
11	Ensure effective use of evaluations in risk analysis and operations
12	Further develop and harmonize trainings
13	Increase interoperability and common approach (MS and FX)
14	Improve internal FX processes
15	Ensure adequate skills and flexibility of FX staff
16	Further develop FX organizational culture
17	Improve internal ICT & security

The workshop participants discussed the possibility to exclude from further analysis some of less rewarding/ bearing too much risk strategic objectives. However, the workshop participants decided that the Agency may be willing to execute not only conservative and progressive strategic objectives,

but may also find an interest in realisation of aggressive objectives. Therefore all the objectives were included in further works. The three breakout groups analysed the following groups of objectives:

1) From the most rewarding ones to the least rewarding
2) From the least risky ones to the most risky
3) Progressive strategic objectives.

During breakout sessions selected objectives were discussed in the following aspects: whether they could be implemented locally or centrally, in a permanent or a temporary form, which border types and functions they mostly relate to. The results of the exercise are presented in the table on the next page.

The evaluation conducted during the second workshop showed that the majority of the objectives are to be addressed by a central function, but some of them require local presence. Border type appeared to be a dimension that is not an important distinction. The primary functions required to realise the objectives were identified as: operations, risk analysis, pooled resources and situation centre (Frontex Situation Centre – FSC). The majority of the objectives were of a permanent nature.

Description and assessment of the strategic objectives served as a basis for developing draft definitions of possible SB models. These models were described in four dimensions: location, time horizon, border types and functions involved. The SB ideas presented within this report are driven primarily by the strategic objectives that were identified as requiring local support. Description and functions to be performed in specialised branches were identified on the basis of the detailed strategic objectives, strategic factors as well as the conclusions coming from interviews conducted and documents reviewed during the first phase of the project.

Below you will find the results of evaluation of strategic objectives conducted during Workshop 2.

Strategic objectives	LOCATION		TIME HORIZON		BORDER TYPE			FUNCTION						
	Centrally	Locally	Permanent	Temporary	Air border	Maritime border	Land border	Risk analysis	Ops*	Pooled resources	Training	R&D	Admin / Finance	Situation centre
1. Ensure awareness and understanding of local conditions	✓✓	✓✓	✓✓		✓✓	✓✓	✓✓	✓✓	✓✓	✓	✓	✓	✓	✓✓
2. Establish and maintain knowledge of the overall EU risks	✓✓		✓✓		✓✓	✓✓	✓✓	✓✓	✓✓	✓	✓	✓	✓	✓✓
3. Effectively use risk information	✓✓	✓✓	✓✓✓		✓✓	✓✓✓	✓✓✓	✓✓✓	✓✓	✓✓	✓			✓
4. Ensure effective and timely communication between MS and FX	✓✓	✓✓	✓✓		✓✓	✓✓	✓✓	✓✓	✓✓	✓✓✓	✓		✓	✓✓✓
5. Improve planning process effectiveness	✓✓	✓✓	✓✓		✓✓	✓✓	✓✓	✓✓	✓✓	✓✓	✓			✓✓
6. Improve equipment gaining process	✓		✓		✓	✓	✓	✓		✓				
7. Improve effectiveness of experts' categorisation and pooling	✓		✓		✓	✓	✓	✓		✓				
8. Enhance involvement of officers during operations		✓✓	✓	✓	✓✓	✓✓	✓✓	✓✓	✓✓	✓✓	✓			✓
9. Improve management of equipment during operations		✓✓	✓		✓	✓		✓	✓✓					
10. Further develop and explore operational platforms (e.g. NCCs, FP)	✓✓	✓✓	✓✓	✓	✓✓	✓✓	✓✓	✓	✓	✓				✓✓
11. Ensure effective use of evaluations in risk analysis and operations	✓✓		✓✓✓		✓✓✓	✓✓	✓✓✓	✓✓	✓✓	✓		✓	✓	✓
12. Further develop and harmonize trainings	✓✓✓		✓✓✓		✓✓	✓✓	✓✓	✓✓	✓		✓✓✓			
13. Increase interoperability and common approach (MS and FX)	✓✓✓		✓✓✓		✓✓✓	✓✓	✓✓	✓✓✓	✓✓	✓✓✓	✓✓✓	✓✓	✓✓✓	✓✓✓
14. Improve internal FX processes	✓✓✓	✓✓	✓✓✓			✓		✓✓	✓✓	✓✓✓	✓✓✓	✓✓✓	✓✓✓	
15. Ensure adequate skills and flexibility of FX staff	✓✓	✓✓	✓✓			✓✓	✓✓	✓✓	✓✓	✓✓	✓✓✓	✓✓	✓✓✓	✓
16. Further develop FX organizational culture	✓✓✓	✓	✓✓					✓✓	✓✓	✓✓	✓✓	✓✓	✓✓✓	✓✓
Improve internal ICT & security	✓✓		✓✓		✓✓	✓✓	✓✓	✓	✓				✓✓	✓✓

✓ Group 1   Analyzed strategic objectives no. 3, 4, 5, 11, 12, 13, 14, 15, 16, 17

✓ Group 2   Analyzed all strategic objectives

✓ Group 3   Analyzed strategic objectives no. 1, 2, 3, 4, 5, 8, 10, 11, 12, 13, 14, 15, 16

4.2.   Elaborating specialised branch definitions

Based on the results of evaluation and clustering of the strategic objectives, Deloitte prepared a list of possible options for specialised branches (SB). The table below presents the complete list of suggested options with the indication of the scope and area of responsibility. Table below presents summary of SB definitions identified in course of the study.

#	Specialised branch name	Border type(s)	Key Function(s)	If responsible for certain Region	Time horizon
1	Mobile Operations Project Teams (MOPT)	ALL	Ops	NO	Temporary
2	Centre of Excellence Offices (CEO)	ALL	Capacity building	NO	Permanent
3	Intelligence and Liaison Coordination Offices (ILCO)	ALL	Risk analysis	YES	Permanent
4	Maritime Specialised Branches (MSB)	Maritime	Ops, risk analysis	NO (YES, if more than one branch)	Permanent
5	Intelligence Gathering and Operations Coordination Offices (IGOC)	ALL	Ops, risk analysis	YES	Permanent
6	Regional Frontex Agencies (RFXA)	ALL	ALL	YES	Permanent

4.2.1.   Mobile Operations Project Teams (MOPT)

Mobile Operations Project Teams (MOPT) would be specialised branches created in the areas of planned operations only for the period of the operation. The main purpose of these branches would be to support planning and execution of operations. MOPTs would be a pool of experts - Frontex employees and experts from Member States (MS) having broad experience in planning and coordinating of operations as well as in gathering information for risk analysis and situation monitoring purposes during operations. MOPTs would be fully responsible for delivering detailed operations plan to HQ (as a final deliverable of planning stage). During operations, tasks performed would involve bringing local authorities to work together, supporting hosting officers in managing all officers taking part in operations (briefing, making sure all officers are assigned to tasks according to their field of expertise), assuring proper allocation and use of equipment in the most effective way according to planning assumptions. MOPTs would need to work closely with International Coordination Centres (ICCs) and Local Coordination Centres (LCC). Prior to return operations, MOPTs would also give assistance to organising JRO in the planning and implementation phase of the flights..

Specialised branches option summary	
SB option number	**# 1 Mobile Operations Project Teams**
Benefits (strategic objectives involved)	- Ensure awareness and understanding of local conditions - Improve planning process effectiveness - Enhance involvement of officers during operations - Improve management of equipment during operations - Ensure effective and timely communication between MS and FX - Effectively use risk information - Increase interoperability and common approach (MS and FX)
Risks	- Detachment of Operations Project Teams from FX HQ requires proper coordination and control processes - ICT and security challenge - Cost analysis
Functions / activities performed by SB	- Detailed operations planning & execution - Gathering information for risk analysis purposes during operations - Providing information for FSC
Functions / activities performed by Frontex HQ	- Strategic, initial operations planning and operations evaluation - Information processing for FSC - Risk analysis and intelligence gathering - Training, R&D and pooled resources - Admin and finance
Time horizon	Team assembled for a given operation – can be temporary, semi-permanent or permanent
Sectors / border types	All – according to the scope of particular operation (Land, Air, Sea and Return operations)
Organisation impact	Additional service provided by Frontex operation team for hosting MS during operations, additional FTEs
Potential locations and number of SBs	According to risk analysis and projects executed (JO planned)
Cost impact (Frontex and MS budget)	- Headcount (FX) - Allowances, travel, accommodation (FX and MS)

4.2.2. Centre of Excellence Offices (CEO)

Centre of Excellence Offices (CEO) would be permanent specialised branches dedicated to a particular border type (e.g. land, see, air). SB offices could be potentially located in the MS having the most expertise in protection of a particular, external border type. These SBs would be responsible for the collection and dissemination of information and best practices concerning a particular border type. They would support risk analysis and situation monitoring (by developing interoperability and providing analytical support for operation purposes as well as having a role, among others, in collection of information – looking for new methods of information exchange), training, R&D and operations

planning by using their expertise in conducting activities and operations within a particular border type. They would support knowledge and facilitate exchange of experience between MS border guards and Frontex staff participating in joint operations. They would be also responsible for development and delivery of specialised trainings and courses related to air, land and sea border protection.

They would develop training best practices in conducting operations or more general border control within particular border type, thus supporting development of common approach for Joint Operations (JO). They would support R&D with initiatives for border protection methods and tools. They would be collecting best practices regarding border guard work in order to develop common approaches and procedures among MS and Frontex connected with a particular border type.

Specialised branches option summary	
SB option number	# 2 Centre of Excellence Offices
Benefits (strategic objectives involved)	- Further develop and harmonise trainings - Increase interoperability and common approach (MS and Frontex) - Effectively use risk information - Improve planning process effectiveness - Further develop and explore operational platforms (e.g. NCCs, FP) - Ensure effective and timely communication between MS and FX
Risks	- Partial decentralisation of risk information analysis as well as R&D and training activities - ICT and security challenge - Cost analysis
Functions / activities performed by SB	- Training and R&D - Collecting best practices - Processing risk analysis, operational and situational information
Functions / activities performed by Frontex HQ	- Risk analysis and intelligence gaining - Operations planning, execution and evaluation - Pooled resources - Training and R&D (coordination) - Admin and finance
Time horizon	Permanent
Sectors / border types	All
Organisation impact	Shift of some of the responsibilities from HQ to regional Frontex offices (transfer to CEO), additional FTEs
Potential locations and number of SBs	Three specialised branches – one for each border type; locations should be defined according to depth of expertise in Land, Air and Sea border protection presented by particular MS

Cost impact (Frontex and MS budget)	▪ Headcount (FX)
	▪ Allowances, travel, accommodation (FX and MS)
	▪ Office, equipment (FX and MS)

4.2.3. Intelligence and Liaison Coordination Offices

Intelligence and Liaison Coordination Offices (ILCO) would be permanently created specialised branches responsible for certain regions. Branches could be based on existing and planned FISO (Frontex Intelligence Seconded Officers) locations (Atlantic coast and south-west Mediterranean area, including Spain and Portugal – FISO office in Madrid; Eastern Balkan region and the south-east Mediterranean area, including Greece, Bulgaria, Cyprus and Romania - FISO office in Athens; Central Mediterranean, comprising Italy and Malta- FISO office in Rome; Eastern Borders with Ukraine and Serbia including Hungary, Slovakia, Slovenia and Romania).

These branches would have a regional responsibility and would be responsible for providing support for intelligence gathering in the region and for streamlining communication between MS located in the region and Frontex HQ. Other tasks would encompass supporting and encouraging MS to provide information / access to information related to operational needs, enhancing capabilities of MS authorities to provide accurate information and intelligence inputs for risk analysis and cultivating the communication between MS and Frontex. Intelligence and Liaison Coordination Offices would not be responsible for any risk analysis tasks.

These SBs would also be responsible for improving relations with local border authorities, monitoring national actions related to integrated border management, advising MS on using risk analysis outputs prepared at Frontex for national activities and advising relevant MS on establishing NCCs. These tasks would be fulfilled by deploying liaison staff from the Office. Liaison staff would be deployed to as many MS as it would be justified by the need analysis carried out in the regional SB (up to 30 deployed Liaison Offices - one in each MS).

Specialised branches option summary	
SB option number	#3 Intelligence and liaison coordination offices
Benefits (strategic objectives involved)	▪ Ensure effective and timely communication between MS and Frontex
	▪ Ensure awareness and understanding of local conditions (i.a. local structures and procedures)
	▪ Effectively use risk information – increase usage of risk information prepared at Frontex by MS border authorities
	▪ Further develop and explore operational platforms (e.g. NCCs, FP)

Risks	▪ Finding proper employees (need to know local conditions at the same time not losing the Frontex perspective) ▪ Requires significant delegation of power from HQ to SB (e.g. decision about deployment of Liaison Officers to MS) ▪ Lack of understanding of SB role in MS (possibility that SB will be seen as a way for Frontex to control MS) ▪ ICT and security challenge ▪ Cost analysis
Functions / activities performed by SB	▪ Information and Intelligence gathering ▪ Liaison services; executive support
Functions / activities performed by Frontex HQ	▪ Risk analysis ▪ Operations planning, execution and evaluation ▪ Training, R&D and pooled resources ▪ Admin and finance
Time horizon	Permanent
Sectors / border types	All
Organisation impact	Shift of some of the responsibilities from HQ to regional Frontex offices, additional FTEs
Potential locations and number of SBs	SBs in at least current and planned locations of FISO, additional locations according to risk analysis; up to 30 deployed Liaison Offices (one in each MS)
Cost impact (Frontex and MS budget)	▪ Headcount (FX) ▪ Allowances, travel, accommodation (FX and MS) ▪ Office, equipment (FX and MS)

4.2.4. Maritime Specialised Branches (MSB)

Maritime Specialised Branches (MSB) would be dedicated to provide support in risk analysis, planning, execution and evaluation of operations for maritime borders only. They would be permanent structures located where it would be best to support JO for maritime borders. Their main tasks would encompass supporting MS in gathering intelligence and information for risk analysis, situational monitoring, close cooperation with MS to increase their commitment (staff and equipment) for maritime operations, conducting operational planning of JO and extensively supporting execution of JOs. These SBs would gather experts dedicated exclusively to maritime borders. From this pool of experts these SBs could deploy employees for operation coordination and for support to hosting MS (i.a. to acquire and manage equipment and supervise the way operations are conducted to ensure alignment to best practices). Risk analysis experts from these specialised branches would also support risk analysis activities conducted in HQ by delivering more detailed situational information from area of their jurisdiction.

Specialised branches option summary	
SB option number	**# 4 Maritime Specialised Branches (MSB)**
Benefits (strategic objectives involved)	- Ensure awareness and understanding of local conditions - Improve planning process effectiveness - Enhance involvement of officers during operations - Improve management of equipment during operations - Ensure effective and timely communication between MS and FX - Effectively use risk information
Risks	- Challenge in terms of cooperation and coordination of operations involving other sectors; needs more focus on communication standards and cooperation between sectors - ICT and security - Cost analysis
Functions / activities performed by SB	- Gathering information for risk analysis purposes during maritime operations - Providing information for FSC - Detailed maritime operations planning & implementation - Some administrative services connected with the existence of physical regional office
Functions / activities performed by Frontex HQ	- Setting rules, procedures and supervising risk analysis activities in maritime sector - Consolidating local risk analysis information to achieve EU overall perspective - Deployment of planning activities and supervising if operation plans meet Frontex standards - Setting standards, implementing unified processes and procedures for all SBs and for the information exchange and information processing with HQ - Supervising performance of SB and taking final strategic and operational decisions - Operations evaluation - Training, R&D and pooled resources - Admin and finance
Time horizon	Permanent
Sectors / border types	Maritime
Organisation impact	Additional, permanent and specialised local structures and additional FTEs
Potential locations and number of SBs	According to risk analysis (min. 2 regional specialised branches)
Cost impact (Frontex and MS budget)	- Headcount (FX) - Allowances, travel, accommodation (FX and MS) - Office, equipment (FX and MS)

4.2.5. Intelligence Gathering and Operations Coordination Offices (IGOC)

Specialised branches created permanently with geographical jurisdiction for supporting information and intelligence gathering and planning and executing of operations carried out within the area of responsibility. Branches could be based on existing FISO locations and would be responsible for certain region. Main purpose of those offices would be twofold. Firstly, supporting information and intelligence gaining from selected regions and streamlining its timely transfer to Frontex HQ. Secondly, would be carrying out detailed planning of operations and supporting execution of operations by deployment of Frontex employees for operations coordination and engagement appropriate experts from MS to participate in missions in the region. Regarding intelligence gaining SBs would be responsible for supporting and encouraging MS to provide information / access to information related to operational needs, enhancing capabilities of MS authorities to provide accurate information and cultivating the communication between MS and Frontex. Regarding operations planning and execution, they would be responsible for carrying out detailed, operational part of planning and for bringing local authorities to work together during planning and execution. Deployed operations coordinators from those branches would assemble team experts (Frontex and MS staff) to support operations execution (much like MOPTs). Operations evaluation would be carried out in those branches as well.

Specialised branches option summary	
SB option number	**# 5 Intelligence gathering and operations coordination offices**
Benefits (strategic objectives involved)	- Ensure awareness and understanding of local conditions - Effectively use risk information - Ensure effective and timely communication between MS and FX - Improve planning process effectiveness - Enhance involvement of officers during operations - Improve management of equipment during operations - Increase interoperability and common approach (MS and FX)
Risks	- Requires significant delegation of power from HQ to SBs (responsibility for planning of operations, evaluation, supervision of intelligence gathering process - ICT and security challenge - Cost analysis
Functions / activities performed by SB	- Intelligence gathering - Operations planning, execution and evaluation - Some administrative services connected with the existence of physical regional office - Financial tasks as regards the paper work for reimbursing MS costs related to operations

Functions / activities performed by Frontex HQ	- Risk analysis - Strategic, initial operations planning - Training, R&D and pooled resources - Admin and finance
Time horizon	Permanent SBs in particular regions
Sectors / border types	All
Organisation impact	Shift of some of the responsibilities from HQ to regional Frontex offices
Potential locations and number of SBs	At least current three locations where FISO are placed, one planned for Eastern Borders with Ukraine and Serbia, additional locations according to risk analysis
Cost impact (Frontex and MS budget)	- Headcount (FX) - Allowances, travel, accommodation (FX and MS) - Office, equipment (FX and MS)

4.2.6. Regional Frontex Agencies (RFXA)

Regional Frontex Agencies (RFXA) would be specialised branches involving all divisions of Frontex. They would be permanent offices with most of the operational responsibilities of current Frontex HQ. RFXA would perform all activities connected with risk analysis (Frontex HQ would set rules, procedures and would supervise risk analysis activities). It would also combine local risk analysis results to create overall risk analysis picture and to set directions for further actions for the region. SBs would also be responsible entirely for planning of operations to be conducted in the area of jurisdiction (HQ would be responsible for strategic planning activities and for supervising if operation plans meet Frontex standards) as well as for supervision of execution and evaluation of operations. Specialised branches would also provide trainings and input for central R&D regarding responsibility for particular border type. Generally, in this concept, Frontex HQ would set standards, implement unified processes and procedures for all SBs and would supervise their performance. HQ would also make all final strategic decisions as regards operational activities. It would also create final (overall and global) risk analysis recommendations, approve training plans and set directions for R&D activities. Major input for those areas would come from specialised branches.

Specialised branches option summary	
SB option number	**# 6 Regional Frontex Agencies (RFXA)**
Benefits (strategic objectives involved)	- Ensure awareness and understanding of local conditions - Effectively use risk information - Ensure effective and timely communication between MS and FX - Improve planning process effectiveness - Enhance involvement of officers during operations - Improve management of equipment during operations
Risks	Decentralisation of structures – challenge in delegation of responsibilities and coordination

	▪ Duplication of functions and responsibilities across regions requires great focus on coordination aspects ▪ Need for more complex communication, risk analysis, planning processes ▪ ICT and security ▪ Cost analysis
Functions / activities performed by SB	▪ Gathering information for risk analysis purposes during operations ▪ Providing information for FSC ▪ Detailed operations planning, implementation and evaluation ▪ Providing trainings and input for central R&D ▪ Pooled resources ▪ Admin and finance
Functions / activities performed by Frontex HQ	▪ Setting rules, procedures and supervising risk analysis activities conducted in SBs ▪ Consolidating local risk analysis information to achieve EU overall perspective ▪ Deployment of planning activities and supervising if operation plans meet Frontex standards ▪ Approval of training plans and setting directions for R&D activities ▪ Setting standards, implementing unified processes and procedures for all SBs ▪ Supervising performance of SB and final strategic and operational decisions ▪ R&D
Time horizon	Permanent
Sectors / border types	All
Organisation impact	Decentralisation of Frontex structures, additional FTEs
Potential locations and number of SBs	According to risk analysis (min. 2 regional agencies)
Cost impact (Frontex and MS budget)	▪ Headcount (FX) ▪ Allowances, travel, accommodation (FX and MS) ▪ Office, equipment (FX and MS)

4.3. Options summary and ranking

Potential options of SB presented above were discussed and evaluated by the Frontex Directory Board. Each option was evaluated with a focus on feasibility, cost/benefit ratio and potential risk connected with its implementation. Each option was awarded by each member of Frontex Directory Board with a score from 1 to 6 – 1 being most desirable and 6 being least desirable.
A summary of the ranking and selected options are highlighted in the table.

#	Specialised Branch name	Ranking score
1	Mobile Operations Project Teams (MOPT)	14
2	Centres of Excellence Offices (CEO)	17
3	Intelligence and Liaison Coordination Offices (ILCO)	20
4	Maritime Specialised Branches (MSB)	29
5	Intelligence Gathering and Operations Coordination Offices (IGOC)	22
6	Regional Frontex Agencies (RFXA)	40

The results of this evaluation enabled the review to select three of the options for further detailed evaluation. The three options selected for further analysis of impact on activities, costs, organisation, regulatory framework and cooperation with external stakeholders are the following:

- Mobile Operations Project Teams (MOPT)
- Centre of Excellence Offices (CEO)
- Intelligence and Liaison Coordination Offices (ILCO).

All above defined SB options, namely three selected ones, are not exclusive. They describe potential operating models which may be applied to specialised branches. Described operating models of SBs can be combined together to form the SB option that – in the opinion of Frontex and Management Board of Frontex – will address operational needs of the Agency in the extent required to improve operational capacity of the Agency. Frontex HQ suggested that one more option – a combination of the three selected options – should also be taken for detailed impact analysis.

5. Detailed evaluation of the selected specialised branch options

Impact analysis of the selected SB options

The impact analysis of the selected options is based upon the description of implementation issues related to activities and processes, administrative and financial aspects (including an estimate of major costs) as well as resources, organisation and internal regulatory framework. Additionally, it is described how SB could cooperate with existing networks, in which Frontex is involved and how the specialised branch would impact these networks as well as how changes to possible external environment scenarios may influence each option.

The impact of each SB option in relation to the aspects introduced above is described in the following sections. Below the key assumptions for each aspect are summarised.

Processes and activities

In order to describe an impact each SB option would have on activities / processes currently performed by Frontex, key activities were identified and grouped into 7 activity sections: Risk Analysis, Operations, Frontex Situation Centre (FSC), Training, Pooled Resources, Research and Development (R&D) and Horizontal Activities. Activities were identified on the basis of tasks assigned to Frontex according to Regulations (EC) 2007/2004 and (EC) 863/2007 as well as on the basis of Frontex Programme of Work 2009 and verified with Frontex representatives. These activities – for the purpose of impact analysis – are assigned either to the specialised branch, Frontex headquarters or both. The list of processes to be used for impact analysis is presented below:

Risk Analysis
• Collecting information and intelligence for risk analysis purposes
• Valuating and assessing information
• Conducting strategic long and midterm risk analysis – support for decision making and planning
• Conducting operational short term risk analysis to support JO and other operational activities
• Providing analytical support to implementation of operations
• Conducting analytical evaluation of the outcome of joint operation
• Developing risk analysis network and cooperation with 3rd countries in this regard
• Developing interoperability in the field of risk analysis

- Developing networking / human intelligence activities
- Providing analytical support for external stakeholders
- Sharing risk analysis outcomes at EU level (e.g. EUROPOL)

Operations

- Contributing to strategic planning of operations (related to specific operations)
- Tactical planning of joint operations (JO and JRO)
- Operational planning of operations (JO and JRO)
- Carrying out coordination activities during missions (briefing guest officers, fostering and monitoring cooperation between officers, monitoring cooperation between local authorities; coordinating exchange of information during operations, managing the use of equipment and deployment of pooled resources according to operational plan)
- Providing pre-return assistance for organising JRO
- Providing information for FSC
- Conducting evaluation (report) and evaluation approval
- Developing approaches to development of platforms for border management (e.g. EPN, FP, ICC)
- Supporting implementation of platforms for border management
- Further developing and implementing mapping processes
- Establishing and developing common approach and further implementation of EU Integrated Border Management concept through handbooks, manual and best practices

FSC

- Managing and coordination of information flow especially regarding operations
- Developing and maintaining situational picture of migration flows through external borders
- Coordinating exchange of information during operations
- Processing operational information for further use
- Providing project and product management support for the implementation and maintenance of information platforms to be used by MS and FX staff for multiple purposes (interoperability in the field of information exchange)
- Reporting on and supporting the coordination of emergency/crisis situations (incl. RABIT)

Training

- Establishing and developing a common core curriculum for border guard training
- Developing and providing training courses and seminars related to control and surveillance of external borders and return of third country nationals
- Undertaking training activities in cooperation with Member States

Pooled Resources

- Training of RABIT and FJST experts and ensuring their ability of deployment
- Developing pools of experts (RABIT and FJST) for effective contribution to operations
- Acquiring and keeping record of technical equipment for control and surveillance of external borders belonging to Member States (CRATE)
- Providing and deploying pooled resources for operations

R&D

- Setting and approving processes and procedures for R&D
- Collecting and disseminating information on border management technologies to Member States
- Directing and following research in the area of technical solutions used for border management and surveillance activities
- Analyzing and fulfilling needs for border management capabilities

Horizontal Activities

- Providing executive support (Liaison officers)
- Providing administration and legal services
- Carrying out tasks connected to managing external relations
- Conducting financial and procurement services

Cost estimates

Implementation of the different SB options will entail financial consequences for both the Frontex budget and the MS hosting office or branch. This study focuses on the impact on the Frontex budget and gives a qualitative indication regarding potential impact of particular SB options on MS budget.

Cost estimates include: human resource needs (required number of FTEs of various specialisations), required physical resources (e.g. land, equipment, information systems); and other investment and operational costs. Cost estimates for an SB are calculated as incremental costs (i.e. if a specialised branch takes over some current activities of Frontex only additional costs related to these activities are calculated; also if creation of SB will create cost synergies it will reduce total cost of its creation).

The Frontex Budget for 2009 was taken as a basis for comparison (reflecting current situation) with potential specialised branches options. The costs connected to staff and administration (reflected in Frontex budget Section 1 - Staff, Section 2 – Other Administrative Expenditure and Section 3 – Operational costs – the costs connected to allowances, travel and accommodation) are driven by the size of assumed headcount for each specialized branch option. Other costs connected to implementation of operations and training, R&D and pooled resources activities are unchanged and independent from specialized branch option.

Organisation impact

Organisation impact was assessed based on the assigned processes and activities to be performed in each specialised branch's option. Assumptions for headcount growth in each division / unit per particular option were discussed with respective Frontex employees. Based on these foundations costs impact was evaluated.

Regulatory framework

Nine documents were analyzed in order to assess the impact that potential specialised branches could have on the regulatory framework of Frontex.

The following documents were analysed:

- *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*

- *Regulation (EC) No 863/2007 of the European Parliament and of the Council of 11 July 2007 establishing a mechanism for the creation of Rapid Border Intervention Teams and amending Council Regulation (EC) No 2007/2004 as regards that mechanism and regulating the tasks and powers of guest officers*
- *Financial Regulation of the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union, Management Board Decision No 36/2008 of 16 December 2008*
- *Staff Regulations of officials and the conditions of employment of other servants of the European Communities applicable from 5th of March 1968 and further amended*
- *Regulation (EC) No 45/2001 of the European Parliament and of the Council of 18 December 2008 on the protection of individuals with regard to the processing of personal data by the Community institutions and bodies and on the free movement of such data*
- *Regulation (EC) no 1049/2001 of the European Parliament and of the Council of 30 May 2001 regarding public access to European Parliament, Council and Commission documents*
- *Frontex Internal Rules of Procedure, Decision of the Executive Director on the adoption of Frontex Internal Rules of Procedure, adopted on 12th of December 2008, entered into force on 1st of January 2009*
- *Frontex Code of Conduct, Decision of the Executive Director on the adoption of Frontex Code of Conduct of 1st of October 2008*
- *Frontex Code of Good Administrative Behaviour for staff in their relations with the public, Decision of the Executive Director on the adoption of a Frontex Code of Good Administrative Behaviour of 21st of May 2008*

Cooperation network with Member States and cooperation with third parties

Currently Frontex cooperates with Member States and has cooperation arrangements with EU agencies and other institutions. Frontex also cooperates with third countries. In addition, external parties with whom Frontex have signed working arrangements regarding their bilateral cooperation were also considered in the impact analysis.

In summary, existing and established networks and cooperation agreements in which Frontex is involved include:
- Cooperation network with MS:
  - FRAN
  - FISO
  - Frontex National Contact Points
  - ICCs
  - Existing networks for Frontex capacity building activities (e.g. national training coordinators group)
  - EUROSUR cooperation network (including NCCs)
  - Indirect / informal contacts through Frontex employees (especially SNEs)
- Contacts with EU bodies; inter alia:
  - EUROPOL
  - CEPOL
  - EU Joint Sitcen
  - EMSA
  - CFCA
- Contacts with United Nations, other international organisations and NGOs; inter-alia:
  - UNHCR

- o Interpol
- o IOM
- o ICMPD
- Contacts with third countries (with focus on EU candidate countries, neighbouring countries to EU external borders and countries of origin and with transit of high numbers of illegal migrants):
  - o Countries with which Frontex has signed working arrangements (Albania, Bosnia and Herzegovina, Croatia, Georgia, the former Yugoslav Republic of Macedonia, Moldova, Montenegro, Russian Federation, Serbia, Ukraine and the United States)
  - o Other countries

The impact that SB would have on existing and established networks and cooperation arrangements in which Frontex is involved is described separately for each SB option in the following sections of this document.

Possible scenarios

Each of the four options chosen for detailed evaluation is also assessed against a range of scenarios relating to possible developments to the external environment. For the purpose of this assessment three scenarios were identified.

Scenario 1: EU enlargement

The EU consists currently of 27 Member States. The current situation may change with the accession of new MS. At present, there are three candidate countries, Croatia, Turkey and the Former Yugoslav Republic of Macedonia. Accession negotiations are currently run with the first two countries. There are also potential candidate countries that may be able to join EU when they will meet accession criteria. These countries are: Albania, Bosnia and Herzegovina, Montenegro, Serbia and Kosovo under UNSC Resolution 1244/99. Additionally, on 16th July 2009 the application for EU membership was issued by Iceland.

As far as the candidate countries that started negotiations in 2005, i.e. Croatia and Turkey, are concerned, they are in the process of negotiating policy chapters. At the beginning of October 2009 Croatia had 12 chapters closed and 16 open. The country hopes to open all chapters by the end of this year and conclude negotiations on remaining EU chapters by March 2010. If Croatia joins the EU, the EU would have two new neighbouring countries: Bosnia and Herzegovina, and Montenegro.

Turkey's negotiations with the EU enabled one chapter (Science & Research) to be closed and 12 to be opened. It is believed that the preparation for Turkish membership in the EU may last. The accession of Turkey will mean a substantial change of the EU external borders as the Union would have new neighbouring countries of:
- Georgia
- Azerbaijan
- Armenia
- Iran
- Iraq
- Syria.

Although Frontex is currently enhancing its cooperation with candidate countries, the EU enlargement will have an impact on the overall operations of Frontex as cooperation will be further intensified, should candidate countries become EU Member States.

Scenario 2: Schengen enlargement
The Schengen area is a group of countries that abolished border control between each other. The group consists of 22 EU countries (all apart from the United Kingdom, Ireland, Cyprus, Romania and Bulgaria) and three non-EU countries (Iceland, Norway and Switzerland). The Schengen rules, which are a part of EU law, remove all internal border control while putting more attention to external borders' protection and introduction of a common visa policy. The possible enlargement of Schengen area includes Romania and Bulgaria (possibly in 2011) as well as Liechtenstein and Cyprus which may start the Schengen evaluation process in a near future.

"Key rules adopted within the Schengen framework include:
- Removal of checks on persons at the internal borders
- Common set of rules applying to people crossing the external borders of the EU Member States
- Harmonisation of the conditions of entry and of the rules on visas for short stays
- Enhanced police cooperation (including rights of cross-border surveillance and hot pursuit)
- Stronger judicial cooperation through a faster extradition system and transfer of enforcement of criminal judgments
- Establishment and development of the Schengen Information System (SIS)."[21]

It is foreseen that Frontex could play a "supportive role in the Schengen evaluation 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."[22] The European Commission in its Impact Assessment to the 'Report on the evaluation and future development of the Frontex Agency' assessed that Frontex's participation in Schengen evaluation mechanism would not require amendment to the current mandate of the Agency. "However, this will need to be further assessed once the more precise role of Frontex in the new mechanism has been elaborated further."[23] The possible new activities connected with Schengen evaluation mechanism may have an impact on the tasks performed by specialised branches.

Schengen area enlargement may also have an impact on migration paths. As the external borders move, new migration routes may appear and may replace the previous ones. It might have an impact on the Frontex operating model, as operational cooperation may be moved to new areas and the way migration flows could change may prove hard to predict. The impact of changed migration patterns will not be further discussed in this document as potential locations of the four SB options evaluated have not been considered.

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[21] http://europa.eu/legislation_summaries/justice_freedom_security/free_movement_of_persons_asylum_immigration/l33020_en.htm
[22] Council of the European Union, Council Conclusions on the management of the external borders of the member states of the European Union, 5-6/06/2008
[23] European Commission, Report on the evaluation and future development of the Frontex Agency. Impact Assessment, 13/02/2008

Scenario 3: Enhancement of Frontex role in the area of joint operations

The European Council in its recent conclusions[24] calls for the enhancement of Frontex - in particular its operational capacities - and a proposal of the Commission revising the Frontex legal framework is expected in 2010. However, Frontex does not have a mandate for taking over responsibility from MS for the enforcement of border control rules. The potential development of its role seems only limited to enhanced presence during joint operations and increased focus on reporting and controlling incidents that can be followed by relevant authorities within Member States.

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[24] European Council Conclusions of 29/30 October

5.1. Mobile Operations Project Teams (MOPT)

According to the description of this SB option its goal is to provide more support for Member States during the planning and implementation phases of operations. During the planning phase MOPT members would provide support in the preparation of a detailed operational plan. During implementation of operations they would provide extensive support in coordination of the exchange of information between parties and authorities taking part in a particular operation. They would also support the managing of equipment during operations – acquisition of appropriate pieces of equipment as described in operational plan and effective management of equipment. MOPT would give assistance to organising a JRO in the planning and implementation phase of the flights Given the scope and nature of the MOPT responsibilities, it would be able to support tasks performed today by ICC and LCC.

This SB option is proposed as a temporary / semi-permanent structure – MOPT will be set up to support operations for the time of their duration – additional administrative costs will be minimised, however they will be closely dependent on the number of MOPT specialised branches set up at the same time. It is suggested that one MOPT is set up to support one operation only (regardless if Land, Air, Sea or return operation).

Impact analysis of this option is presented in the following sections.

Processes and activities

As MOPT specialised branch is supposed to be focused solely on operations support, only activities connected with the planning and implementation of operations will be shared between SB and headquarters. MOPTs would perform processes related to planning and implementation of particular operations as well as implementation of platforms and integrated border management system (e.g. EPN, FP and ICC).

Division / Unit	Processes / activities to be performed in specialised branch	Processes / activities to be performed in Frontex headquarters
Risk analysis	• Collecting information and intelligence for risk analysis purposes • Proposing suggestions on daily operational initiatives to be implemented in daily planning • Developing networking / human intelligence activities	• Collecting information and intelligence for risk analysis purposes • Valuating and assessing information • Conducting strategic long and midterm risk analysis – support for decision making and planning • Conducting operational short term risk analysis to support JO and other operational activities • Providing analytical support to implementation of operations • Conducting analytical evaluation of the outcome of joint operation • Developing risk analysis network and cooperation with 3rd countries in this regard • Developing interoperability in the field of risk analysis • Providing analytical support for external stakeholders • Sharing risk analysis outcomes on EU level (e.g. EUROPOL) • Providing analytical support for external stakeholders

Division / Unit	Processes / activities to be performed in specialised branch	Processes / activities to be performed in Frontex headquarters
Operations	• Carrying out coordination activities during operations • Providing pre-return assistance for organising JRO • Providing information for FSC • Supporting of implementation of platforms for border management • Developing common approach and further implementation of EU Integrated Border Management concept through handbooks, manual and best practices • Further developing and implementing of mapping processes	• Contributing to strategic planning of operations (related to specific operations) • Tactical planning of joint operations (JO and JRO) • Operational planning of operations (JO and JRO) • Providing pre-return assistance for organising JRO • Conducting evaluation (report) and evaluation approval • Developing of the approach to implementation of platforms for border management (e.g. EPN, FP, ICC) • Supporting of implementation of platforms for border management • Further developing and implementing mapping processes • Establishing and developing common approach and further implementing of EU Integrated Border Management concept
FSC	• Coordinating exchange of information during operations • Processing operational information for further use	• All activities performed by Frontex Situation Centre
Other		• All activities performed by Frontex headquarters

Costs (people and other resources)

Cost increase for Mobile Operations Project Teams (MOPT) in regard to:

- Headcount (including salaries), additional office space, administration, communication
- Allowances, travel, accommodation

is estimated **at the level of 6.6% (by 5.8 million EUR)**, while the **headcount increases by 21%**. Cost increase estimate refers to the total annual increase of costs associated with all teams (pool of experts available) to be deployed for operations.

Implementation of MOPT might also have an impact on MS budget. Potentially, an increase of MS budget might be a result of additional costs connected with deployment of experts for MOPT. On the other hand there is a potential decrease of overall operations costs in the long run due to improved implementation of operations (pooled resources allocation and utilisation).

Organisation

Implementation of **Mobile Operations Project Teams (MOPT)** as a specialised branch option has an impact on additional service provided by Frontex operations team for hosting Member States experts during operations.

In order to perform the processes and activities by Mobile Operations Project Teams (MOPT) the following impact on the headcount is assumed: **Risk Analysis Unit – additional 10-12 FTEs**, **Operations Unit – additional 29 FTEs**, **Administration Division – additional 1 FTE** to support MOPT in a daily work and additional **1 FTE for FSC** to be employed in HQ as a support for processing situational information gathered by mobile teams and forwarded to HQ.

Regulatory framework

Establishing Mobile Operations Project Teams will require taking the following regulations into account:

- *Financial Regulation of the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union, Management Board Decision No 36/2008 of 16 December 2008*

The regulation defines essential financial rules applicable to Frontex. The establishment of MOPTs may require the amendment of Frontex internal rules implementing the Frontex Financial Regulation.

- *Staff Regulations of officials and the conditions of employment of other servants of the European Communities applicable from 5th of March 1968 and further amended*

Frontex staff policy must be prepared and developed in accordance with Staff Regulations. This is a general regulation which does not require amendment, while the employment of officers to work in MOPTs should follow the directions specified in these Staff Regulations. However, Frontex internal rules implementing these Staff Regulations and the Frontex autonomous rules on SNEs (Seconded National Experts) may need to be revised.

- *Frontex Internal Rules of Procedure, Decision of the Executive Director on the adoption of Frontex Internal Rules of Procedure, adopted on 12th of December 2008, entered into force on 1st of January 2009*

Frontex Internal Rules of Procedure provides an overview of the internal organisation and division of tasks within Frontex. One of their aims is to synchronise the delegated powers of the Authorising Officer for implementation of Frontex budget with the decision making powers related to operative decision on Frontex activity. The creation of MOPTs may require some adjustments to Frontex Rules of Procedure and amendments to the Rules of Procedure of Operations Division.

Cooperation network with Member States and cooperation with third parties

Mobile Operations Project Teams deployment would result in an increased local presence of Frontex (on operational level). MOPT would remain in contact with national border management authorities as well as could gather local-level information and exchange data. MOPT would work directly with ICCs or LCCs.

MOPT could also cooperate with EUROPOL or EMSA by offering support for operational involvement of these partners at the external borders.

Scenarios

EU enlargement will result in an increased number of operations, therefore requiring an increase in operational cooperation. As MOPT is suggested to be only a temporary or semi-permanent structure there will not be any issue regarding location of potential offices. Some travel costs may increase in the case of operations taking place in distant parts of the extended EU.

As the MOPTs would be operational teams focused on planning and implementing operations, they would not be involved in possible future Schengen evaluation tasks.

Regarding the scenario of enhancement of Frontex role in the area of joint operations – such development of Frontex responsibilities would require implementation of reporting and controlling procedures between MOPT and Frontex headquarters and between local authorities and Frontex, meaning also that MOPT would be present in the host country during joint operation. Organisational structures within MOPT would need to be defined and – most likely – mobile teams would need to involve more members covering functions related to reporting and controlling functions. MOPT responsibility could be broadened with the responsibility of promoting application of border management concept in Member States.

5.2.   Centre of Excellence Offices (CEO)

Centre of Excellence Offices (CEO) would be permanent specialised branches dedicated to support risk analysis, training and R&D activities for particular border type separately. They would be permanent structures with some administrative functions necessary to support local offices. SB offices could be potentially located in MS having the most expertise in protection of a particular, external border type. The value added of these SB would include: better understanding and recognition of information important from a risk analysis perspective; more focused development and delivery of training for border guards; enhanced development and promotion of best practices for each border type and more expert support for R&D activities as well as more effective development of the pool of experts (by close cooperation with national authorities). Each CEO branch is expected to support activities covering one border type which means that three SBs could be created.

Impact analysis of this option is presented in the following sections.

Processes and activities

Centre of Excellence Offices would share with Frontex headquarters processes related to Risk analysis, Training, Pooled Resources and R&D. Frontex headquarters would have a managerial role in these areas. It would coordinate, supervise and set common rules, processes and procedures while SB would perform activities related to subject matter development and implementation. Activities related to planning, implementation and evaluation of operations will remain in the headquarters.

Division / Unit	Processes / activities to be performed in specialised branch	Processes / activities to be performed in Frontex headquarters
Risk analysis	• Collecting information and intelligence for risk analysis purposes • Valuating and assessing information • Developing networking / human intelligence activities	• Conducting strategic long- and midterm risk analysis – support for decision making and planning • Conducting operational short term risk analysis to support JO and other operational activities • Providing analytical support to implementation of operations • Conducting analytical evaluation of the outcome of joint operation • Developing risk analysis network and cooperating with 3rd countries in this regard • Developing interoperability in the field of risk analysis • Providing analytical support for external stakeholders • Sharing risk analysis outcomes on EU level (e.g. EUROPOL)
Training	• Developing and providing training courses and seminars related to control and surveillance of the external borders and return of third country nationals • Undertaking training activities in cooperation with Member States	• Establishing and developing a common core curriculum for border guards training • Developing requirements and general rules for training courses and seminars

Division / Unit	Processes / activities to be performed in specialised branch	Processes / activities to be performed in Frontex headquarters
Pooled resources	• Training RABIT and FJST experts and ensuring their ability of deployment • Supporting the development of pools of experts (RABIT and FJST) for effective contribution to operations • Acquiring and keeping record of technical equipment for control and surveillance of external borders belonging to Member States (CRATE)	• Acquiring and keeping record of technical equipment for control and surveillance of external borders belonging to Member States (CRATE) • Providing and deploying pooled resources for operations • Developing pools of experts (RABIT and FJST) for effective contribution to operations
R&D	• Collecting and disseminating information on border management technologies to Member States • Directing and following research in the area of technical solutions used for border management and surveillance activities	• Analyzing and fulfilling needs for border management capabilities • Setting and approving processes and procedures for R&D
Other		• All activities performed by Frontex headquarters

Costs (people and other resources)

Cost increase for Centre of Excellence Offices (CEO) in regard to:

- Headcount (including salaries), additional office space, administration, communication
- Allowances, travel, accommodation

is estimated **at the level of 7% (by 6.3 million EUR)**, while the **headcount increases by 18%**.

Cost increase estimate refers to the establishment of 3 specialised branches.

No major impact is expected at this point of the feasibility study on MS budgets.

Organisation

Implementation of **Centre of Excellence Offices (CEO)** as a specialised branch option has an impact on the shift of some of the responsibilities from headquarters to regional Frontex offices (transfer to CEO).

In order to perform the processes and activities by Centre of Excellence Offices (CEO) the following impact on the headcount is assumed: **Risk Analysis Unit – additional 15 FTEs**, T**raining Unit – 6 additional FTEs**, **R&D Unit – 6 additional FTEs**, **Pooled resources Unit – 3 additional FTEs**, **Administration Division – additional 6 FTEs** to support CEO in a daily work.

Regulatory framework

For the permanent structure of Centre of Excellence Offices a "Seat Agreement" with the Host Country of the office needs to be concluded.

Establishing Centre of Excellence Offices will require taking the following regulations into account:

- *Financial Regulation of the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union, Management Board Decision No 36/2008 of 16 December 2008*

The regulation defines essential financial rules applicable to Frontex. The establishment of CEOs will require the amendment of Frontex internal rules implementing the Frontex Financial Regulation.

- *Staff Regulations of officials and the conditions of employment of other servants of the European Communities applicable from 5th of March 1968 and further amended*

All Frontex activities relating to staff procedures must be prepared and developed in accordance with Staff Regulations. This is a general regulation that does not require amendment, while the employment of officers to work in CEOs should follow the directions specified in Staff Regulations.

- *Frontex Internal Rules of Procedure, Decision of the Executive Director on the adoption of Frontex Internal Rules of Procedure, adopted on 12th of December 2008, entered into force on 1st of January 2009*

Frontex Internal Rules of Procedure provide overview of the internal organisation and division of tasks within Frontex. One of their aims is to synchronise the delegated powers of the Authorising Officer for implementation of Frontex budget with the decision making powers related to operative decision on Frontex activity. The creation of CEOs may require some adjustments to Frontex Rules of Procedure and amendments to the Rules of Procedure of Capacity Building Division.

Cooperation network with Member States and cooperation with third parties

Centre of Excellence Offices would be capacity building SBs for given types of border. They would develop and support implementation of best practices in the area of external border management. Implementation of CEOs would impact existing networks and structures in which Frontex is involved. They would also be responsible for testing new technologies and new concepts of surveillance relevant for particular border type. CEOs would support ICCs with the implementation of best practices for operations coordination. CEOs would support the national border management capabilities by providing i.a. tailored trainings for border guards.

CEOs would cooperate with those external parties that could support them in capacity building activities.. It could be cooperation with e.g. IOM, ICMPD and UNHCR regarding best practices sharing or training.

CEOs could develop best practices and interoperability standards that might be an input for the development of EUROSUR.

Scenarios

EU enlargement will not directly influence either requirements or the scope of activities to be performed by the specialised branch.

As it is foreseen that Frontex could play a supportive role in the Schengen evaluation mechanism, with regard to relevant risk analysis for the purpose of evaluation missions and possibly also by providing necessary training to optimise implementation of those missions, this scenario would have an impact on the scope of responsibilities for CEO specialised branches. SB would need to further increase headcount to cover activities related to Schengen evaluation mechanism. What is more travelling and accommodation costs would also be subject to substantial increase. Enhanced Frontex operational role would most probably have an impact on quantity and nature of information processed in the Agency, impacting, as a consequence, breadth and depth of training needs to be covered and putting more requirements for sharing of experience. New Schengen countries could benefit from expertise and knowledge gathered in CEO branches.

5.3. Intelligence and Liaison Coordination Offices (ILCO)

Intelligence and Liaison Coordination Offices (ILCO) would be permanent specialised branches dedicated to support the intelligence activities within specified region of EU.

These regional branches would be responsible for providing support to intelligence and information gathering in the region and for streamlining communication between MS located in the region with Frontex headquarters. Value added for Member States would include improved relations between local border authorities and Frontex structures as well as fostered actions related to implementation of integrated border management system. Member States would also be provided with guidelines on how risk analysis output prepared by Frontex should be used for improving border protection and surveillance activities on national level.

Given the Frontex FISO concept, implementation of this SB option would be connected with setting up three to four specialised branches depending on the scenario of EU enlargement. The locations of SBs would need to be based on detailed risk and need analysis. Branches could be based on existing and planned FISO locations (Atlantic coast and south-west Mediterranean area, including Spain and Portugal – FISO office in Madrid; Eastern Balkan region and the south-east Mediterranean area, including Greece, Bulgaria, Cyprus and Romania - FISO office in Athens; Central Mediterranean, comprising Italy and Malta- FISO office in Rome; Eastern Borders with Ukraine and Serbia including Hungary, Slovakia, Slovenia and Romania).

Impact analysis of this option is presented in the following sections.

Processes and activities

ILCO specialised branches would support Frontex headquarters in developing interoperability in the field of risk analysis – they would share activities related to information detection, collection and transfer for further processing in Risk analysis unit with Frontex headquarters. They would also monitor and support activities performed in Member States which relate to integrated border management. Some administrative processes must also be implemented as this option assumes setting up a permanent office for each specialised branch created.

Division / Unit	Processes / activities to be performed in specialised branch	Processes / activities to be performed in Frontex headquarters
Risk analysis	• Collecting information and intelligence for risk analysis purposes • Valuating and assessing information • Developing networking / human intelligence activities	• Conducting strategic long and midterm risk analysis – support for decision making and planning • Conducting operational short term risk analysis to support JO and other operational activities • Providing analytical support to implementation of operations • Conducting analytical evaluation of the outcome of joint operation • Developing risk analysis network and cooperating with 3rd countries in this regard • Developing interoperability in the field of risk analysis • Providing analytical support for external stakeholders • Sharing risk analysis outcomes on EU level (e.g. EUROPOL)
Operations	• Supporting implementation of platforms for border management • Further developing and implementation of mapping processes • Establishing and developing common approach and further implementation of EU Integrated Border Management concept through handbooks, manual and best practices	• Other operational activities
FSC	• Coordinating exchange of information during operations • Processing operational information for further use • Providing project and product management support for the implementation and maintenance of information platforms to be used by MS and FX staff for multiple purposes (interoperability in the field of information exchange)	• Managing and coordination of information flow especially regarding operations • Developing and maintaining situational picture of migration flows through external borders • Reporting on and supporting the coordination of emergency/crisis situations (incl. RABIT)
Horizontal activities	• Providing executive support (Liaison officers)	• Other horizontal activities
Other		• All activities performed by Frontex headquarters

Costs (people and other resources)

Cost increase for Intelligence and Liaison Coordination Offices (ILCO) in regard to:

- Headcount (including salaries), additional office space, administration, communication
- Allowances, travel, accommodation

is estimated **at the level of 4.6 % (by 4 million EUR)**, while the **headcount increases by 13.6%**. The cost increase estimate refers to the establishment of three specialised branches.

Organisation

The implementation of **Intelligence and Liaison Coordination Offices (ILCO)** as a specialised branch option has an impact on the shift of some of the responsibilities from headquarters to regional Frontex offices (transfer to ILCO). Detailed analysis and recommendation for division of

responsibilities for certain tasks and activities is needed to mitigate the risk of damaging uniformity of the Agency in intelligence and risk analysis area.

In order to perform the processes and activities by Intelligence and Liaison Coordination Offices (ILCO) the following impact on the organisation is assumed: **Risk Analysis Unit** – **additional 21 FTEs**, **Administration Division – additional 6 FTEs** to support ILCO in a daily work and additional **1 FTE for FSC** to be employed in HQ as a support for processing situational information gathered by mobile teams and forwarded to HQ.

Regulatory framework

For Intelligence and Liaison Coordination Offices as permanent structures, a "Seat Agreement" with the Host Country of the office needs to be concluded.

Establishing Intelligence and Liaison Coordination Offices will require taking the following regulations into account:

- *Financial Regulation of the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union, Management Board Decision No 36/2008 of 16 December 2008*

The regulation defines essential financial rules applicable to Frontex. The establishment of ILCOs will require the amendment of Frontex's internal rules implementing the Frontex Financial Regulation.

- *Staff Regulations of officials and the conditions of employment of other servants of the European Communities applicable from 5th of March 1968 and further amended*

All Frontex activities relating to staff procedures must be prepared and developed in accordance with Staff Regulations. This is a general regulation that does not require amendment, while the employment of officers to work in ILCOs should follow the directions specified in Staff Regulations.

- *Frontex Internal Rules of Procedure, Decision of the Executive Director on the adoption of Frontex Internal Rules of Procedure, adopted on 12th of December 2008, entered into force on 1st of January 2009*

Frontex Internal Rules of Procedure provide overview of the internal organisation and division of tasks within Frontex. One of their aims is to synchronise the delegated powers of the Authorising Officer in relation to the Frontex budget with the decision making powers related to operative decision on Frontex activity. The creation of ILCOs may require some adjustments to the Frontex Rules of Procedure and amendments to the Rules of Procedure of Operations Division and Executive Support.

Cooperation network with Member States and cooperation with third parties

Intelligence and Liaison Coordination Offices would be regional SBs responsible for information & intelligence gathering as well as enhancing the communication flow between Frontex and MS. ILCOs would inter-relate with Member States authorities. ILCOs could support operational activities by streamlining communication between local border management authorities and Frontex. Cooperation between ILCOs and MS would be bilateral, as ILCOs could not only obtain information from MS, but also encourage MS to use the outputs from risk assessments prepared by Frontex. ILCOs would also support the proper functioning of the FRAN network and the Risk Analysis Networks created with Third Countries.

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ILCOs could support EUROSUR development in two ways. Firstly, they could participate in providing information to obtain situational pictures. Secondly, they could support spreading best practices and interoperability standards for the development of EUROSUR (for example, spreading the best practices developed in MS regarding NCCs establishment).

Scenarios

As more countries may accede the EU, network of Intelligence and Liaison Coordination Offices will have to evolve to cover the extended area. As those branches would be responsible for intelligence and liaison activities within a certain region – either the geographical reach of a particular SB, or the number of SBs would need to be expanded. This may, of course, require a further increase in the Frontex budget.

Schengen enlargement would have only a limited influence on ILCO specialised branches. They could assist new Schengen countries with some support in implementation concept of border management.

No major impact is expected for the scenario of enhancing Frontex's role in the area of joint operations, as ILCO SB does not cover operations in their scope of responsibilities.

Regional Specialised Branch (RSB)

As mentioned earlier in chapter 4 of this report, the presented operating models of SB are not mutually exclusive and may be perceived as elements that can be merged in order to support further enhancement of the Agency's performance. Possible combinations of SB options would help SB offices to gain critical mass that will justify the implementation of specialised branches local offices.

Taking into consideration the need for further enhancement of the operational agility, operational and geographical coverage, the need to increase local focus as well as the need for further support for development of platforms for integrated border management, the Frontex HQ proposed at Management Board meeting on November 20, 2009 to combine the three selected – described earlier in the document – SB options into one, integrated concept. Selected options involve three functions: capacity building, as the primary function in CEO SB option, operations as the core function of MOPT and intelligence as the core function of ILCO. As intelligence (and following risk analysis function) links closely with operations, it seems that combining MOPT and ILCO into one model could support the enhancement of the operational performance of the Agency. Combined intelligence and operations model may be the first element of such an integrated SB concept – a Regional Specialised Branch (RSB).

At the same time, there are also other significant operational aspects identified in the course of this study, which may not necessarily be addressed by the combined intelligence and operations SB concept. Those are, among others, the need for ensuring that operation evaluation conclusions help to improve future operations, further development of expertise in managing different border types as well as promotion and dissemination of best practices identified and put together by risk analysis and operations divisions. Those aspects are addressed by CEO SB operating model, which could form the second element of the Regional Specialised Branch model. As a result RSB-Air, RSB-Land and RSB-Sea would be created.

Following the operating models of CEO, MOPT and ILCO, RSB – according to the above conclusions – could be organised in the following way. CEO could be the backbone for this concept, being responsible for the development of expertise in managing different border types. Other element of this concept, the combined intelligence and operations aspects – ILCO and MOPT would form "operational components" for the planning and implementation of operations as well as for gathering intelligence needed for risk analysis purposes. Given the geographical size of sea and land border, there could be two operational components for land operations (one for eastern border, second for Western Balkans and Black Sea) and two components for maritime operations (one for south-west sea border and the second one for south-east sea border). Given the fact that MOPT is a temporary structure, an operational component for MOPT would actually mean that the branch will be a sort of "base" from where mobile teams would be deployed for operational coordination activities.

Operational components could be part of RSBs assigned to deal with particular border types. Hence, the eastern land border operational component could belong to RSB-Land and – accordingly – one of the maritime operational components could be located in the same premises as RSB-Sea. Two remaining operational components (one for Land operations and one for Sea operations) could remain as standalone, smaller offices. As mentioned earlier, given the geographical span of the operations, there should be rather two operational components for land and sea operations (to ensure agility)

located separately. It is yet to be decided, if RSB-Air should include separate intelligence and operations structures specifically dedicated for Air borders.

MOPTs being a part of operational components would follow the model described in chapter 5.1. They would be teams of experts deployed to the area of operations, supporting them for the time of their duration. Given the scope and nature of the suggested support, MOPT would cooperate very closely with ICCs on operation coordination issues. In between the operations MOPT pools of experts could be hosted by RSBs and operational components. MOPTs deployment would result from headquarters planning of operations.

Assistance to organizing JRO in the planning and implementation phase of the flights could be assigned to RSB-Air, as return operations use most often air transportation to return illegal immigrants to their countries of origin.

In conclusion, the SB concept integrating three selected SB options would consist of three offices (RSB-Air, RSB-Sea and RSB-Land) combining CEO, MOPT and ILCO responsibilities, and two additional ones involving only MOPT and ILCO responsibilities (operational components) for better geographical coverage of operations.
Analysis of the impact RSBs would have on the Agency will be presented on the basis of specialised branch office combining CEO, MOPT and ILCO responsibilities.

Processes and activities

RSBs would share processes related to Risk analysis, Operations, FSC, Training, Pooled Resources, R&D and Horizontal activities with Frontex headquarters. Frontex headquarters would have a managerial role in these areas. It would coordinate, supervise and set common rules, processes and procedures, while RSB would perform activities related to subject matter development and implementation. Some administrative processes must also be implemented at RSB, as this option assumes setting up permanent offices for each specialised branch.

Division / Unit	Processes / activities to be performed in specialised branch	Processes / activities to be performed in Frontex headquarters
Risk analysis	• Collecting information and intelligence for risk analysis purposes • Valuating and assessing information • Proposing suggestions on daily operational initiatives to be implemented in daily planning • Developing networking / human intelligence activities • Supporting headquarters in conducting other activities	• Collecting information and intelligence for risk analysis purposes • Conducting strategic long and midterm risk analysis – support for decision making and planning • Providing analytical support to implementation of operations • Conducting operational short term risk analysis to support JO and other operational activities • Conducting analytical evaluation of the outcome of joint operation • Providing analytical support for external stakeholders • Sharing risk analysis outcomes on EU level (e.g. EUROPOL) • Developing interoperability in the field of risk analysis • Developing risk analysis network and cooperation with 3rd countries in this regard

Division / Unit	Processes / activities to be performed in specialised branch	Processes / activities to be performed in Frontex headquarters
Operations	• Carrying out coordination activities during operations • Providing information for FSC • Supporting implementation of platforms for border management • Further developing and implementing mapping processes • Developing common approach and further implementation of EU Integrated Border Management concept through handbooks, manual and best practices • Supporting headquarters in conducting other activities	• Contributing to strategic planning of operations (related to specific operations) • Tactical planning of joint operations (JO and JRO) • Operational planning of operations (JO and JRO) • Providing pre-return assistance for organising JRO • Conducting evaluation (report) and evaluation approval • Developing the approach to implementation of platforms for border management (e.g. EPN, FP, ICC) • Supporting implementation of platforms for border management • Further developing and implementation of mapping processes • Establishing and developing common approach and further implementing EU Integrated Border Management concept
FSC	• Coordinating exchange of information during operations • Processing operational information for further use • Supporting headquarters in conducting other activities, e.g. collection of information and maintaining situational picture	• All activities performed by Frontex Situation Centre
Training	• Developing and providing tailored training courses and seminars related to control and surveillance of the external borders and return of third country nationals • Undertaking training activities in cooperation with Member States • Supporting headquarters in conducting other activities	• Developing and providing general training courses and seminars related to control and surveillance of the external borders and return of third country nationals • Establishing and developing a common core curriculum for border guards training • Developing requirements and general rules for training courses and seminars
Pooled resources	• Training RABIT and FJST experts and ensuring their ability to deploy • Supporting development of pools of experts (RABIT and FJST) for effective contribution to operations • Acquiring and record of technical equipment for control and surveillance of external borders belonging to Member States (CRATE) • Supporting headquarters in conducting other activities	• Acquiring and keeping record of technical equipment for control and surveillance of external borders belonging to Member States (CRATE) • Providing and deploying pooled resources for operations • Developing pools of experts (RABIT and FJST) for effective contribution to operations
R&D	• Collecting and disseminating information on border management technologies to Member States • Directing and following research in the area of technical solutions used for border management and surveillance activities • Supporting headquarters in conducting other activities	• Analyzing and fulfilling needs for border management capabilities • Setting and approving processes and procedures for R&D

Division / Unit	Processes / activities to be performed in specialised branch	Processes / activities to be performed in Frontex headquarters
Horizontal activities	• Providing executive support (Liaison officers)	• Providing administration and legal services • Carrying out tasks connected to managing external relations • Conducting financial and procurement services

Costs (people and other resources) and Organisation

To analyse the cost impact of implementation of RSB the same number of joint operations was assumed as it was carried out in 2009. Frontex costs components which were assumed to increase as the result of establishing of RSB included the following:

- Cost of staff in active employment
- Cost of recruitment
- Cost of socio-medical infrastructure
- Other staff-related expenditure
- Social welfare
- Entertainment and representation expenses
- Rental of buildings and associated costs
- Data processing & telecommunication,
- Movable property and associated costs
- Current administrative expenditure
- Postal charges
- Costs related to operational activities.

Below are the cost increase estimates for RSB-Land, RSB-Sea and RSB-Air.

Function	Estimated FTE increase		
	RSB-Sea	**RSB-Land**	**RSB-Air**
RAU	9	3	2
Operations	21	9	3
Training	2	2	2
R&D	2	2	3
Pooled Resources	1	1	1
Admin	3	2	2
FSC	1	1	1
Total	**39**	**20**	**14**
Estimated annual cost increase	**5.7 Million EUR**	**3.4 Million EUR**	**2.5 Million EUR**

Regarding the headcount increase for RSB-Sea, it was assumed that there will be additional 39 FTEs required (on top of current employment) including additional 9 FTEs in RAU, 21 FTEs in Operations, 2 FTEs in Training, 2 FTEs in R&D, 3 FTEs in Admin unit, 1 FTE in Pooled Resources unit and 1 FTE in FSC unit to support processing of situational information captured in SB.

Following above assumptions, the total cost increase for one RSB-Sea office is estimated at the level of **5.7 million EUR**, out of which, approximately 1.4 million EUR is connected with the Risk Analysis unit, 3.3 million EUR with the Operations Unit (together with FSC), 0.7 million EUR with the Capacity Building unit and 0.3 million with the Admin unit.

In regard to the intelligence function of RSB-Sea, it will be covered by ILCO structure which, in turn, is based on the FISO concept. Under RSB-Sea there would need to be 2 ILCO offices: one located in the same premises as RSB-Sea, the second one can be located in another part of the Mediterranean area together with the operational function – MOPT structure. The cost impact of having RSB-Sea structures in the Mediterranean area is estimated for both premises together – the main RSB office (capacity building, intelligence and operations functions) and the operational component (intelligence and operations functions only).

Regarding headcount increase for RSB-Land it was estimated that there will be additional 20 FTEs required (on top of current employment) including additional 3 FTEs in RAU, 9 FTEs in Operations, 2 FTEs in Training, 2 FTEs in R&D, 2 FTEs in Admin unit, 1 FTE in Pooled Resources unit and 1 FTE in FSC unit to support processing of situational information captured in SB.
Following above assumptions, the total cost increase for one RSB-Land office is estimated at the level of 3.4 million EUR, out of which 0.6 million EUR is connected with the Risk Analysis unit, 1.8 million EUR with the Operations Unit (together with FSC), 0.7 million EUR with the Capacity Building unit and 0.3 million with the Admin unit.

Under RSB-Land – like RSB-Sea – there would need to be 2 operational components including both operational and intelligence function: one located in the same premises as RSB-Land office, the second one can be located in another part of the eastern EU territory to support operational activity in that area.

Regarding headcount increase for RSB-Air it was estimated that there will be additional 14 FTEs required (on top of current employment) including additional 2 FTEs in RAU, 3 FTEs in Operations, 2 FTEs in Training, 3 FTEs in R&D, 2 FTEs in Admin unit, 1 FTE in Pooled Resources unit and 1 FTE in FSC unit to support processing of situational information captured in SB.
Following above assumptions, the total cost increase for one RSB-Land office is estimated at the level of 2.5 million EUR, out of which 0.4 million EUR is connected with the Risk Analysis unit, 0.8 million EUR with the Operations Unit (together with FSC), 1 million EUR with the Capacity Building unit and 0.3 million with the Admin unit.

RSB-Air, apart from capacity building functions related with Air borders, could also be responsible for development and dissemination of best practices regarding travel document handling (e.g. detection of forged documents), as protecting Air borders involve investigating a variety of travel documents. RSB-Air will also include an operational component including both operational and intelligence functions.

Another organisational issue connected with the implementation of regional specialised branches is related to the way RSBs will cooperate and interrelate with each other. For the purpose of operations covering multiple types of borders, MOPT experts hosted by different RSBs or operational components could be combined to form a dedicated MOPT team with appropriate knowledge and expertise to support given operations. Such an approach will assure that the best practices of working

methods and standards developed for each border type will be best utilised during a common operation. There should also be an exchange of best practices of working methods between RSBs responsible for particular border types, regarding developing pools of experts for specific border types, trainings and carrying out R&D tasks. Despite the exchange of information and dedicating resources for common operations, RSBs should not be organisationally dependent on each other and each regional branch should report to headquarters according to the agreed organisational structure.

Regulatory framework

For the permanent structure of RSB a "Seat Agreement" with the Host Country of the office needs to be concluded.

Establishing the SBs combining together CEO, MOPT and ILCO options would require taking the following regulations into account:

- *Financial Regulation of the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union, Management Board Decision No 36/2008 of 16 December 2008*

The regulation defines essential financial rules applicable to Frontex. The establishment of such a SB would require the amendment of Frontex's internal rules implementing the Frontex Financial Regulation.

- *Staff Regulations of officials and the conditions of employment of other servants of the European Communities applicable from 5th of March 1968 and further amended*

The Frontex staff policy must be prepared and developed in accordance with the Staff Regulations. This is a general regulation that does not require amendment, while the employment of officers working in RSB structures should follow the directions specified in these Staff Regulations. However, Frontex internal rules implementing these staff regulations and Frontex autonomous rules on SNEs (Seconded National Experts) may need to be revised.

- *Frontex Internal Rules of Procedure, Decision of the Executive Director on the adoption of Frontex Internal Rules of Procedure, adopted on 12th of December 2008, entered into force on 1st of January 2009*

Frontex Internal Rules of Procedure provide overview of the internal organisation and division of tasks within Frontex. One of their aims is to synchronise the delegated powers of the Authorising Officer to implement the Frontex budget, with the decision making powers relating to the operative decision on Frontex activity. The creation of the discussed SBs may require some adjustments to the Frontex Rules of Procedure and amendments to the Rules of Procedure of Operations Division, Capacity Building Division and possibly Executive Support.

Cooperation network with Member States and cooperation with third parties

RSBs would be responsible for capacity building and operational coordination as well as intelligence gathering according to activities listed in the prior sections.

RSBs would inter-relate with Frontex Risk Analysis Network (FRAN). They would also cooperate with ICCs, supporting them i.a. in spreading tools and methods and dissemination of best practices. They

could also support ICCs by providing information and streamlining communication between local border management authorities and Frontex.

Cooperation between intelligence function of RSB and MS would be bilateral, as RSBs would not only obtain information from MS, but also encourage MS to use the outputs from risk assessments prepared by Frontex. The capacity building function within RSB could also gather information on MS demand for training and tools (R&D). This information could be then used as a basis to develop tailored trainings for border guards.

RSBs could support EUROSUR development in two ways. Firstly, they could participate in providing information to obtain situational pictures. Secondly, they could support spreading best practices and interoperability standards for the development of EUROSUR (for example, spreading best practices developed in MS regarding NCCs establishment).

Furthermore, RSB's capacity building function could cooperate with EUROPOL on capacity building activities, while intelligence functions – on information exchange. RSBs could cooperate with EUROPOL, CEPOL, Interpol, EU Joint Sitcen, IOM, ICMPD and UNHCR regarding risk analysis tools, best practices sharing and training. RSBs could also cooperate with EU agencies (e.g. EASO, FRA, EMSA and FCFA) regarding capacity building activities as well as information exchange.

RSBs would also cooperate with Third Countries by involving them in operational activities (operations, risk analysis) or capacity building activities (R&D, training).

Scenarios

EU enlargement will result in an increased number of operations, and will therefore require an increase in operational cooperation. As RSBs (and operational components) would be responsible for certain region – the geographical reach of a particular office(s) would need to be expanded. This may require further increase of the Frontex budget.

As it is foreseen that Frontex could play a supportive role in the Schengen evaluation mechanism through relevant risk analysis for the purpose of evaluation missions and possibly also by providing necessary training to optimise the implementation of those missions, this scenario could have an impact on the scope of responsibilities for RSBs. Regarding competencies and organisation issues, the capacity building function of RSBs would need to adopt administrative structures to follow legal requirements involved in tasks related to Schengen evaluation, provided such tasks would be assigned to RSBs. New Schengen countries would benefit from the expertise and knowledge gathered in specialised branches. Specialised branches could assist new Schengen countries with support in the implementation concept of border management.

With regards to the scenario of the enhancement of Frontex's role in the area of joint operations – such development of Frontex responsibilities would require the implementation of both reporting and controlling procedures – between RSB and operational component offices and Frontex's headquarters. The organisational structures within operational components would need to be redefined and – most likely – mobile teams would need to involve more members covering reporting and controlling related functions.

6. Conclusions

The purpose of this study was to identify whether the effectiveness of Frontex could be enhanced or supported through the decentralisation of some of its current functions. The potential for a specialised branch to address the decentralised functions was also assessed.

The analysis identified that decentralisation could realise a range of benefits. They include: an improved understanding of local conditions, enhanced effectiveness in the use of risk information, as a result of more support offered to Member States regarding intelligence gathering and increased communication between Member States and Frontex fostered by offices located closer to national border management authorities with the responsibility for supporting the implementation of border management platforms. The study showed that both risk analysis and operational functions could benefit from an enhanced local presence.

Among different models of specialised branches that were considered, it is suggested that the Mobile Operations Team (MOPT), which is primarily focused on operational needs during joint operations, could facilitate the realisation of the benefits outlined above, and is therefore worthy of further evaluation. However, this option is not the only potential definition for a specialised branch, indeed, a further two options have been introduced and assessed within this document – Centre of Excellence Offices (CEO) and Intelligence and Liaison Coordination Offices (ILCO). Also, a combination of the three options above, in the form of Regional Specialised Branches (RSB), was proposed by Frontex HQ and presented in this report. The option(s) chosen by Frontex should now be taken for further evaluation by the Frontex Management Board.