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from:	Polish delegation
to:	JHA Counsellors / COSI Support Group
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Subject:	Follow up to the final report on Measure 12

1. Background

The "Measure 12" Project Group led by Poland (with participation of BG, EE, FI, LV, PT, RO as well as Frontex and Europol) was tasked with launching practical actions that would help to implement the following Measure 12 of the Council Conclusions on 29 measures for reinforcing the protection of the external borders and combating illegal immigration¹: *“to create a Common pre-frontier intelligence picture in order to provide the Coordination Centres with pre-frontier information provided by Member States, Frontex and third countries. To this end, the Council invites Frontex, in close cooperation with the Commission and the Member States to take the necessary measures to implement the study carried out by the Commission in 2009.”*

The Project Group on Measure 12 started its activities in July 2010, when the first draft proposal of the line to take was presented in document 12180/10 as well as during the meeting of the Frontex-chaired EUROSUR Pilot Project Advisory Group in Helsinki.

¹ See doc. 6975/10.

A first progress report was issued on 30 August 2010 (doc. 13044/10). In October/November 2010 a questionnaire (doc. 6157/10) was prepared by the Project Group, with the purpose to use Member States' feedback for the further development of the CPIP. A second Progress Report was presented on 13 April 2011 (doc. 8921/11).

2. State of Play

An update regarding the activities connected with the further development of the CPIP is not carried out within the Project. However, its results have added value to the process of elaborating the draft EUROSUR Regulation and concept.

Four EUROSUR experts' meetings were organised by Frontex - in February, May, July and September 2012, attended by representatives of Frontex, MS participating in the Pilot Project and other interested MS.

During these meetings, participants continued a debate on the EUROSUR analytical layer on ESP, CPIP and CONOPS. The meetings were also a forum for presenting information regarding the NCC and for strengthening and expanding the communication networks. During the discussion on the analytical layer of ESP and CPIP it was considered as justifiable to create an Analytical Layers User Group whose task would be:

- to work towards the development of the EUROSUR system;
- to establish close cooperation between Frontex and MS in order to create a common pre-frontier intelligence picture for reinforcing the protection of the external borders.

The first meeting of this group took place on 9 October 2012.

Frontex experts presented in the aforementioned meetings the basics of creating the events, operational and analysis layer of the European Situational Picture and Common Pre-Frontier Situational Picture. It was emphasized that Frontex was working on the situational images using the structure of the individual layers that add up to the pictures. Internal analytical Frontex works on the layers of ESP and CPIP have been ongoing since February 2012. The interaction between Frontex and the Member States regarding further development of analytical products and services to be provided within the EUROSUR context will continue through the EUROSUR Analysis Layer User Group whose kick-off meeting, as mentioned before, was organized by Frontex on 9 October 2012. The meeting served discussing the very concept of the Group, the concept of the EUROSUR Analysis Layer as well as the planned upgrades of the interface. There were also discussed some issues connected with the use of the EUROSUR system for the EU external border being divided into sections and the use of analytical tools CPIP / ESP.

The next meeting of this group is planned to be held in January 2013.

3. Evaluation

3.1. Effectiveness

Thanks to the information collected via the CPIP questionnaire developed by the Project Group for Measure 12, the Frontex Risk Analysis Unit found itself in a much better position to design its portfolio of products and services for the CPIP to meet Member States' requirements. Namely, Frontex gained better understanding of Member States' preferences as for:

- sources of information,
- dissemination of CPIP analytical products to different end-users in Member States,
- geographical areas and topics of interest, and
- types of analytical products (regular/ ad hoc, frequency, future-oriented etc).

In addition, the Member States' requirements collected through the questionnaire have served Frontex as a crucial input into the ESP/CPIP Analysis Tools project, the purpose of which is to deliver the analytical tools as required by the proposed EUROSUR Regulation.

Thanks to all that discussions on the EUROSUR status and progress with regard to technical and operational elements which were held during the 4 EUROSUR experts' meetings the elements of the CPIP could be discussed in detail, thus paving the way for a better understanding of the Member States' needs and expectations.

3.2. Efficiency

The Project Leader adopted a no-cost policy, which was possible thanks to involvement and hospitality of Frontex who allowed to include Project Group's points on the agendas of EUROSUR-related meetings, where participation is reimbursed by the Agency.

3.3. Coherence

The Internal Security Strategy mentions integrated border management as one of the ten guidelines for action in order to guarantee the EU's internal security over the coming years.

The Commission Communication 'EU Internal Security Strategy in Action',¹ described '*strengthening security through border management*' as one of the key goals for the EU to focus on in the next four years. Moreover, the issue of effective border management is closely linked to the implementation of eight EU priorities for the fight against serious and organised crime between 2011 and 2013².

Due to the fact that the EUROSUR will be fully operational in 2013, it is not possible at the moment to make a detailed assessment of the extent of integration with the framework of the policy cycle. However, the drivers of the relevant EMPACT projects should take due account of the potential EUROSUR's deliverables, while adjusting the OAPs for 2013.

It is expected that EUROSUR will support Member States in reaching full situational awareness at their external borders and increase the reaction capability of their law enforcement authorities. At the same time, after reaching full operational status, EUROSUR will contribute to the implementation of the priorities set for the policy cycle.

Both the Member States and Frontex, on the basis of the information obtained from the project / future system, will be able to assess the risk, to identify the key risk areas and to decide on the methods of preventing similar alarming phenomena in the future.

It can be also expected, that Frontex, on the basis of situational image obtained for the given period of the system functioning, will be able to actively contribute to the preparation of the next policy cycle for 2014-2017.

¹ Commission Communication: The EU Internal Security Strategy in Action: Five steps towards a more secure Europe (doc. 16797/10 JAI 990), (hereinafter 'the ISS in Action').

² Council Conclusions on setting the EU's priorities for the fight against organised crime between 2011 and 2013-Doc.11050/11

4. Conclusions

When being adopted, Article 11 of the proposal for a Regulation of the European Parliament and of the Council establishing the European Border Surveillance System – EUROSUR¹, will serve as a legal basis for the establishment and maintenance of a common pre-frontier intelligence picture by the Frontex Agency.

The results of the Project Group's work are currently used by Frontex which coordinates the implementation works on the EUROSUR Pilot Project.

¹ See the current state of play in doc. 12911/12 FRONT 113 CODEC 1976 COMIX 458