



FRONTEX
LIBERTAS SECURITAS JUSTITIA

General Report **2009**

Foreword by the Management Board Chairman

In 2009 the work of Frontex was marked by consolidation both in terms of staff and budgetary development. In accordance with its mandate the Agency put the emphasis on numerous operational activities, in particular on Joint Operations at the external land, sea and air borders of the Member States.

For the Management Board, 2009 was the year of the follow-up to the first external evaluation of the Agency's work in accordance with Article 33 of the Frontex Regulation. In the aftermath of the presentation of the final evaluation report in February the Management Board drafted, adopted and issued recommendations to the European Commission thus including possible amendments to the Frontex Regulation, the Agency and its working practices.

Subsequently, the Management Board held a workshop in Baden near Vienna upon a suggestion of the European Commission. The workshop was chaired by the Commission which invited the Member States to give orientation with regard to possible amendments to the Frontex Regulation. The contributions made in Baden have been reflected in the proposal for an amended Frontex Regulation announced for early 2010. I would like to thank the European Commission for taking the initiative to this outstanding cooperation with the Frontex Management Board.

Another highlight of the work of the Management Board in 2009 was the adoption of the very first multi-annual plan for the Agency's activities covering the period 2010-2013. This plan provides Frontex with a reference framework for the strategic planning beyond its annual programmes of work.

Finally, I would also like to recall that 2009 was a year in which a few terms of office were extended. As proposed by the European Commission the Management Board decided for the extension of Executive Director Ilkka Laitinen's term of office for another period of five years, which constitutes a mandate until May 2015. The Board also re-elected Manuel Jarmela Palos as Deputy Chairman and myself as Chairman for one more period of two years, both mandates thus expiring in spring 2012.



At this point I would like to express my special thanks to the Members of the Management Board for their active and constructive participation, the Members of the Management Board representing the Czech Republic and Sweden for their regular updates on Agency-relevant activities in the Council of the European Union, and last but not least the Executive Director, the Deputy Executive Director and their staff for both the excellent support they provided to the Member States in the field of EU border management and the superior cooperation and preparation of the Management Board meetings in 2009. Thanks to its service-oriented work Frontex is highly acknowledged by the Member States as an indispensable actor at the EU level.

Robert Strondl

Chairman

Frontex Management Board


Foreword by the Executive Director

After four years of rapid development the year 2009 was a period of consolidation and clustering for Frontex. The whole home affairs area of the European Union has been reshaped with the entry into force of the Lisbon Treaty and the adoption of the Stockholm Programme. The latter will have direct impact on the work of all security agencies in the years to come, so it will on the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex).

For Frontex the last year was a year of serious discussion at both professional and political levels. There were many ideas presented on how to enhance the operational capacity and efficiency of the Agency. Some of them were incorporated to the revamped Council Regulation expected in early 2010; some were presented in Commission's proposals. All of them may entail new tasks for Frontex or enlarge its scope of activities; therefore I consider 2009 as a year of consolidation on one hand but also a year of planning for the future.

I will have this privilege to take an active part in the development of the agency as the Management Board entrusted me with this challenging and responsible task of leading the Agency during next five years.

Responding to a demand for a long-term approach with regard to border management focused on facilitating and rendering more effective the application of the EU measures relating to the management of external borders, Frontex prepared the way for further development of the integrated border management. The Agency continued to elaborate its operational model built around risk analysis and knowledge management, management of joint operations at the external borders of the Member States. First Multi Annual Plan (MAP) was finalised during 2009 including the revision of Frontex Vision, Goals and Objectives. Majority of Frontex products, projects and services have been clustered and grouped under the umbrella of new programmes.



The agency improved the quality and cost effectiveness in all the areas of its activities but the most significant increase of budget and operational capacities has been observed in the field of return activities. The number of co-financed and carried out Joint Return Flights has doubled: from 801 to 1622 returnees and from 15 to 32 joint return operations. Nearly all Member States and Schengen Associated Countries took part in joint return operations, ten of them as an organising and leading country.

To come up with a credible border control policy, you have to provide the highest standards and a model covering all activities: from the co-operation with related third countries based on working arrangements, through detection and interception of persons approaching the external borders, border checks and second line procedure followed by repatriation of those who do not obtain protection.

Having in mind this fact the Agency's staff will continue its efforts in assisting Member States' border authorities work together.

Ilkka Laitinen

Executive Director

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1. Introduction

1.1 Frontex in general

The European Agency for the Management of Operational Co-operation at the External Borders of the Member States of the European Union was established by Council Regulation (EC) 2007/2004.¹

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

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

The Regulation (EC) 2007/2004 stipulates a Frontex objective, 'to facilitate and render more effective the application of existing and future Community measures relating to the management of external borders'

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

Frontex Vision is to be the anchor stone of the European concept of Integrated Border Management, promoting the highest level of

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

professionalism, interoperability, integrity and mutual respect of stakeholders involved.

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

Awareness

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

Response

Frontex goal is to play a key role with the implementation of the EU concept for Integrated Border Management, particularly in the field of border control measures, initiating joint activities and coordinating regular operational border security measures at EU level with highest efficiency, being additionally prepared to effectively support Member States to manage emergency situations and ensure security at EU external borders also in exceptional cases;

Interoperability

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

Performance

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

Frontex identifies humanity, open communication, professionalism, team work and trustworthiness as **values** which shall be endorsed, shared, lived and performed by each member of staff and respected

by Frontex partners. These five values will form the foundation of Frontex activities at all levels.

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

1.2 Purpose of the report

The Frontex General Report is mainly directed towards the general public. In that respect the structure of Frontex General Reports was slightly changed in 2008 and the level of detail was decreased to a more general level, which is more suited to this audience.

Frontex General Report 2009 will take the Programme of Work 2009 as a reference but does not aim to report against each and every objective set. It will give the reader a broad overview of activities carried out during 2009, and additionally highlight individual operational activities and successes. This information is then enriched with generic and easily understandable financial information.

Frontex Regulation foresees the integration of a comprehensive comparative analysis of operational activities carried out during the year to be covered by the General Report, it has to be recognised that the current evaluation system does not yet fully allow comparing results obtained in prior years. Nevertheless, in this years' report the reader can do so, i.e. find a result of the first attempt to compare operational activities carried in 2008 and 2009.

The main challenge was not the evaluation of single activities, which are carried out on a regular and mandatory basis, but to compare them and to establish hypotheses based on this information. The establishment of a standardised system to assess and evaluate operational activities was one of the priorities for 2009. The development of this system started in the year 2009 and will be continued in 2010. The information collected during 2009 will serve as a basis and benchmark against operational activities, which can be assessed and evaluated in the years to follow.

2. Developments

2.1 Situation at the external borders of the EU

In 2009, the EU Member States and Schengen Associated Countries reported a total of 106,200 detections of illegal border-crossings at the external borders of the EU. This figure indicates a 33% decrease relative to 2008, and is comprised of decreases reported from both the sea (-23%) and land borders (-43%).

Member States' bilateral collaboration agreements with third countries of departure, such as Libya on the Central Mediterranean route and Senegal and Mauritania on the Western African route were very successful in reducing the number of departures of illegal migrants from Africa. These agreements were made at a time when the economic crisis was reducing labour demands in the EU, thus simultaneously reducing the pull factor. This synchronisation of events probably explains why no displacement has so far been reported from the Central Mediterranean and Western African routes to other illegal migration routes.

As there were fewer detections in Italy and Spain, the number of detections of illegal border-crossings in Greece rose from 50% of the EU total to 75% of the total. In 2009, the Greek land-border sections with Albania and FYROM represented the largest share (34%) of the EU total, followed by the Aegean Sea (21%). Outside Greece, the number of detections was much lower, representing only 10% of the EU total.

Compared to 2008, the number of refusals of entry remained fairly stable in 2009. Half of the refusals of entry were at air borders (49%) and half at land borders (47%). Very few refusals of entry were reported at the sea borders due to a relative low number of passengers.

There were two notable trends: 1) a continued decrease in the number of refusals of entry at the air borders due to widespread reductions in air traffic, and 2) a sharp increase in the number of land-border refusals of entry in August 2009, resulting from large numbers of refusals of entry at the land borders between Poland and Belarus, and Slovenia and Croatia. The refusals in Poland were of

Georgian nationals who later claimed for international protection and then absconded from the centres to stay illegally in the EU, and the refusals in Slovenia were of Western Balkan circular migrant-workers travelling to Italy.

The number of applications for international protection in 2009 was stable relative to 2008 (-2%), and was about half that of the annual peak in 2001-2002 (420,000) and about a third of the Bosnia-Herzegovina war peak in 1992.

It is likely that border control authorities will have to deal with an increasing number of international protection applications, of which many will not be granted either because the applicants will have absconded from the centres or because the applications will be judged as unfounded. A large volume of applications will put a strain on border control authorities and will inevitably prevent the rapid provision of protection for those third-country nationals with legitimate claims.

The most noticeable trend for detections of illegal stay is the decrease in the number of detections of Iraqi, Eritrean, Moroccan and Indian nationals across Member States. In contrast, there was an increase in the number of detections of Afghan nationals, most of whom arrived in Greece, as well as an increase in Vietnamese nationals.

Almost half of the victims of trafficking identified in 2009 were EU nationals, and of these most were nationals of the new Member States detected in old Member States. Sexual exploitation was the main purpose of trafficking in human beings, especially in the case of women and minors. A significant proportion suspected traffickers of human beings were EU nationals.

2.2 Developments at the policy level

2.2.1 EU policies

The year 2009 brought two important milestones, which will be of relevance to the future work of Frontex: the entry into force of the Lisbon Treaty on 1 December 2009 and the adoption of the

Stockholm Programme on 10-11 December 2009. The documents are linked with each other and outline intended changes in the European Union's governance structures. The revised institutional setting is an enabling factor for changes in EU Border Management Policy but it will finally depend on the will of the policy makers. Frontex might thus face important developments in the years to come, resulting from the political ideas and concrete calls for action enshrined in the aforementioned documents.

According to Article 77 TFEU², the Union shall develop a policy with a view to adopt "any measure necessary for the gradual establishment of an integrated management system for external borders"³. The concept of the integrated border management implies different meanings and comprises various elements, which were briefly outlined for the first time in the JHA Council Conclusions of 4-5 December 2006⁴. Accordingly, the integrated border management comprises elements of border control, the four-tier access control model, interagency co-operation and coordination at the national and transnational level. Frontex will be in the centre of the implementation of this Article. The European Commission has already pointed the likely way for Frontex through a series of communications on:

- Reinforcing the management of the European Union's Southern Maritime Borders⁵;
- [The] report on the evaluation and future development of the FRONTEX Agency⁶;
- Preparing the next steps in border management in the European Union⁷;

² OJ C 115, 9.5.2008, p. 75.

³ OJ C 115, 9.5.2008, p. 76.

⁴ Council of the European Union, Justice and Home Affairs, 2768th Council Meeting, Brussels, 4-5 December 2006, Press Release, 15801/06.

⁵ COM(2006) 733 final, 30.11.2006.

⁶ COM(2008) 67 final, 13.02.2008.

- Examining the creation of a European Border Surveillance System (EUROSUR)⁸.

The Stockholm Programme, together with the European Pact on Immigration and Asylum⁹ and the aforementioned Commission Communications form the basis for the revised Frontex regulation aimed to enhance the operational capacity and efficiency of the Agency.

In 2009 the results of the external evaluation¹⁰ were made available to governing body of Frontex. The implementation of the recommendation made by the consortium started in 2009 as some of them were addressing operational and structural issues which could be resolved without changes to the legal framework. Nevertheless, the evaluation showed weaknesses of the institutional framework which can not be overcome without changes to the founding regulation. The governing body in close cooperation with the Commission assessed the recommendations in order to forward change proposal to the Council and the European Parliament.

In addition to a revamped Council Regulation for Frontex to be expected in early 2010, two other Commission proposals have been tabled in 2009 which may entail new tasks for Frontex or enlarge its scope of activities: the proposal for a Council Decision on the Establishment of an Evaluation Mechanism to Monitor the Application of the Schengen Acquis¹¹ and the Proposal to amend the Council Regulation on the creation of an immigration liaison officers network¹².

⁷ COM(2008) 69 final, 13.02.2008.

⁸ COM(2008) 68 final, 13.02.2008.

⁹ 13189/08 ASIM 68, 24.9.2008.

¹⁰ see: Art. 33 of the Frontex Regulation (EC) 2007/2004

¹¹ COM(2009) 105 final, 4.3.2009.

¹² COM(2009) 322 final, 9.7.2009.

Last but not least, Frontex has been called to re-examine its own role and structures¹³ in order to be able to successfully meet the future challenges of the integrated border management. Thus in addition to maintaining the headquarters in Warsaw, in the near future, a strengthened role and mandate of Frontex might also consist in the regionalization of the agency. Such idea was also supported in a number of political declarations, Council Conclusions and reiterated by the Stockholm Programme¹⁴. Operational offices in regions affected by increased migratory pressure would be able to meet the needs of the European Member States, increasing efficiency and effectiveness and thus adding value to Frontex joint operations.

2.2.2 Third countries

Co-operation with third countries proved to be the critical element in the implementation of the integrated border management. Today's border management is about sharing information and undertaking common actions at the national and international level. The most successful joint operation coordinated by Frontex has been HERA. The success was possible mainly thanks to close co-operation with West African countries.

In the field of external relations with third countries, following adoption by its Management Board, Frontex concluded seven Working Arrangements in 2009. Five of these related to the establishment of operational and technical co-operation with the competent authorities of Western Balkan countries, one with the US Department of Homeland Security and one with the State Border Committee of Belarus, the latter significant as it closed a gap in terms of operational co-operation established by the Agency with eastern neighbouring countries.

Throughout 2009, the process of implementation of the Working Arrangements resulted in Frontex increasingly incorporating the relevant authorities of third countries in the activities of the agency,

¹³ see: Art. 16 of the Frontex Regulation (EC) 2007/2004

¹⁴ The Stockholm Programme – An open and secure Europe serving and protecting the citizens, Council document 17024/09, JAI 896, Brussels, 2 December 2009, p. 55.

notably in the field of information exchange and risk analysis with Western Balkans and eastern neighbouring countries as well as in the field of training and the integration of border guards of third country partners into Frontex coordinated joint operations. Increased effort was also put to the development of detailed co-operation plans with targeted partner third countries, to co-operation with relevant EU missions based in third countries, and to increasing co-operation with relevant international co-operation departments of Member States. Involvement in joint operation, being the most advanced form of co-operation from Frontex point of view, was extended to the new partner countries such as Albania, Croatia, Russia and Serbia.

Considerable progress was made in 2009 in the development of operational co-operation with the competent authorities of Turkey. In response to an invitation by Frontex, the Turkish authorities appointed a first point of contact for Frontex related coordination issues; the concept will be further developed in order to meet operational needs. At the end of 2009, a revised text of the draft Working Arrangement was agreed by both sides subject to respective further consultations, a process that it is hoped to deliver a suitable final text that can be put forward for consideration of adoption by the Management Board in 2010.

In 2009 Frontex continued to seek to develop operational and technical co-operation with neighbouring Mediterranean third countries as well as with key countries of origin. Where the competent authorities of a targeted country indicate that they are not ready or willing to conclude a Working Arrangement with Frontex, alternative means of agreeing ad hoc operational co-operation arrangements will be pursued. Seeking to develop structured operational co-operation with neighbouring Mediterranean countries will be the overriding priority for 2010.

2.2.3 Partner organisations

In 2009 Frontex has further extended its network of partner organisations, EU Agencies and International Organisations, but at the same time consolidated the co-operation with existing partners. The co-operation with JHA Agencies continued to be focused very much on Europol, Frontex main partner in the field of security. Both agencies have concluded a co-operation plan in October 2009 which

shall reinforce the partnership in the operational field as well as new areas such as ICT, security, external relations or staff exchange.

The network of EU JHA¹⁵ Agencies, where apart from Frontex and Europol other partners such as CEPOL or Eurojust meet on a regular basis in order to discuss topics of common interest, continued to be a useful platform for JHA partners to exchange information and develop common approaches. In May 2009 Frontex has also signed a Working Arrangement with Interpol; however the full potential of the co-operation still remains unexploited.

In the area of migration, Frontex is committed to implement the co-operation plan signed with IOM in February 2009; the co-operation has been focused on punctual support that both, Frontex and IOM, have been providing to each others' project in areas such as migration health, trafficking or capacity building in third countries. The co-operation with ICMPD continued to focus on MTM/i-Map project while with DCAF it was agreed that both organisations should provide mutual support for their activities in the Western Balkans region.

In 2009 UNHCR continued to be an essential partner focusing on capacity building activities in order to develop in Frontex, EU Member States and also in third countries protection sensitive border management systems. Frontex and Fundamental Rights Agency (FRA) have also explored areas of common interest and agreed on the important contribution that FRA can make in developing best practices in the field of Fundamental Rights for Frontex.

In the maritime field, the co-operation between European Maritime Safety Agency (EMSA) and Frontex has been extended to Community Fisheries Control Agency (CFCA) constituting a tripartite agreement. In addition to the joint technical working group focusing on maritime surveillance, it has also been agreed to set up a new joint technical working group composed of representatives of the three maritime agencies exploring the possible joint use of assets and best practices in the acquisition of equipment.

¹⁵ JHA: Justice and Home Affairs

In the field of research the main partners continued to be Joint Research Centre (JRC), which has been providing support to Frontex for projects and studies in the field of maritime border surveillance, border control systems and media/situation monitoring and DG ENTR, which benefits from Frontex support and advice for several research projects in the field of border management apart from the contribution to ESRIF¹⁶.

2.3 Developments at the agency level

2.3.1 Long term approach

The Council Conclusions adopted on 5-6 June 2008, the European Pact on Immigration and Asylum as well as the European Parliament's report on the evaluation and future development of the Frontex agency and of the European Border Surveillance System (EUROSUR) established a demand for a mid to long-term approach with regard to border management focused on facilitating and rendering more effective the application of existing and future Community measures relating to the management of external borders.

In compliance with this shift of emphasis, Frontex continued to elaborate its operational model built around risk analysis and knowledge management, management of joint operations at the external borders of the Member States and the establishment and maintenance of capabilities inside and outside of Frontex.

It became clear that this can be achieved only through careful multi-annual planning supported by measurement of performance to be able to demonstrate that resources are being used efficiently, since the impact and added value of most of the described activities do not fully materialise in the short term. The development of the Multi Annual Plan (MAP) was finalised during 2009 including the revision of Frontex Vision, Goals and Objectives.

¹⁶ ESRIF: European Security Research and Innovation Forum

The core elements of Frontex operational model cannot be delivered without enabling factors. This relationship between core and enabling factors is kept in balance by the agency and its stakeholders.

The following enabling factors for Frontex were identified:

- interrelation with Member States border control authorities, further development of the concept of Integrated Border Management,
- enhancement of interagency co-operation,
- tailoring of Frontex organisational structure to operational needs,
- maintaining the reputation of the agency,
- safeguarding corporate culture, and
- provision of sufficient financial and human resources and assets.

In the years covered by Frontex MAP 2010-2013, Frontex will give priority to the fulfilment of its core activities while closely monitoring the developments in the field of border management and internal security at EU level.

2.3.2 Clustering process

Majority of Frontex products, projects and services have been clustered and grouped under the umbrella of new **programmes**. Frontex defines programmes as a system of projects or services (including the delivery of single products) intended to meet a public need. As programmes have a mid or long term scope, it is possible to rearrange operational activities within the framework of the programmes if a need occurs.

Programmes can take different shapes and have different focuses. They can have a geographical or topical approach; can involve

internal and external Frontex stakeholders depending on the scope. Last year's programmes have been developed in the agency: Blueprint, Border Checks, Border Surveillance, European Patrols Network, Focal Points, Intellops, Poseidon.

Within the operational field the programmes aim at establishing permanent organisational and operational structures in the Member States providing platforms for enhanced border management at national level and to be used when Frontex coordinated activities would be implemented. A programme structure allows Frontex to provide an adequate and timely reaction capacity to address the Member States operational needs.

The programmes approach will integrate all Frontex coordinated activities at the external borders and thus reflect the implementation of the EU concept for integrated border management; co-operation with related third countries based on working arrangements, detection and interception of persons approaching the external borders, border checks and second line procedure followed by return related issues and finally repatriation of those who do not obtain protection.

This has been possible in 2009 owing good co-operation within the agency and with the Member States and the extensive use of border guards for interviews and information gathering, also supporting the national investigation, and extensive use of interpreters and culture mediators enabling efficient identification process. Increase of Member States commitment has been visible in all operational areas. The year 2009 was better in terms of numbers of experts sent to joint operations, number of operational hours performed and number of border control equipment deployed. However, last years' experience from the maritime sector shows that majority of funds (more than 50%) is transferred to the hosting Member States. This observation leads to a conclusion that the EU contribution remains limited in this area.

Nevertheless, flexible use of budget and flexible deployment of assets for concentrated response on operational needs combined with assistance to the Member States on the development of coordination platforms and structures have been proven to be advantageous parts of Frontex programmes.

EPN Programme

Focus on activities towards establishment of National Coordination Centres as a core element of the European Patrols Network in parallel with effective implementation of tailor made joint operations.

Poseidon Programme

Clustering border control activities at South Eastern maritime and land borders; introduction of a pilot project focused on return capacities building in Greece; holistic and flexible regional approach supporting the establishment of EPN as indispensable national coordination element.

Focal Points Programme (incl. Pulsar)

supporting the establishment of regional and local coordination platforms; Pulsar: grouping and streamlining air borders operational activities; implementation of risk analysis based flexible solutions addressing effectively the illegal migration phenomenon.

Intellops Programme

improve the gaining of intelligence and consequently the quality of analytical support for operational activities and Frontex Risk Analysis products; the programme relies on intra- and inter-Divisional coordination involving all three Units of Operations Division as well as other Frontex Divisions.

Blue Print Programme

Comprehensive approach to ICT projects, looking at overlapping areas and common infrastructure; the programme that will guarantee common ICT security standards, common data modelling as well as knowledge and identity management.

Intellops Programme

improve the gaining of intelligence and consequently the quality of analytical support for operational activities and Frontex Risk Analysis products; the programme relies on intra- and inter-Divisional coordination involving all three Units of Operations Division as well as other Frontex Divisions.

The Border Checks Development Programme

Covers activities supporting the Member States to develop improved capabilities for border checks. This covers analysis of needs and studies on biometrics, detection technologies, and visions for the future of Border Checks. One of the primary objectives is to promote interoperability through harmonisation of needs and development of minimum requirements and

Border Surveillance Development Programme

Covers activities supporting the Member States to develop improved capabilities for border surveillance. This covers analysis of needs and studies on surveillance and communications. Supporting the development of EUROSUR is the main focus. One of the primary objectives is to promote interoperability through harmonisation of needs and development of standards.

2.3.3 Operational theatre

The full implementation of a new organizational structure set up in 2008 provided improvements of efficiency of the workflow in the Operations Division (OPD) through better distinction of business fields between the three units: Frontex Situation Centre (FSC), Risk Analysis Unit (RAU) and Joint Operations Unit (JOU).

The mission of these units refers to the operational cycle¹⁷, which promotes the internal co-operation, and consequently leads to a clarification and concentration on the core business areas of each unit.

In 2009, FSC started implementing its goals being situation monitoring, media monitoring, information exchange, and crisis/emergency management support. Today the FSC is able to provide a 7-day operational support and situation monitoring close to real-time. The mid-term goal of FSC is to provide a 24/7 service, acting as the main communication interface.

In 2009 Frontex has continued to deliver its regular strategic and operational risk analysis products, while improving the existing operational data collection and analytical outputs. The scope of data analysis was extended to new areas such as **Trafficking in Human Beings**.

In view of the evolution of the European External Border Surveillance System (EUROSUR), the development of the analytical capacity of geo-referenced data was set as a priority, implemented through the acquisition of relevant data and extension of relevant GIS¹⁸ analytical tools.

The utmost effort has been made in order to complete some of the long-term objectives of 2009, and to meet expectations in terms of quality. This could be achieved i.e. by extending the analytical experts network to border security authorities from neighbouring Western Balkans countries and Eastern European countries.

The implementation of a programme structure has been followed by a change in the operational management. All financial and operational procedures have been harmonised allowing integration of internal procedures with those of the Member States. The latter allowed increasing deployment of resources from the Member States and better utilization of the budget. The harmonization process will

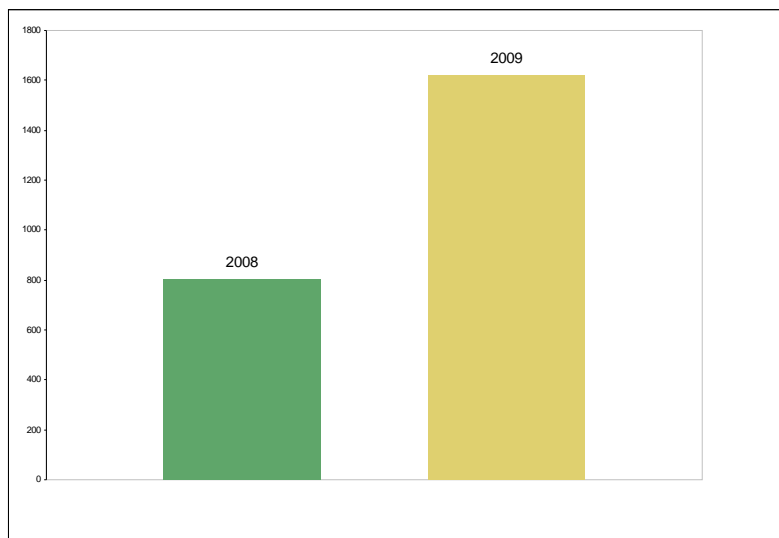
¹⁷ Operational cycle: promotion of situational picture – risk assessment – as basis for operational initiatives – implementation of joint operations – evaluation – enlargement of situational awareness and intelligence.

¹⁸ GIS: geographic information system

be continued in 2010 by creation of reliable indicators for assessing the activities and enhancing the management of joint operations.

Closer co-operation with third countries and international organisations has been yet another element boosting the operational performance in 2009. Increased effort was put to the development of detailed co-operation plans with targeted partner third countries, EU missions in third countries and international organisations. This work resulted in incorporation of Frontex partners in operational and training activities.

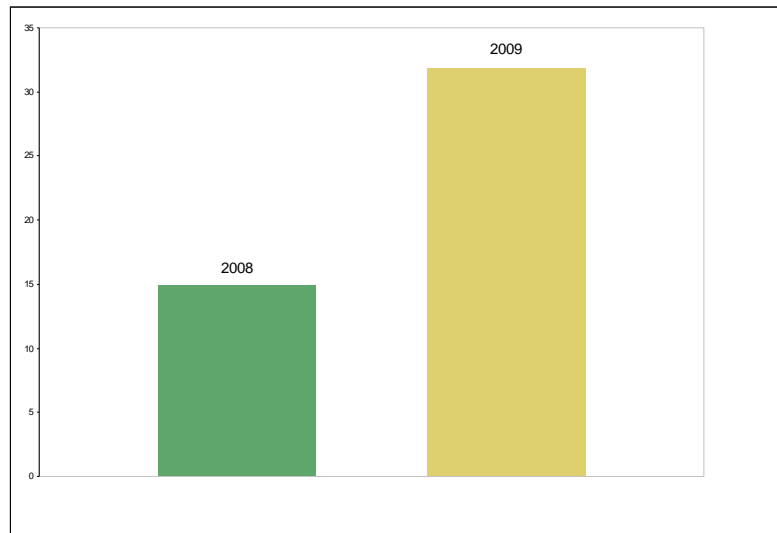
The most significant increase of budget and operational capacities has been observed in the field of return activities. The number of co-financed and carried out Joint Return Flights has doubled: from 801 to 1622 returnees and from 15 to 32 joint return operations.



Number of returnees in Frontex coordinated Joint Return Flights (2008-2009)

Nearly all Member States and Schengen Associated Countries took part in joint return operations, ten of them as an organising and leading country.

The group of core countries experienced in return operation met with Frontex on regular basis in order to identify needs and possibilities for joint return operations and discuss operational issues. This activity has proved to be a useful mechanism of coordination of return matters and will be continued in the years to come.



Number of Joint Return Operations (2008 - 2009)

Frontex assistance in the field of Return activities went even one step beyond, a pilot project “Attica 2009” on return capacity building in Greece took place in the fourth quarter of 2009. The capacity building activities were beefed up by an update of a document Best Practices for the Removal of Illegally Present Third-country Nationals by Air. Frontex in co-operation with the Commission, Fundamental Rights Agency and Member States prepared a new chapter Forced Return Monitoring. The objective is to summon the Member States and Schengen Associated Countries organizing joint return operations to have monitors on board of Frontex coordinated flights, even though the deadline of the Directive 2008/115/EC¹⁹ transposition is only in December 2010. The use of monitors should make the return process more transparent and enhance the respect of Fundamental Rights and dignity.

2.3.4 The field of research

Frontex has played an active role in forming EU research in the field of border security. This is done in close collaboration with the Commission, DG JLS and DG ENTR. One example is the participation in the European Security Research and Innovation Forum (ESRIF), which was a body of about 60 European experts that developed a long-term agenda for European security research.

¹⁹ Directive 2008/115/EC of the European Parliament and of the Council of 16 December 2008 on common standards and procedures in Member States for returning illegally staying third-country nationals.

The final report (available at www.esrif.eu) contains a chapter on border security.

Another example concerns Automated Border Control. Automated Border Control is already used at some European airports and Frontex has studied most of the employed systems. The studies show a clear potential for improved security, increased convenience and reduced cost. However, there is a need to develop and share best practices and to harmonise the procedures for the Automated Border Control.

To support sharing of experience and the development of harmonised systems and procedures, Frontex has formed a working group with experts from the Member States. This group is the first attempt to develop a user-driven standard for European border management.

2.3.5 Administrative support

Administrative part of Frontex constantly caters for the increasing needs of operational units of the agency. Security has been defined as a separate sector in the Administrative Services Unit to match new requirements resulting from continuing growth of Frontex. Requirements were linked e.g. with physical security of the agency, implementation of new technical security related systems and development of the environment for handling classified information.

Growth in the number of staff during last years and likely prospect of change in Frontex mandate are closely linked with the facility management. In 2009 Frontex negotiated the rent of additional office space and reconstructed the premises in order to adapt them in terms of security system for the changed location of units. Additionally, the agency launched a feasibility study on future Frontex premises in the year 2012 and beyond when the currently occupied office space lease contract expires.

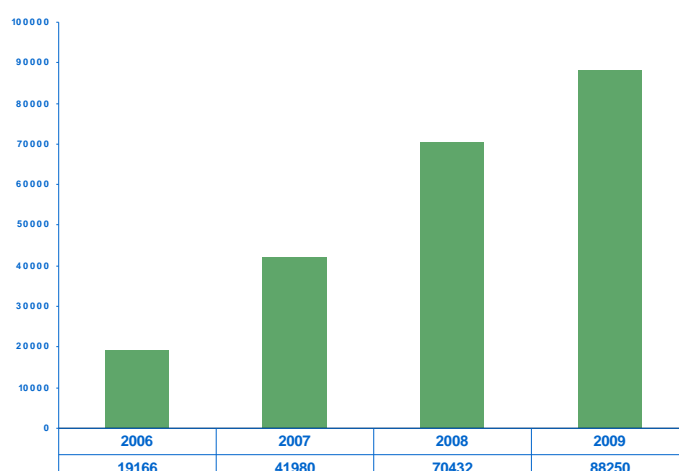
A new Audio-Video infrastructure allowing high quality real time audio-video conferencing has been used to interconnect Frontex headquarters with International Coordination Centre in Piraeus and Local Coordination Centres (Lesvos, Samos, Chios, Leros). The system is being used for operational purposes on daily basis.

3. Summary on budgetary issues

3.1 Budget developments

Financially, 2009 can be characterised as a consecutive year of rapid growth. The budget increased by 25% to the amount of EUR 88.3 M. in relation to 2008.

Since 2006 the first year of Frontex financial independency the increase of budget would amount to 360%, assessing the final budgets. Such a fast increase has provoked consequent consumption challenges, as the annual financial circle differs from the operational one.



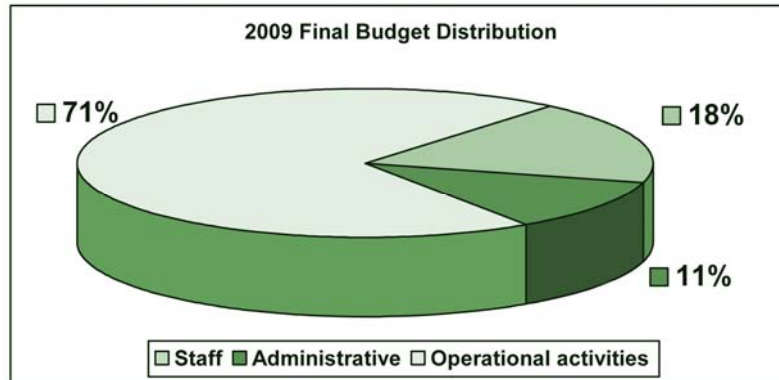
Budget development (in EUR 1 000)

3.2 Appropriations 2009

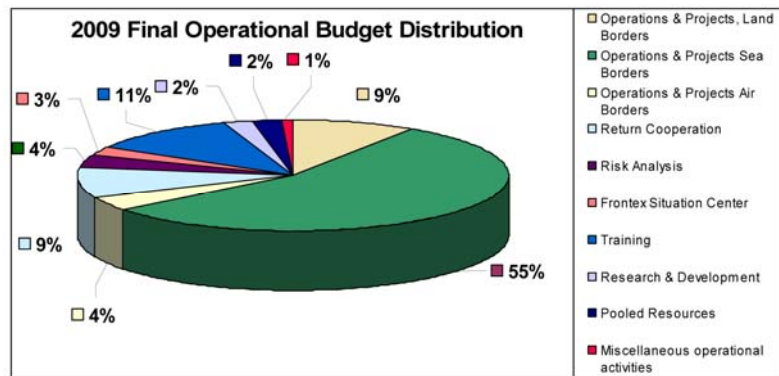
(Table: see Annex E)

The originally foreseen allocation for 2009 had been amended by the transfers on the authority of the Executive Director. Transfers reflected the change of priorities that were made during 2009 e.g. the budget for return co-operation quintupled over the financial year. Overall the budget has been committed in its entirety, only 7% of means could not be used.

The distribution of budget shows the importance given to the operational activities. More than 70% of funds available in the 2009 budget were allocated for joint operations.



Inside the operational budget 55% of available funds were committed for maritime operations. This is due to the use of high running costs equipment such as off-shore vessels or patrolling aircrafts. The second biggest part (11%) of the operational budget 2009 was allocated to the training activities followed by return co-operation and land border operations (each 9%).



In 2009 Frontex consumed 91% of its available budget of commitment appropriations. The differences between the titles were limited, with Title 1 at 98%, Title 2 at 83%, and Title 3 at 94%.

3.3 Internal control standards

As part of Frontex efforts to continuously improve internal efficiency and effectiveness, the Internal Control Standards were updated in 2009. The prior internal control standards emphasized the compliance with rules and regulations, which is important during the

early development phases of an internal control system. However, as the control system improves emphasis must also be put on efficiency, effectiveness and the updated internal control standards include this focus. In addition, Frontex assessed the current state of the internal control system in line with best practices and identified actions to make improvements were necessary.

3.4 Human resources

(Table: see Annex F and G)

Frontex ran 37 recruitment procedures in 2009. The aim was to fill in all vacancies foreseen in the 2009 establishment plan. The number of temporary agents foreseen in the latter was 117 while 98 were filled-in during the year 2009. Remaining posts will be filled-in beginning of 2010 as persons selected can occupy their posts only after previous employers' period of notice expires. The number of seconded national experts at the end of 2009 was 65 and contract agents – 60. The total number of Frontex staff at the end of the year was 226.

4. Success Stories

4.1 Awareness

4.1.1 Establishment of the Western Balkans risk analysis network

Since the initial risk analysis activities focusing on the Western Balkans region in 2007, the co-operation and information exchange with the Western Balkan countries have been high on the agenda of Frontex. Two years on, in 2009, the information exchange between Frontex and Western Balkan countries has been formally established in the form of a Western Balkans Risk Analysis Network, while the first Frontex – Western Balkans joint illegal migration risk assessment on the region is to be released in May 2010.

This positive progress is due to a series of Frontex endeavours to engage with the Western Balkan countries. To start with, engaging with the ground work within a Community-funded project promoting the exchange of information among the Western Balkan countries, Frontex was able to offer its support for the setting up this network. Based on the experiences of the already developed Frontex Risk Analysis Network, Frontex was able to provide a framework for the activities of the Western Balkans Risk Analysis Network, technical training on data exchange to the risk analysis units of the Western Balkan countries, and assisted in the arrangement of a platform for information exchange.

It goes without saying that these successful developments would not have been possible without a strong commitment of all the Western Balkan countries such as Albania, Bosnia-Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia, Montenegro, and Serbia, which have shown full understanding of the need and worked together with Frontex to make the network operational.

It is hoped that the positive experiences of establishing and supporting the functioning of this regional Risk Analysis Network can be successfully transferred also to other regions in the nearest future.

4.1.2 Frontex One-Stop-Shop

In 2009, Frontex launched the pilot version of the Frontex One-Stop-Shop, a web-based portal aimed at providing situational awareness and sharing operational-related information.

This interactive portal will facilitate future communication and exchange of information among Frontex units and between Frontex headquarters, Member States and third parties.

The portal shall make information accessible 24/7, according to defined standards and amongst predefined users, and, in the longer term, is set to complement the currently used channel of communication which is established between the Central Frontex Point of Contact and National Focal Points of Contact.

In order to make the portal useful for national border authorities, Member States are involved and will be involved in the future in the development and operability of FOSS, together with the Joint Research Centre, which provided and customised the FOSS platform.

4.2 Response

4.2.1 Poseidon 2009

Implementation of Poseidon 2009 Programme (Poseidon) can serve as a showcase of the new management methodology. Poseidon was composed of several projects such as sea operation, land operation and return pilot project. Operational activities were being rearranged during the course of 2009 accordingly to the new *modi operandi* used by facilitators and traffickers. Experts were being redeployed within Poseidon but also from other joint operations such as Nautilus 2009.

The deployment of interpreters speaking different languages enabled the identification of irregular migrants and led to the discovery of a significant number of persons passing themselves off nationals of countries at civil war or countries facing ethnic violence. The work of interpreters created a link between sea/land operation and the pilot

project Attica focused on assisting Greek authorities in return capacity building.

The work of interpreters and operational experts has been facilitated by the establishment of a real time, audio-video communication between Frontex headquarters, coordination centre in Piraeus and local centres located in Greek islands.

During the year 2009 the illegal migration flow through the Greek and Bulgarian land borders dropped by 40% compared to the year 2008. The number of illegal border crossings at sea border between Greece and Turkey saw a decrease of 16%.

Finally, steps for operational co-operation with neighbouring countries were undertaken. In response to an invitation by Frontex, the Turkish authorities appointed a first point of contact for Frontex related coordination issues. The land border part of Poseidon Programme has been enriched by participation of Albanian observers at the Greek-Albanian border.

4.2.2 Pilot project Attica 2009

Operational assistance for Greece in the framework of Poseidon Programme was complemented by a return capacity building project Attica. During the fourth quarter of 2009 a Return Coordination Office was established, including both Member States' experts and Greek officers. The aim of the project was to bring assistance in identification, acquisition of travel documents and returning illegally present third-country nationals to their home countries. Focus was also on the development of national return-related procedures, enhancing expertise and improvement of co-operation with third countries.

The pilot project was running for three months, during which a fully operational Return Coordination Centre was set up, co-operation with Nigerian and Georgian embassies was fostered and identification process has been properly running. Greece commenced participation in joint return operations to Nigeria and Georgia with 22 returnees. The project will be continued in 2010.

4.2.3 Operational co-operation with third countries

The participation of neighbouring third country border authorities in Frontex coordinated joint operations (JO) was one of the most important developments at the external land borders in 2009.

Officers from neighbouring countries were not only taking part in the implementation phase through the exchange of operational information but were also involved in planning and evaluation of joint operations.

In 2009 Albanian, Croatian, Moldavian, Russian, Serbian and Ukrainian border guard officers actively took part in six joint operations. More specifically:

- Albanian observers were deployed in Greece in the framework of the JO Saturn;
- Serbian observers were deployed in Hungary and Croatian observers in Slovenia within JO Neptune;
- Ukrainian and Moldavian observers were deployed in Poland, Slovakia, Hungary and Romania during JO Jupiter;
- Ukrainian and Moldavian officers participated in the exchange of experience and practical training deployments at Focal Points - Land borders;
- Joint operation Mercury was implemented in Kaliningrad area; the evaluation of the latter was performed in close co-operation with the Russian Border Guard Service.
- Joint operation Good Will planned, coordinated and evaluated together by Frontex (Member States) and Russian Border Guard Service (CIS²⁰ countries); Frontex and Russian BGS commonly ensured the smooth implementation of operational activities and information exchange;

²⁰ Commonwealth of Independent States

At the end of 2009 Frontex invited all third countries having working relations with the agency to so called "bilateral talks". Frontex presented its 2010 operational portfolio and invited third countries to take an active role in the implementation of 2010 joint operations. The proposal was received with interest by the majority of the invited guests.

4.3 Interoperability

4.3.1 V-aula

An idea of Virtual Aula (V-Aula) was born after an evaluation of the EU Training Day project. The V-Aula system offers an access to information related to border management systems in EU, Schengen Associated Countries (SAC) and in the countries which signed working arrangements with Frontex. The tool, accessible only to law enforcement agencies, is designed as a common, easy solution to store all relevant information related to border management agencies (history, technical equipment, structure, co-operation and contact information). It is an online encyclopaedia for border guards, about border guards and it is meant to be used for self training and information.

At this stage, 35 countries are partnering in the V-Aula project; there are 100 users registered, even though the tool is still in its testing phase with an official launch scheduled for the second half of February 2010. V-Aula as a platform for presenting the big picture of the EU and SAC border management systems was successfully accomplished.

In the year 2009 Frontex Training Unit reached its goal of harmonizing the national training and education for Border Guards through 153 specific training courses and seminars as well as an implementation of the common training tools in Member States via training co-ordinators. This included, among others, the Virtual Aula; the Schengen Evaluators training, developed in co-operation with experts from MS to provide theoretical and practical knowledge necessary for conducting Schengen Evaluations; and the Common Core Curriculum Interoperability

4.3.2 Biometrics

The effective management of the external borders is an integral part of the strategy of making Europe more secure but at the same time more open. In addition, the increasing mobility across the external borders of the Member States requires a new approach to border control and a continued modernisation of the methods used in the work of the border guards. Biometric technologies are operational tools that can support border control by enhancing security whilst enabling an easier and faster access to Europe.

Being aware about the importance of this issue, Frontex together with the Swedish Presidency held a 2-day conference in October 2009 in Warsaw on "Biometric Technologies for Border Control".

One hundred thirty delegates from Member States, European institutions, and industry participated in interactive discussions on technical and operational aspects of solutions such as automated border crossing systems and mobile biometric equipments; on the need for standards and harmonized requirements; and on the implications of the use of biometric technology for privacy and data protection. An exhibition of major products in the market complemented the event and provided a great hands-on experience to the participants. The program and the organization were lauded by many, and media coverage and word of mouth assured that other stakeholders who could not attend the meeting are expressing firm interest in participating in future events of the sort.

Fully booked and with a waiting list going well beyond the limited number of accepted attendees, the conference offered an exceptional platform for the exchange of experiences and lessons learned and offered insights on how biometric technology is increasingly an important component of an effective European integrated border management.

5. Annexes

5.1 Annex A – Management Board members list

Country	Name	Position	Institution
Austria	Mr. Robert Strondl	<p>Chairman of the Frontex Management Board</p> <p>Major General Head of the "Operational Matters" Department</p>	Ministry of the Interior
Belgium	Mr. Marc Van Den Broeck	Chief Commissioner Director	Federal Police
Bulgaria	Mr. Krasimir Petrov	General Commissioner Director	Chief Directorate Border Police
	Mr. Zaharin Penov <i>(as of 3 September 2009)</i>	Commissioner Director	Chief Directorate "Border Police"
Cyprus	Mr. Theodoros Achilleos	Chief Superintended Commander of Aliens and Immigration Unit	Police Headquarters
Czech Rep.	Mr. Vladislav Husak	Director	Directorate of The Alien and Border Police of The Czech Republic
Denmark	Mr. Hans-Viggo Jensen	Deputy National Commissioner	Danish National Police
Estonia	Mr. Roland Peets	Director General	Police and Border Guard
Finland	Mr. Jaakko Kaukanen	Chief of the Finnish Border Guard Lieutenant-General	Finnish Border Guard

France	Mr. Yves Jobic	Deputy Director Des affaires international, transfrontières et de la sûreté	Ministère de l'Intérieur, de l'Outre-mer et des collectivités territoriales
	Mr. Francis Etienne <i>(as of 10 March 2009)</i>	Immigration Director	Ministère de l'immigration, de l'intégration, de l'identité nationale et du développement solidaire
Germany	Mr. Peter Christensen	Deputy Director General	Federal Ministry of Interior Department of the Federal Police
Greece	Mr. Konstantinos Kordatos	Police Brigadier General	Police Headquarters
	Mr. Vasileios Kousoutis <i>(as of 17 March 2009)</i>	Police Brigadier General	Ministry of Citizen Protection Hellenic Police Headquarters Aliens Division
Hungary	Mr. József Bencze	Chief Commissioner of the National Police Headquarters	Hungarian National Police
Italy	Mr. Vito Cunzolo	Director of the Border Police and Foreigners Service	Ministry of Interior
	Mr. Felice Addonizio <i>(as of 5 March 2009)</i>	Director of the Border Police and Foreigners Service	Ministry of Interior
Latvia	Mr. Gunaras Dabolins	Chief of the State Border Guard	Border Guard
	Mr. Normunds Garbars <i>(as of 8 April 2009)</i>	Colonel Chief of the State Border Guard	Border Guard
Lithuania	Mr. Saulius Stripeika	Commander General	State Border Guard Service at the Ministry of Interior of the Republic of Lithuania

Luxembourg	Mr. Raoul Ueberecken	JHA Counsellor	Représentation du Luxembourg auprès de l'Union européenne
	Mr. Pascal Schumacher <i>(as of 1 November 2009)</i>	JHA Counsellor	Représentation du Luxembourg auprès de l'Union européenne
Malta	Mr. Andrew Seychell	Assistant Commissioner Special Branch	Police Headquarters
	Mr. Neville Xuereb <i>(as of 26 February 2009)</i>	Superintendent	Malta Police Force Special Branch
Netherlands	Mr. Dick Van Putten	Lieutenant General	CINC Royal Marechaussee
Poland	Mr. Leszek Elas	BG Lt.Col Commander-in-Chief of Border Guard	Polish Border Guard
Portugal	Mr. Manuel Jarmela Palos	Deputy Chairman of the Frontex Management Board National Director of the Immigration and Borders Service	Immigration and Borders Service
Romania	Mr. Nelu Pop	General Inspector	Romanian Border Police
	Mr. Ioan Buda <i>(as of 25 May 2009)</i>	General Inspector	General Inspectorate of Romanian Border Police
Slovakia	Mr. Tibor Mako	Director General Colonel	Border and Alien Police Office Ministry of Interior of the Slovak Republic
Slovenia	Mr. Marko Gašperlin	Deputy Director Senior Police Superintendent	Ministry of the Interior General Police Directorate
Spain	Mr. Juan Enrique Taborda Alvarez	General Commissioner of Aliens and Borders	National Police Force
Sweden	Ms. Therese Mattson	Commissioner	Head of the National Criminal Police

European Commission	Mr. Jonathan Faull	Director General	European Commission
	Mr. Jean-Louis De Brouwer	Deputy Director General	European Commission

Representatives of Schengen Associated Countries			
Iceland	Ms. Halla Bergþóra Björndóttir	Legal Expert Police and Judicial Affairs	Ministry of Justice and Ecclesiastical Affairs
	Ms. Sigrídur Björk Gudjónsdóttir <i>(as of 11 March 2009)</i>	District Commissioner	Sudurnes Police District
Norway	Mr. Stein Ulrich	Senior Adviser to the National Commissioner of Police International Affairs	National Police Directorate

Invited Participants			
Ireland	Mr. Edward Martin McLaughlin	Detective Chief Superintendent	Garda National Immigration Bureau
	Mr. John O'Driscoll <i>(as of 18 September)</i>	Head of Bureau	Garda National Immigration Bureau
UK	Mr. Tom Dowdall	Director European Operations	Border and Immigration Agency

5.2 Annex B – List of Operational Activities 2009

LAND			
Name	Operational Area	Length (days)	Countries Participating
Focal Points 2009	Eastern and Southern Land Borders (Finland, Estonia, Latvia, Lithuania, Poland, Slovakia, Hungary, Romania, Bulgaria, Slovakia, Slovenia, Greece)	349	Austria, Germany, Romania, Slovakia, Latvia, Estonia, Slovenia, Spain, Bulgaria, Hungary, Poland, Italy, Lithuania, Finland, Greece,
Jupiter 2009	Eastern Land Borders (Poland, Slovakia, Hungary, Romania)	75	Austria, Belgium, Bulgaria, Czech Republic, France, Germany, Poland, Romania, Finland, Greece, Hungary, Latvia, Lithuania, Netherlands, Slovenia, Slovakia, Italy, Portugal, Moldova, Ukraine
Neptune 2009	South-Eastern Land Borders (Slovenia, Hungary, Romania, Bulgaria)	60	Austria, Belgium, Bulgaria, Estonia, Germany, Greece, Italy, UK, Estonia, Hungary, Latvia, Lithuania, Luxemburg, Netherlands, Romania, Check Republic, Cyprus, Finland, France, Slovakia, Croatia, Serbia
Saturn 2009 (Part of Poseidon Programme)	Greece, Bulgaria	116	Austria, Belgium, Bulgaria, Cyprus, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Lithuania, Latvia, Luxemburg, Netherlands, , Norway, Poland, Slovakia, Spain
Uranus 2009	Eastern and Southern Land Borders (Finland, Estonia, Latvia, Lithuania, Poland, Slovakia, Hungary, Romania, Bulgaria, Slovakia, Slovenia, Greece)	56	Austria, Bulgaria, Estonia, France, Germany, Hungary, Italy, Romania, Slovakia, Cyprus, Denmark, The Netherlands, Portugal, Belgium, Lithuania
Mercury 2009	Eastern Land Borders (Lithuania and Poland) Southern Land Borders (Slovenia)	13	Austria, Estonia, Germany, Finland, Lithuania, Poland, Romania
Good Will 2009	Eastern Land Borders (Romania, Hungary, Slovakia, Poland)	16	Norway, Finland, Estonia, Latvia, Lithuania, Poland,
Long Overstayers 2009	Eastern and Southern Land Borders (Finland, Estonia, Latvia, Lithuania, Poland, Slovakia, Hungary, Romania, Bulgaria, Slovakia, Slovenia, Greece)	29	Finland, Estonia, Latvia, Lithuania, Poland, Slovakia, Hungary, Romania, Slovenia, Hungary, Greece, Austria, Belgium, Spain, Italy, Netherlands,

SEA			
Name	Operational Area	Length (days)	Countries Participating
RP Poseidon 2009	Eastern Mediterranean	365	Austria, Belgium, Bulgaria, Denmark, Estonia, Finland, France, Germany, Greece, Italy,
(sea part)			Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Romania, Slovakia, Slovenia, Sweden, United Kingdom
EPN-Hera 2009	Atlantic Ocean' waters between North Western African countries and Canary Islands	365	Denmark, France, Luxembourg, Italy, Portugal, Spain
EPN-Nautilus 2009	Central Mediterranean	172	Belgium, Denmark, Finland, France, Germany, Italy, Luxembourg, Malta, Portugal, Romania, United Kingdom
EPN-Hermes 2009	Central Mediterranean	184	France, Germany, Italy, Norway, Portugal, Slovakia, Spain
EPN-Minerva 2009	Western Mediterranean	39	Austria, Belgium, Finland, France, Germany, Malta, Netherlands, Norway Portugal, Spain
EPN-Indalo 2009	Western Mediterranean	50	Belgium, France, Germany, Italy, Portugal, Spain
EPN-Focal Points 2009 (sea part)		54	Estonia, Germany, Latvia, Poland, Portugal, Romania
EPN-Alpha Reinforcement	Atlantic Ocean south coast of main land ES and PT	30	Latvia, Portugal, Spain

Zeus 2009	Seaports of participating MSs	33	Austria, Belgium, Bulgaria, Denmark, Estonia, Finland, Germany, Hungary, Italy, Latvia, Lithuania, Norway, Poland, Portugal Romania, Slovenia, Spain, Sweden
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Air			
Name	Operational Area	Length	Countries Participating
JO Hammer 2008 fourth phase	19 airports	Feb-08	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Italy, Iceland, Ireland, Latvia, Lithuania, Luxembourg, The Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Spain, Slovenia, Sweden, United Kingdom.
JO Hammer 2008 fourth phase	19 airports	Mar-08	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Italy, Iceland, Ireland, Latvia, Lithuania, Luxembourg, The Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Spain, Slovenia, Sweden, United Kingdom.
JO Zeus 2009	24 airports	Apr./May 2009	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Italy, Iceland, Ireland, Latvia, Lithuania, Luxembourg, The Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Spain, Slovenia, Sweden, United Kingdom.
JO Hubble 2009	19 airports	Jun-09	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Italy, Iceland, Ireland, Latvia, Lithuania, Luxembourg, The Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Spain, Slovenia, Sweden, United Kingdom.
JO Focal Point 2009	12 airports	All year	Austria, Belgium, Czech Republic, Denmark, Finland, France, Germany, Greece, Italy, Latvia, The Netherlands, Poland, Portugal, Spain.
JO Hammer 2009 first phase	41 airports	Sep-09	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Italy, Iceland, Ireland, Latvia, Lithuania, Luxembourg, The Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Spain, Slovenia, Sweden, United Kingdom.
JO Hammer 2009 second phase	30 airports	Oct-09	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Italy, Iceland, Ireland, Latvia, Lithuania, Luxembourg, The Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Spain, Slovenia, Sweden, United Kingdom.
JO Hammer 2009 third phase	37 airports	Nov./Dec. 2009	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Italy, Iceland, Ireland, Latvia, Lithuania, Luxembourg, The Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Spain, Slovenia, Sweden, United Kingdom.
PP Argonauts	n/a	Jan./Sept.	Austria, Finland, Germany, Italy, The Netherlands, Norway, Portugal, Swiss, United Kingdom
PP Reference Manual	n/a	Jan./Sept.	Belgium, Germany, France, Lithuania, Poland, Portugal, Romania, Spain, Slovenia, Sweden.

Joint Returns			
Destination	Organising Member State	Participating Member State	Number of Returnees
Nigeria	Ireland and United Kingdom	IE, UK, DE, CH	86
Ecuador & Columbia	Spain	ES, FR, IT	98
Nigeria	Italy	IT, ES, MT, FR, PL, CY	51
Nigeria	Austria	AT, BE, DE, LV, SE, CH	38
Georgia	Austria	AT, UK, IE	8
Mongolia	Sweden	SE, AT, CZ	61
Nigeria & Cameroon	Netherlands	NL, DE, PL, SE, BE, FR, ES, AT	52
Kosovo & Albania	France	FR, AT, IS, SE, NO	47
Cote d'Ivoire & Togo	Switzerland	CH, DE	6
Nigeria	Ireland	IE, UK, MT, LU, ES, SK	62
Kosovo & Albania	Austria	AT, FR, NL	32
Nigeria	Italy	IT, FR, GR, ES	40
Nigeria	Switzerland	CH, FR, IE, PL	29
Nigeria	Austria	AT, RO, CY, NL, PL, FI, DE, NO, SE	35
Vietnam	Germany	DE, PL	112
Georgia and Armenia	Austria	AT, SE, ES, FR, IE, PL	42
Nigeria	United Kingdom	UK, IE, CZ, NO, PL	96
Nigeria	Netherlands	NL, DE, FR, UK, ES, PL, IT, AT	50
Georgia & Armenia	Austria	AT, DE, PL, ES	14
Nigeria	Austria	AT, DE, FI, CZ, PL, IE, CH, FR	50
Kosovo & Albania	Austria	AT, FR, SE, LU	50
Columbia & Ecuador	Spain	ES, FR, IT	85
Nigeria	Italy	IT, AT, DE, FR, NL, CY, GR	50
Georgia	Switzerland	CH, FR, PL	30
Nigeria & Gambia	Austria	AT, DE, NO, SE	30
Nigeria	Ireland	IE, NO, HU, SI	58
Mongolia	Sweden	SE, AT	63
Nigeria	Italy	IT, FR, DE, HU, NL, NO, ES	47
Nigeria	Austria	AT, GR	23
Georgia	France	FR, ES, AT, GR, PL	51
Kosovo & Albania	Austria	AT, IS, FR, DE, HU	74
Nigeria	Ireland	IE, AT	52

5.3 Annex C – Comparative analysis of joint operations 2009-2008

** Figures in parentheses: 2009/2008*

5.3.1 Land Borders

Despite the already very satisfactory participation of MS/SAC in general (26/26 countries), even more MS showed willingness to host JO (15/13). This positive increase in commitment was also reflected with an increase in number of operational days by approximately 5%. The effectiveness of each Land border JO is indicated by the experts deployed with surveillance tasks, experts to operate the technical equipment, and experts with border check tasks as well as tasks in the “second line” subsequent to apprehensions. For these JOs more than 550 experts were deployed to the different operational areas, 50% more than the previous year. Border control measures were well supported by the deployment of technical means, in particular several more aircrafts (16/10) as well as cameras, night-vision equipment, and heart beat detectors. For all JO at external Land borders, 40 technical such devices (compared with 12 in 2008) were used, which can be considered as a strong increase of effectiveness.

A budget increase of 100 % was made available for all JO at land borders and has enabled successful implementation of the activities, in particular the aerial means.

The intensity of these border control activities was achieved by increased participation of neighbouring Third countries (6/3) and enlarged co-operation with other institutions like customs authorities or representation of transportation companies.

Considering the intensified carry out of the JO and the general trend of decreases in the migration flow, it is understandable as a preventive effect that during the JO the number of irregular migrants decreased by approximately 30 %.

Despite good progress there is still room for improvement, especially related to the adequacy of experts' skills and profiles, communication

flow and use of technical equipment. For further improvement inter alia the preparedness of host countries and the level of commitments are critical factors.

5.3.2 Air Borders

A strong increase of operational intensity is particularly noteworthy. The number of operational days doubled in comparison with 2008. The number of participating countries in principle did not change while numbers of deployed officers slightly decreased (456/493). This was related to the limited capacities of some hosting MS to accommodate large numbers of guest officers. The new JO Hubble, which focused on flows of irregular migration coming from the main third country airport hubs, was an important complementary element to the ongoing Hammer joint operation. The co-operation with EUROPOL was further improved; EUROPOL actively participated in joint operations providing some input to the analysis and exchange of information between the participating MS. Co-operation with Interpol was established to exchange information about and experience in the identification of falsified travel documents. The FADO system was used as an additional tool in joint operations contributing to the results of operational activities. Air Border Sector focused on getting better quality of the guest officers deployed in the operational area. High level of monitoring of the NON-Schengen passenger traffic in participating airports during joint operations has been achieved (90%/80%). Joint operations further developed the RA-based and flexible concept approach which enabled rapid operational response to new trends, thanks to the establishment of a mechanism for the weekly collection and analysis of data from the most important airports of MS/SAC with extra-Schengen connections. At the same time there is still a need to improve capacities of MS to receive and accommodate big number guest officers, it is also necessary to improve adequate guest officers' skills.

5.3.3 Sea Borders

- General remarks: There was a strong and very promising increase of participation of MS/SAC (26/21); the reasons for the increase are partially linked to the extension of the JO Focal points on sea borders and the implementation of JO Zeus, with operational co-operation between airports and sea ports tackling the phenomenon of bogus seamen. In particular, the willingness and contribution of MS to host sea border operations was visible (15/5). The overall number of operational days for all operations increased by 50% (1322/883), and the operational hours more than doubled with respect to coastal boats and vessels. However there was a 20% decrease in the utilization of open sea vessels (OPV). The operational hours for aerial means did not significantly change and remained at approx. 3000. Potential reasons for these results and the utilization of assets in comparison to 2008 include a significant decrease of migration flow on all identified routes (by more than one third), and also geospatial variation between the different JO – some of them have been implemented close to territorial waters or in contiguous zones of MS, thus less utilization of OPV.

The number of experts deployed increased slightly, as did the total duration of deployment: with more than 11.000 man days (approx increase of 50%), thus effectively demonstrating the combined contribution and solidarity of the EU. For all sea operations budget of 34,4 M EUR was available, 56 % out of the committed budget has been used for financing assets of the different host MS (in some cases operating in Third Countries). Also international organizations and Agencies were more involved than in 2008.

Sea border operations in 2009 were more effective than in previous years not only because the duration and intensive surveillance were enlarged, but also that more human lives were saved, migration flow was reduced, more facilitators were detected and the collection of information with the work of debriefing teams was improved.

• During Poseidon 2009 Sea deployed interpreters supported local authorities thus vastly improving the identification process. Additionally to that, deployed interpreter's findings showed that less than 10% of the interviewed migrants claimed their original nationality (more than 3000 interviews). The number of deployed experts and technical means increased substantially. 21 MS contributed to the joint operation, with 152 experts who were able to deliver 2680 man days of operational activities. More than 20 different types of maritime surface means were deployed (4 OPV, 6 CPV, and 13 CPB) from 5 MS, which delivered more than 11,000 patrolling hours. In addition, 6 airplanes and 4 helicopters provided 802 patrolling hours. This high involvement of assets and experts contributed to a decrease in the migration flow (16% less comparable to 2008). By establishing a new videoconference system in Frontex, videoconferences between LCCs, ICC and Frontex were carried out. Only 38% of the overall number of detections of irregular migrants in the operational area took place at sea, while about 62% took place inland. The main operational objectives of the joint operation were achieved but there is a clear need for closer co-operation between local authorities.

• Thanks to the permanent implementation of the Joint Operation Hera 2009 and to better co-operation of the involved African countries, there was a notable reduction in the number of migrants arrived to Canary Islands (rounded 2,280 /9,200), as well as those apprehended in the place of departure. Optimized aerial and maritime surveillance close to the territory of Senegal and Mauritania, connected with Police co-operation and information campaigns, led into a drastic decrease of migrants and contributed to the saving of human lives. Despite these clear successes, participation of more MS would greatly increase effectiveness and outcomes.

• During Joint Operation Nautilus 2009 there was a remarkable decrease in Third Country Nationals arriving at Malta. However, a significant obstacle to the effectiveness of the Joint Operation lay in the contrasting interpretations of the International Law of the Sea by MS, and in the definition of the operational area. This led to a limited contribution by the MS to the joint operation by maritime surface means. A total of 13 experts from 11 MS provided assistance to the local authorities with interviewing and identifying irregular migrants.

Despite these problems improvements were achieved in the pre-deployment training and guidance to the work of experts deployed for intelligence purposes. Considering and summarizing all internal and external factors of the JO the effectiveness compared with 2008 was not improved.

- Due to the bilateral agreement between Italy and Libya, the number of people arriving from Libya, as well as the number of migrants died at sea, decreased dramatically during Joint Operation Hermes 2009. In addition, the first examples of co-operation with Algeria should also be considered as promising. Frontex deployed for the first time Cultural Mediators to support the guest officers in interviews, interpretation and identification processes. Improvements have been achieved in the pre-deployment training and guidance to the work of experts deployed for intelligence purposes. 18 experts from 7 MS were deployed in JO. As in JO Nautilus, differing interpretations of the International Law of the Sea led to a limited contribution by the MS to the joint operation by maritime surface means. Taking into account in addition to the mentioned factors also the 6 month duration of the operational phase the effectiveness of the JO can be considered as increased.

- After a delayed launch during Joint Operation Minerva 2009, there was an active involvement and participation by all Spanish authorities. However an improvement in national coordination and co-operation is recommended. Due to the deployment of dog handler teams specialized in detecting hidden people, there was a reduction of the number of migrants trying to enter illegally in EU. In addition, there was a significant reduction of the number of apprehended migrants at Spanish ports (rounded 400/840) partially due to the increased performance of border checks at the places of departure, resulting from the co-operation of the Spanish authorities with the Moroccan counterparts. Considering and summarizing all internal factors of the JO the effectiveness compared with 2008 has remained at the same level.

- The creation of mobile expert teams during Joint Operation Indalo 2009 to perform interviews right after the arrival of the migrants, lead to a more flexible approach in the identification process. The Spanish

authorities appointed an Intelligence Officer at the ICC, whose role was beneficial for the collection of intelligence and support of mobile expert teams. The active participation of the MS in joint operation with 7 maritime surface means, 6 aerial means and 31 experts from 6 MS contributed to the success of the JO. The operation should thus be considered as successful, taking into account the time span of the operational phase, the identification of 10 facilitators and the detection of more than 750 irregular migrants. The lack of co-operation with Algeria is currently highlighted as an obstacle for operational activities.

- In the framework of Frontex operational programmes, two specific activities were conducted: Firstly, the implementation of the Joint Operation Focal Points Sea (part of Focal Points programme) started on 14th September 2009, primarily at hot spots areas in the Mediterranean Sea and the Black Sea. Progress was already made in achieving some expected sustainable results such as the creation of practical manuals which provide facts for tailor-made operational assistance, and also sharing of experiences supporting the establishment of well running LCCs. Secondly, during a 4 week activation phase in the EPN-Alpha zone, the regular maritime security coordination between PT and ES was reinforced with the support of Frontex. This has contributed to the further development of the established NCC.

- To increase the awareness of border guards about the abuse of transit visa and seamen documents and “bogus maritime agencies” in MS/SAC, Frontex carried out the Joint Operation Zeus 2009 with the involvement of 35 experts from 18 MS. The co-operation with the BSRBCC was reinforced by the active participation of almost all its members, with Germany as Host Country and also including the Russian Federation. The development of a practical handbook is aimed at supporting border guards in their daily work. The first steps of EU – inter-agency co-operation have been undertaken with access to data bases operated by EMSA that could be used to effectively fight against this specific type of migration crime. An equally important additional progress was to carry out co-operation and information sharing about relevant traffic between airports and seaport authorities.

5.4 Annex D – List of training courses delivered in 2009

Name	Description of activities	MS involved
National Training Coordinators	3 Coordinators' conference took place during 2009.	All MSs
Air Crew Training	32 different training courses/activities (Crew Resource Management, sea survival, air naval coordination training and crew exchange) were carried out from January to December 2009.	22 MSs
Dog Handlers Standardized Training	4 meetings were carried out since January 2009. Dog handler's manual workshop was carried out in Iasi, Romania January 2009. 2 translator workshops were carried out in Traiskirchen and Vilnius. Evaluation meeting took place in the end of the year.	22 MSs
Common Core Curriculum	7 CCC meetings were held in 2009 including measurement tool, sub-leaders and evaluation meetings. Bilateral meetings with 3 rd countries were carried out to discuss the conditions of implementing CCC.	16 MSs
Curriculum Mid-Level Course	11 meetings (including e.g. CMC start-up, three meetings of working groups a two milestone meetings)	18 MSs
Mid Level course	10 meetings (including e.g. two MLC pilot courses and three evaluation meetings)	20 MSs
Training on the detection of falsified documents	5 meetings concerning detection of falsified Document took place in 2009. Meetings with BSRBCC meeting were carried out in July.	15 MSs
Detection of stolen cars	5 meetings (including multiplier activity - translator workshops and Project's Road Map) between April and November 2009 there were 22 week-long stolen cars national trainings organized by 6 MSs.	10 MSs
RABIT Training Development	4 RABIT training courses	19 MSs
EUTD 2009	5 meetings concerning EUTD 2010 development (VAula testing and e-learning)	22 MSs
Partnership Academy meeting	2 conferences with representatives of Partnership Academies took place in 2009.	9 MSs
Third countries training	3 meetings took place till December. Start up conference and promotions of Human Rights in Border Guards. In December "Law of the Sea" training were carried out.	14 MSs
Joint Return standardized for return Officers training	2 meetings were held in 2009, an evaluation meeting was held in February 2009. Second meeting of JR was held in November.	5 MSs
Language training	7 meetings concerning language training were held in 2009.	10 MSs

5.5 Annex E – 2009 Appropriations (incl. Earmarked Revenue)

Budget item (amounts in EUR 1 000)		Original Budget 2009	Amended Budget	Transfer of appropriations		Available Appropriations	Executed Commitments		Executed Payments		To be Carried Forward			Unused		
											Automatic	Non- Automatic	Total			
		(A)	(B)	(C)		(D)=(A)+(B)+(C)	(E)	(E)/ (D)	(F)	(F)/ (C)	(G)	(H)	(I)=(G)+(H)	(J)=(D)- (E)-(H)		
Title 1 Staff		15 956			0%	15 956	15 461	97%	15 106	95%	353		353	2%	495	3%
Title 2 Other Administrative Expenditure		10 044		0	0%	10 044	6 558	65%	4 773	48%	1 785		1 785	18%	3 486	35%
Title 3 Operational Activities:		57 250	5 000	0	0%	62 250	57 990	93%	34 290	55%	23 700	1 536	25 235	41%	2 725	4%
3000	Operations and projects, land borders	4 250		1 530		5 780	5 780	100%	3 288	57%	2 491		2 491	43%	0	0%
3010	Operations and projects, sea borders	34 000	2 100	-1 750		34 350	34 350	100%	23 088	67%	11 263		11 263	33%	0	0%
3020	Operations and projects, air borders	2 650		-26		2 624	2 624	100%	1 040	40%	1 584		1 584	60%	0	0%
3050	Return co- operation	3 250	2 000	246		5 496	5 496	100%	3 864	70%	1 632		1 632	30%	0	0%
310	Risk analysis	1 400	400	400		2 200	1 434	65%	560	25%	874	453	1 327	60%	313	14%
311	Frontex situation centre	650		1 000		1 650	525	32%	108	7%	417	1 082	1 500	91%	42	3%
320	Training	6 300	500			6 800	5 426	80%	1 499	22%	3 927		3 927	58%	1 374	20%
330	Research and development	1 400				1 400	1 313	94%	105	8%	1 208		1 208	86%	87	6%
340	Pooled Resources	1 400				1 400	892	64%	598	43%	294		294	21%	508	36%
350	Miscellaneous operational activities	1 950		-1 400		550	150	27%	140	25%	10		10	2%	400	73%
Grand total regular budget		83 250	5 000	0		88 250	80 009	91%	54 169	61%	25 838	1 536	27 373	31%	6 705	8%
Title 4 Common Core Group Return matters		813			0%	813	813	100%	490	60%	323		323	40%	0	0%

* Title 4 is so called earmarked revenue: a special grant from the European Commission for the action called “Core Country Group for Return Matters” under the Return Preparatory Actions 2007.

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

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

Another aim is to determine destination countries on actual return needs and possibilities, not to choose destination countries for JRO several months in advance. Further, the focus would be on identifying possibilities than needs because MS have lots of needs for return but only some of them are realizable.

Therefore, the identification would aim at nationalities that are removable; e.g. there is a chance to obtain travel documents, and the relevant third countries accept JRO. Moreover, two operational meetings would be organized to determine destinations countries...”

5.6 Annex F – The number of staff

Name of the Unit	2007				2008				2009				TOTAL
	AA	CA	TA	SNE	AA	CA	TA	SNE	AA	CA	TA	SNE	
Joint Operations	0	1	8	33	0	7	12	31	0	10	19	33	62
Administrative Services	3	7	10	0	0	20	18	0	0	26	20	0	46
Risk Analysis	1	1	5	12	0	2	13	17	0	3	12	14	29
Executive Support	0	2	6	3	0	3	8	3	0	3	10	5	18
Finance and Procurement	1	3	7	0	0	3	9	0	0	5	9	0	14
Training	0	1	2	6	0	2	4	5	0	2	5	4	11
Situation Centre	0	0	1	0	0	3	1	2	0	4	6	3	13
Pooled Resources	0	0	2	3	0	0	2	3	0	1	2	4	7
R&D	0	1	2	4	0	1	1	3	0	1	7	2	10
Legal Affairs	0	1	1	0	0	1	2	2	0	1	3	0	4
Internal Audit / QM	0	0	1	0	0	2	1	0	0	1	2	0	3
Directorate	0	0	2	0	0	0	5	0	0	3	5	1	9
TOTAL	5	17	47	61	0	44	76	66	0	60	100	66	226

AA – Auxiliary Agent, CA – Contract Agent, TA – Temporary Agent, SNE – Seconded National Expert

5.7 Annex G - Staff movements

Category and Grade	2008				2009	
	Establishmet plan		Actually filled		Establishment plan	
	Permanent	Temporary	Perma- nent	Tempo- rary	Perma- nent	Tempo- rary
AD16	0	0	0	0	0	0
AD15	0	1	0	1	0	1
AD14	0	1	0	1	0	1
AD13	0	6	0	3	0	6
AD12	0	3	0	5	0	3
AD11	0	8	0	7	0	9
AD10	0	7	0	7	0	8
AD9	0	1	0	1	0	1
AD8	0	21	0	14	0	36
AD7	0	1	0	1	0	2
AD6	0	3	0	0	0	4
AD5	0	3	0	3	0	2
Total AD	0	55	0	43	0	73
AST11	0	0	0	0	0	0
AST10	0	0	0	0	0	0
AST9	0	0	0	0	0	0
AST8	0	5	0	5	0	5
AST7	0	8	0	7	0	9
AST6	0	6	0	4	0	7
AST5	0	12	0	8	0	15
AST4	0	3	0	3	0	3
AST3	0	5	0	5	0	5
AST2	0	0	0	0	0	0
AST1	0	0	0	0	0	0
Total AST	0	39	0	32	0	44
Grand Total:	0	94	0	75	0	117



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